

# FY2023 Grant Application Cultural Facilities & Capital Resources

Postmark Deadline April 1, 2022



*Commission on the Arts*

## PROGRAM GUIDELINES

In addition to the enclosed guidelines all grants must adhere to the West Virginia Commission on the Arts (WVCA) General Guidelines; find them here: <http://www.wvculture.org/arts/grants.html>

## CONTENTS

Program Snapshot, Instructions, and Application

## PROGRAM CONTACT

Contact Jenna Green, Cultural Facilities and Capital Resources and Accessibility Coordinator, at [Jenna.R.Green@wv.gov](mailto:Jenna.R.Green@wv.gov) or 304-558-0240, extension 725.

This is a program of the West Virginia Division of Culture and History (WVDACH) & WV Commission on the Arts (WVCA)

The Culture Center / 1900 Kanawha Boulevard, East / Charleston, WV 25305-0300

P: 304-558-0240 / TDD: 304-558-3562

[www.wvculture.org](http://www.wvculture.org)

We are an Affirmative Action & Equal Opportunity Employer and welcome your questions and comments.



All publications and application forms are available in alternative formats upon request.  
Contact ADA Coordinator  
at 304-558-0240 (phone) or 304-558-3562 (TDD)

## What is the purpose of this grant program?

To support effective, efficient, safe, and accessible venues for arts and history programming, the West Virginia Commission on the Arts (WVCA) Cultural Facilities and Capital Resources (CFCR) Grant Program provides competitive funds for the renovation, construction or acquisition of real property, including alterations needed to comply with Section 504 of the 1974 Rehabilitation Act and the 1990 or 2010 Americans with Disabilities Act.

## Who may apply to this program?

- Non-profit 501(c)(3) arts organizations
- An agency of municipal or county government, including county school boards
- A not-for-profit, tax-exempt West Virginia corporation as defined in 501(c)(3) and 501(c)(4) of the Federal Internal Revenue Code

### A secondary priority

- Non-profit 501(c)(3) history organizations that 1) use professional staff, either paid or volunteer; 2) are primarily engaged in acquisition, care or public exhibition of objects owned or used by the institution; and 3) are open to the public at least 120 days a year.

### In addition, all grant applicants will have:

- Received programmatic funding from the WVCA in each of the previous three years. Receipt of funding through a regranteeing program, Mini Grants, or Peer Assistance Network does not qualify toward this requirement. The WVCA will consider requests for exemption from this requirement submitted to the Director of Arts by March 1.
- Satisfied the administrative requirements, including the submission of final reports, for grants received from WVCA.

### And all grant applicants will submit a complete grant application that includes:

- Applicant Profile
- Signed Certification Statement: Certifies that the applicant's Board of Directors has approved the project
- Project Profile
- Organization/Project Narrative
- Organizational Operating Budget
- Project Budget
- Budget Narrative
- Project Team: Projects must have a project team to be considered for funding. The project team must include names and addresses of the architect, engineer, design consultants, and general contractor. At least the architect or engineer must be selected at the time of application and sign the form. If the Project Team is "in house" the form will be signed by the "in house" architect, designer, engineer, or contractor. If the project does not require an architect, engineer, design consultant, and/or general contractor, the appropriate organizational representative will sign the form.
- Certification - Information & Compliance
- Certification - Project Status & ADA Assurance: Projects of renovation or construction must certify that plans comply with Section 504 of the Federal Rehabilitation Act, the Americans with Disabilities Act (ADA), and regulations concerning access to public buildings for people with disabilities.

- Certification - West Virginia Historic Preservation: Projects of renovation or construction must certify that any plans to facilities currently on the National Register of Historic Places comply with regulations governing renovation of historic places. Organizations planning renovations to building fifty years and older should consult with the State Historic Preservation Office (SHPO).
- Statement of Compliance – Americans with Disabilities Act
- Accessibility Inventory

**and the following attachments, as applicable:**

- List of current board of directors, including brief bios, areas of responsibility and community affiliations
  - List of key staff (paid or volunteer) with brief bios of each
  - Current long-range plan with date of most recent revisions
  - If a waiver was granted, a plan for programming must be submitted
  - First page of organization’s most recent 990
  - Audit or Review: Applicants who are a not-for-profit tax-exempt WV Corporation must provide a copy of the organization’s independent, certified audit or review for most recent fiscal year.
    - \*If the organization’s budget is less than \$100,000, the organization must submit either an independent, certified financial audit or review for the organization’s last completed fiscal year.
    - \*If the organization’s budget is \$100,000 or greater, the organization must submit an independent, certified financial audit for the organization’s last completed fiscal year.
  - Proof of Support: Applicants may provide a list of supporters, including their name, title, and signature and/or up to 3 letters of support (total) from individuals or organizations that will benefit from and support the project now and in the future. The letter should include a description of how the individual/organization will benefit from or provide support for the project. Do not include letters older than one year.
  - Proof of Insurance for the facility referenced for funding support in this application.
  - Proof of Undisturbed Use for Purchase or Renovation: Projects involving the purchase or renovation of real or personal property require proof of undisturbed use through one of the following ways:
    - Proof of Ownership:** Legal proof of unrestricted ownership of property. Unrestricted means unqualified ownership and power of disposition. Documentation may include a deed, title, or copy of a recent tax statement. Provisional sales contracts, cinders, or letters of intent are not acceptable documentation of ownership.
    - Option to Purchase:** If the application is for an acquisition, the applicant must provide a description of the facility, purchase price, and a letter of intent to sell signed by the seller.
    - Long Term Lease & Terms of Undisturbed Use:** Documentation must include an executed copy of a lease and a written explanation of any easements, covenants, or other conditions affecting the use of the site or facility, or both. The owner-lessor may be a not-for-profit entity. The lease must begin no later than the deadline date for the application in which funding is requested and adhere to the following lengths:
      - a) 10 years for equipment and capital fixtures (office furniture does not qualify for this grant)
      - b) 20 years for building renovation or improvements
      - c) 30 years for an increase of square footage
      - d) 40 years for building construction (land is leased)
- NOTE: If lease is current, the period of a renewal option contained in the current lease will be considered by the WVCA, provided the renewal does not require landlord approval.

- Documentation of Capital Expenditures: If the application includes requests for capital expenditures, applicants must submit drawings and detailed specifics of the equipment from the supplier/manufacturer, including an explanation of the installation, training on usage of equipment, and maintenance schedules.
- Documentation of Renovation or Construction:  
If the application includes renovation or construction, applicant must provide the following:
  - a) **Architectural Plans:** An 8 ½" x 11" reduction schematic of current architectural plans.  
Do not send full size architectural plans or drawings
  - b) **Feasibility Study:** All applicants seeking renovation or construction must complete and supply a feasibility study in one of two ways:
 

**For New Construction:** An applicant must submit an independently prepared feasibility study with an executive summary with the application. The new construction study shall be conducted by people or organizations possessing experience and expertise in architectural, socioeconomic, construction contracting, cultural, marketing, and financial analysis. The executive summary of the study should address information about the facility's use and projected programming including revenues, an analysis of operations, and a forecast budget analysis.

**For Renovations:** A feasibility study for renovation projects may be conducted by the applicant and should consist of a discussion of the applicant's ability to complete the project and to implement the proposed programs for the completed project. The study should include the number and responsibilities of staff and volunteers dedicated to the completion of the project and any new or expanded programs.

## Who is not eligible?

- A private individual or group, or any for-profit organization
- Any capital project receiving more than \$3 million from any agency or department of state government during the five years prior to submitting the application
- Public and private institutions of higher education

## What are the priorities for CFCR projects?

The following priorities shall be used by the Commission in awarding grants:

### FIRST PRIORITY

Projects that increase or assure public access to the arts; involve collaborations and partnerships that leverage additional public and private investment and/or are supported by and serve more than one county. Emphasis shall be on projects that provide ongoing public experience of the arts, improve sustainable fiscal operation of arts organizations, and advance artistic excellence.

### SECOND PRIORITY

History museums with capital projects that will increase public programming; secure permanent collections; and advance historical museum presentation and practice.

### ADDITIONAL WEIGHT

Shall be given to projects that contribute to economic development; include requests from organizations that further cultural development in rural, under-served, or minority communities; address known health and safety deficiencies; create or improve access to facilities for working artists

and historians with disabilities; improve, expand, or rehabilitate existing buildings to provide for accessibility, and reduce an organization's operating costs.

## What are qualified project activities?

- Renovation, construction, or acquisition of real property including alterations needed to comply with Section 504 of the 1974 Rehabilitation Act, the 1990 Americans with Disabilities Act, and 2010 ADA Standards for Accessible Design.
- Durable equipment, including sound and lighting systems.
- Furnishings which contribute to the artistic or historic museum experience.
- Capital purchases that enhance earned income of the arts organization or history museum.

## What are ineligible project activities?

- Bad debts
- Endowment campaigns
- Office equipment (such as computers) or office furniture
- Operating costs
- Projects at public or private colleges or universities
- Projects that take place outside of West Virginia
- Projects which are restricted to private or exclusive participation, which includes restricted access on the basis of sex, race, color, religion, national origin, disability, age, or marital status

## What do I need to know about available funds?

- Grants are available only for project expenses which occur during the fiscal year grant period.
- Available funds and the number of grants to be awarded vary each year. An applicant may be awarded a grant for a lesser amount than requested at the discretion of the WVCA.
- Applicants with projects that include multi-year phases may apply for funding for up to three consecutive years. An applicant may not receive more than a total of \$750,000, cumulative, for phased projects. Eligible organizations may apply for qualified projects at the following levels:

Level 1	\$ 2,500 - 24,999
Level 2	\$ 25,000 - 49,000
Level 3	\$ 50,000 - 99,999
Level 4	\$ 100,000 - 299,999
Level 5	\$ 300,000 - 500,000
- Applicants, other than applicants for multi-year, phased projects, receiving awards at:  
LEVEL 4 are not eligible to reapply to the Cultural Facilities and Capital Resources Program for a period of two years following the end of the last funded grant year.  
LEVEL 5 are not eligible to re-apply for a period of three years following the end of the last funded grant year.
- Subsequent applications may only be made for new projects which demonstrate a significant public arts and history museum programming benefit beyond the achievements of the earlier project.

## Does this grant require matching funds?

Yes. Applicants are required to match grants on an equal dollar-for dollar (1:1) match basis from federal, foundation, corporate, and/or local private contributions.

### In addition

- All funds used for the matching requirement must be in cash.
- An applicant may not request funds in excess of 50% of the total project costs.
- To be considered as matching funds, buildings or land owned by the applicant must have been purchased or acquired within five years of the date of application; the buildings or land must have been intended for the grant purposes at the time of purchase or acquisition; and, only the purchase price/documentated value at date of acquisition, not current market value, may be used as match.
- An applicant may use funds expended prior to the start date of the grant award agreement as match if the matching funds are clearly a part of the project, can be documented, and were not expended more than five years before the application date.
- Matching funds for phased projects: the applicant may designate matching funds only to the project phase presented in the application and may not use them in a previous or succeeding application, or in any other arts or historic preservation grant.

## What may not be used as matching funds?

- Fundraising costs are not acceptable as matching funds.
- Funds from any state government source may not be counted as matching funds.
- Loan proceeds may not be counted as match. Unencumbered equity may be counted as match.
- Operational funds, money expended on operational costs.
- Revenue from bond issues that have not been passed at the time of application. In addition, cash proceeds from bond issues must be expended by the end of the grant period in order to qualify as matching funds.
- Mortgage interest: the interest paid on the mortgage is considered to be the “cost of doing business” and may not be used as matching funds.

## If awarded, when will funds be received?

- The WVDACH shall make payments on grant awards in quarterly installments in accordance with the contract and invoice procedures of the Administration Section of the Department of Arts, Culture and History and consistent with requirements of the State Auditor.
- The WVDACH shall limit payments on grant awards to amounts for which both the expenses and matching funds have been documented and submitted to the WVDACH.

## How do I apply to this grant program?

Applicants must submit a letter of intent and complete the application. Complete application packets must demonstrate a three-year history of funding by the WVCA. If needed, applicants may seek a waiver of this requirement; all waivers must be postmarked at least 30 days prior to the application deadline. All deadlines represent a postmark deadline.

<b>FEBRUARY 1</b>	Letter of Intent Deadline
<b>MARCH 1</b>	WVCA Funding Waiver Request Deadline
<b>MARCH 1</b>	Draft Review Postmark Deadline (optional)

<b>APRIL 1</b>	Application Deadline
<b>JUNE</b>	WVCA approval meeting held
<b>JULY</b>	Notification of Award

All funds must be expended within the grant period: July 1 – June 30  
 Recipients must submit a final report within 30 days of project completion.

## If funded, what are my obligations?

Successful applicants are required to:

- Sign, notarize, and return the contract.
- Spend grant money only in accordance with the approved project; all changes require advance written approval from the Director of Arts.
- Submit invoices and documentation of match achieved as described in award contract.
- Give credit in all publicity, printed materials, programs or press releases to the West Virginia Department of Arts, Culture and History, the West Virginia Commission on the Arts and the National Endowment for the Arts. <http://www.wvculture.org/arts/logo.html>
- File a Final Report with the WVDACH within 30 days of the project end date.

## Application Instructions

- Do not staple or bind materials.
- Do not use folders, binders, or notebooks to enclose or separate materials.
- Handwritten applications will not be considered.
- Form fields are highlighted in gray; fields will automatically expand.
- Forms are compatible with Microsoft Word.
- Save often!
- Spell Check is not active within the application, proofread carefully.
- Text is automatically formatted in form fields – applicant cannot alter the font, its size, or color.
- **Submit one single-sided copy of your full application, including attachments.**
- **Sign the original application in blue ink.**

## How will our application be evaluated?

A panel consisting of WVCA members and outside experts in facilities planning, architecture, construction contracting, and arts and history museum disciplines will review and score eligible applications. Panel recommendations are then approved, amended, or rejected by the full WVCA.

Panelists will use the following criteria to evaluate each request:

### ORGANIZATIONAL CAPACITY – 25 points

- Application is complete – All required forms and attachments have been submitted.
- Application is well-written, and intent is clear.
- Strength and quality of the organization’s arts or history museum programs and administration.
- Organization demonstrates ability to raise required matching funds and complete the project.
- Organization demonstrates ability to operate and maintain facility after improvements are made.

### NEED – 25 points

- Applicant demonstrates need for, and community backing of, the proposed project.
- Project creates or improves access to facilities and/or programming for patrons, students, artists, and/or historians with disabilities.
- Project addresses health & safety deficiencies.
- Project reduces organizational operating expenses.

### IMPACT – 25 points

- Project has the ability to provide, increase, or enhance arts/history experiences for the public.
- Project serves a broader community.
- Project contributes to economic development.
- Project furthers cultural development in rural, underserved, or marginalized communities.

### PLANNING – 25 points

- Degree to which the feasibility study for renovation and construction projects addresses artistic, historic, technical, and financial aspects of the project.
- Degree to which the planning for purchase of property or durable goods exhibits sound fiscal and organizational management and supports the organization’s mission.
- Experience and skills of the project consultants.
- Project involves collaborations and partnerships that leverage additional public and private investment.

Projects for acquisition, construction, renovation, capital equipment, or a request for \$50,000 or more may also be evaluated on-site prior to filing the application for a grant.

# Submission Checklist

Use this checklist to finalize your complete application. The checklist represents the order in which the materials should be packaged.

## ALL ITEMS ARE REQUIRED

- PART I Applicant Profile
- PART II Certification Statement with original signature
- PART III Project Profile
- PART IV Organization/Project Narrative
- PART V Organizational Operating Budget
- PART VI Project Budget
- PART VII Project Budget Narrative
- PART VIII Project Team
- PART IX Certification - Information & Compliance
- Certification - Project Status & ADA Assurance
- Certification - West Virginia Historic Preservation
- Statement of Compliance – Americans with Disabilities Act
- Accessibility Inventory

## ATTACHMENTS

- List of current board of directors, including brief bios, areas of responsibility and community affiliations
- List of key staff (paid or volunteer) with brief bios of each
- Current long range plan with date of most recent revisions
- If a waiver was granted, a plan for programming must be submitted
- First page of organization’s most recent 990
- Audit or Review
- Proof of Support
- Proof of Insurance
- Proof of Undisturbed Use for Purchase or Renovation – must satisfy one of the following
  - Proof of Ownership
  - Option to Purchase
  - Long Term Lease & Terms of Undisturbed Use
- Documentation of Capital Expenditures
- Documentation of Renovation or Construction
  - Architectural Plans
  - Feasibility Study

## Submit

Send your completed package to Jenna Green at:

[Jenna.R.Green@wv.gov](mailto:Jenna.R.Green@wv.gov)

or

The Culture Center

1900 Kanawha Boulevard, East

Charleston, WV 25305-0300

# PART I: APPLICANT PROFILE

COMPLETE ALL FIELDS

Do not write in this space
Date received: _____
Application #: _____
PRN: _____

Applicant Legal Name (Organization): Jefferson County Commission for Jefferson County Parks & Recreation Commisison

Applicant Mailing Address: PO Box 250  
City: Charles Town State: WV Zip: 25442 County: Jefferson  
Telephone: 3047283207 Email: jmyers@jcprc.org  
Website: www.jcprc.org  
FEIN Number: 550676727 D-U-N-S Number: (<https://fedgov.dnb.com/webform>) 077414548  
Date of Incorporation: 10/21/1801  
Senate District: 16  
First / Last Name of District Members: Rucker  
House District: 65/67  
First / Last Name of District Members: Espinosa

**The WVCA/Arts staff will only share information regarding your grant with the Contact Person and signer of the Certification Statement.**

Name and Title of Contact Person: Jennifer Myers, Director Jefferson County Parks & Recreation  
Contact Email / Contact Phone: jmyers@jcprc.org/304-728-3207

**Coding: Use the national coding key, which is included on the last page of this application, to code your organization's STATUS, INSTITUTION, and DISCIPLINE.**

Applicant Status: 02/02 Applicant Institution: 37  
Discipline (number and letter): 14

Organization's mission statement: Jefferson County Parks & 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 the purpose of planning, developing, implementing, evaluating and operating a county-wide system parks, recreation, conservation areas, and trail oppourtunities for people who live, work, and visit here.

Project Title: Sam Michaels Amphitheater Project Phase II

Project Snapshot: Capture your project and the need it meets in 200 words or less.

Phase II of the amphitheater project will provide restrooms, ticketing, concessions, meeting and office space at the AMP venue at Sam Michaels Park. This project is new construction adjacent to the AMP stage (Phase I of the overall music venue project) in the eastern panhandle of West Virginia. Phase II will include a two-story accessible facility that will become the gateway entrance for audiences and ticket holders. Interior space will be utilized as professional space and much needed adjacent, climate controlled green room space for performers and artists. The addition of concessions and handicap accessible restroom facilities will make the venue more inclusive to people of all abilities.

<b>Application Summary</b>	<b>Amount</b>
Grant Amount Requested	\$250,000
Applicant Match Achieved	\$1,025,000
Applicant Match Remaining	\$241,900
Total Project Costs (this application only)	\$1,516,900

## PART II: CERTIFICATION STATEMENT

READ, SIGN AND DATE

Applicant Name:	<u>Jefferson County Parks &amp; Recreation Commission</u>
Project Title:	<u>Sam Michaels Amphitheater Project Phase II</u>

The person signing the application must have legal authority to obligate the organization and cannot be a recipient of grant funds.

I certify that

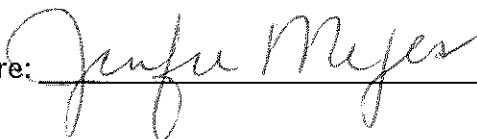
- 1) The information in this application is true and correct to the best of my ability
- 2) The organization's Board of Directors has approved this project
- 3) I have the legal authority to obligate the applicant.

Profits made from any project receiving support from the West Virginia Commission on the Arts (WVCA) will be used in support of the arts or artists. I have read and understood the guidelines and will comply with all rules, regulations, laws, terms, and conditions described therein. I agree to allow the WVCA to duplicate any materials submitted with this application for the purposes of selection process, education, and reports to the National Endowment for the Arts.

Name: Jennifer Myers

Title: Director

Email: jmyers@jcprc.org

Signature:  DATE: 4/1/22



## **PART IV: ORGANIZATION/PROJECT NARRATIVE**

Applicant Name: Jefferson County Parks & Recreation Commission  
Project Title: Sam Michaels Amphitheater Project Phase II

**Provide a history of the applicant organization including date of incorporation, a brief programming history, goals, and significant achievements.**

Jefferson County Parks and Recreation

The Jefferson County Parks & Recreation Commission (JCPRC) is a government agency whose mission is to provide safe public parks and year round recreational activities for the citizens in the Jefferson County community. The JCPRC is a 501 c3 organization. The JCPRC operates or maintains ten county parks that encompass over 400 acres of park land and a variety of park facilities, including the Jefferson County Community Center, picnic pavilions, concession stands, walking trails, playgrounds, tennis courts, athletic fields and open space. In addition, JCPRC offers over 400 program opportunities a year to youth and adults in the county. As part of programming, JCPRC offers numerous special events each year; to include Jefferson County Fireworks which has become an annual event that includes music, kids activities, vendors and fireworks.

The JCPRC was established in 1970 by the Jefferson County Commission and is made up of an eleven member volunteer board that meets once a month, except for August and December, at the Jefferson County Community Center. Its board members are appointed by the Jefferson County Commission for two and three-year terms and then may be re-appointed after their term has expired. The JCPRC hired a full-time director in 1994 to run the Parks & Recreation Department and has since steadily grown to include six full-time staff members, three part-time staff members ten seasonal maintenance staff and numerous other program staff

**List West Virginia Department of Arts, Culture and History/West Virginia Commission on the Arts grant awards received for the past three years.**

2017-\$68,762  
2018-\$131,910  
2021-\$10,000

### **1. PROJECT SYNOPSIS**

**Provide a clear description of the project. Specify work to be accomplished, how the requested funds will be used, what major work items are involved and what the end product will be.**

Phase II of the amphitheater project will provide restrooms, ticketing, concessions, meeting and office space at the AMP venue at Sam Michaels Park. This project is new construction adjacent to the AMP stage (Phase I of the overall music venue project) in the eastern panhandle of West Virginia. Phase II will include a two-story accessible facility that will become the gateway entrance for audiences and ticket holders. Interior space will be utilized as professional space and much needed adjacent, climate controlled green room space for performers and artists. The addition of concessions and handicap accessible restroom facilities will make the venue more inclusive to people of all abilities.

**For multi-phase projects, describe current phase(s) and planned phases to be included in future applications.**

Phase II-Tentative Completion, Spring 2023

CONCESSIONS AND COVERED AREA  
TICKET BOOTH  
WALLS  
CONCESSION AREA  
MENS REST ROOM  
JANITOR CLOSET  
WOMENS REST ROOM  
FENCING ALL AROUND VENUE (APPROX 120,000 SF) 1,500 LF  
2ND STORY OFFICE/ MEETING SPACE  
STAIRWELL  
2ND STORY RESTROOMS  
LIFT CHAIR

Phase III-Tentative Completion, 2026

STORAGE WINGS  
SHORT TERM STORAGE 1,010 SQFT  
LONG TERM STORAGE 1,010 SQFT

Phase IV-Tentative Completion, 2028

EXTERIOR ORCHESTRA PIT/STEPS  
PAVED AREA BETWEEN PIT AND SEATING  
PAVED SEATING AREA AND SEATS FOR FOR 550  
SIDEWALK/PAVING TO SIDE  
CONTROL BOOTH

Phase V(A)-Tentative Completion, 2031

REAR SECTION  
UPPER LEVEL  
ELEVATOR LOBBY  
ELEVATOR  
WOMENS DRESSING ROOM  
WOMENS REST ROOM  
MENS REST ROOM  
SINGLE USER REST ROOM  
KITCHENETTE  
STORAGE CLOSET  
GREEN ROOM  
MENS DRESSING ROOM  
CIRCULATION AT STAIRS  
STAIRS  
WALLS

Phase V(B)-Tentative Completion, 2034

LOWER LEVEL

ELEVATOR  
 ELEVATOR MACHINE ROOM  
 OPEN AREA - UNFINISHED  
     FINISH LOWER LEVEL OF REAR SECTION  
 FINISH OPEN AREA (OFC, CLRMS, RESTRMS)  
 STAIRS (PHASE 5A) -  
 WALLS  
 Phase VI-Tentative Completion, 2035  
 SEAT COVER AND REAR FIXED SEATING  
 COVER AT ORCHESTRA PIT  
 COVER AT PAVED AREA BTWN PIT AND SEATS  
 COVER FOR CENTER FRONT SEATING FOR 550  
 COVER FOR PAVED AREA BETWEEN FRONT AND REAR SECTIONS  
 CENTER REAR - PAVED SEATING AREA AND SEATS FOR 1200  
 CENTER REAR - COVER OVER PAVED SEATING AREA (OPTIONAL)

PHASE VII - PARKING LOT IMPROVEMENTS  
 PAVED PARKING FOR 2000

**Describe and demonstrate the need for the proposed project.**

Phase II of the amphitheater project will elevate the celebration of music and the arts in our community and help to draw additional arts and cultural tourism into West Virginia, bolstering the already robust high-adventure and historic tourism industries in Jefferson County. The stage that was constructed in Phase I has already had a tremendous impact, especially during venue closures due to COVID-19. The AMP stage made it possible to program classes, community events, camps, concerts, plays, recitals, and more. The AMP stage has served to create new partnerships and new grant funding that supports growth in community and event building efforts, and was named as such, "Arts, Music, People." The Phase I stage is a wonderful beginning to a much bigger vision. The Phase II construction will provide necessary amenities for larger gatherings and bigger acts. At present, families looking for large scale, arts centered entertainment find themselves traveling through Harpers Ferry and over the Shenandoah and Potomac Rivers to concert venues in neighboring Maryland and Virginia. The addition of the AMP stage and the Levitt AMP Shenandoah Music Series reversed traffic, to some degree, drawing people from as many as 100 miles away to our community. The eventual completion of the AMP venue will cement Jefferson County, West Virginia as a concert venue and bring and keep crowds here to enjoy our beautiful state and all it has to offer

**2. PROJECT SCOPE- PARTNERSHIP AND SERVICE**

**Discuss how the project will increase or assure public programming in the arts and advance artistic excellence.**

JCPRC has a history of offering a broad spectrum of activities, including sports, camps, and classes for adults and children. Arts and STEM programming have already experienced a degree of success within the larger Parks and Rec activity offerings. The Phase II addition will add ADA accessible

restroom facilities, as well as office and meeting space. This addition will make the AMP stage a more equitable space, which will be utilized as a classroom and concert venue throughout the summer months.

The newly constructed office/meeting space will double as greenroom and running water and restroom facilities will make bringing larger, more popular acts possible at the AMP. Ticket sales through a ticketing office will create a more secure entry and a permanent concession stand will allow for an outdoor café atmosphere at the AMP venue. The additions will create new revenue streams and support those already in place.

**Discuss how the project improves sustainable fiscal operation of applicant organization.**

Park systems nationwide have felt the crunch of limited and shrinking funding. Jefferson County Parks and Recreation is no exception. These cuts have not served to weaken fiscal resources. Instead, they have served as a way to incubate new and more innovative ways to meet and exceed budgets. Fee for service models and public private partnerships are proving to be the solution for strengthening our parks.

The utilization of porta johns as restrooms, folding tables for ticketing, and various food trucks or folding tables and pop-up tents for concessions are temporary solutions to necessary service at the AMP. Each time an event is scheduled to take place at the stage, calls must be made to have restrooms delivered/cleaned and additional man hours are required to set up for basic event needs. Successful event schedules are dependent on delivery times. Greenroom and office space is available on the premises, however not at the venue, which removes a level of security and connection to the place a performer will take the stage. The Phase II plans will eliminate the temporary variables and offer a permanent, safe, accessible, equitable facility that will enhance the venue and eliminate the costs expended on temporary solutions.

**Discuss how the project is supported by and will serve the municipality, county, or multi-county region.**

Jefferson County Parks and Recreation has community support for this project as well as support from local organizations; such as the Jefferson County Development Authority, Chamber of Commerce, Jefferson County Board of Education, Jefferson County Convention & Visitors Bureau, Jefferson County Commission, as well as other local, regional, and state representatives.

The AMP is the only permanent, outdoor event space dedicated to arts and education development in Jefferson County. It is quickly becoming a community gem and continues to grow community pride and sentiment. Concerts have doubled in size since the first concerts took the stage. Artists are actively seeking to play the venue. Phase II will only steepen the trajectory of gratitude and appreciation for the experience the stage and venue have to offer.

**Discuss how the project will involve collaborations and partnerships that leverage additional public and private investment.**

Phase I construction of the Amphitheater project brought a new concert venue to Jefferson County, opening a new avenue for partnerships and collaboration to cultivate the arts in our community. In the four years the AMP has been open and available, new opportunities for connections have and continue to flourish, including when other venues and arts driven initiatives were forced to be shuttered due to COVID-19 impacts.

Some artists and partners that have performed on the stage and utilized the venue include:

- St. Agnes Church Community Theater – Fiddler on the Roof
- Charles Washington Community Orchestra
- Shepherd University – ShepFest
- Jefferson County Community Choir
- Jefferson County Schools
- New Hopewell Center for the Arts
- Allegro Dance Studio
- Bolivar-Harpers Ferry Public Library
- USA Military Bands

The Mortimer and Mimi Levitt Foundation awarded Jefferson County Parks and Recreation Commission the Levitt AMP grant in the amount of \$25,000 to bring ten weeks of admission free, diverse, professional music to our community each summer in 2021 and 2022.

In addition to these promising partnerships, JCPRC currently offers over 40 art and performance centric classes each year with over 660 enrolled participants. The programs include needlecrafts, visual art classes, music and dance classes.

During the summer, monthly “Outdoor Family Movie Nights” at The AMP are open to the public, admission free, and attract an average of 250 participants. Local businesses eagerly support our movie events through sponsorship. An anonymous donor contributed an automated, permanent movie screen to the stage to ensure multi-media events and family movies had a permanent home at the venue.

Some local events and partners that could potentially benefit from a facility with this capacity include:

- Contemporary American Theater Festival
- American Conservation Film Festival
- The Old Opera House
- Shepherd University Preparatory Orchestra
- Jefferson County African American Cultural Heritage Festival
- Shepherd International Guitar Festival
- Shepherd University Ensembles
- Happy Retreat Craft Beer and Music Festival
- WV Humanities Council’s History Alive!

The Phase II addition, including restrooms, ticketing, concessions, and offices will make Jefferson County an even more attractive venue to larger partnerships and events that may be in need of a largescale, outdoor, family friendly venue.

*Complete the following ONLY if you are a history museum seeking support for a capital project:*  
**State how the capital project will increase public programming, secure permanent collections, and advance historical museum presentation and practice.**

N/A

### **3. PROJECT IMPACT**

**Briefly describe how the project provides opportunities for West Virginia artists and cultural presenters.**

Jefferson County is the eastern-most county in the panhandle and located a mere 40 miles from Washington DC, 90 miles from Baltimore, Maryland, 145 miles from Pittsburgh, Pennsylvania, and 180 miles from Richmond, Virginia. To date, the concerts that have been hosted at the AMP venue, including the Levitt AMP Shenandoah Music Series concerts, have drawn attendees from the previously mentioned large cities. The AMP has hosted local, regional, and national acts. Proximity to large populations give visibility and an ability to share the rich history of our community and state with those who play the stage. The Levitt AMP grant ensures equitable experiences for the community and artists through the power of live, professional, diverse music. The grant makes it possible to offer concerts admission free and encourages each venue to highlight their community through the arts. This has led to many, many West Virginia born artist performances at The AMP with audience attendances of 500+.

**Briefly describe how the project expands educational opportunities.**

In 2016, JCPRC entered into an MOU with the Jefferson County Schools to provide the adult education component in our community. When venues were shuttered, adult fitness classes found their way to the AMP stage in a program called "AMP up your Fitness." Jefferson High School band has performed and will perform at the Shepherd University "ShepFest" event in April 2022. The Jefferson County Science Olympiad will utilize the stage as an outdoor classroom for all sixth grade middle school students to experience hands-on STEM initiatives led by local and regional scientists and environmentalists. Jefferson County Schools have been supportive of the amphitheater project since its inception. The MOU partnership extends beyond public programming and the amphitheater is available to serve as a venue for large events produced by the school system, be it graduations, performances, or ceremonies.

**Briefly describe how the project contributes to economic development.**

Jefferson County, located in the eastern panhandle of West Virginia, is just 40 miles west of Washington DC and bordered by Maryland and Virginia. Jefferson County is also home to Harpers Ferry National Park, which brings a half-million visitors to West Virginia each year. There are also several outfitters along the Potomac and Shenandoah Rivers in Jefferson County who attract adventure-seeking visitors to our area. Both operations leverage our rich environment for historical and recreational tourism; however, when the rivers get dark and the bus service stops and museums close, we want to keep tourism investment on our side of the Rivers. This project will not

only attract concert goers from nearby places, it will help to keep visitors in our community, at hotels longer, and enjoying our local restaurants.

Additionally, this venue is growing and finding an audience within our own community that has not previously participated in program offerings at the Jefferson County Parks and Recreation department. Phase II will expand the venue which, in turn, will expand necessary amenities to host larger, more prosperous shows. Higher ticket prices, larger crowds, and more public word-of-mouth and visibility will propel growth momentum.

Jefferson County continues to grow in population size. The Jefferson County Development Authority supports this project and its connection to tourism, which is a vital part of our local economy. Being located in the shadows of the Appalachian mountains and so near larger metropolitan areas, Jefferson County has become the perfect "get-away" spot for a venue of this magnitude.

**Briefly describe how the project furthers cultural development in rural, under-served, or marginalized communities.**

Jefferson County has a fairly steep economic curve, including students who have no access to basic needs beyond what is provided by Jefferson County Schools. Two of the three schools closest to Sam Michaels Park have qualified for the free-lunch program through the State of West Virginia. When families are turning to specialized programming to ensure nutrition, arts programming will invariably fall by the wayside.

The Jefferson County Commission funds a scholarship program each year so those who cannot afford to participate in programming through Jefferson County Parks and Recreation can do so. Any program offered in all phases of the Amphitheater project will be included in our scholarship program. Children and families of all economic abilities will have opportunities to participate in and enjoy performance art at the venue.

Jefferson County has the unique designation as a "super commuting" population, which means a larger than usual portion of the population commutes in excess of 90 minutes per day, typically into the Washington D.C. metro area.. There is also a portion of the population in Jefferson County who work, live, and remain in the community daily. This uneven distribution of the work force creates a natural divide. Jefferson County's proximity to Washington D.C. gives residents who are already spending their days in the larger cities, as well as those with means to travel into larger cities to experience an array of cultural artistic experiences to do so. Those that do not have the means, have lower incomes, or do not have transportation to leave our community and state for these experiences are left in a vacuum, with a disproportionate ability to enjoy art experiences. The AMP at Sam Michaels Park was awarded the nationally competitive Levitt Foundation Grant to offer ten weeks of diverse, professional concerts on Thursday evenings throughout the summer. The Levitt Foundation grants are focused on building community and empowering people through the power of live, free, and equitable access to music. This grant also includes an educational series that challenges grantees to consider and address divides through an extensive line-up of diversity, equity, and inclusion training and open discussion so each concert season features diversity in all aspects of the musical performances.

The AMP venue is local, accessible, and growing arts appreciation in our community, for our community. It is a convening place where all people can celebrate our heritage and culture, and encourages participation in the Arts.

**Briefly describe how the project addresses known health and safety deficiencies.**

As we all experienced, on March 11, 2020 the world closed doors and distance became a necessity for the health and welfare for everyone. The AMP stage reopened in June 2021 for concerts and community events, despite the COVID-19 pandemic. The outdoor venue and eleven-acre festival field in which is sits, made it possible for concert-goers of all ages to gather in a safe, open air venue to re-engage in a weekly celebration of music and musical artists. The first show of the summer in 2021 featured a music group who expressed nothing but gratitude for an opportunity to perform in a venue that could offer fresh air and keep the musicians and their audience safe during an otherwise trying time. While COVID numbers have decreased, the AMP venue will forever be remembered and celebrated as a place people can come together to safely celebrate the arts. The Cultural Learning Alliance states, "Every child should have access to the benefits that arts and culture bring. The arts are a positive force in society: children who feel ownership of the arts feel more confidence in their ability to create, challenge and explore, to be part of society, and to make change happen. Access to the arts is access to our national life." (<https://culturallearningalliance.org>)

**Briefly describe how the project creates or improves access to facilities for working artists and/or historians with disabilities; and improves, expands, or rehabilitates existing buildings to provide for or increase accessibility for all people with disabilities.**

When Phase I of the amphitheater project was constructed in 2018, accessibility to the stage was finally realized with a wheelchair ramp and flush rear entry providing access for all performers. In 2020 a concrete sidewalk was added so the audience could enjoy ease of access to the festival field from the parking areas. Phase II will bring ticketing, concessions, and permanent full-facility restrooms to the venue in one accessible location. This addition will make the experience for all patrons and visitors more equitable. While the portable restrooms and food truck spaces are available to all, traversing the grassy, sloped terrain can prove more challenging for people of advanced age or those who have mobility concerns. This facility will offer food options and restrooms facilities near the entrance along hard-surface pathways, which will reduce and/or eliminate obstructions that could cause wheelchairs or those with mobility challenges to access these areas of the venue.

**Briefly describe how the project reduces the organization's operating cost. If the project will not reduce the organization's operating cost, discuss similarly impactful gains made by completing this project.**

Phase II of the amphitheater will provide restrooms, ticketing, concessions, and office space at the AMP venue. The Phase II additions have been designed to accommodate large events. The AMP stage (Phase I) and festival field have no additional amenities, including running water or secure interior space. Currently, restrooms are provided through porta-john rentals. This rental costs up to

\$2000 per season, which provides two restrooms. The new facility will include restrooms to support the venue to capacity, eliminating the need for costly, temporary solutions. The portable restrooms ordered and provided are intentionally ADA accessible to provide equality; however, due to the nature of the greenspace are not easily accessed by every member of the community. The permanent, ADA accessible facility will provide equity around a most basic human need.

The addition of a full concession kitchen will create a rentable/leasable space for restaurant partnership (in addition to our local, much loved food trucks) and provide a permanent, secure space to facilitate alcohol sales. At present, if alcohol is served at events, individual event license fees apply for each event. The required paperwork and application fees make the cost of licensing weekly concerts unattainable at this time.

Local, regional, national musicians and thespians have already enjoyed the AMP stage during concerts and shows. While the stage provides protection from the various weather conditions summer can bring, the absence of a climate-controlled greenroom and running water/restroom facilities adjacent or near the stage make it a necessity to transport artists to and from a temporary green room located across the festival field, thus creating security concerns and an inconvenience requiring staff and a vehicle to be utilized throughout the event. The construction of the Phase II meeting space will provide the much needed adjacent, climate-controlled greenroom, eliminating an inconvenience for artists and the need for additional staff to chauffeur them away from the stage.

Early in the AMP planning process, a promoter who works closely with the entertainment industry to book musicians for performances at Hollywood Casinos visited the newly constructed Phase I AMP stage venue. At that time, he advised, "You are onto something big, however you will need a greenroom to attract big ticket acts. Once that's in place, you will have arrived." While Phase II is not planned to be a permanent, dedicated greenroom, it will add a space that will allow sales for bigger tickets offering greater income opportunities.

**Briefly describe how the project has historical or architectural significance.**

The amphitheater project is new construction. While the building itself doesn't have historical significance on the surface, while researching possibilities for this project, we have learned it does have an interesting narrative all its own.

In the 1970s, Mr. Sam Michaels passed away and deeded his property to the State of West Virginia to be developed into a West Virginia State Park. By 1975, the idea of building an outdoor amphitheater venue gained popularity and Mrs. Arch Moore, first lady of West Virginia, joined efforts as an honorary chairperson for the project. The project plans were an opportunity for growth of historical tourism, highlighting the rich history, including the story of John Brown, as part of a much bigger historical tourism industry steadily growing in Jefferson County. In 1975, it was estimated an amphitheater would draw 75,000 additional visitors to Jefferson County. It was estimated a fee of \$15.00 per seat would generate \$1,125,000.00 annually. Mrs. Arch Moore believed in this project, and fundraising efforts raised approximately one-third of funds needed within six months. Donations were made from organizations and private citizens from nearby states, including Virginia and Maryland, as well as many West Virginia and Jefferson County

citizens. The money raised was managed by a group called "Theater Arts, West Virginia". While we don't know what happened to the plans or funds, we do know the project was not completed in the 1970s. Sam Michaels Park was deeded to the Jefferson County Commission and became the first of ten County Parks within the system. The story of this project began forty years ago, with a viable and forward-thinking plan. It is time to finally propel it to reality. Historical tourism is reaching historic numbers of visitors. Additionally, the COVID-19 pandemic forced everyone to reevaluate their own space and the space of others, making outdoor the preferred choice. Our National Parks were bombarded and overflowing with new visitors having found a renewed interest in the history of our State and Nation. The AMP venue offers concerts and movies when the National Park gates have closed, extending the experiences of those who come with a hunger to experience history in the places it happened.

#### 4. READINESS

**Discuss the ability of the organization to raise the required matching funds and complete the project.**

This project was earmarked, included, and supported in the Federal Omnibus Appropriations Bill, FY2021 by Sentator Shelly Moore Capito in the amount of \$925,000. This money will be used to help fund Phase II of the Amphitheater Project. In addition, Jefferson County Parks & Recreation Commisison has earmarked \$100,000 to the project, and an ARPA fund request to the Jefferson County Commission is under review at this time.

**Discuss the ability of the organization to operate (programming, staffing, fundraising) and maintain the facility after improvements have been completed.**

The Jefferson County Parks & Recreation Commission has a 20-year history of offering successful, revenue generating community events and programming to our community.

With the addition of the amphitheater facility in 2018, JCPRC to expanded programming in arts and culture. The Phase II addition of restrooms, concessions, and meeting space will allow JCPRC will have access to even more programmable space to continue to broaden its programming scope.

Jefferson County Parks & Recreation Commission has a year-round recreation coordinator that is responsible for developing programs and community events throughout the year. In addition, the Director and Community Development Coordinator are responsible for booking performances, and growing partnerships, grants and sponsorships during the amphitheater off season. Local business and private sponsorships and donations contribute funding to host community event and improve access to the amphitheater.

In 2021 and 2022, Jefferson County Parks & Recreation Commission received a \$25,000 grant from the Mortimer & Mimi Levitt Foundation to offer a 10-week free summer concert series. In addition to this series, Jefferson County Parks & Recreation Commission plans to offer two ticketed events during the summer of 2022 that are estimated to generate revenue of \$5000 per event. Food vendors will be brought in for each event and will pay a base price of \$25 plus 10% of sales. The regular operating

season of the amphitheater will coincide with a period where staff is increased to 50-75 seasonal part-time employees.

Phase II construction will include addition of a restroom, concession, and ticketing facility in addition to the 3200 square foot stage. The estimated cost is \$7500 annually. The estimate includes weekly mowing of the grounds, power washing of the stage, electricity, water and sewer for the phases.

**For renovation and construction projects: Discuss the degree to which the feasibility study addresses artistic, historic, technical, and financial aspects of the project.**

The feasibility study was conducted by an architectural firm and addresses site analysis, design, and budget estimates. The study was originally conducted in 2003 and was updated in 2017, prior to Phase I construction. During the process, the firm and staff visited various amphitheaters and band shells in the tri-state area. The amphitheater design and programming was modeled after Wolf Trap National Park in northern Virginia

**Discuss the status of architectural planning, including when construction documents are expected to be completed**

Architectural planning and construction documents provided by the architectural firm are complete. Site planning and civil engineering documents are currently being developed for the addition of stormwater and drainage and anticipated to be ready during early summer of 2022.

**Discuss the experience and skills of the project consultants.**

The architectural firm Helbing Lipp Recny has been involved with this project from its inception in 2003 and were the architects of record for Phase IA & IB. Throughout the process, representatives from Jefferson County Schools, Chamber of Commerce, Shepherd University, and local musical/theater groups have been consulted and provided feedback.

**Discuss prior phases of this project, including the completion date of each phase.**

Phase 1A & 1B of this project were completed in 2018.

The addition of an ADA accessible sidewalk was constructed and added in 2021.

The addition of festoon lighting is currently underway and will be completed in Spring 2022.

**If funding has been received for prior phases list the amount and how the monies were spent.**

West Virginia Department of Culture and History - \$68,762.00 – Phase IA Amphitheater (2017)

West Virginia Department of Culture and History-\$131,910.00-Phase IB Amphitheater (2018)

Mortimer and Mimi Levitt Foundation - \$5000 Bridge Grant – AMP Community Art Project “AMP sign” (2020)

First Energy Foundation - \$10,000 – ADA Accessibility Sidewalk (2021)

West Virginia Department of Culture and History -Fast Track Grant - \$10,000 – ADA Accessibility Sidewalk (2021)

*Current phases of this project:* Describe any phases of this project that are in process and not completed at time of application. Include an estimated schedule for completion, amount of funding received, and match achieved for current phase and how that money was expended.

In March 2022, JCPRC contracted with Hebling, Lipp, Recny to complete the design, engineering, and construction of a sanitary sewer line to connect the Parks to the Jefferson County Public Service Districts sewer system, including removal of the existing septic system and drainfield to prepare for Phase II of the amp project. In addition, Hebling, Lipp, Recny will obtain the necessary permits, and construction of the amphitheater Phase II project (restrooms and concession/ticket facility), using the already-completed construction documents, modified as needed for updated code compliance and per any changes requested by the Client.

## PART V: ORGANIZATIONAL OPERATING BUDGET

Applicant Name: Jefferson County Parks & Recreation Commission  
 Project Title: Sam Michaels Amphitheater Project Phase II

Please provide a three-year comparison of the financial state of your organization. This financial picture along with your narrative helps frame your project.

Fiscal year beginning - ending dates: 07/01/21-06/30/22

	FY2021 Actual Figures	FY2022 Budgeted Figures	FY2023 Budgeted Figures
<b>1. Previous Fiscal Year Carry-over</b>	\$423243	\$	\$
<b>2. Income</b>			
Earned income	\$403875	\$473000	\$674500
Endowment income	\$	\$	\$
Contributed income			
Individuals	\$	\$	\$
Corporations/Foundation	\$	\$	\$
Federal Government	\$130611	\$	\$
State Government	\$	\$25000	\$25000
Local Government	\$788567	\$579225	\$704809
Total Contributed	\$919178	\$604225	\$729809
<b>Total Income</b>	<b>\$1323053</b>	<b>\$1077225</b>	<b>\$1404309</b>
<b>3. Expenses</b>			
Contracted fees and travel expenses	\$41236	\$58000	\$60000
Production/exhibition/service expenses	\$136778	\$141865	\$293700
Administrative expenses	\$721796	\$877360	\$1050609
<b>Total Expenses</b>	<b>\$899810</b>	<b>\$1077225</b>	<b>\$1404309</b>
<b>4. Operating Surplus/(Deficit)</b>	\$423243	\$	\$
<b>5. Capital Income:</b> Portion of organizational income raised for capital purposes	\$72850	\$57490	\$59144
<b>6. Capital Expenditures</b>	\$	\$	\$
<b>Net Capital Activity</b>	<b>\$72850</b>	<b>\$57490</b>	<b>\$59144</b>

## PART VI: PROJECT BUDGET

Applicant Name:	<u>Jefferson County Parks &amp; Recreation Commission</u>
Project Title:	<u>Sam Michaels Amphitheater Project Phase II</u>

### COMPLETE ALL FIELDS

Provide the project budget summary in the format shown. Do not omit any items. Enter a "0"(zero) for any expenses or revenue items that do not apply. **This budget refers only to the project for which this grant is requested. If the project takes place in phases, present only the budget for the phase you are seeking funding through this grant application.** The categories below are patterned after those found in Masterspec®; © 1998, American Institute of Architects.

PROJECT EXPENSES	NON-GRANT	GRANT
1. Land acquisition	\$0	\$0
2. Building acquisition	\$0	\$0
3. Architectural services	\$0	\$74000
4. General requirements	\$0	\$0
5. Site construction	\$0	\$175000
6. Concrete	\$0	\$0
7. Masonry	\$0	\$0
8. Metals	\$0	\$0
9. Wood and plastic	\$0	\$1050000
10. Thermal/moisture protection	\$0	\$0
11. Doors and windows	\$0	\$0
12. Finishes	\$0	\$0
13. Specialties	\$0	\$0
14. Equipment	\$0	\$0
15. Furnishings	\$0	\$0
16. Special construction	\$80000	\$0
17. Conveying systems	\$0	\$0
18. Mechanical	\$0	\$0
19. Electrical	\$0	\$0
<b>SUBTOTALS OF EXPENSES</b>	\$80000	\$1299000
CONTINGENCY <i>Not part of match</i>	\$137900	
<b>TOTAL PROJECT EXPENDITURES = Non-Grant + Grant</b> <i>Should equal the total project cost listed in Part I.</i>		\$1516900

**PROJECT INCOME: SOURCES OF FUNDS FOR THE PROJECT**

	Non-match	Match
1. Cultural Facilities & Capital Resources Program <i>(this grant)</i>		\$250000
2. Private Support (Cash)		\$0
3. Corporate Support (Cash)		\$0
4. Local Government Support (Cash)		\$241900
5. Other State Government Support (Cash)	\$0	
6. Federal Government Support (Cash)		\$925,000
7. In-kind Private Support	\$	
8. In-Kind Corporate Support	\$	
9. In-Kind Local Government Support	\$	
10. In-Kind State Government Support	\$	
11. In-Kind Federal Government Support	\$	
12. Applicant Cash		\$100000
13. TOTAL NON-MATCH	\$0	
14. TOTAL MATCH <i>(must equal or be greater than grant request)</i>		\$1516900
15. TOTAL PROJECT INCOME <i>(all funds, cash, in-kind, grant) (must equal expenses)</i>		\$1516900

Note: If this budget reflects a phased project, you may also attach a budget detail of the entire project; a Project Budget Glossary follows for your convenience.

# GLOSSARY: PROJECT BUDGET

## EXPENSES

- Land Acquisition: Amount paid by the applicant for purchasing land involved in the projects or documented in-kind value of land donated for the project according to a certified property appraiser. Use the acquisition date value. Lease value is not eligible for match.
- Building Acquisition: Amount paid by the applicant for purchasing building involved in the project, or documented in-kind value. Use the acquisition date value. In addition, the time limit for claiming building or site acquisition as match (if cash was expended) is no earlier than 5 years before the application deadline. The building must be applicant-owned or be acquired as part of the grant, and lease value is not eligible for match.
- Architectural Services: Amount paid (or documented in-kind) for total services involved with the project. These may include design work, schematics, design development, bidding and negotiation, consultant services, and contract administration by the architect. Remember, you may use grant dollars (WVCA approved grant funds) only for those line-item expenses that are incurred after a contract with the WVDACH has been signed.
- General Requirements (Division 1): Cost may include the following contractor services: field engineering, shop drawing, allowances, construction photographs, quality control, and contract closeout.
- Site Construction (Division 2): May include: building demolition, site clearing, sewage and drainage, underground ducts and utility structures, termite control, irrigation systems, earthwork, and landscaping.
- Concrete (Division 3): May include cast-in-place concrete, architectural cast-in-place concrete formwork, structural precast concrete, and special concrete toppings and finishes.
- Masonry (Division 4): May include unit masonry; stone masonry veneer, restoration, and cleaning; and glass masonry assemblies.
- Metals (Division 5): May include structural steel, metal fabrication, metal stairs, pipe and tube railings, gratings, and ornamental metalwork.
- Wood and Plastic (Division 6): May include rough carpentry, finish carpentry, interior and exterior architectural woodwork, panel work, and plastic fabrications.
- Thermal and Moisture Protection (Division 7): May include waterproofing, fireproofing, shingles and roofing, siding, and sealants.
- Doors and Windows (Division 8): May include steel, wood, glass, and aluminum doors; frames; automatic or revolving doors; steel, wood, glass, and aluminum windows; decorative or mirrored glass, and door and window hardware.
- Finishes (Division 9): May include plaster, sheathing, ceramic tile, wood or brick flooring, carpet, painting, and wall coverings. Acoustical treatments such as panel or tile ceilings will apply only to theaters, performing art centers, and auditoriums.
- Specialties (Division 10): May include louvers, vents, signs, lockers, metal storage shelving, partitions, and mobile storage units.
- Equipment (Division 11): May include such items as theater and stage equipment, stage curtains, and projector screens. Match funds that are spent of these items must be directly related to the project. Do not include expenses for office equipment.
- Furnishings (Division 12): May include casework, window treatment hardware, louver blinds, and theater seating. Do not include expenses for furniture in the state column. Match funds that are spent on these items must be directly related to the project.
- Special Construction (Division 13): May include metal building systems.
- Conveying Systems (Division 14): May include elevators, moving walkways, wheelchair lifts, and vertical conveyors.

- Mechanical (Division 15): May include pumps, motors, sprinkler systems, plumbing fixtures, water heaters, HVAC pumps and controls, boilers, furnaces, liquid coolers, evaporators, air conditioning units, humidifiers, fans, metal ductwork, and air filters.
- Electrical (Division 16): May include wires, cables, transformers, switchgear, panel boards, fuses, disconnect switches, circuit breakers, interior and exterior lighting (including theatrical lighting), fire alarm systems, and lighting control equipment.

#### **INCOME**

- Cultural Facilities Program (this grant request): The amount requested in this grant.
- Private Support (matching): Private donations, including foundation grants given for this project, or a proportionate share of such grants allocated to this project, and cash donations.
- Corporate Support (matching): Cash support derived from contributions given for this project by businesses, corporations, and corporate foundations, or a proportionate share of such contributions allocated to this project.
- Local Government (matching): Cash support derived from grants or appropriations given for this project by city, county, or other local government agencies, or a proportionate share of such grants or appropriations allocated to this project.
- Other State Government Support (non-matching): Cash support derived from grants or appropriations given for this project by other state government agencies, or a proportionate share of such grants or appropriations allocated to this project.
- Federal Government Support (matching): Cash support derived from grants or appropriations given for this project by agencies of the federal government, or a proportionate share of such grants or appropriations allocated to this project.
- In-Kind Private Support (non-matching): All documented non-cash contributions provided to the applicant by individuals and non-corporate, non-government parties. These contributions may be in the form of the fair market value of goods and services directly benefiting and specifically identifiable to the project or program.
- In-Kind Corporate Support: (non-matching): All documented non-cash contributions provided to the applicant by corporate parties. The contributions may be in the form of fair market value of goods and services directly benefiting and specifically identifiable to the project or program.
- In-Kind Local Government Support (non-matching): All documented non-cash contributions provided to the applicant by city, county, or other local government agencies. The contributions may be in the form of the fair market value of goods and services directly benefiting and specifically identifiable to the project or program.
- In-Kind State Government Support (non-matching): All documented non-cash contributions provided to the applicant by other state government agencies. These contributions may be in the form of the fair market value of goods and services directly benefiting and specifically identifiable to the project or program.
- In-Kind Federal Government Support (non-matching): All documented non-cash contributions provided to the applicant by units of the federal government. These contributions may be in the form of the fair market value of goods and services directly benefiting and specifically identifiable to the project or program.
- Applicant Cash (matching): This line item is often used to “balance the budget” when expenses exceed all other revenues listed. For the proposal budget, these are general funds the applicant will dedicate to the project.
- Total Non-Match: The sum of all cash and in-kind resources not eligible as match.
- Total Match: The sum of all matching resources.
- Total Project Income: The sum of all cash, contributions, and in-kind resources, including this grant.

## PART VII: BUDGET NARRATIVE

Applicant Name:	<u>Jefferson County Parks &amp; Recreation Commission</u>
Project Title:	<u>Sam Michaels Amphitheater Project Phase II</u>

### 1. Organization's Fiscal Stability and Sustainability.

**Provide a statement of the organization's sustained fiscal stability.**

Jefferson County Parks & Recreation Commission (JCPRC) is a component unit of the Jefferson County Commission and has been in operation since 1970. The JCPRC relies on allocations from the Jefferson County Commission, Hotel/Motel Tax, and additional revenues generated through programming and facility rental. Over the past ten years, JCPRC has overcome budget adjustments, and the overall budget and revenue portfolio for JCPRC has continuously grown.

**Explain all deficits, losses or negative trends. (It is the responsibility of the applicant to demonstrate why something that would normally be a cause for concern is not a problem for this organization.)**

JCPRC has not experienced losses or deficits since its inception.

### 2. Describe Sources of Project Funds

**Provide a detailed explanation of your matching funds; explain the amount of match that is achieved at the time of the application and any match remaining to be achieved.**

Jefferson County Parks & Recreation Commission will fund this project through various avenues. This project was earmarked, included, and supported in the Federal Omnibus Appropriations Bill, FY2021 by Senator Shelly Moore Capito in the amount of \$925,000. In addition, JCPRC has earmarked \$100,000 from their impact fee account and has requested the additional \$241,900 from the Jefferson County Commission through American Rescue Plan funding.

**Describe your fundraising plan—including history, accomplishments, and funding projections.**

JCPRC does not anticipate having to fundraise for this project.

### 3. Forecast: Impact on Budget and Funding Demands Once Project is Complete

**Applicant must show they have taken into account the financial impact the project will have on the organization's operations, staffing, maintenance, and programming.**

**Describe plans for maintenance and operation of the facility once project is completed and for the next two years. Include scheduling and monitoring of maintenance, funding required and how that funding will be developed.**

Sam Michaels Park is the signature park in the Jefferson County Parks system. JCPRC continues to grow and expand as communities depend on access to outdoor spaces for community programs and events. JCPRC has brought on three new positions since 2017 and anticipates two additional

positions over the next two years, with support from the Jefferson County Commission. Park maintenance staff is funded through the hotel/motel tax monies, which is anticipated to grow as communities bounce back from the pandemic and as amenities are built. As maintenance is minimal for phase II, JPCRC does not foresee any obstacles in budgeting the projected \$7500 it will take to maintain the grounds, stage, and restroom facility. The funding will be provided through hotel/motel tax revenue the first three years and through programming revenue in year 4.

**Describe plans for additional staffing or programming required once project is completed and for the next two years. Include funding required and how that funding will be developed.**

It is intended for the amphitheater to be the setting for community events that will draw participants, audiences, growth and revenue. The goal is for this space to be a self-sustaining facility within the next five years, with a full-time staff person to manage the space. For the next two years, programming and facility rentals will be managed by current full-time staff, with the addition of seasonal part-time staff as needed for special events.

#### **Detail**

**Provide an operating budget detail of the organization's plans for maintenance and operation, and staffing and programming of the facility when completed and for the next two years. The budget forecast should include detail, by line item, of the funds to be expended and the corresponding sources of revenues.**

**Sam Michaels Amphitheater Draft Operating Budget**

<b>Expenses:</b>	<b>FY 22/23</b>	<b>FY23/24</b>	<b>FY24/25</b>
Talent Fees	35000	40000	50000
Staffing	8500	10000	10000
Maintenance	2500	7000	7000
Security	5000	5000	5000
Porta Pots	4000	0	0
Licensing Fees	3200	3200	3200
Sound	5000	7000	8500
Marketing	1000	1500	1800
Hospitality	3600	3600	3600
<b>Total Expenses:</b>	<b>67800</b>	<b>77300</b>	<b>89100</b>

**Revenue:**

Levitt Grant (Includes JCPRC Match)	50000	50000	50000
Ticket Sales			
(Based on \$10 advance ticket sales/\$15 at gate @1000, 1500, 2000)			
	10000	13000	22000
Jefferson County Youth Grant	1000	0	0
Donations	1200	1800	2100
In-Kind/Sponsorships	4100	8500	10000
Rental Income	1500	4000	5000
<b>Total Income:</b>	<b>67800</b>	<b>77300</b>	<b>89100</b>



## PART VIII: PROJECT TEAM

COMPLETE ALL FIELDS AS APPLICABLE TO PROJECT

Applicant Name:	<u>Jefferson County Parks &amp; Recreation Commission</u>
Project Title:	<u>Sam Michaels Amphitheater Project Phase II</u>

ALL APPLICANTS must have a project team to be eligible for funding. Architect, Engineer, and General Contractor roles are required unless not applicable to project (ie: an architect may not be needed for an equipment purchase). You must define at least 3 project team members. Define other roles as needed.

### ARCHITECT

Name John Recny  
Address 111 W Washington Street, Charles Town, WV 25414  
Phone, Email 3047252255; jrecny@hlrarchitects.com

### DESIGN CONSULTANTS

Name John Recny  
Address 111 W Washington Street, Charles Town, WV 25414  
Phone, Email 3047252255; jrecny@hlrarchitects.com

### ENGINEER

Name John Recny  
Address 111 W Washington Street, Charles Town, WV 25414  
Phone, Email 3047252255; jrecny@hlrarchitects.com

### GENERAL CONTRACTOR

Name \_\_\_\_\_  
Address \_\_\_\_\_  
Phone, Email \_\_\_\_\_

ROLE \_\_\_\_\_  
Name \_\_\_\_\_  
Address \_\_\_\_\_  
Phone, Email \_\_\_\_\_

ROLE \_\_\_\_\_  
Name \_\_\_\_\_  
Address \_\_\_\_\_  
Phone, Email \_\_\_\_\_

ROLE \_\_\_\_\_  
Name \_\_\_\_\_  
Address \_\_\_\_\_  
Phone, Email \_\_\_\_\_

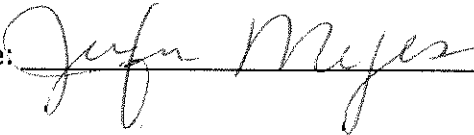
**PART IX: CERTIFICATION – PROJECT INFORMATION & COMPLIANCE**  
READ, SIGN, AND DATE; SAME PERSON CANNOT SIGN ALL THREE SPACES

Applicant/Organization Name:	<u>Jefferson County Parks &amp; Recreation Commission</u>
Project Title:	<u>Sam Michaels Amphitheater Project Phase II</u>

**CONTACT PERSON LISTED ON APPLICANT PROFILE**

Name: Jennifer Myers  
Title: Director of Jefferson County Parks & Recreation  
Phone: 3047283207

I certify that all the information contained within this application, attachments, and subsequent submissions are true and correct to the best of my knowledge, and that the project for which the application is made is in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010. If a grant is awarded, the organization agrees to comply with all conditions within the grant award agreement.

Signature:  Date: 4/1/22

**CHIEF FISCAL OFFICER FOR THE APPLICANT**

Name: \_\_\_\_\_  
Title: \_\_\_\_\_  
Phone: \_\_\_\_\_

I certify that all the information contained within this application, attachments, and subsequent submissions are true and correct to the best of my knowledge, and that the project for which the application is made is in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010. If a grant is awarded, the organization agrees to comply with all conditions within the grant award agreement.

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

**OFFICIAL WITH AUTHORITY TO CONTRACT FOR THE APPLICANT**

Name: \_\_\_\_\_  
Title: \_\_\_\_\_  
Phone: \_\_\_\_\_

I certify that all the information contained within this application, attachments, and subsequent submissions are true and correct to the best of my knowledge, and that the project for which the application is made is in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010. If a grant is awarded, the organization agrees to comply with all conditions within the grant award agreement.

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

# PART IX: CERTIFICATION - PROJECT STATUS & ADA ASSURANCE

READ, SIGN, DATE

Applicant/Organization Name: \_\_\_\_\_

Project Title: \_\_\_\_\_

Sam Michaels Amphitheater Project Phase II

The following professionals confirm the project's status as presented in the application. At least the architect or engineer must be selected at the time of application and sign the form. If the Project Team is "in house," the "in house" architect, designer, engineer, or contractor should sign the form.

DOES NOT APPLY: PROJECT DOES NOT REQUIRE CONSTRUCTION OR RENOVATION

OR

ARCHITECT OR ENGINEER

Name and Address of Project Architect/Engineer: \_\_\_\_\_

*Helbing Lipp Reony Architects  
111 West Washington St #3  
Charles Town WV 25414*

The following preparatory documents for Project Planning have been completed:

- Preliminary and schematic drawings
- Design and development documents
- Construction documents

I certify that I have reviewed this application and that the technical project information is correct as cited and is in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010.

Signature of Architect/Engineer: \_\_\_\_\_

*John A. Reony*

Date: \_\_\_\_\_

*03-31-12*

CONTRACTOR

Name and Address of Project Contractor: \_\_\_\_\_

The following preparatory documents for Project Planning have been completed:

- Preliminary and schematic drawings
- Design and development documents
- Construction documents

I certify that I have reviewed this application and that the technical project information is correct as cited and is in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010.

Signature of Project Contractor: \_\_\_\_\_

Date: \_\_\_\_\_

CULTURAL FACILITIES & CAPITAL RESOURCES APPLICATION



# PART IX: CERTIFICATION - PROJECT STATUS & ADA ASSURANCE

READ, SIGN, DATE

Applicant/Organization Name:	<u>Jefferson County Parks &amp; Recreation Commission</u>
Project Title:	<u>Sam Michaels Amphitheater Project Phase II</u>

The following professionals confirm the project's status as presented in the application. At least the architect or engineer must be selected at the time of application and sign the form. If the Project Team is "in house," the "in house" architect, designer, engineer, or contractor should sign the form.

DOES NOT APPLY: PROJECT DOES NOT REQUIRE CONSTRUCTION OR RENOVATION

OR

## ARCHITECT OR ENGINEER

Name and Address of Project Architect/Engineer: \_\_\_\_\_

The following preparatory documents for Project Planning have been completed:

- Preliminary and schematic drawings
- Design and development documents
- Construction documents

I certify that I have reviewed this application and that the technical project information is correct as cited and is in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010.

Signature of Architect/Engineer: \_\_\_\_\_ Date: \_\_\_\_\_

## CONTRACTOR

Name and Address of Project Contractor: \_\_\_\_\_

The following preparatory documents for Project Planning have been completed:

- Preliminary and schematic drawings
- Design and development documents
- Construction documents

I certify that I have reviewed this application and that the technical project information is correct as cited and is in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010.

Signature of Project Contractor: \_\_\_\_\_ Date: \_\_\_\_\_

**PART IX: CERTIFICATION - WEST VIRGINIA HISTORIC PRESERVATION**  
**READ, SIGN, AND DATE**

Applicant/Organization Name:	<u>Jefferson County Parks &amp; Recreation Commission</u>
Project Title:	<u>Sam Michaels Amphitheater Project Phase II</u>

Within the Department of Arts, Culture and History (WVDACH), the State Historic Preservation Section (SHPO) reviews the potential effect(s) state funded projects may have on resources eligible for the National Register of Historic Places (NRHP).

This grant requires that applicant organizations consult with the West Virginia State Historic Preservation Office on all proposed rehabilitation/renovation projects described in the grant application. Rehabilitation of properties fifty years or older must adhere to the Secretary of the Interior’s Standards for Rehabilitation.

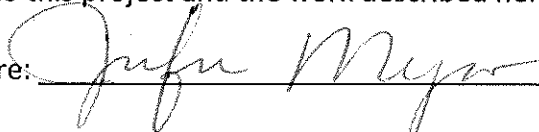
DOES NOT APPLY: PROJECT DOES NOT REQUIRE CONSTRUCTION OR RENOVATION

OR

**OFFICIAL WITH AUTHORITY TO CONTRACT FOR THE APPLICANT**

Name: Jennifer Myers  
Title: Director  
Phone: 3047283207

I certify that my organization has contacted the West Virginia State Historic Preservation Section in regard to this project and the work described here-in is approved.

Signature:  Date: 4/1/22

**LIST ANY COMMUNICATIONS YOU HAVE MADE WITH THE WEST VIRGINIA STATE HISTORIC PRESERVATION SECTION IN CONJUNCTION WITH THIS APPLICATION, INCLUDE DATES AND NAMES:**

A letter was mailed to on March 1, 2022; however, after following up on March 30, 2022 the letter was not received by the state. The JCPRC emailed the letter/request on March 30, 2022 with follow up information on March 31, 2022. Additional letters have been attached concerning prior construction in the area/park.

## DOES THE AMERICANS WITH DISABILITIES ACT APPLY TO US?

Yes. The Americans with Disabilities Act (ADA) requires cultural organizations to make their programs, services and activities, including employment, accessible to qualified persons with disabilities. ADA is based on Section 504 of the Rehabilitation Act of 1973 as amended, which mandates nondiscrimination by federal grantees; however, ADA is more comprehensive in its scope. **ADA applies whether or not an arts organization receives federal funds.**

- ADA Title I, 42 U.S.C. Sec. 12111 et seq. mandates equal opportunity in employment. As of July 26, 1994, employers with 15 or more employees are covered. The U.S. Equal Employment Opportunity Commission issued rules, 29 CFR Part 1630, and administers Title I.
- ADA Title II, 42 U.S.C. Sec. 12131 et seq. requires all state and local governmental arts and humanities entities make all programs, services and activities, including employment, accessible. There are requirements for self-evaluation, transition plans, grievance procedures, and an ADA Coordinator.
- ADA Title III, 42 U.S.C. Sec. 12181 et seq. mandates museums, galleries, theaters and all other places of public accommodation remove architectural barriers that are readily achievable and otherwise ensure nondiscrimination in their programs, services, and activities. The U.S. Department of Justice issued rule, 28 CFR Parts 35 and 36 and administers Title II and III. There are no exemptions based on the number of employees, physical size, or budget.
- Claiming undue burden or fundamental alteration does not relieve a public entity/accommodation of all obligations to provide access to people with disabilities. Even if an entity is not able to undertake a particular measure to provide access, it must find other modifications that are feasible or readily achievable to ensure that it does not discriminate against individuals with disabilities in programs, services, or activities.

For complete ADA regulations, standards and guidelines contact the U.S. Department of Justice ADA Information hotline at 800-514-0301 (voice) or 800-514-0383 (TTY) or visit the Department of Justice ADA information website at [www.ada.gov](http://www.ada.gov).

Jenna Green  
Cultural Facilities & ADA Coordinator  
WV Division of Culture & History  
1900 Kanawha Blvd E  
Charleston, WV 25305  
(304) 558-0240 extension 725

Mid-Atlantic ADA Center  
401 North Washington Street, Suite 450  
Rockville, MD 20850  
Toll Free: 800-949-4232 V/TTY (DC, DE, MD, PA, VA, WV)  
Local: 301-217-0124 V/TTY  
Fax: 301-251-3762  
<http://www.adainfo.org/>  
*You may call the toll-free number at any time, state your question, and a representative will return your call. This is a great resource for ADA questions specific to your project or organization! Their website serves as a hub of information.*

**STATEMENT OF COMPLIANCE - AMERICANS WITH DISABILITIES ACT**  
**GRANT APPLICANT MUST READ, SIGN, AND DATE**

Applicant/Organization Name: Jefferson County Parks & Recreation Commission  
Physical Address of Applicant Facility: Sam Michaels Amphitheater Project Phase II

If different from Applicant Facility above, list all location(s) in which the project will take place; attach a separate page if needed:

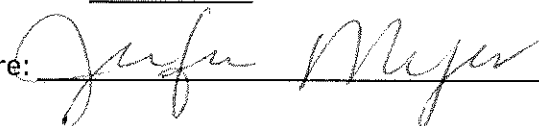
The West Virginia Commission on the Arts asks applicants to describe efforts to improve programmatic and physical access in its organization as a means to evaluate the degree to which it is proactively working on these issues. The WVCA is not in the position to determine whether an applicant is in compliance with any state and federal laws governing this subject. A WVCA grant should not be interpreted as an opinion on that organization’s compliance with its legal obligations. Each organization is responsible for complying with all applicable laws, rules, and regulations. **All organizations that are not in full compliance must complete the Transition Plan available at: <http://www.wvculture.org/arts/grants/ADA/ADATransitionPlan.pdf>.**

Contact the Accessibility Coordinator at (304) 558-0240 with any questions.

- APPLICANT PROJECT ONLY TAKES PLACE AT APPLICANT FACILITY LISTED ABOVE AND APPLICANT FACILITY AND PROGRAMMING ARE IN FULL COMPLIANCE WITH THE AMERICANS WITH DISABILITIES ACT. **Applicants who are in full compliance do not need to complete and attach the Transition Plan.**
- APPLICANT PROJECT TAKES PLACE AT APPLICANT FACILITY AND OTHER LOCATIONS LISTED ABOVE; ALL PROJECT FACILITIES AND PRESENTED PROGRAMS IN ASSOCIATION WITH PROJECT ARE IN FULL COMPLIANCE WITH THE AMERICANS WITH DISABILITIES ACT. **Applicant acknowledges that ADA applies to each location in which the project is held. Applicants whose project takes place within another location, even schools, is an equal partner in providing ADA compliance.**
- APPLICANT PROJECT AND/OR FACILITY IN WHICH PROJECT TAKES PLACE IS NOT IN FULL COMPLIANCE WITH THE AMERICANS WITH DISABILITIES ACT (ADA) AND WE HAVE COMPLETED AND ATTACHED THE TRANSITION PLAN.

OFFICIAL WITH AUTHORITY TO CONTRACT FOR THE APPLICANT

Name: Jennifer Myers  
Title: Director  
Phone: 3047283207

Signature:  Date: 4/1/22

CULTURAL FACILITIES & CAPITAL RESOURCES APPLICATION

# ACCESSIBILITY INVENTORY

## READ AND COMPLETE

Applicant/Organization Name: Jefferson County Parks & Recreation Commission  
Organization Website Address: www.jcprc.org

The West Virginia Commission on the Arts is proud to award financial support that will serve all people, and by serving WV's communities, you are serving individuals with disabilities! The following 10 questions apply to the applicant and project for which funding is being sought. Answer questions 8, 9, and 10 in one page or less. Resources that may assist can be found at the Kennedy Center's accessibility site: <http://education.kennedy-center.org/education/accessibility/lead/resources.html>.

### 1. ORGANIZATION ESSENTIALS

Staff member assigned to address accessibility: Jennifer Myers

Title and Email: Director; jmyers@jcprc.org

- Yes  No Organization has a Board approved statement that addresses accessibility and ADA compliance.  
**Provide organization statement here; include date of adoption:**
- Yes  No Organization has an organizational employment non-discrimination policy statement, which includes people with disabilities.  
**Provide statement here; if no, explain your organization's process and timeline for adopting a non-discrimination policy:**
- Yes  No The organization has an Emergency Preparedness Plan that includes provisions for patrons with disabilities.
- Yes  No The organization has an ongoing accessibility Advisory Committee.  
**State number of members and briefly discuss how members were selected and whether membership includes people with disabilities:**
- Yes  No Organization offers sensitivity training to staff, board, and/or volunteers on an annual basis.  
**Briefly discuss sensitivity training schedule and training content: What topics were covered; who conducts the training sessions; what qualifications does trainer offer; and how often do trainings take place? Past training has been offered in sexual harassment but not in the last two years.**

### 2. EMPLOYMENT BARRIER REMOVAL

- Yes  No  NA Organization offers employment forms in alternate formats or offers assistance in filling out employment forms.
- Yes  No  NA Organization is proactive in hiring artists/staff/volunteers with disabilities.

### 3. ORGANIZATION OFFERS THE FOLLOWING ACCOMMODATIONS DAILY AS REQUIRED BY LAW:

- Yes  No  NA Admits service animals
- Yes  No  NA Appropriate number of required assistive listening system provided in assembly areas, seating areas, and/or for guided tours or lectures
- Yes  No  NA Seating area(s) of facility, including auditorium, has the correct



number of wheelchair and companion seats

**ORGANIZATION OFFERS THE FOLLOWING ACCOMMODATIONS UPON REQUEST:**

- Yes  No  NA Advance copies of scripts or synopses
- Yes  No  NA Audio described performances or guided tours
- Yes  No  NA Sign language interpretation of performances, guided tours, or lectures
- Yes  No  NA Braille materials (programs, exhibit or display signage, and/or other materials)
- Yes  No  NA Open/closed captioning at performances, lectures, tours, workshops, or for film/video
- Yes  No  NA Large print materials (event brochures, programs, signage, exhibit or display signage, and/or other materials)

**4. ORGANIZATION WEBSITE**

- Yes  No  NA Organization has an accessible website providing basic accessibility features: high contrast, adjustable type size, alternate text for images, plain text option, etc.
- Yes  No  NA Organization has an accessibility section on the website that lists accessible programs and services to patrons.

**5. ONLINE TICKET SALES**

- Yes  No  NA Organization offers ticket sales on its website or through an online ticketing service.

**ONLINE TICKET SALES ARE NOT REQUIRED BY ADA, BUT IF UTILIZED, ANSWER THE FOLLOWING**

- Yes  No  NA If yes, organization offers seating diagram or chart showing location of accessible seating for ticket sales on its website or through an online ticketing service (if offered, required by law)
- Yes  No  NA If yes, organization offers tickets in all price ranges to people with disabilities and up to three companions requesting accessible seating; (if offered, required by law)

**6. INFORMATION & MARKETING**

- Yes  No  NA Brochures and other marketing materials list appropriate international access symbols and a statement regarding accessibility policies
- Yes  No  NA Brochures and other marketing materials are available or offered in alternate formats (e.g. large print/Braille/electronic media).
- Yes  No  NA Organization has reasonable advance notification policy for patrons interested in utilizing its programs and services (e.g. sign interpretation, large print programs, etc.).
- Yes  No  NA Organization facility utilizes ADA compliant signage (compliant signage would include Braille, correct type size, high contrast design elements, correct mounting and height).

**7. PHYSICAL ACCESS**

- Yes  No  NA ADA compliant parking
- Yes  No  NA Accessible route from public transportation to the facility.



- Yes  No  NA Accessible route from parking to primary accessible entrance.
- Yes  No  NA ADA compliant doors to entrance, bathrooms, assembly areas, gallery and display areas
- Yes  No  NA Multi-level facility has an elevator or interior ramps at level or floor changes.
- Yes  No  NA Restrooms (or unisex bathroom) used by the public are ADA compliant.
- Yes  No  NA ADA compliant box office window/information desk.
- Yes  No  NA ADA compliant concession stand/gift shop.
- Yes  No  NA ADA compliant performance/dressing room/artist space.

**8. A mother and her two children would like to come to your event taking place at your facility. One child, age 6, has a hearing impairment and utilizes American Sign Language (ASL), the other child, age 12, is a youth on the autism spectrum. The mother calls your organization three weeks prior to the event and asks how you will help her and her family best experience this event. Describe how your organization has planned for and will handle this situation, include all staff roles.**

The mother’s call will be received by our front desk staff and referred to our Community Outreach Coordinator. During the initial phone conversation, information will be taken from the mother regarding specific needs for her children with respect to setting, volume, and sensory sensitivities. It will be recommended the mother visit the venue ahead of the event to creat \*/comfort for the children, as well as help us to gain insight into how to best address her needs. Phase I of this project is the cement foundation and stage, so all seats at this time, will be general admission lawn seats and offered on a first-come, first-served basis. (This does not change how we will approach assistance for the above family, but it is worth noting, the process for accessibility assistance will dramatically change as the facility grows and changes, such as affixed or movable, assigned seats). If the event being hosted can offer ASL services, the Community Outreach Coordinator will be certain to recommend seating locations that will afford the best visibility. If ASL services are not available from the presenter, the mother will be made aware ahead of time, so if necessary, she can seek additional assistance.

On the day of the event, if necessary, a pre-selected seat location will be reserved for the family. The family will be met upon arrival to the venue and seated. They will be made aware of assistance and staff available on the day of the event.

**9. A husband and wife arrive at your event with two friends. The husband uses a wheelchair, and his wife and friends do not. Your event is free and tickets were not needed to attend, rather seating was advertised as first-come first served. They arrive on-time, as do many others, and it seems that your event will be full. Describe how your organization has planned for and will handle this situation; include all staff roles.**

The Jefferson County Commission, and Jefferson County Parks and Recreation Commission are proud to have ADA accessible parks. Sam Michael’s Park already has an ADA accessible playground, pavilions, parking, and building. The amphitheater is being constructed in the same manner and the architect has designed this new construction with those needs in mind, including wheelchair accessibility. Phase II, which this grant will help fund, does not include affixed seating. The stage and performances will be viewed from “lawn-seats” only. As the project grows in future phases, and affixed seats are added to the site, the architect has allowed for appropriate wheelchair accessible seating within the Amphitheater venue. The seating will be both moveable and removable to accommodate both guests with and without mobility disabilities.



- Yes  No  NA Accessible route from parking to primary accessible entrance.
- Yes  No  NA ADA compliant doors to entrance, bathrooms, assembly areas, gallery and display areas
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Tickets for this particular event are offered on a first-come, first-served basis, however seats, including the Phase I lawn seat only plan, for guests with mobility disabilities will have preferential seating options within areas of the venue. Families and friends of guests will not be separated. Venue host/hostess will assure seats within the accessible area remain open and available for a reasonable length of time before the start of a performance. "Reasonable time" will vary based on performance type and attendance, and will be clearly defined and approved by the board before adopted and utilized for the amphitheater venue

**10. A community organization serving children with special needs that may include mobility, visual, hearing, speech, learning, and/or developmental disabilities would like to tour your facility and/or take part in a special event. The organization first learned about your facility/event through a press release in the local newspaper, then looked for accessibility information about your facility/event on-line, and finally called your organization to learn more and reserve a date/time. What information will the organization find in the newspaper article, on-line, and what information will be given when they call regarding accessibility? How will you help each child who participates in this experience feel as though they have equal access to information, and are included and welcome?**

Jefferson County Parks and Recreation is proud to have a history of offering inclusive programming. Currently, information about park accessibility is readily available on our website for all parks across the system. Partnerships have been developed for children who are on the spectrum to participate in camps and programming with one-on-one aids for inclusive experiences. Two of the six Jefferson County Parks and Recreation staff have been specifically trained in Inclusion, and advise and assist customers with specific questions with respect to programming currently offered. Customers with questions and concerns are directed to them.

With respect to the new amphitheater, Jefferson County Parks and Recreation intends to manage the facility and provide rental/county use to outside organizations. The facility will be operated and maintained by county park staff, so all park standards currently in place will be met or exceeded for this new addition. Information about accessibility on the park website and in print will grow to include the needs of the amphitheater with respect to ticketing, seating, specific needs, and general questions. A policy will be developed adhered to, after approval and adoption by the JCPRC board of directors.

Regardless of event, a footnote will be developed stating at least two avenues that can be taken to gain access to further ADA information, for example, "The amphitheater located at Sam Michaels Park in an ADA Compliant and inclusive facility. For more information or questions about special accommodations, please visit the JCPRC website or contact the office at 304-728-3207." This footnote, once approved, will be required to be included on all flyers and advertisements for programs or entertainment happening at the amphitheater in Sam Michael's Park.

NATIONAL STANDARD CODING SHEET

APPLICANT STATUS	APPLICANT INSTITUTION	DISCIPLINES (APPLICANT & PROJ)	DISCIPLINES (CONTINUED)
01 Individual	01 Individual Artist	01 Dance	10 Literature
02 Organization - Non-Profit	02 Individual Non-Art &	A Ballet	A Fiction
03 Organization - Profit	03 Performing Group	B Ethnic/Jazz	B Non-Fiction
04 Government - Federal	04 Performing Group - College/University	C Modern	C Playwriting
05 Government - State	05 Performing Group - Community	02 Music	D Poetry
06 Government - Regional	06 Performing Group - Youth	A Band	11 Interdisciplinary
07 Government - County	07 Performance Facility	B Chamber	12 Folklore/Traditional Arts
08 Government - Municipal	08 Art Museum	C Chamber	A Folk/Traditional Dance
09 Government - Tribal	09 Other Museum	D New	B Folk/Traditional Music
99 None of the Above	10 Gallery/Exhibits/Space	E Ethnic	C Folk/Traditional Crafts & Visual Arts
	11 Cinema	F Jazz	D Oral Traditions (include folk/traditional story telling)
	12 Independent Press	G Popular	
	13 Literary Magazine	H Solo/Recital	13 Humanities
	14 Fair/Festival	I Orchestral	14 Multidisciplinary
	15 Arts Center	03 Opera/Musical Theatre	15 Non-Art/Non-Humanities
	16 Arts Council/Agency	A Opera	NEA PRIMARY STRATEGIC OUTCOME
	17 Arts Service Organization	B Musical Theatre	A Creation
	18 Union/Professional Association	A General	B Engagement
	19 School District	B Mime	C Learning
	20 Parent-Teacher Organization	D Theatre	D Literacy
	21 Elementary School	D Puppet	E Underwriting
	22 Middle School	E Theatre for Young Audiences	ARTS EDUCATION
	23 Secondary School	F Storytelling	01 50% or more of funded activities are arts education
	24 Vocational/Technical School	05 Visual Arts	02 Less than 50% of funded activities are arts education
	25 Other School	A Experimental	99 None of this project involves arts education
	26 College/University	B Graphics	POPULATION'S BENEFITED BY RACE/ETHNICITY
	27 Library	D Painting	A Asian
	28 Historical Society	F Sculpture	B Black/African American
	29 Humanities Council	06 Design Art	H Hispanic/Latino
	30 Foundation	A Architecture	N American Indian/Alaska Native
	31 Corporation	B Fashion	P Native Hawaiian/Pacific Islander
	32 Community Service Organization	C Graphic	W White
	33 Correctional Institution	D Industrial	G No single racial/ethnic group listed above made up more than 25% of the population directly benefited.
	34 Health Care Facility	E Landscape/Architecture	POPULATION'S BENEFITED BY AGE
	35 Religious Organization	F Urban/Metropolitan	01 Child/Youth (0-18 years)
	36 Senior Center	G Crafts	02 Young Adults (19-24 years)
	37 Parks and Recreation	A Clay	03 Adults (25-64 years)
	38 Government - Executive	B Fiber	04 Older Adults (65+ years)
	39 Government - Judicial	C Glass	99 No single age group listed above made up more than 25% of the population directly benefited.
	40 Government - Legislative (House)	D Leather	POPULATION'S BENEFITED BY DISTINCT GROUPS
	41 Government - Legislative (Senate)	E Metal	D Individuals with Disabilities
	42 Media - Periodical	F Paper	T Individuals in Institutions
	43 Media - Daily Newspaper	G Plastic	P Individuals below the Poverty Line
	44 Media - Weekly Newspaper	H Wood	E Individuals with Limited English Proficiency
	45 Media - Radio	I Mixed Media	M Military veterans/Active Duty Personnel
	46 Media - TV	08 Photography	Y Youth at Risk
	47 Cultural Series Organization	09 Media Arts	G No single distinct group listed above made up more than 25% of the population directly benefited
	48 School of the Arts	A Film	
	49 Arts Camp/Institute	B Audio	
	50 Social Service Organization	C Video	
	51 Child Care Provider	D Technology/Experimental	
	99 None of the Above		



## JCPRC Board Member Bios- Updated March 2022

### Toni Milbourne - President

Toni is the finance officer at the Jefferson County Council on Aging in Ranson, WV. She also works as a reporter for The Journal and the Shepherdstown Chronicle, after having served as the Chronicle editor for several years. She also previously served as reporter then managing editor for The Spirit of Jefferson newspaper in Charles Town. A 1987 graduate of Mary Washington College, Toni majored in English Literature with a secondary high school teaching certification. She earned her Masters in Library Science and Information Science at Syracuse University. She and her husband, Tom, reside in Harpers Ferry where they have lived for 26 years, raising four children. In addition to the Jefferson County Parks and Recreation, Toni is a member of the Shepherdstown Community Club and an active member of Fellowship Bible Church.

### Missy Thompson - Vice-President

Missy is the Membership Manager for the Society for Imaging Informatics in Medicine, a nonprofit professional association based in Leesburg, VA. Prior to this role, Missy was a long-time employee of the American Public University System in Charles Town, WV. She has been a Jefferson County resident since January 2002 and has raised both of her sons in Charles Town. She participated in Leadership Jefferson in 2011, where she was introduced to the many volunteer roles that were available in Jefferson County. In addition to serving on the Parks & Recreation Commission, she has served on various boards including, Charles Town Now, Eastern Panhandle Transit Authority and the Fitness Club Bros & Bras.

### Paul Marshall-Treasurer

I am an advocate for human and environmental health. I participate in many outdoor recreational activities and believe that physical exercise is essential in maintaining wellness. My cultural pursuits lean towards music, both pop and classical, and non-fiction. I am an ecologist by training but earned an MBA to develop my skills in the business world. I am currently the Program Manager for Environmental Protection at the Frederick National Laboratory for Cancer Research. Throughout my life I have been involved as a volunteer for youth sports, catechism instruction, liturgical music, and community services like tree plantings and roadside clean-ups.

### Heather McIntyre - Secretary

Heather was born and raised in Jefferson County and attended Jefferson County Schools. Before coming to the Chamber, she worked in her family business, Community Oil Company, as Vice President for 10 years. She was appointed to the Chamber board in 1996, was President in 2001, on the board until 2003, and became Executive Director in 2007.

Heather sits on many boards and committees such as: Blue Ridge Community and Technical College Board of Governors, Jefferson County Convention and Visitors Bureau board, Jefferson County Parks and Recreation board, WV Chamber Executives board (treasurer), Region VII Workforce Development board,

Local School Improvement Council, Washington High School Advisory Committee, and the Charles Town Rotary.

Heather completed four years (2014-2017) at Northeast Institute at Villanova College in Philadelphia where she received her Institute for Organization Management (IOM) degree. Heather is a 2010 graduate of Leadership Jefferson and a 2018 graduate of Leadership West Virginia.

Heather is married to her husband, Bill and has two sons, Chris and Brad; two daughters-in-laws, Juliana and Melissa; and four grandchildren, Gwynnie, Darrah, Valentina and Lucca. They also have two exchange "daughters", Tara Lorhrer from Switzerland and Romane Lallemand from Belgium. (Term 2019-2022)

Jimmy Pierson

Jimmy has worked in the Parks & Recreation field for over 40 years. He retired from Arlington Parks & Recreation where he became Director of Ranson Parks & Recreation. Jimmy started the Jefferson County Youth Football League and is a supporter of youth sports in the county.

Dale Manuel

Dale is a retired school teacher. He is a member of the Charles Town Kiwanis. Dale also served as a WV State Delegate and Jefferson County Commissioner.

Giordana Baker

Giordana is a mother of 4 who, along with her husband, raised her children here in Jefferson County. While homeschooling them she became very involved in volunteering in the county. She was a volunteer with Jefferson County Youth Soccer League where she was the treasurer and registrar among other positions. In the past she has also volunteered with numerous political campaigns, various youth programs, and is still actively serving in her church, Fellowship Bible Church.

Debra Lee Allen

Debra Lee moved to the Eastern Panhandle of West Virginia in 2011. Between 2011 and 2016, she was a member of the Jefferson County Development Authority Board and for a couple of those years, served as its Vice President. Debra Lee has practiced law for over 30 years in financial services, which has included some work in real estate. She also has a graduate degree in Urban and Regional Planning. She currently resides in Charles Town, West Virginia.

Susan Benzinger

Susan retired to Shannondale nearly a decade ago. Her experience as a volunteer includes serving on her homeowner's association board as both President of the Board and Chair of the Architectural Committee, serving on a service organization board, participating in a Y youth program and serving her

church as both a Sunday School teacher and Sunday School Administrator. She has worked as a trial attorney and was a pension tax lawyer. She is a graduate of George Mason University (B.A. Psychology) and the George Mason University School of Law (J.D.). Susan is a member of the Jefferson County Chamber of Commerce and is currently enrolled in Leadership Jefferson Class XV.

Vacant

Vacant





## **Jefferson County Parks and Recreation - Staff**

### **Jennifer Myers, Director**

Jennifer is a lifelong resident of Jefferson County. She graduated from Shepherd College in 1998 with a degree in Recreation & Leisure Studies and a concentration in sport management. After completing internships with the Hagerstown Suns and Loveland Parks & Recreation, Old Course at Loveland, Colorado, she accepted a position in Jefferson County in fall 1999 as an administrative assistant. Through the years Jennifer was promoted to Recreation Specialist, Assistant Director and took the role of Director in 2012. As director, Jennifer oversaw the creation and implementation of a Parks Master Plan in 2015. This Master Plan gives vision to a more robust direction for growth in our county through park development. Jennifer's belief in partnerships led to the development of a memorandum of understanding with the Jefferson County Public School system, which grew access to programming and recreation for children and adults in Jefferson County. Under Jennifer's direction, extensive grant work and continued support of the Jefferson County Commission, the construction and development of the 119-acre James Hite Park came to fruition, providing sports and field space for thousands of area youth as well as many additional park projects including a river front camp area in Moulton Park, a Veteran's memorial and pavilion in Sam Michael's Park, an amphitheater, ADA accessible playgrounds in 8 county parks, and numerous additional projects. Jennifer's family of 6 resides in Jefferson County.

### **David Kling, Assistant Director**

David has worked for Jefferson County Parks & Recreation Commission (JCPRC) since May of 2013. As the assistant director, David is responsible for managing all of the recreational programming for JCPRC. David has been working in the recreation field since college as a camp counselor and full-time in August of 2003 and has held various positions with 2 other surrounding recreation agencies. David is glad to finally be working in the community where he lives so he can help provide the best possible parks and recreation experience for Jefferson County.

### **Brenda Whittington, Financial Coordinator**

Brenda started working at Jefferson County Parks and Recreation in September of 2010. Her daily tasks and finance responsibilities include deposits, audits, scholarships, capital projects, and special events. Brenda is excited to be working for the parks system in Jefferson County; she loves to see the happiness in children and adults served through the programming offered. Brenda was born in St. Bernard Parish, Louisiana. She moved to Jefferson County in 1989. She is of Episcopal Faith and is member of Zion Episcopal Church in Charles Town, WV. She lives with her dog "Stevie" in Jefferson County.

### **Becki Zaglifa, Community Development Coordinator**

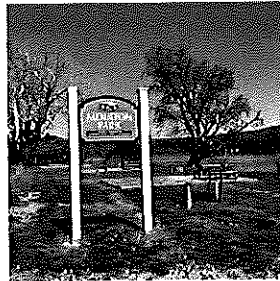
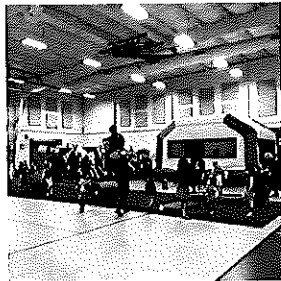
Becki Zaglifa joined Jefferson County Parks and Recreation in 2007 as an aquatic instructor. She served in multiple instructor roles including art classes, various camps, and the daily preschool, before finding a position in the office in 2014 helping with day-to-day office tasks, park activities programming, community events, grant writing and public relations. Becki has an Associate of Applied Science degree in residential architecture and a Bachelor of Arts degree in Art- Graphic Design from the University of Wisconsin-Stout. Becki is also a 2016 graduate of Leadership Jefferson, Class X and is a Certified Marketing Professional from The Learning Resources Network. Parks and recreation are near and dear to her heart, as it is an important ingredient for growth in community, economy, and environment. She is happily raising her family in Jefferson County.

### **Tommy Van Vliet, Recreation Coordinator**

Tommy is a lifelong resident of Jefferson County and started with Jefferson County Parks and Recreation in September of 2021. He studied Athletic Training at Brigham Young University in Provo, Utah. As Recreation Coordinator, Tommy oversees the planning and execution of classes, camps, leagues, and special events within the park. When not at the park, you can often find Tommy out in nature with his wife and daughter, or on the disc golf course. A former youth participant in JCPRC programs himself, Tommy is thrilled to now be able to work in a role helping children and families here in our community and looks forward to bringing smiles and joy to our neighbors for years to come.

### **MK Baker, Recreation and Public Services Assistant**

MK started with Jefferson County Parks and Recreation in the Fall of 2020 doing her field experience as a Shepherd University student. She then began her internship with us in January of 2021, became a part time staff member in April of 2021, and has been a full-time staff member since August of 2021. Her duties included marketing for programs and events, planning special events, front desk administrative duties, community engagement activities, and other duties as needed. MK loves to be a part of seeing the youth grow and be engaged in recreation and leisure activities.



# JEFFERSON COUNTY PARKS AND RECREATION **2026 MASTER PLAN**

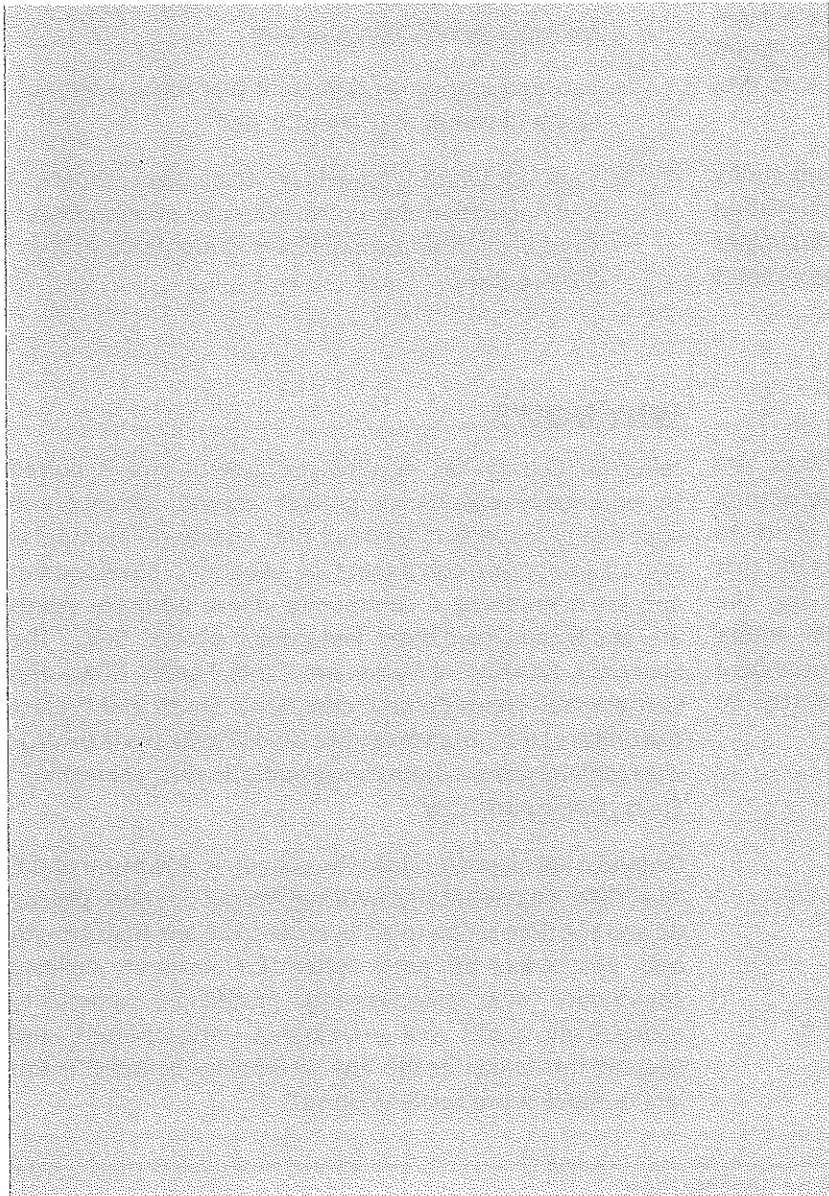
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JEFFERSON COUNTY  
PARKS & RECREATION  
MASTER PLAN  
executive summary



# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## executive summary

### THE VISION OF THE FUTURE

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Imagine living, working and recreating in a place that has riches of small cities and towns within a few minutes of pastoral farmlands, scenic rivers, majestic mountains, greenways, wonderful history and beautiful parks. Everyone has the ability to hike, bike and walk in all types of places. You have the opportunity to enjoy and participate in diverse and varied forms of recreation, from the most active of team sports to a self-guided hike, a nationally significant historic experience, a casual bicycle ride, or reflective lounging with family and friends and taking-in a post card river view. Every family in Jefferson County has easy access and the full ability to enjoy a place with beauty that Thomas Jefferson said, "is worth a trip across the Atlantic." Parks and recreation play an important role in successful communities. The ability to provide a diverse set of parks and recreation experiences and opportunities is a barometer of success for a high-quality parks system, but more so, the measure of a vibrant and desirable community where people will want to live, work, and invest.

Jefferson County has the potential to be a community that is a most-desirable place from a parks and recreation standpoint, and to benefit from its locational advantages of abundant and beautiful natural spaces and major metro areas with a very competitive cost-of-living.

### COUNTY CONTEXT

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Realizing that challenges exist and opportunities are un-tapped, the Jefferson County Parks and Recreation Commission (JCPRC) undertook this planning effort to develop a game plan for moving ahead to ensure that Jefferson County's parks system is fully serving the community, including the population across the entire county. This plan looks ahead but is grounded in the here and now, understanding that the needed resources to realize the vision will take time to garner.

### *Jefferson County Parks & Recreation plays an important role in....*

- + Improving the health and well-being of residents of all age groups throughout the County;
- + Advancing Jefferson County's economic development opportunities;
- + Supporting real estate values and the continued re-investment in neighborhoods;
- + Educating the population;
- + Promoting tourism and supporting jobs and business, of all scales and sizes;
- + Facilitating social engagement that forms a strong sense of community identity; and
- + Putting forward a compelling perspective that parks and recreation are not a luxury in communities that want to be economically competitive in the 21st century.

### WHY NOW?

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Jefferson County has experienced growth and is poised to potentially experience greater growth. County and community leaders understand that quality-of-life aspects are an important component of economic development and for maintaining a community where property values are stable and continued investment occurs. See: "The Economic Benefits of Parks and Open Space: How Land Conservation Helps Communities Grow Smart and Protect the Bottom Line", Trust for Public Land (1999), [www.tpl.org/sites/default/files/cloud.tpl.org/pubs/benefits\\_EconBenef\\_Parks\\_OpenSpaceL.pdf](http://www.tpl.org/sites/default/files/cloud.tpl.org/pubs/benefits_EconBenef_Parks_OpenSpaceL.pdf).

Despite a lull in growth since the economic downturn of the late 2000s, incremental growth in Jefferson County is picking up and the time is ripe to act in order to be ahead of growth and best shape the parks system for maximum positive community value, environmental protection, community connectivity, parks and recreational development, and support for human health and well-being, before it is too late or much more costly to do so!

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Executive Summary

### WHAT IS A SYSTEM-WIDE PARKS MASTER PLAN?

This system-wide master plan explores the options for the development of parks and recreation facilities and programs throughout the Jefferson County-owned system. It considers existing and potential park users, county conditions, municipal recreation, cultural needs, opportunities, and the overall potential desires of the Jefferson County community. The process for developing the vision for the system, and supporting policy recommendations, emphasized robust citizen input to develop a path forward that targets existing and likely future community needs. This document, as referenced specifically within Element 3 of the Jefferson County, West Virginia, Envision Jefferson 2035 Comprehensive Plan, as adopted by act of the County Commission on January 14th, 2015, serves as Jefferson County's Parks and Recreation Master Plan under the auspices and in support of, the Jefferson County Comprehensive Plan.

### FUNDING RESOURCES

JCPRC has had solid success in obtaining grants to support projects and programs in Jefferson County. This Master Plan contains a "Resource Roadmap" that builds on that success, outlining more than a dozen sources of grant funding and support that could be sought by JCPRC, along with strategies and recommendations for how Jefferson County can be most competitive for these resources. This report also recommends that Jefferson County should establish more proactive policies for requiring and encouraging land developers to contribute to new and improved park and recreational facilities, particularly trail connections.

It must be noted, however, that the level of capital and operating resources that would be needed to achieve the recommendations in this plan – between \$16 million and \$23 million for capital projects alone – cannot be supported

just by grant funding. Jefferson County and its citizens need to consider a levy or other fee-based campaign that could raise these resources from the people of the community. This plan discusses the approach to such a community campaign to raise resources for a wonderful park and recreation system envisioned in this master plan.

### JEFFERSON COUNTY PARKS AND RECREATION 2026 BLUEPRINT

To achieve the long term vision of this plan, the following key goals and initiatives have been identified for the next 10 years.

#### *An effective system-wide master plan...*

- + Defines the vision and the role the Jefferson County's park system plays within the community's overall parks and recreation needs;
- + Establishes a mission for how management structures and capital improvements are shaped for the extended future, with an emphasis on what should be the focus for the next 10 years;
- + Establishes a framework for how the vision can be achieved via policies, actions, and projects;
- + Determines the major funding resources and advocacy actions needed to achieve the vision;
- + Defines operational and management parameters for today and all future decision-making;
- + Establishes a general guidance and policy tool for decision-making as implementation occurs and to address future unforeseen conditions; and
- + Enables Jefferson County to be competitive for grant funding for parks and programming improvements.

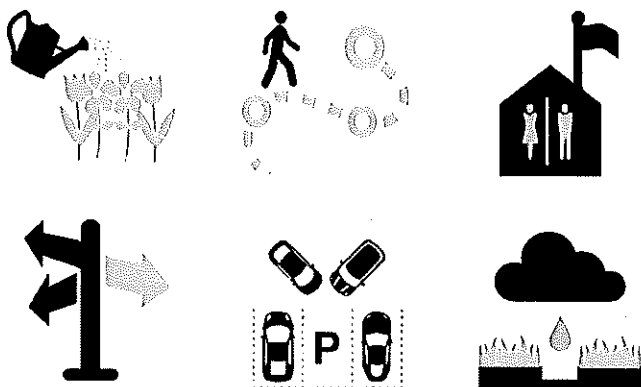
*The recommendations in this system-wide master plan report are for guidance in decision-making; the plan is not the letter of the law. The master plan includes a clear vision for what can be achieved in Jefferson County and the key next steps. Multiple parties will be involved in making many future decisions, and many partnerships are needed; therefore the plan can serve as common reference for all parties, as step-by-step decisions are made. As each major project is advanced through detailed planning and design, public engagement should be integral to the process.*

## **JEFFERSON COUNTY’S PARKS SYSTEM HAS BOTH OPPORTUNITIES AND CHALLENGES**

**It’s Rich with Resources:** Jefferson County is rich with resources that can support the creation of a parks and recreation system that would make communities across the nation envious. There are national parks, dedicated natural resource protection areas, two major scenic rivers, historic towns and cities, and access to internationally recognized multi-state trail systems including the Appalachian Trail and the C&O Canal Towpath Trail. These resources, however, do not replace the community value of a quality Jefferson County parks system. These resources support the potential for a county system to become greater than most counties of comparable size and character across the nation.

**It Fulfills a Vitally Important Community Need:** A county parks system fills a specific niche in a community that would otherwise be unmet. Its parks provide the types of major recreational facilities and experiences that individual municipalities alone cannot provide. Conversely, it is much more able to serve the specific needs of its community when compared to the national role the National Park Service can provide. This notion is referred to in this plan as “thinking county-wide.”

**Not Connected:** While Jefferson County has some important hiking, pedestrian and bicycle trails including the Appalachian Trail, the C&O Towpath, the Route 9 Trail and others, there is a fundamental lack of trail connections within many communities as well as to Jefferson County park and recreational resources. Charles Town and Ranson are not connected by trails to Bolivar and Harpers Ferry or Shepherdstown. No communities or neighborhoods have trail access to Sam Michael’s Park or James Hite Park, and many other connectivity gaps remain throughout the county.

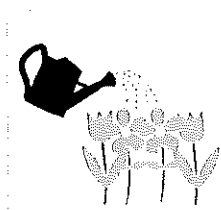


**However, Jefferson County Parks have Evolved Versus Being Planned:** This park system evolved into its current state mostly without significant planning and often based on happenstance decisions. Therefore the size, type, and location of some of the parks are purely a function of what land was available at a particular time or because of donations of properties. As a result, some of the parks are not located to best serve the population or have physical factors to support the best uses.

**It is “Present” but Lacks “Presence:”** Parks evolved with limited planning or resources at the site specific level, sometimes resulting in parks that are inefficiently configured, have limited amenities, are difficult to maintain, and lack the fundamental characteristics of a high-quality park. Many of the parks lack landscape plantings and design elements that are integrated into the most publicly utilized portions of the parks, resulting in a high utilitarian feel and bare experience for the park user.

**Parks and Recreation is a Public Service not a Business:** The Jefferson County Parks and Recreation Commission as a public agency is becoming overly revenue driven. The commission must remember it functions as a public service. All public parks and recreation departments are trying to generate more revenue but they do not forget their root mission. This master plan clearly shows that JCPRC is already recovering approximately double the national average in operating costs. In contrast it spends about 1/10th what other comparable departments spend on maintenance and is significantly understaffed based on the current size of the system and the services it provides. The commission needs to go back to the basics and utilize this master plan to define its actions and decision making process to ensure that it is functioning in a manner consistent with the greatest public good.

**Start with the Basics:** Overall, Jefferson County’s parks fundamentally have quality and conditions issues to overcome in order to create a logical and functional county-wide parks system. This means that many of the parks need the most basic improvements like drainage, circulation, parking, signage, and support facilities like restrooms or concession stands. Great parks are not created without a plan. Most of the parks have never been properly master planned and facilities have been added with, at most, an evaluation of where to locate a specific facility, without considering the full potential of the entire park in which the facility will be located.



**Goal #1 - Enhance the user's experience in all of Jefferson County's parks through basic amenities, comfort facilities, and landscape upgrades.**

In order for park visitors to have a great park visitation experience there must be a consistent level of quality throughout the entire park system. This includes basic amenities such as restroom facilities, access to drinking water, and, in parks with active sports recreation facilities, concession facilities. All of the JCPRC parks should have uniform branding elements which convey that each park is part of the JCPRC park system and is clean and safe. Successful branding extends well beyond the information provided and the look of an entrance sign; it includes a broad set of components that are consistent park-to-park ranging from benches, signing, pavilions (architectural "style"), lighting, restroom facilities, etc. The branding standards should also establish an ecology-based approach to landscape management based on regional plant communities that govern landscape management and plantings with the parks to establish richer landscape experience in the parks that today are predominantly mowed-turf intensive. At the conclusion of this effort, park visitors will have confidence in knowing that when visiting any park in the Jefferson County park system, they will be provided with quality facilities, basic services, and code compliant facilities. James Hite Park especially requires basic amenities to serve the large number of park visitors now using the recreational fields. Sam Michael's Park, however, is the one exception

to this recommendation, although it could benefit from comprehensive system signing and additional landscape improvements.

*What will it take to achieve this goal?* To ensure a consistent level of quality throughout the entire park system a uniform set of amenity and landscape design standards should be developed and then systematically implemented in each park. JCPRC should be the leader of this effort, develop the standards, systematically implement the improvements park by park, and ensure that consistency is maintained.

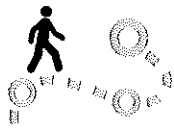
*What are the financial resources needed?* \$2M to \$3M ranging from \$250K to \$750K per park, depending on the size of the park and the facilities required.

*Timeline:* This effort can start in year 1 and will likely take 3-6 years to implement the base improvements throughout the system.



# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Executive Summary



**Goal #2 - Create a 100 Mile "Jefferson Connectivity" Trail Network (starting by connecting the C&O Canal Towpath, the Appalachian**

**Trail, and the Harpers Ferry National Park trail network to Sam Michael's Park, the Route 9 Trail, and the Cities of Ranson and Charles Town.)**



**Goal #3 - Design and implement a grand vision for Sam Michael's Park that elevates the park to a true county-scale and "the premiere" park facility for Jefferson County (100+ acres).**

Residents are clamoring for more trails and greater interconnectivity between parks, schools, and neighborhoods. Trails are investments that pay multiple dividends since they are recreational facilities unto themselves as well as serving a larger role in enhancing overall connectivity to a wide range of uses and activities. Jefferson County is well served with major regional and larger trail facilities such as the C&O Towpath and the Appalachian Trail. Jefferson County only needs to provide the critical connections to potentially link Jefferson County neighborhoods and parks directly to a large swath of the Mid-Atlantic region and major destinations such as Washington, D.C. and Pittsburgh. Trails were one of the top facilities requested for expansion by the public through the entire planning process. A great trail system doesn't happen overnight, but Jefferson County already has a solid basis for creating a truly world class trail network with potentially 100-miles of dedicated trails. Trails have one of the highest participation rates of any recreation facility and are also incredibly effective economic development tools. As infrastructure investment is planned, it should include the appropriate trail facilities and connections required to make Jefferson County a truly connected community.

*What will it take to achieve this goal?* A dedicated Trail Development "Champion" staff person within Jefferson County government focused on advancing the planning, design, and construction of trail segments and reviewing all plans, whether public infrastructure or private development to ensure that all trail connectivity opportunities are capitalized and no critical connections are lost.

*What are the financial resources needed?* Trail projects can be costly, but incremental trail segments can be achieved at relatively low costs, especially if critical segments are achieved through the codification of trail construction requirements as a part of the typical land development process. \$1M would support a major effort to expand out from the existing trails and parks as a visible effort to advance this Jefferson County-wide connectivity goal.

*Timeline:* This effort can start immediately through the coordination work as private land development plans are submitted and reviewed for approval. It will likely take 10 years or longer to establish the key linkages described.

Thinking as a county park system means that parks should be larger and more comprehensive than what has historically been provided. Premier parks should have facilities that will serve broad community needs and are at a scale that individual cities and towns cannot likely provide, such as amphitheatres, gyms, and other larger format facilities.

*What will it take to achieve this goal?* Sam Michael's Park needs a truly comprehensive master plan that takes into account all of the opportunities within the current site and to explore the opportunities to acquire adjacent land which in some manner can be directly connected to the existing park.

*What are the financial resources needed?* \$75K for master planning; \$3M to \$5M based on land value to have a significant impact on expanding the size and caliber of Sam Michael's Park.

*Timeline:* This effort should start within the first 2 years and then be implemented incrementally over the next 10+ years. It is critically important that a comprehensive site master plan be developed for Sam Michael's Park before any additional major capital improvements are made. This effort should consider some of the special facility opportunities/recommendations proposed in Chapter 5 of this master plan.



**Goal #4 - Increase public access to Jefferson County's unique and bountiful waterways by permanently protecting waterfront properties for the public benefit.**

Natural resources are often the aspect of a community that influences what makes a parks and recreation system unique and special. In this regard, Jefferson County is truly blessed with riches, especially with its waterways and major historical and cultural attractions, many of which occur along or near them. With the Potomac River, the Shenandoah River, and the Opequon Creek, Jefferson County is literally surrounded on three sides with waterways as well as having important water corridors running through it, such as the Evitts Run Creek, Flowing Springs Creek, and Cattail Run Creek. Despite the presence of these assets and a national treasure in Harpers Ferry National Park, surprisingly little of the waterway frontage is actually publicly accessible. Efforts to increase public access to the rivers and creeks with the county will greatly enhance the recreational opportunities of the residents, expand Jefferson County as a tourism destination, and protect valuable natural resource areas in this Chesapeake Bay watershed.

*What will it take to achieve this goal?* As with the creation of county-wide interconnected trail network, it is important to have a staff person in Jefferson County government specifically focused on creating a comprehensive inventory and tracking the status of waterfront properties. The goal of this initiative is to consider a series of land acquisition criteria and then actively pursue a property-by-property strategy for obtaining public access rights, permanently protecting natural resources and habitats and strategically planning support facilities to provide greater access to water-based recreation.

*What are the financial resources needed?* Open space preservation can be costly if outright, fee-simple purchasing of land is sought. The plan proposes that a palette of open space preservation tools be utilized including improved ordinances, easements, gifting/estate planning, conservation incentives, and land acquisitions. A dedicated fund should be established and cultivated to generate on-hand resources needed to potentially respond to open space preservation opportunities as they arise. \$1M to \$2M in seed funds for open space preservation should be a goal.

*Timeline:* This is a long-term effort, however, outreach to property owners is important to determine donations, easements, and the potential for fee-simple acquisitions, over time. Ultimately, this effort will be continual until all or a significant amount of the waterway frontage is addressed.



**Goal #5 – Plan and construct an aquatic facility in partnership with the Jefferson County Schools System and fulfill a long-standing community desire for recreational aquatics, safety training, and water-based health and well-being activities in Jefferson County.**

The need for a full service indoor aquatic facility is highly apparent and was by far the most commonly expressed desire in terms of new facilities, throughout the community outreach aspect of this plan's preparation. Modern aquatic facilities are costly to construct, maintain, and manage. If planned and designed properly they can serve as important destination and revenue generators to aid in their financial operation.

*What will it take to achieve this goal?* Partnerships are important to many of the recommendations in this plan, but none more so than the undertaking of the creation of a high-quality modern aquatic facility. The JCPRC cannot and should not create a facility on its own but instead should explore a partnership with Jefferson County Schools which also needs a facility. Creating a jointly constructed facility could create a path to overcome the financial barriers that otherwise exist. It would also ensure the maximum utilization by the community of a public funded facility is achieved. This effort is just one of several opportunities identified in this plan to strengthen the partnership between Jefferson County Schools and JCPRC in order to optimize recreational facilities to their maximum community benefit.

*What are the financial resources needed?* \$50K for a feasibility study; \$7M to \$10M for construction based on the size and complexity of the facility as well as other support facilities beyond a traditional tank pool, such as spray pools, or other amenities. The partnership would support the shared cost of insurance, operation, maintenance, and regulatory compliance based on costs evaluated during the feasibility study stage.

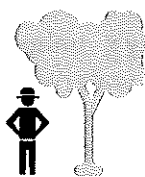
*Timeline:* This effort should start within the first 2 years to undertake the full feasibility analysis of a joint aquatic facility. Years 3-6 for fund raising and years 6-9 for final design and construction.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Executive Summary



**Goal #6 - Plan for growth by acquiring the necessary land to create another county level park (100+ Acres) within the next twenty years.**



**Goal #7 - Institute the necessary parks management, operations, and programming actions to achieve the vision of this plan.**

Even with the modest growth projected in *Envision Jefferson 2035*, the Jefferson County's Comprehensive Plan prepared in 2015, there will be a substantial increase in population over the next 20 to 30 years in Jefferson County. An important value of a comprehensive planning effort, whether broadly considered or topic specific, is to ensure that as community population and demographic changes occur, Jefferson County is well prepared for those changes. Based on project population growth with the targeted growth management areas within the Comprehensive Plan, there will be a need for additional parkland. Since Jefferson County's parks are already considered under-sized by typical county level standards, it is suggested that lands specifically adjacent to existing parklands should be given a priority in order to build upon existing resources. An example area that may represent an opportunity to link multiple properties is in the Leetown Park Planning District. If lands and easements could be acquired that link Leetown Park, James Hite Park, and the Jefferson County Fairgrounds Complex, a county-scaled park "complex" could be established.

*What will it take to achieve this goal?* JCPRC staff, in conjunction with other Jefferson County departments and commission staff should be researching opportunities to strategically acquire lands for future park spaces. It is important to start now in order to be prepared to have new parks on line in the next 10 to 20 years.

*What are the financial resources needed?* \$2M+ based on land values.

*Timeline:* This is a long-term effort, however, outreach to property owners surrounding the larger existing Jefferson County parks should start now to determine if there are opportunities to acquire strategically valuable lands that could connect to, or directly expand, the size of existing parks. Long-term options on properties might be able to be secured within years 5-8 with the ability to acquire within years 8-10.

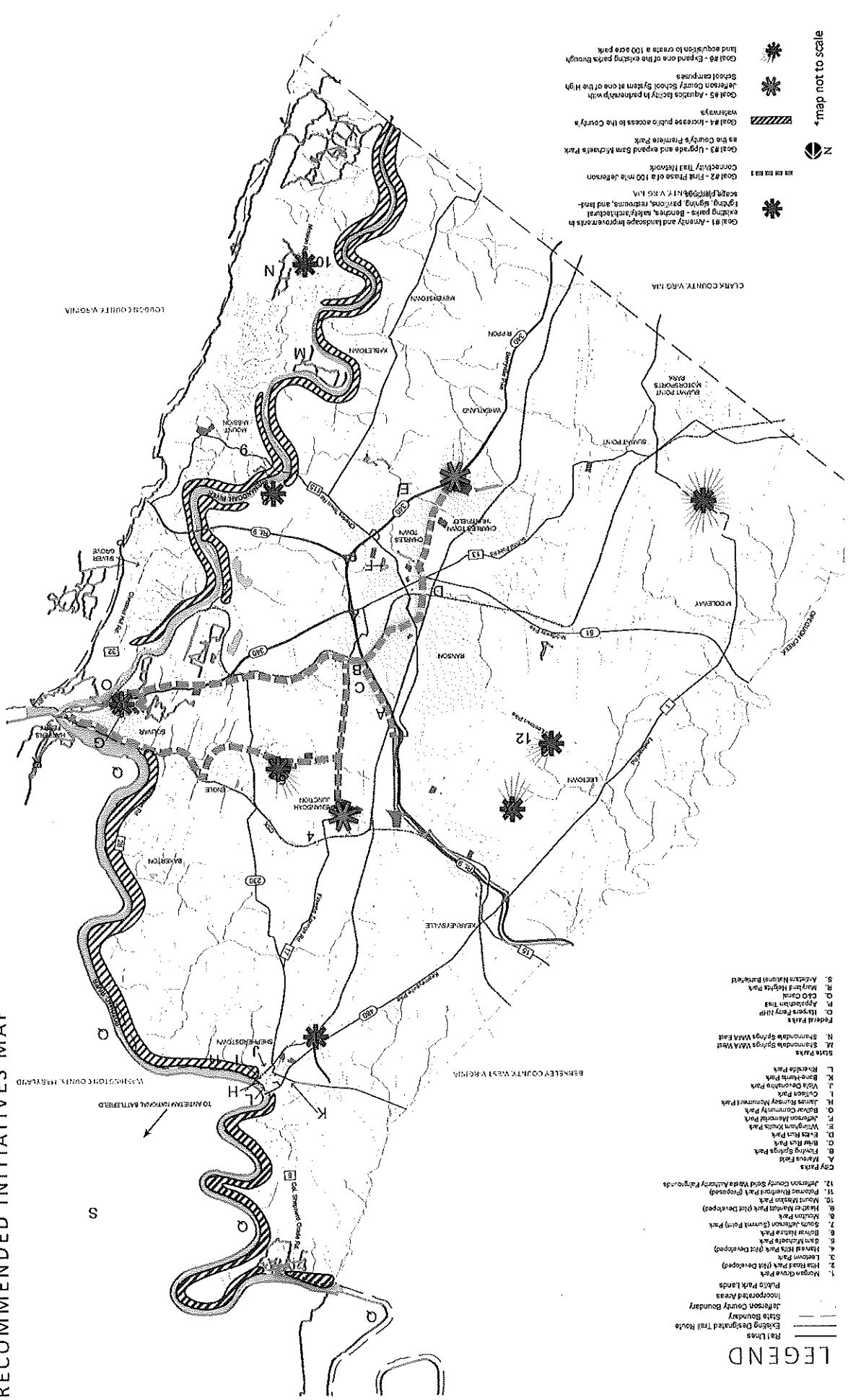
Although not as exciting to many as physical projects, the fact is, a great park system is not achievable without equally high-quality management and operations. The master plan makes extensive recommendations on ways to build upon the management and operations structures that exist to improve the quality of what exists today, in order to better serve residents. This can be achieved through the provision of additional and enhanced programs, especially utilizing expanded facilities developed as a part of this plan, and to be prepared to efficiently serve a growing system.

*What will it take to achieve this goal?* JCPRC staff, in conjunction with elected officials, need to commit the necessary staffing, budgetary, and policy resources to foster the JCPRC's management and organizational growth.

*Timeline:* This system-wide master plan provides the basis for many of the management and operation procedures and protocols needed to implement the plan. Actions needed to implement the plan can start immediately and in fact the JCPRC staff have already begun to enact many of the recommended procedures.

Using this master plan as a guide, Jefferson County's community leaders can continue their efforts and leverage momentum to position this area as the region's and state's top-tier opportunity for commerce, recreation, tourism, smart growth, urban revitalization, and high-quality-of-life living.

# RECOMMENDED INITIATIVES MAP

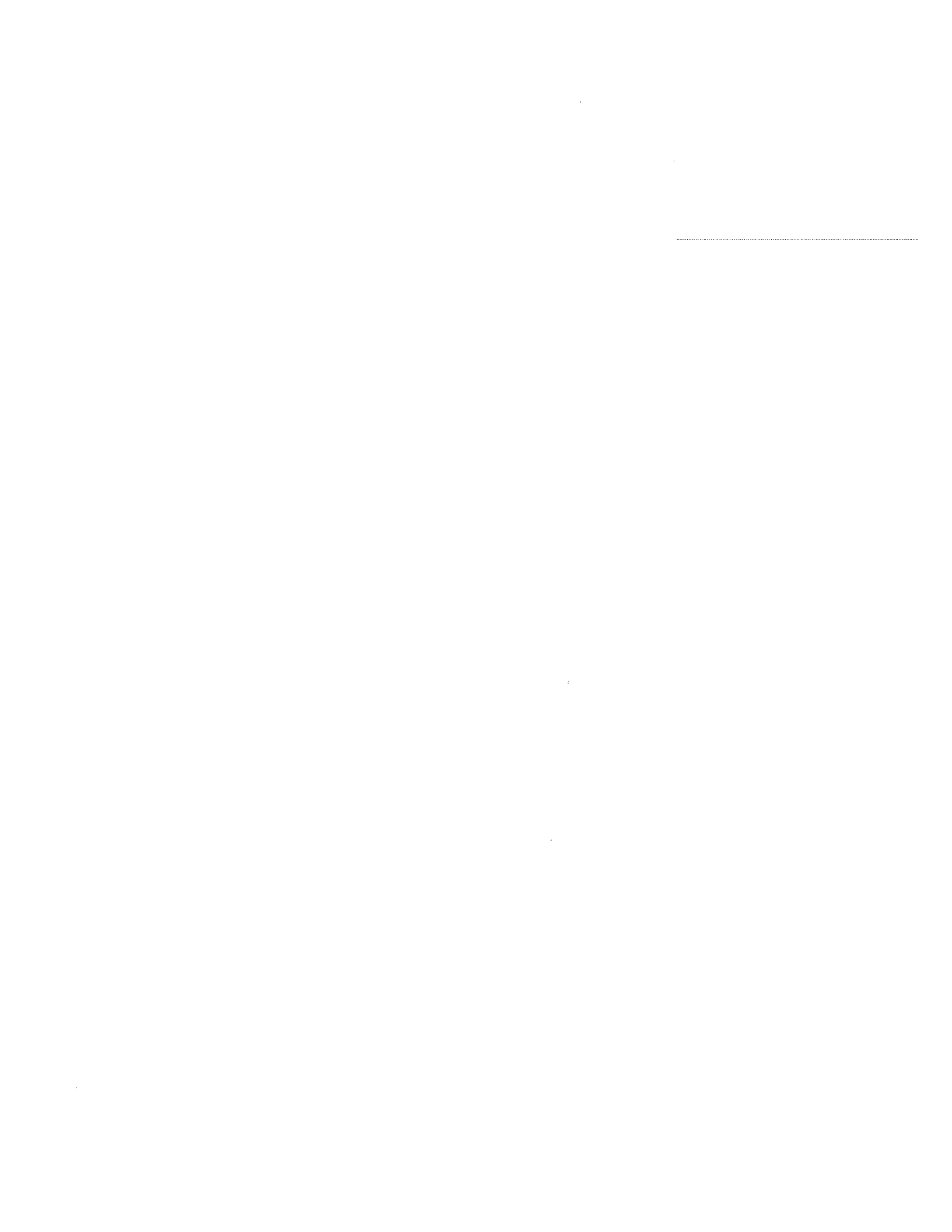


## LEGEND

- Rail Lines
- Existing Designated Trail Route
- State Boundary
- Jefferson County Boundary
- Incorporated Areas
- Platted Park Lands
- 1. Morgan Grove Park
- 2. Iron Road Park (Not Developed)
- 3. Leeview Park
- 4. Hartsell Hill Park (Not Developed)
- 5. Sam Houston Park
- 6. Boyer Nature Park
- 7. South Jefferson (Garrison Farm) Park
- 8. Hartsell Hill Park (Not Developed)
- 9. Hartsell Hill Park (Not Developed)
- 10. Mount Lebanon Park
- 11. Jackson Riverfront Park (Proposed)
- 12. Jefferson County Soil Water Authority Region
- City Parks**
- A. Raccoon Park
- B. Fawcett Springs Park
- C. Bear Run Park
- D. East River Park
- E. Washington Heights Park
- F. Anderson Memorial Park
- G. Dulac Community Park
- H. James Branch Memorial Park
- I. Cotton Park
- J. Wolf Denning Park
- K. Brown Park
- L. Rowles Park
- State Parks**
- M. Shenandoah Springs WMA West
- N. Shenandoah Springs WMA East
- Federal Parks**
- O. Lees Ferry NHP
- P. Appalachi Trail
- Q. Old Courthouse
- R. Majors and Higgins Park
- S. Anderson National Battlefield

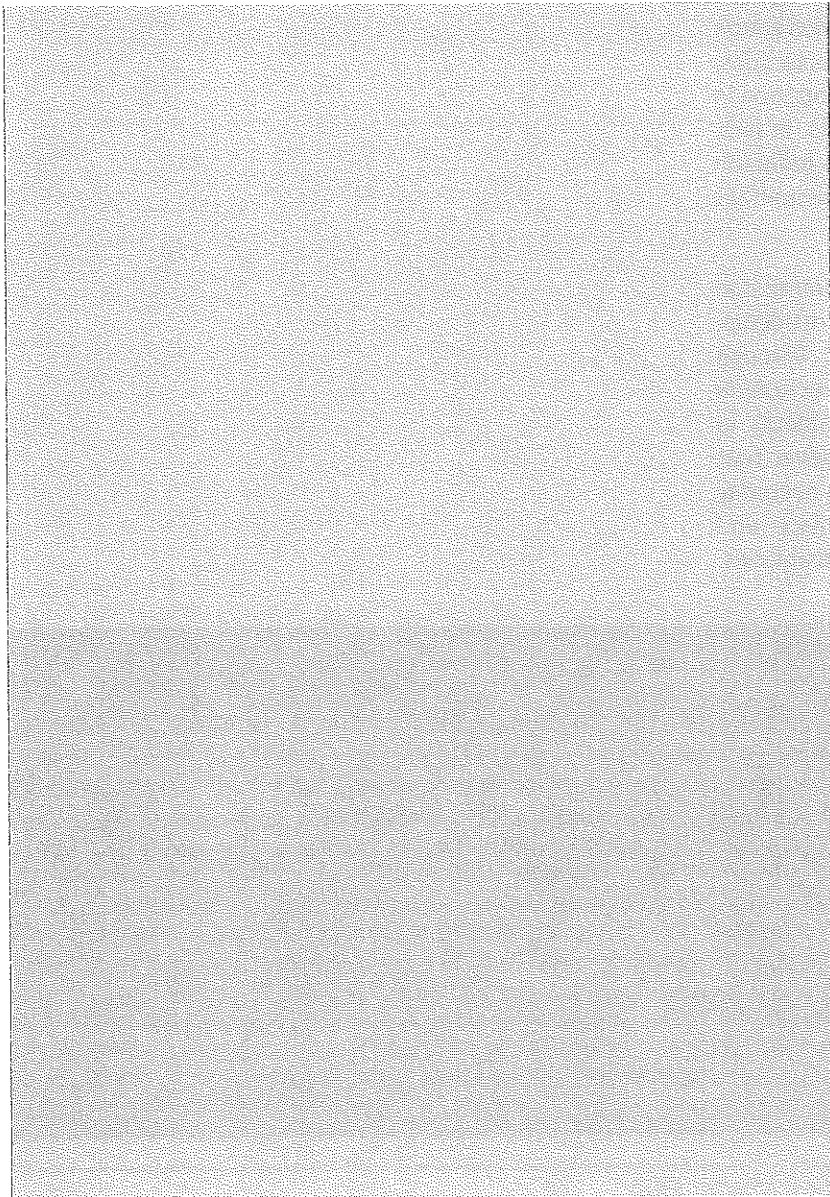
- ★ Goal #1 - Agency and landscape improvements in existing parks - benches, walkways, lighting, signage, parking, restrooms, and bike racks
- ★ Goal #2 - Final Phase of 100 mile Jefferson County Trail Network
- ★ Goal #3 - Upgrade and expand Sam Michaels Park as the County's Premier Park
- ★ Goal #4 - Increase public access to the County's waterways
- ★ Goal #5 - Aquatics facility in partnership with Jefferson County School System at one of the High School campuses
- ★ Goal #6 - Expand one of the existing parks through land acquisition to create a 100 acre park

map not to scale



JEFFERSON COUNTY  
SYSTEM-WIDE PARKS  
MASTER PLAN

Jefferson County's  
parks today & the  
future



01

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## jefferson county's parks today & the future

### PARKS AND RECREATION – A KEY COMPONENT OF COMMUNITY SUCCESS

Jefferson County, West Virginia, is a recreation mecca. Home to national, state, and local treasures, the county is rich with opportunities for people of all ages to enjoy the great outdoors and experience culture and heritage. These treasures include Harpers Ferry and C&O Canal National Parks, the Appalachian Trail; important historical sites; the Potomac River and Shenandoah River; state wildlife management areas; places to hunt, fish, hike, and ride bicycles and horses; a county-wide parks and recreation system; charming towns and cities with close-to-home parks; and educational institutions from kindergarten through university that serve as community recreation venues. In addition to public recreational opportunities, many private recreation businesses support participation in outdoor recreation, cultural, and historic activities. In fact, tourism is a driving force behind the economy in Jefferson County. In 2015, Yahoo named Harpers Ferry as the number one fall destination in the United States.

Today, Jefferson County Parks and Recreation Commission (JCPRC) is a provider of recreation services to the residents, and to a lesser extent, visitors to the county. Through this plan JCPRC will be the primary provider of recreation services, including aiding Jefferson County's residents in achieving greater health and wellness. JCPRC believes that only through a bold and well defined vision can everyday living in Jefferson County be filled with activity and recreational engagement for all ages, interests and abilities.

This master plan is the long-range plan for the county's parks, recreation, and open space resources. It provides JCPRC with a defined path forward for improving parks and recreation services in a manner that emphasizes what makes Jefferson County great. It also expands Jefferson County's economic potential, while preserving what makes it an attractive and exciting place to live, work, and play!

## Vision

**By the year 2025: Jefferson County will offer an exceptional setting in which to live, work, invest, and visit. The park system and its beauty will be a part of daily life and shape the character of Jefferson County. Access to the great outdoors will be conveniently available for nature-based recreation; there will be close-to-home parks for active recreation; and the trail system will connect recreational cornerstones, historical destinations, and open space for recreation and transportation.**

**Sound ecological stewardship and vibrant recreation opportunities will make Jefferson County renown as a destination with "lots to do" in a pristine environment yet close to metropolitan life. The park system will be sustainable, well-maintained, and safe and meet the needs of individuals, families, and the county's communities. Aware of its value to their lives, residents will be proud stewards and supporters of an extraordinary park and recreation system.**

**Based on its role in a thriving county economy and a very desirable quality-of-life in Jefferson County, the park system will be fiscally sustainable through support from a mix of public and private resources and collaborative partnerships to contribute to the renewal of the human spirit and a strong sense-of-place unique to Jefferson County.**

# Mission

## Jefferson County Parks and Recreation Commission

### Mission in Parks, Recreation, and Open Space

#### Why Does JCPRC exist?

JCPRC 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 the purpose of planning, developing, implementing, evaluating, and operating a county-wide system of parks, recreation, conservation areas, and trail opportunities for people who live, work, and visit here.

#### **Jefferson County Parks & Recreation Commission Guiding Statements**

The vision, mission, and values are the guiding statements for the JCPRC. These statements will be connected to the work of the organization through annual budgets, work plans, capital improvement program, and the ten-year implementation plan. Progress toward achieving the vision set forth in the plan will be evaluated at an individual, organizational, commission, and community level. The guiding statements are as follows:

#### **Action Statements**

The Action Statements identify how JCPRC performs its work.

**Sustainability** - Meet park and recreation needs by balancing environmental, economic, and equity concerns to ensure that the Jefferson County parks and recreation system thrives for many generations far into the future.

**Environment** - Sustain and enhance parklands, waters, and forests.

**Economic** - Develop short-term and long-term financial stability of the park system.

**Equity** - Provide residents with the opportunity to improve their quality-of-life and well-being through outstanding parks and recreation services that are suited to their respective needs.

**Visionary Leadership** - Recognize the need for ongoing leadership and collaboration in achieving excellence.

**Responsiveness and Innovation** - Anticipate and thoughtfully respond to the diverse needs of Jefferson

County's communities, continually seeking ways to better deliver park and recreation services.

**Independence and Focus** - Focus on obtaining and providing the resources necessary to accomplish its mission and form effective, responsible partnerships while maintaining its independence.

#### **Applying the Statements**

This plan embraces innovation. It also communicates that ongoing learning and community outreach and research are required to provide the best park and recreation services to Jefferson County residents and visitors. The success of this vision is tied to the commitment of the County Commissioners, the JCPRC, its employees, and its partners, and to the value the community places on maintaining and improving the Jefferson County's park system. As the plan is implemented, residents and park visitors can look forward to an exciting future in which services are continually evaluated and improved to ensure that needs are met; facilities are maintained and renewed as new ones are created; connection with the natural environment is strengthened; sustainable practices are expanded; and parks and recreation is a highly valuable economic asset.

Providing parkland and preserving and protecting open space will be a fundamental part of Jefferson County's overall decision-making process in terms of all relevant aspects of policies and regulations, especially those that impact land development, development expansion, smart-growth, and infrastructure.

JCPRC not only provides a service to its residents in the form of parks and recreation facilities and programs, it also provides greater value to Jefferson County as a whole by making it a more attractive place to live, work, and play, therefore increasing its economic competitiveness.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

+ *Jefferson County's Parks Today & The Future*

## HOW DOES JEFFERSON COUNTY PARKS AND RECREATION COMPARE?

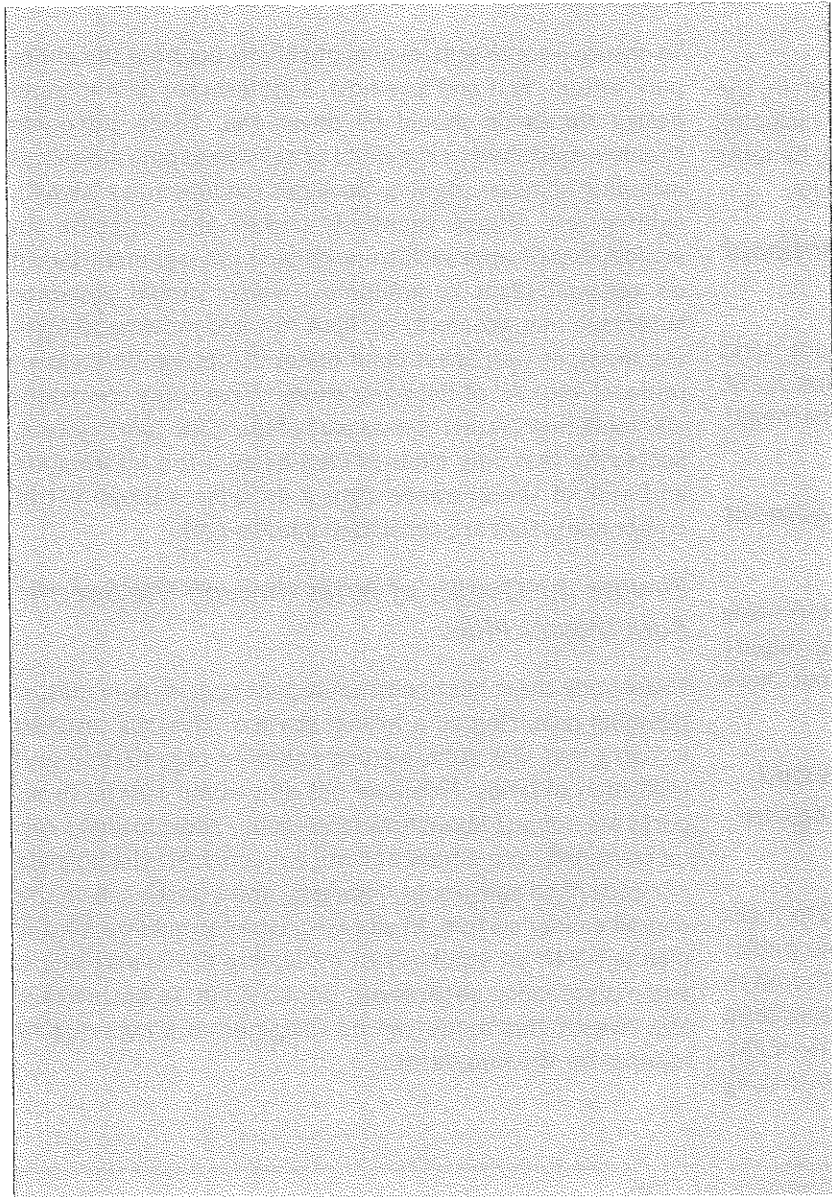
A valuable tool to evaluate how JCPRC is functioning today, is to compare key physical, management and financial aspects against national standards, or a system with comparable factors. As the table below shows, JCPRC has an exceptionally high Cost Recovery Rate, yet its Maintenance Budget per Park Acre is extremely low, when compared to typical parks and recreation agency equivalencies, such as the amount of park acreage and population. This comparison is meant only as one tool to highlight the strengths and weaknesses of Jefferson County's parks and recreation system and how these aspects and factors support the Vision and Mission of JCPRC for the future.

<i>Jefferson County by the Numbers</i>		
	JCPRC	Typical Parks and Recreation Agency Equivalent to Jefferson County* and its Facilities
Square Miles	209	18
Population in 2015	56,482	43,511
Number of County Parks	10	24
County Park Acreage	409	564
Acres Per 1,000 Residents	7.17	9.5
Parks & Recreation Budget	\$1,013,611	\$2,137,279
Per Capita Budget	\$17.95	\$76.44
Ratio of Parks and Recreation Budget to County Operating Budget	3.3%	5%
Cost Recovery Rate	53%	29%
Full Time Employees	6	41
Maintenance Employees	1 FTE and 6 PT Seasonal	22
Maintenance Budget Per Park Acre	\$558	\$3,764 - 6,476
*National Recreation and Park Association. (2015) Field Report. (Ashburn, VA)		

JEFFERSON COUNTY  
PARKS & RECREATION  
MASTER PLAN

key

re c o m m e n d a t i o n s



02

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## key recommendations

This master plan covers diverse aspects of Jefferson County's parks and recreation system. The master plan identifies specific recommendations that support the implementation of the Parks and Recreation 2026 Master Plan. These recommendations should be considered as the underlying aspects that will drive the master plan's implementation.

### RECREATION OPPORTUNITIES

#### ***Implement a Program Management Plan***

Develop and implement a Program Management Plan that focuses on identifying and meeting the needs of customers of the JCPRC as the driver in program planning rather than focusing on what programs to offer.

#### ***Monitor and Track Program Performance***

Use the formulas and guidelines recommended in the plan to develop the Program Management Plan including program standards, high quality customer service, benefits and outcomes, cost recovery, and program life cycle.

#### ***Develop and Implement a Strategic Promotional Program***

This program will increase public awareness about parks and recreation opportunities and the benefits that JCPRC brings to the economy, the environment, and the health and welfare of the citizens.

#### ***Perform and Regularly Update the Management Impact Statement***

Use the Management Impact Statement in determining when to add new major programs, programs that require significant financial support, and programs that have ramifications for staffing.

#### ***Recognize that the Jefferson County Parks and Recreation Commission Cannot be All Things to All People***

Limitations of staff and budget require the JCPRC to focus on programs and services that matter most to the public, conserve the environment, contribute to Jefferson County's economic vitality, and help to sustain the long-term financial viability of public parks and recreation. The JCPRC should always be thinking at a "county-scale" when making decisions related to programs and facilities.

### PARKS AND FACILITIES

#### ***Operate with a "County-scale" Mindset on All Actions Related to Parks and Facilities***

Thinking like a county park system means that parks should be larger and more comprehensive than what has historically been provided. This approach means that some of the existing smaller facilities, such as Bolivar Nature Park, may be more appropriately run at the municipal level, freeing up the JCPRC to expand and improve its larger facilities. JCPRC staff and its board should visit other model county level systems to see comparable systems and examples of "best practices."

#### ***Formalize and Implement System-wide "Base" Improvements***

To ensure a consistent level of quality throughout the entire park system, first and foremost, a uniform set of landscape design standards should be developed. These standards should establish a set palette of consistent park amenities including benches, signing, pavilions (architectural "style"), lighting, etc. These standards should also establish an ecology-based approach to landscape management based on regional plant communities, which should govern landscape management, i.e. limit turf and mowing to high-use areas, as well as set plant material lists, exotic/invasive removal, etc. All of the parks should have some consistent elements that brand them as part of the JCPRC park system. Successful branding extends well beyond the information and look of the entrance sign; it includes a broad set of components that are consistent park-to-park.

#### ***Elevate the Quality of Parks through Site Specific Park Master Plans***

Historically, there has been a limited site specific park master planning occurring as a formal process. This has resulted in parks that lack cohesive and coherent organization and utilization of lands. Parks are not only about sports. Great parks are not just about how many active sport facilities can be crammed onto a tract of land, but considers the balance of needs of all age groups, interests, and a park's role in the overall county system. In all cases, parks should be master planned with an emphasis of evaluating the management and maintenance implications on the JCPRC to ensure that any investments made can be sustained in a high-quality manner for the long-term.

### ***Optimize School Facilities for the Full Recreation Benefit of County Residents***

Some of Jefferson County's highest quality recreation facilities are located on school properties. In many cases these facilities are off-limits to the general public. JCPRC and the school district established a joint Memorandum of Understanding (MOU) to begin the process of partnering and sharing of facilities. JCPRC should take the lead on defining pilot efforts to deploy the MOU to ensure that it is mutually effective and sustainable.

### ***Expand the Reach of Recreation Facilities and Recreation Opportunities Through a County-wide Trail System***

Trails were one of the top facilities requested for expansion by the public through the entire planning process. A great trail system doesn't happen overnight, but Jefferson County already has a basis for creating a truly world class trail network with potentially 100-miles of dedicated trails. Trails have one of the highest participation rates of any recreation facility and are also incredibly effective economic development tools. The master plan proposes a series of proactive techniques for implementing a county-wide trail system with the key recommendation of establishing a dedicated Trail Development Coordinator which, ideally, is based in the County's Office of Planning and Zoning. This will ensure that as each new land development and infrastructure investment is planned considering parks and recreation needs and includes the appropriate trail facilities and connections.

## **MANAGEMENT, MAINTENANCE AND BUDGET**

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### ***Increase Partnerships***

Leverage resources through partnerships with the Jefferson County Board of Education, private businesses, the Jefferson County Convention and Visitors Bureau (CVB), the National Park Service, the Potomac Audubon Society, the Appalachian Trail Conservancy, and others.

### ***Add Staff Positions***

Add a new position for Program Development and Special Events within JCPRC. The goal of this position should be to generate revenue through special events and through

development of partnerships and sponsorships. The JCPRC should also add a new position of Facility Manager to manage scheduling, rentals, use, promotion, and coordination with maintenance. As stated above, the JCPRC should collaborate with the Jefferson County Office of Planning and Zoning on establishing a shared a Trail Development Coordinator position to plan the county-wide trail system, review land development projects, to promote inter-connected trail linkages, and to prepare grant applications for trail acquisition and development. The JCPRC positions should be elevated to include a "Cabinet" level positions for major functions such as parks, recreation programs, development, and marketing (customer service). The goal should be to enable the Director's position to become 60 percent outreach, 20 percent administration, and 20 percent program and facility development including park planning.

### ***Enhance Financial Management***

Develop a Revenue Policy Manual that identifies the JCPRC's revenue philosophy, fees and charges goals, and cost recovery. It should also include revenue producing facilities, financial assistance goals, guidelines for programs and services, gifts, fund-raising events, friends' organizations, county allocations, compulsory resources such as a future bond levy, and how all revenues are accounted for and presented for the purposes of accountability, AND decision-making.

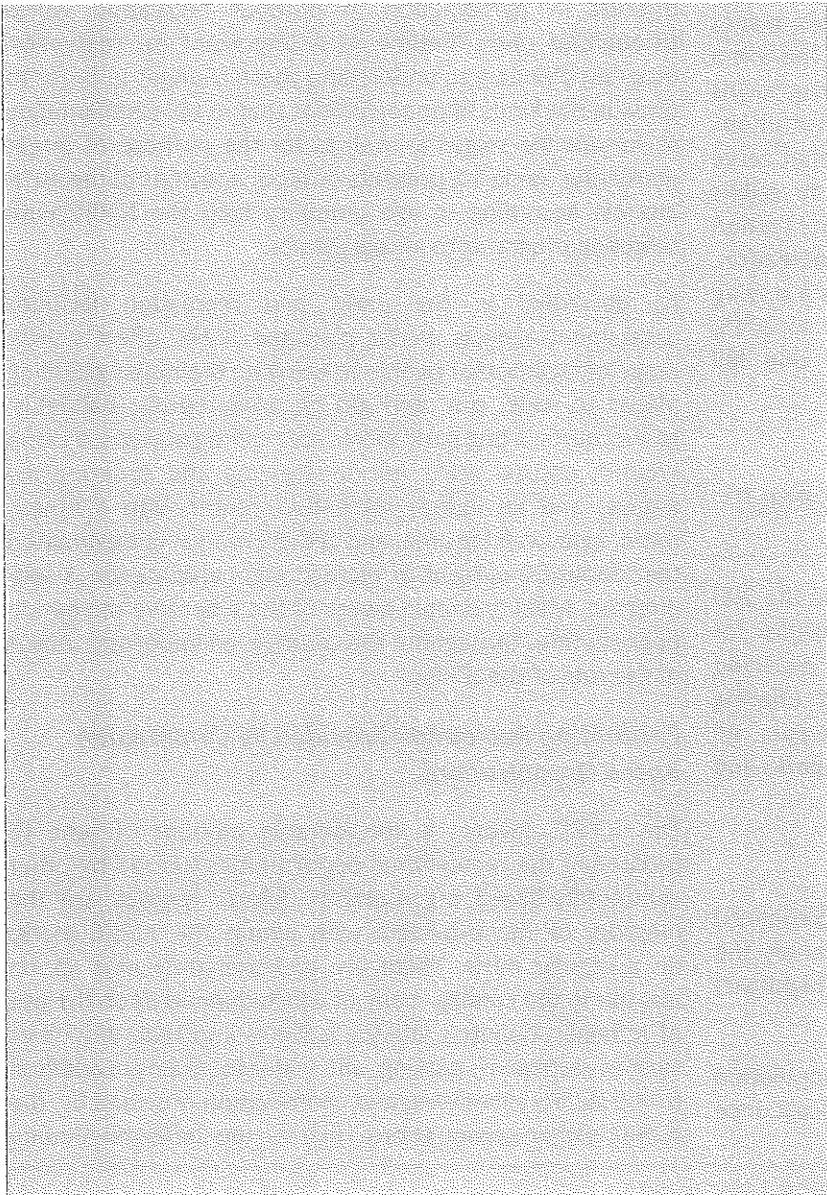
### ***Formalize and Implement Consistent Maintenance Management Protocols***

Recognize that current maintenance management accomplishes a great deal with an undersized budget and staff. Establish park maintenance quality standards to ensure efficient allocation of resources where the need is greatest. Work towards the standards recommended in this plan of additional staff and per acre budget for park maintenance. Add maintenance management components for sports turf, natural resources, and maintenance. Align fees with actual maintenance costs. The maintenance management program should be formalized to ensure that the system is in place for weather management, staff, JCPRC, and county government changes.

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JEFFERSON COUNTY  
PARKS & RECREATION  
MASTER PLAN

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o p p o r t u n i t i e s



03

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## recreation opportunities

The creation of program opportunities focuses on the direct provision, facilitation, and promotion of recreation opportunities within Jefferson County, as well as providing goals and recommendations for the future.

### RECREATION OPPORTUNITIES

Jefferson County, is a recreation mecca. Home to national, state and local treasures, the county is rich with opportunities for people of all ages to enjoy the great outdoors and experience culture and heritage. These treasures include Harpers Ferry National Park; the Appalachian Trail; important historical sites; nationally significant rivers; state wildlife management areas; places to hunt, fish, hike, and ride bicycles and horses. There is a county-wide parks and recreation system; charming towns with close-to-home parks; and educational institutions from kindergarten through the university level, that serve as community recreation venues. In addition to public recreational opportunities, many private recreation businesses support participation in outdoor recreation, cultural, and historic activities. In fact, tourism is a driving force behind the economy in Jefferson County. In 2015, Yahoo named Harpers Ferry as the number one fall destination in the United States.

### JEFFERSON COUNTY PARKS AND RECREATION COMMISSION'S MAJOR ROLE IN RECREATION

The JCPRC has three distinct roles in recreation in the 209 square mile county. These include providing facilities for self-directed recreation; facilitating recreation provided by other community-based organizations; and offering organized scheduled programs, activities, and events. All three of these roles are essential to a high quality parks and recreation system.

#### *Self-Directed Recreation*

The majority of recreation opportunities experienced in Jefferson County are those in which people enjoy the great outdoors. Outdoor recreation participation highlights include:

- + About 49.2 percent of the U.S.A. population participated in an outdoor are recreation at least once in 2013;

- + Almost one-quarter of all outdoor enthusiasts participated in outdoor activities at least twice per week;
- + Running, including jogging and trail running, was the most popular activity among Americans when measured by number of participants and by number of total annual outings;
- + Walking for fitness is the most popular crossover activity. In 2013, 53 percent of outdoor enthusiasts also walked; and
- + The biggest motivator for outdoor participation was getting exercise.

Interest in participation in outdoor recreation varies throughout one's lifetime. It is important for recreation program planners to understand these changes in order to provide the kinds of opportunities that people would enjoy at various life stages as well as for the purpose of target marketing. Table 3.1 presents outdoor activities of the most interest according to age group to help the JCPRC with targeting programs to all age groups.

As described in the parks and recreation facilities assessment aspects of this plan, the JCPRC offers a wide range of facilities for people to enjoy on their own including places to walk, run, and get fit; playgrounds; ballfields; game courts; a dog park; picnic areas with pavilions; a camp ground; natural areas for de-stressing and experiencing nature; and an indoor recreation center with a fitness room, gym, walking area, and activity rooms. It is estimated that about 80 percent of recreational participation is self-directed. Making people aware of the extensive recreation opportunities throughout the county is an important aspect of the role of the JCPRC.

#### *Facilitating Recreation Provided by Community-Based Organizations*

The JCPRC devotes a considerable amount of time to facilitating the recreational opportunities offered by other community-based organizations. Sports leagues are the majority of the providers with whom the JCPRC works on a regular basis. There are approximately nine sports leagues in the county, many of which depend upon the use of Jefferson County's athletic facilities and their amenities such as restrooms, parking, and water fountains in addition to the facility scheduling and coordination provided by the JCPRC. Other organizations such as the Jefferson County

**Table 3.1. Outdoor Activities of Most Interest by Age Group**

<b>Ages 6-12</b>	<b>Ages 13-17</b>	<b>Ages 18-24</b>	<b>Ages 23-34</b>
Swimming For Fitness	Camping	Camping	Swimming for Fitness
Camping	Swimming for Fitness	Swimming for Fitness	Bicycling
Bicycling	Bicycling	Bicycling	Camping
Running/Jogging	Working Out with Weights	Hiking	Hiking
Basketball	Working Out Using Machines	Working Out with Weights	Working Out with Weights
Fishing	Hiking	Running/Jogging	Running/Jogging
Hiking	Running/Jogging	Backpacking	Working Out with Weights
Soccer	Shooting	Working Out Using Machines	Backpacking
Swimming on a Team	Trail Running	Climbing	Canoeing
Working Out with Weights	Fishing	Trail Running	Trail Running
<b>Ages 34-44</b>	<b>Ages 45-54</b>	<b>Ages 55-64</b>	<b>Ages 65+</b>
Hiking	Swim for Fitness	Bicycling	Swimming for Fitness
Swimming for Fitness	Camping	Swimming for Fitness	Birdwatching/ Wildlife Viewing
Camping	Bicycling	Camping	Working Out Using Machines
Bicycling	Hiking	Hiking	Hiking
Working Out with Weights	Working Out Using Machines	Working Out with Weights	Fishing
Working Out Using Machines	Birdwatching/Wildlife Viewing	Fishing	Bicycling
Running/Jogging	Working Out with Weights	Working Out Using Machines	Working Out with Weights
Canoeing	Canoeing	Birdwatching/Wildlife Viewing	Fitness Classes
Backpacking	Fishing	Canoeing	Camping
Rafting	Backpacking	Fitness Classes	Golf

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Recreation Opportunities

Board of Education; Boy Scouts and Girl Scouts; and families and social groups use county parks and recreation facilities for a wide range of activities such as sports; running races; special events; family reunions; weddings; and other celebrations. The JCPRC also assisted Charles Town in providing swim lessons. While the commission once directly provided the swim lessons, the arrangements changed regarding aquatics programs. The Charles Town Recreation Board now provides the lessons while the JCPRC handles the administration of the summer program including registration. The JCPRC does not charge any fee for this service. The JCPRC schedules events offered throughout the year by other groups. This includes providing customer service, scheduling coordination, and facility maintenance to provide an excellent experience by those using county facilities.

### Organized Programs and Services

The JCPRC provides programs and services year round in: aquatics; arts and crafts; athletics; camps; cheer and gymnastics; dance and fitness; day trips; martial arts; and special interest programs for learning and lifelong enrichment. Table 3.2 presents the inventory of programs by program category offered by the JCPRC in Fiscal Year 2014-15. Table 3.2 also shows that the JCPRC offered 219 different programs with a total of 715 sessions. Some of the programs were so popular that people were wait-listed due

to lack of program space. Aquatics had the highest number of unserved residents.

### Who Participates in JCPRC's Organized Programs?

The majority of the participants in the JCPRC's organized programs are children age 12 and under and females of all ages.

### Where Are the Programs Located?

The majority of the organized programs are held in Sam Michael's Park and the Community Center. This is the hub of the county's parks and recreation services and operations. The JCPRC management team has expressed concern about the need to provide more services throughout the county and is exploring ways to address this need.

### How Are the Programs Supported?

The JCPRC charges fees for participation in the organized scheduled programs. The fees cover the direct expenses of instructor wages or fees. The JCPRC also generates approximately 54 sponsorships for programs and donations for programs in the last fiscal year ranging from \$5 to \$2,000. The Fireworks and Movie Nights were the two major sources of revenue from donors.

### How Are Programs Planned and Managed?

**Table 3.2. Organized Program Inventory FY 2014-15**

Program	Number of Programs	Number of Participants	Number of Sessions Offered	Number on Waitlist
Aquatics	11	161	20	50
Arts & Crafts	42	661	94	18
Athletics	31	628	100	19
Camps	45	1,222	123	32
Cheer/Gymnastics	17	626	91	3
Dance/Fitness	14	344	107	4
Day Trips	3	63	3	4
Martial Arts	9	295	75	0
Special Events	21	984	39	0
Special Interests	26	278	63	7
<b>TOTALS</b>	<b>219</b>	<b>5,262</b>	<b>715</b>	<b>137</b>

The JCPRC offers three program seasons that correspond with the school year: fall, winter/spring and summer. The recreation staff develops the program guide for each season. The program guide serves as the basis for program planning for the impending season. There is no formal planning or evaluation process in place. The orientation of program planning is providing programs in the Sam Michael's Park area of the county with an emphasis on children under 12 and females. No formal evaluation system is in place for recreation programs. Programs are advertised in the program guide, on the website, and through social media.

### ***What Is the Commission's Staffing Capacity for Recreation Programs?***

The JCPRC has limited staff for planning, organizing, implementing, and evaluation of organized, scheduled programs. The Director, Assistant Director, Marketing Coordinator, and even front desk personnel all pitch in with respect to programs and services. The Assistant Parks and Recreation Director has the most significant responsibility for organized programs. There is no dedicated recreation program coordinator on staff.

### OTHER RECREATION PROVIDERS

Jefferson County is fortunate in having major organizations, both public and commercial, that provide parks and recreation programs and services. They offer important opportunities for partnerships in the delivery of recreation services for people who live, work, and visit here. These include the following:

#### ***National Organizations***

The National Park Service and the Appalachian Trail Conservancy have major sites in Jefferson County.

**Harpers Ferry National Historical Park** - Harpers Ferry and Bolivar are two tiny 19th century villages, side-by-side, which lie at the eastern-most point of West Virginia, bordered by the Potomac and Shenandoah Rivers. Harpers Ferry National Historical Park surrounds both towns, providing visitors with tours, museums, hiking, and biking trails --- all within easy walking distance of the living history villages. Today, the majestic beauty of the two rivers and the cliffs surrounding Harpers Ferry draw visitors from all over the world. The Appalachian Trail goes through the heart of town. Boutique shops offer a variety of beautiful items for our visitors and local eateries can satisfy the palate. Local

outfitters can help with rafting, tubing, or kayaking trips. As the eastern gateway to West Virginia, Harpers Ferry beckons visitors from near and far.

The Appalachian Trail Conservancy Visitors' Center in Harpers Ferry is the physical and psychological midpoint of the Appalachian Trail being approximately 1,000 mile north and 1,000 mile south from the trail's terminal points. Consequently, it is a major destination for hikers.

**National Conservation Training Center** - The U.S. Fish and Wildlife Service works diligently at its National Conservation Training Center (NCTC) located north of Shepherdstown, to become a home for inspiring conservation excellence through learning and collaboration. They are committed to "conservation through learning"—building and sharing knowledge among Service professionals and their many partners who work to conserve and manage fish and wildlife resources. The National Conservation Training Center supports the mission of the U.S Fish and Wildlife Service in five critical ways:

- + **Home and Heritage** (<http://training.fws.gov/history>): NCTC serves as the physical and virtual "home" of the U.S. Fish and Wildlife Service, where the history and heritage of the Service are preserved and shared;
- + **Training for the Mission** (<http://training.fws.gov/courses>): NCTC provides exemplary training and professional development tailored to support Service employees and conservation partners in accomplishing the agency's mission;
- + **Youth in Conservation** (<http://training.fws.gov/topic/youth/>): NCTC helps the Service engage, educate, and employ the next generation of conservationists who reflect our diverse society, ensuring that our natural resource legacy is left in capable hands;
- + **Partnerships** (<http://training.fws.gov/programs/>): NCTC helps solve urgent conservation challenges, such as climate change, by bringing together diverse partners representing multiple points of view; and
- + **Sustainability** (<http://training.fws.gov/campus/nctc-is-green.html>): NCTC is a national leader in the conservation community for its state-of-the art facility and green practices.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Recreation Opportunities

NCTC could potentially be a critical partner for advancing conservation efforts, parks, recreation, and stewardship in Jefferson County. One of the NCTC's core objectives, as shown in their strategic plan, specifies:

*Increase the number of partner organizations using the NCTC facility. Evaluate the partnerships analysis and implement a marketing plan to increase the number of new partners using the facility for training and special events, while maintaining priority for service employees.*

### STATE ORGANIZATIONS

The 1,361-acre West Virginia Division of Natural Resources (WVDNR) Shannondale Springs Wildlife Management area is located in the southeastern part of Jefferson County. Near Shannondale Springs is the home to For the Love of Children (FLOC). The Outdoor Education Center has been giving many children the opportunity for hands-on learning through a variety of activities. Expert staff runs day-long to week-long programs, and summer camps where people of all ages are free to learn and grow. FLOC's programs have grown to include youth development, professional and organizational development, adventure programming, facility rental, and retreats and trainings - all serving clients' needs.

Additionally, the Outdoor Education Center has also been able to establish a highly successful After School Program, Leaders In Action, in two local Jefferson County middle schools. The Outdoor Education Center continues to grow and serve the local and regional schools, non-profits, businesses, and municipalities.

### JEFFERSON COUNTY AND MUNICIPAL ORGANIZATIONS

Related county and municipal recreation providers in Jefferson County include the following:

- + **Jefferson County Board of Education** - Jefferson County Schools offer facilities for community recreation and sports. The use of school facilities for public recreation falls under the purview of the principal of each school. Jefferson County Schools has sponsored an Adult and Community Education Program for over 30 years. The program has grown to over 100 classes per session. A great variety of choices is offered for lifelong learning for all members of the community. The program also provides members of the community, who do not have children enrolled in the school system, a chance to use

school facilities. The courses offered each session are based on community needs and interests. Individuals, as well as business and industry, use the occupational and educational training courses such as computer application classes. Special interest classes are also offered in several areas, including arts and crafts, and fitness. Tuition is based upon the instructor's fee, the cost of supplies or textbooks needed, and, at times, the cost of using facilities other than school buildings. Two full sessions and a summer mini-session are held each year, allowing Adult and Community Education to run year-round.

- + **Jefferson County Libraries** - There are three public libraries in Jefferson County. They are the South Jefferson Library located in Summit Point; the Shepherdstown Library, and the Bolivar-Harpers Ferry Library.
- + **Jefferson County Senior Center and the Jefferson County Council On Aging (JCCOA) Jefferson Center** - The Anna Mae Reedy Senior Center is located in Ranson. The mission guides JCCOA in supporting and providing services to Jefferson County Older Adults. JCCOA helps older adults to remain independent and to stay in their homes as long as possible. They are a non-profit agency dedicated to community outreach and committed to enhancing the quality-of-life for older adults through social, health and wellness, education, nutrition, recreation, and various other supporting programs.
  - The JCCOA Jefferson Center opened in 2010 to provide day habilitation, pre-vocational, and supported employment services to adults with disabilities. The center is currently providing services to 21 individuals with a ratio of 1 instructor to 1-6 customers. The center is open Monday-Friday from 9am-3pm and provides a very active training schedule. Individuals are learning functional academics, health, safety, communication, social, and job readiness skills. Individuals are also learning how to access their community resources by going to the local library, participating in dances and other activities at the Senior Center, and buying their lunches in the community. Community activities are also brought into the center such as line dancing instructors, service dog visits, and community volunteers who

provide craft classes. The center has also started a Special Olympics group and has taken on contract work, such as bulk mailing for the Circuit Clerk, promotional brochures for the Bloomery Distillery Plantation, shredding for Jefferson County Parks and Recreation, and water bottle design and labeling for Senator Herb Snyder.

+ **Incorporated Towns** - Charles Town and Ranson offer municipal parks and recreation services. As small communities, their programming is limited. Bolivar and Shepherdstown offer close-to-home recreation facilities and attract many visitors traveling to the area for Heritage Tourism.

- **The City of Charles Town Parks & Recreation Commission (CTPR)** was established in 2005 by the City of Charles Town Council. CTPR currently owns and operates three city parks, open daily from dawn to dusk, for public use and enjoyment. Aquatics programming is provided at the community pool in Jefferson Park with support from the JCPRC. The city has also planned a major expansion of its park system to include a linear trail along Evitts Run, from the Ranson Civic Center, south to the recently acquired Happy Retreat property, which is the historic former home of Charles Washington. This effort includes creating a new park on the city's former public works yard, a reservoir, a small park and natural area on the former Supertane site, south of Washington Street.
- In 2004, the **Ranson City Council** authorized the creation of the Parks and Recreation Commission to resolve a serious deficiency in parks and recreational opportunities within the City of Ranson. The city did not have any public parks prior to 2004. In the subsequent years, and with the help and hard work of many people, the City of Ranson now has multiple parks and many assets for citizens and visitors to enjoy.
- The **Town of Bolivar** has two recreation facilities: Bolivar Children's Park, and the Bolivar Community Center, which is available to rent for activities and events.

- **Shepherdstown** has six parks, including a new park under construction. A seven member Parks and Recreation Board serves in an advisory capacity to the town on parks and recreation concerns. The Board has a Facebook page in which they solicit ideas from the community on parks and recreation improvements. Currently, comments for improvements included a skate park, an amphitheater, and more baby swings in Morgan's Grove Park.

### **PRIVATE, NON-PROFIT ORGANIZATIONS IN JEFFERSON COUNTY**

- + **Jefferson County Convention & Visitors Bureau** - The Bureau's mission is to promote the economic development of Jefferson County through tourism. In fulfillment of their mission, visitor bureaus typically rely on extensive parks and recreation opportunities to draw tourists, especially visitors making overnight stays. In order to promote parks and recreation facilities for tourism, they must be of high quality design and construction and maintained in premier condition.
- + **Shepherd University** - Shepherd University is an important source of public recreation support. Shepherd University offers the use of its facilities to the greatest extent possible for public recreation. The University is an important partner in aquatics by providing use of its indoor pool for the competitive swim teams. However, the University is limited in its capacity due to its own demands on its pool, thus limiting other swim teams to use the pool only three hours weekly.
- + **Museums** - The Jefferson County Museum is located in historic downtown Charles Town and shares a building with its partner organization, the Charles Town Library. Since its founding in 1965, the museum has been dedicated to fostering the understanding and love of history. The museum is committed to the acquisition, preservation, and exhibition of objects of historical value and of relevance to the county and the region. The historic Shepherdstown Museum is located in the Entler Hotel. In 1983 the Historic Shepherdstown Museum was founded to preserve and display artifacts, furniture, and historic documents that might otherwise have been lost.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Recreation Opportunities

- + **Sports Leagues** - There are approximately nine sports leagues in Jefferson County. It is anticipated that leagues for rugby and lacrosse will be formed in the near future.
- + **Potomac Valley Audubon Society** - The Society offers a wide range of programs and activities that are aimed at promoting greater understanding and appreciation of the natural world for youth, adults, and families such as field trips to natural areas, summer camps, monthly lectures, school programs, and many others.

### COMMERCIAL RECREATION PROVIDERS IN JEFFERSON COUNTY

- + **Outdoor Recreation Outfitters** - The tremendous outdoor recreation features of Jefferson County have stimulated economic development in the form of businesses related to outdoor recreation, these include outfitters, bicycle shops, eateries, bed and breakfasts, and hotels. They offer white water rafting, zip-lining, hiking, camping, tours, bicycle, and boat rentals, etc.
- + **River Riders Adventure Park** - The park offers white water rafting, tubing, Zip Line Canopy Tours, Aerial Adventure Parks, kayaking, canoeing, stand up paddle boards, mountain biking, and fishing adventures on the beautiful Potomac River (class I-III) and the Shenandoah River.
- + **Bloomery Plantation Distillery** - The Bloomer Plantation Distillery offers tours and programs. It is an important tourism venue.
- + **Hollywood Casino and Thoroughbred Horse Racing Track** - The casino is a major tourist attraction. Revenues generated from the casino and the overnight stays in hotels provide support for Jefferson County operations, including a portion of the JCPRC budget.
- + **Golf Courses** - One golf course is located in Shepherdstown: Cress Creek. Two golf course are located in Charles Town: Sleepy Hollow and Locust Hill.

### STRENGTHS

Jefferson County is an outdoor recreation heaven. There are very few counties blessed with the quality, variety, and extent of outdoor recreation opportunities available

here. People travel from all over the world to visit here and experience, the heritage, culture, recreation opportunities, and scenic beauty of the area.

The JCPRC offers programs year round with 650 offered in 2015. Given the organizational nature of Jefferson County with its four small towns, the JCPRC serves as the main provider of public parks and recreation countywide for the people who live, work, and do business here. The JCPRC offers about 219 programs annually with a total of 715 sessions. Nearly 5,300 participants signed up for the JCPRC's programs in Fiscal Year 2014 – 2015. Another 137 people were on the waiting lists for several programs, mainly in aquatics and camps. The programs are targeted largely to children under the age of 12 and adult women. Special events serve people of all ages including families. The JCPRC is fortunate in having an indoor recreational facility complete with a full gym, activity rooms, a small fitness center, and the extensive grounds and facilities of Sam Michael's Park in which the Community Center is located.

Although the focus of the JCPRC appears to be on programs because of the pressure to generate revenue, the JCPRC also serves in the important role of both providing recreation opportunities for people to engage in on their own and facilitating the provision of recreation programs, activities, and services provided by other community based organizations. The vast majority of recreational use in the county is through self-directed recreation such as walking, bicycling, enjoyment of nature, and recreation in the great outdoors including water-based recreation such as paddle sports.

### CHALLENGES

The challenges listed below are intended to foster the evolution of the JCPRC into higher levels of program and service delivery as well as customer satisfaction. The JCPRC operates with a lean staff and limited resources. Just managing the day-to-day operation with its high demands precludes strategic medium and long-term planning. While the JCPRC is faced with a limited staff, it has also experienced expensive employee downtime due to health issues and part-time seasonal employees. Consequently, staff have pitched in to provide support as a whole rather than on the primary function of their respective jobs. For example, front desk staff helps with pre-school programs and marketing helps with programming.

### ***Revenue Generation***

The main challenge regarding programs is the revenue driven nature of JCPRC operations. As Jefferson County financial support for JCPRC has been steadily decreasing, the pressure to raise revenues has been increasing. The main source of revenues for JCPRC is programs. JCPRC has been growing the number of programs and increasing revenues but it is still important to remember that parks and recreation is an essential public service that benefits the county economically, socially, environmentally, and in health and wellness. Not all programs and services can, nor should, generate revenue.

### ***Information and Public Awareness***

The major factors that prevent participation in programs and use of facilities appear to be the lack of information provided for citizens, the type of facilities located in county parks, and the perception of parks being "too far away." While the JCPRC publishes a recreation guide several times a year, it is not mailed directly to households or businesses. The website and Facebook page serve as the primary source of promotion of programs and services. While the JCPRC pays an annual fee for newspaper advertisements, this type of advertising is passé and the newspaper actually needs the JCPRC for its human interest and news features to attract readership, thus this mutual benefit should cancel out the need to pay for advertising. The parks do not have a comprehensive signage system with quality kiosks that would help to identify the parks as well as create a positive image for the countywide parks and recreation system. The JCPRC has been innovative in using videos on the website to convey information to website visitors.

### ***Evaluation and Customer Satisfaction***

No formalized system is in place for evaluation and determination of customer satisfaction. Developing standards and methods for evaluating programs and customer satisfaction and implementing these standards should be an important priority because it will facilitate the JCPRC's movement into a higher level of service. The key is to consider evaluation and customer satisfaction as a system and a component of program planning and management. Various techniques can be used such as surveys, participant evaluations both during programs and upon completion, focus groups, interviews with participants as well as non-participants, and comment opportunities on the website.

Obtaining testimonials during the evaluation process is one key aspect of successful advertising.

### ***Program Planning and Life Cycle***

Programs should be planned two seasons ahead. This is essential for advertising, introducing new programs and, most importantly, securing sponsorships. At present programs are planned following the creation of the program guide which does not allow sufficient time for advertising and no time for pursuing sponsorships. This is not in line with how businesses typically make their budget decisions on important functions such as sponsorships.

Program life cycle is not a formal part of program planning, but could be a valuable component of programming for the JCPRC. By addressing where programs are in their life cycle, the JCPRC would be able to adjust programs to give them new life, add new programs, and terminate programs that have outlived community interest. For example, connecting children with nature is a major nationwide goal but the JCPRC only provides very limited nature based programs. Some significant partners exist in Jefferson County that could join forces with the JCPRC to address this important program area. There appears to be major interest in special events. Perhaps abandoning certain low response, or time-consuming programs, to focus on special events would be a sound programming strategy. Consideration should also be given to securing a program coordinator with a specialty in special events, which could also tie with revenue generation and sponsorships.

### ***Staff Capacity***

A major limitation in county programs and services is staff capacity. While there is a total of eight full-time employees who are responsible for every aspect of parks and recreation, from building management to program implementation, there is no single recreation coordinator. The Assistant Director serves as the primary program planning staff member, while the Director also works in programming probably beyond the extent normally required of that position. Office and marketing staff also work on programs. A Director should not spend more than 20 percent of her/his time on programs unless it is a one or two person department in a small town, but in the case of the JCPRC the Director exceeds this time allotment.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Recreation Opportunities

### **Location**

While the JCPRC offers recreation opportunities throughout Jefferson County via its parks and recreation facilities that are well distributed, about 80 percent of the programs are offered in Sam Michael's Park. The JCPRC would like to be able to offer programs in locations throughout the county.

A major limitation is the lack of access to Jefferson Schools' facilities. Permission to use school facilities is decentralized with permission to use facilities granted or not granted to varying degrees by school principals. Getting more access to the schools could help to create community hubs that would reduce the need for additional recreation facilities.

### **Policies**

The JCPRC has historically operated without policies governing the development and use of sports facilities. Consequently, significant donations of time and money by community-based organizations into county facilities have come with certain expectations regarding ownership and use. Some of these informal agreements regarding expectation of use of fields based upon the group's investment go back decades and have not taken into consideration the fact that county parks belong to the public estate and must serve the overall good of the community, not only the interest of a limited organization. That said, partnerships and public private investment are crucial, as the government cannot do all that citizens would like to do. Consequently, managing partnerships, joint capital improvement projects, and public-private financing is crucial.

## OPPORTUNITIES

The history, beauty, environmental resources, the rivers and mountains, combined with Jefferson County's planning to preserve open space and scenic rural character offer the potential for Jefferson County to have a premier parks and recreation system. Programs and events are important to the economy and often are among the top reasons businesses decide to locate or expand in an area. Focusing on program development and expansion is a prime objective of JCPRC and this needs to continue.

## GOALS AND RECOMMENDATIONS

The following goals and recommendations emerged through the planning process and will help to advance recreation experiences that address significant social, economic, and environmental issues. Specific initiatives and actions to

meet these goals are spelled out in the Implementation and Action Plan section of this master plan document and include:

- + Providing quality recreation programs and opportunities that are responsive to community needs;
- + Improving health and wellness through recreation;
- + Making recreation opportunities available to people of all means equitably;
- + Connecting children to nature and foster conservation and stewardship of our natural resources;
- + Fostering opportunities for lifelong learning and enrichment; and
- + Ensuring financial sustainability for recreation programs and services.

### **New Roles and Responsibilities**

JCPRC is largely perceived as an operation that focuses on organized, scheduled programs. However, JCPRC actually delivers recreation opportunities in multiple ways. The three main ways that JCPRC offers recreation opportunities are through organized programs, for the public and other groups to utilize, and by partnering with other community based organizations to provide programs and services.

There will be times when the JCPRC will be best suited to be the "provider" of a program, service, or facility. In those cases, JCPRC will align its resources to deliver the specific programs or services to attain desired outcomes. At other times, JCPRC is better suited as an "enabler / facilitator," either by initiating and then transferring a program or service to another to operate, or by contracting out for services after having set standards for service delivery that are then met by community partners. Finally, JCPRC conducts "outreach through partnerships" with other agencies to provide facilities, programs, and services based upon the availability of assets or resources. Partnerships allow for shared resource use and are developed, by contract or agreement, to satisfy a desired outcome that may be easier for another provider to deliver. JCPRC is engaged in discussion with the Board of Education Superintendent about the community use of schools for recreation. This would be an important new way to expand public recreation opportunities through optimum use of existing facilities and resources.

As a direct provider, facilitator, or through community partnerships and outreach, JCPRC will consider the most effective, efficient, and expedient delivery of services to Jefferson County. This model of delivery provides a sustainable framework from which to operate.

### ***New Processes***

JCPRC has been evolving from focusing much of its attention on meeting immediate needs of constituents in a cafeteria style of programming into more of a systematic program management plan. JCPRC management is focusing on a strategic planning approach for the delivery of services that would be based on outcomes rooted in a solid program philosophy, and designed with a revenue management plan geared toward the challenge of meeting public recreation needs equitably, while providing for the financial sustainability of the JCPRC.

### ***Program Management Plan***

JCPRC will move toward Benefits-Based Programming consistent with JCPRC Board's desire to show outcomes of the programs as well as financial returns on the investment of resources in programs, services, and facilities. This will help JCPRC to make its case that parks and recreation is an essential public service as well as demonstrate its financial recovery efforts along with equitable access for people of all means.

Benefits-Based Programming is based on the idea that programmers will take a developmental approach in creating recreation activities and programs. The premise is that through recreation experiences, the potential exists for addressing significant issues (social, economic, environmental) while still being an enjoyable recreational experience. Benefits-Based Programming, then, is an outcome-oriented approach that focuses on producing identified benefits for participants as a result of their participation. Table 3.3 presents the outcomes and benefits desired for Jefferson County's recreation programs and services for the four major target groups of citizens.

### ***Program Organization***

Currently Jefferson County has ten core areas, as indicated in Table 3.2. The recommended number of divisions within JCPRC's overall recreation program function is between five and ten. Some of the JCPRC categories could be combined to align with new goals of focusing on health, wellness, and

fitness; connecting people with the outdoors; and lifelong learning. In addition to these core areas, a main function in the future is to help to advance tourism through facilities, trails, and recreation opportunities, as an economic engine in Jefferson County.

### ***Program Cost Recovery Philosophy and Policies***

JCPRC has been working toward financial sustainability through a mix of revenue sources. A main source of the revenues is program fees and charges. Having a sound cost recovery philosophy with policies to match is critical to JCPRC's financial control, providing equitably priced programs, and identifying the core program areas, facilities, and services. The cost recovery philosophy must match JCPRC's mission "to provide safe public parks and year round recreational activities for the citizens in the Jefferson County community." Underlying this mission statement is a commitment to children and youth regardless of means; building a sense of community; fitness and wellness; connecting people to nature; and advancing tourism as a means to create and sustain a vibrant economy in Jefferson County.

The proposed pricing plan is set forth in Table 3.4. JCPRC Proposed Cost Recovery Modes. Generally the public is in support of users paying fees for programs and services that benefit the individuals while preferring to see tax dollars support facilities.

### ***Cost Recovery Rate Explained***

The Cost Recovery Rate reflects tax and non-tax support of the program. For example, the cost recovery rate of programs in Mode 1 is 0 (zero) percent, meaning that it is totally subsidized with tax dollars. Programs in Mode 2 have a cost recovery rate of 20 percent. Therefore, 80 percent of the program fee is supported by tax dollars while 20 percent comes from user fees.

### ***Program Cost Setting Guidelines for Revenue Generating Programs (Modes 2,3,4, & 5)***

The three levels of costs of programs include:

- + Direct Costs – Instructors, program leaders, program supplies or materials, room rental etc.;
- + Program Administration – Staff salaries, office equipment such as software and computers etc.; and

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- + Institutional Costs – Total costs to operate JCPRC such as heat, lighting, building expenses, maintenance etc.

Table 3.5 presents the Model Budget Format for an individual program and the ideal percentages for each cost line item.

This Model Budget Format can be used for the core program areas too. All the programs within those core areas would be totaled in each line item shown in the chart. By looking at the budget for the Core Division, JCPRC will see which program areas are performing well financially and where adjustments could be made to meet goals. The third way this can be used is to include the totals for all programs for recreation overall. This would be an indication of how programs, rentals, etc. are performing overall.

One cautionary note regarding adjustments in this chart based upon consultant experience is that when adjusting the financial components, it is wise not to reduce promotional costs. Cutting advertising is usually counterproductive because research shows that one of the main deterrents to participation in recreational activities and the use of parks is that people don't know about the opportunities that exist.

Parks and recreation departments across the country have a tremendously wide range of cost recovery, ranging from 10 to 85 percent. Research shows that Oglebay Park in Wheeling, WV may very well be the only self-sustaining public park system in the country. This success is rooted in tourist-based facilities while it does offer public recreation opportunities to those who live nearby. This should be food for thought for JCPRC with all of the scenic, natural cultural, and outdoor recreation resources available in Jefferson County.

### PROPOSED JCPRC PROGRAM STANDARDS

As JCPRC moves towards the development of a formalized Program Management Plan, the following factors should be priorities in guiding program planning:

- + **Quality** – This is the most important priority. JCPRC should resist adding program just to increase revenues if quality suffers;
- + **World Class Customer Service** – JCPRC's customers want information, answers to their questions and resolution of their problems. The amount of time the

phone is ringing in the Community Center is testimony to this fact;

- + **Speed** – We live in a world where everything is expected instantly. It is important to be able to "rev-up" to provide customers with what they want when they want it as much as possible;
- + **Innovation** – Set up a goal of offering 30 percent new programs or services every year. This means eliminating programs that are outdated;
- + **Flexibility** – Offer programs in different formats, locations, duration, and times; and
- + **Cost** – Make public parks and recreation programs affordable while working toward financial sustainability.

### PROGRAM EVOLUTION GOALS

It is important for JCPRC to grow its programs in a way commensurate with staff capacity, partnerships, and facilitating offerings by other providers. It is to be expected that JCPRC will offer new programs AND have program cancellations. If JCPRC does not have cancellations, that means they are not trying hard enough with new programs – something that is not in the staff vocabulary! If cancellation rates are low, JCPRC could be losing out on a bigger market. The following are guidelines for growing the programs:

- + 70 – 90 percent of the programs should be "old" courses;
- + 10 – 30 percent of the programs should be "new" courses;
- + For old programs, an acceptable cancellation rate is up to 13 percent;
- + For new programs, an acceptable cancellation rate is 30 – 5 percent; and
- + For all programs in JCPRC, an acceptable cancellation rate overall is 15 percent.

Based upon the needs assessment and findings of the public participation process, there are multiple elements that should be considered in growing the programs.

**Table 3.3 JCPRC Program Outcomes & Benefits for Target Markets**

Youth Program Outcomes	Family and Community Outcomes
<ul style="list-style-type: none"> <li>• Develop and/or improve health, motor, and social skills</li> <li>• Provide opportunities to be successful</li> <li>• Improve self esteem and self worth</li> <li>• Encourage creativity through art and performance</li> <li>• Provide opportunities to learn about culture and heritage of Jefferson County</li> <li>• Encourage situations that enhance decision making skills</li> <li>• Create an environment that reduces loneliness and isolation</li> <li>• Provide safe after-school developmental opportunities</li> <li>• Provide or facilitate assistance that improves grades</li> <li>• Offer productive alternatives that reduce self-destructive / anti-social behavior</li> <li>• Create opportunities to improve leadership qualities</li> <li>• Foster stewardship through opportunities to engage our unique environment</li> <li>• Create opportunities that promote volunteerism</li> </ul>	<ul style="list-style-type: none"> <li>• Provide opportunities for neighbors to interact, communicate, and bond</li> <li>• Create opportunities to connect families</li> <li>• Offer alternatives to less productive activities</li> <li>• Promote neighborhood and community involvement</li> <li>• Create a sense of place for Jefferson County</li> <li>• Promote cultural and ethnic understanding and harmony</li> <li>• Provide opportunities that promote community pride</li> <li>• Foster opportunities for community integration</li> </ul>
Adult Program Outcomes	Senior Adult Program Outcomes
<ul style="list-style-type: none"> <li>• Provide opportunities to improve health, wellness, and fitness</li> <li>• Create an atmosphere that reduces stress</li> <li>• Provide opportunities to be successful and to deliver a sense of accomplishment</li> <li>• Create situations that deliver satisfaction and improve one's feeling of worth</li> <li>• Foster stewardship through opportunities to engage our unique environment</li> <li>• Provide opportunities for self-exploration</li> <li>• Promote ethnic and cultural understanding</li> <li>• Provide programs that promote social interaction</li> <li>• Create opportunities that promotes volunteerism</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance and/or improve health and wellbeing</li> <li>• Improve fitness and mobility</li> <li>• Build confidence in one's abilities, promote independence, reduce dependence</li> <li>• Promote social interaction and help to reduce loneliness and isolation</li> <li>• Provide opportunities to be successful and improve self-esteem</li> <li>• Create opportunities that enhance life satisfaction</li> <li>• Foster an atmosphere that helps to reduce stress</li> <li>• Promote ethnic and cultural understanding</li> <li>• Improve one's feeling of self-worth through volunteerism</li> <li>• Engage our unique culture, heritage, and environment through exploration and education</li> </ul>

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + *Recreation Opportunities*

- + **Continue to focus on children and families** until more staff resources are available.
- + **Focus on identifying and meeting the needs of customers of the JCPRC as the driver in program planning rather than focusing on what programs to offer.** By identifying the needs of the customers first, the programs and support services will fall logically into place.
- + **Focus reporting on outcomes and benefits rather than input and features of programs.** That is, rather than reporting on numbers of programs alone, monitor and track the outcomes and benefits of the JCPRC's work with the citizens.
- + **Consider securing a new staff position that would focus on special events, revenue development, and partnerships.**
- + **Decide on what the core programs the JCPRC should be offering.** This could include health and fitness, nature and stewardship, youth development, and special events, or some other variations that the JCPRC feels make sense. These core areas should be the heart of recreation opportunities in Jefferson County.
- + **Develop and implement the program management plan using the recommendations described here.** Create an annual work plan for recreation programs with revenue goals based upon the formulas provided in this Master Plan. Consider taking a "re-building year" for programming. This means deciding which programs could be eliminated in order to focus on developing a program management plan; maintaining the same schedule as the previous year with no new additions and perhaps some reductions in programs; and striving to create a program management plan in which the JCPRC is planning two seasons ahead. This would need to be phased-in by taking the re-building year, then planning most of the programs one season ahead and then in the next year or two, two seasons ahead. Defining an annual work program will help with time management, accountability, revenue generation, sponsorships, and partnerships that may be beneficial. Forming a technical support committee of related recreation providers will be valuable in order to develop a program management plan that takes in to consideration other providers. This will help to reduce duplication of services; provide services where there currently may be a gaps; reduce costs; and potentially generate more revenues. Obtaining the wisdom and advice from national caliber organizations is a rare and invaluable opportunity
- + **Develop and implement a formal evaluation system.** Use the information from the evaluations to enhance quality and to plan programs in the public interest. Include securing testimonials in the evaluations in order to promote the JCPRC.
- + **Develop and implement a strategic promotional program.** The program guides are developed with major time and effort but are not mailed. While we are moving into the social media age, the hard copies of the program guides continue to be valuable to parks and recreation departments for programming as well as image enhancement and increasing public awareness.
- + **Review the organizational structure and staffing in order to ensure adequate staffing in terms of functions and numbers.**
- + **Position programs and services to align with tourism goals.** This is especially important for special events and advancing the economic development goals of the county.
- + **Recognize that the Jefferson County Parks and Recreation Commission cannot be all things to all people.** Limitations of staff and budget require the JCPRC to focus on programs and services that matter most to the public and help to sustain the long-term financial viability of public parks and recreation.

<b>Table 3.4 JCPRC Proposed Cost Recovery Modes</b>			
<b>Mode</b>	<b>Description Mode</b>	<b>JCPRC Facilities, Programs or Services Examples</b>	<b>Recommended Cost Recovery Rate</b>
<b>Mode 1: Mainly community benefit</b>	Basic level of parks and recreation that benefits the citizens at large. Costs are usually supported by tax dollars.	JCPRC's ten parks. Administration and support of parks and recreation through JCPRC.	<b>0%</b>
<b>Mode 2: Considerable community benefit with some individual benefit</b>	Programs, facilities, and services that promote health & wellness, connect people to nature, and provide recreation skill development with a focus on introducing people to various recreational interests at the beginner level. Fees are based on a specified percentage of direct and indirect costs offset by both a tax subsidy for the community benefit and participant fees for the individual benefit.	Summer camps, school holiday programs, beginner classes such as learn to swim.	<b>20%</b>
<b>Mode 3: Equally beneficial to the community and individuals</b>	Rentals, tournaments, leagues, classes, programs or workshops that are of the intermediate level, rentals and exclusive use, community based organization events	Pavilion rentals, day camps, sports leagues, classes, Intermediate Gymnastics, sports fields. Art Show and races.	<b>50%</b>
<b>Mode 4: Considerable individual benefit with some community benefit</b>	Trips, leases, specialty camps, Drop-in babysitting or child care	Advanced Ninjas, soccer camp, Best of NY Trip	<b>150%</b>
<b>Mode 5: Mainly individual benefit</b>	Organized parties, permitted services, concessions, vending, private lessons, private enterprise use of parks.	Snack bar in community center, private enterprise sponsored races and festivals, filmmaking, weddings, private lessons	<b>200%</b>

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Recreation Opportunities

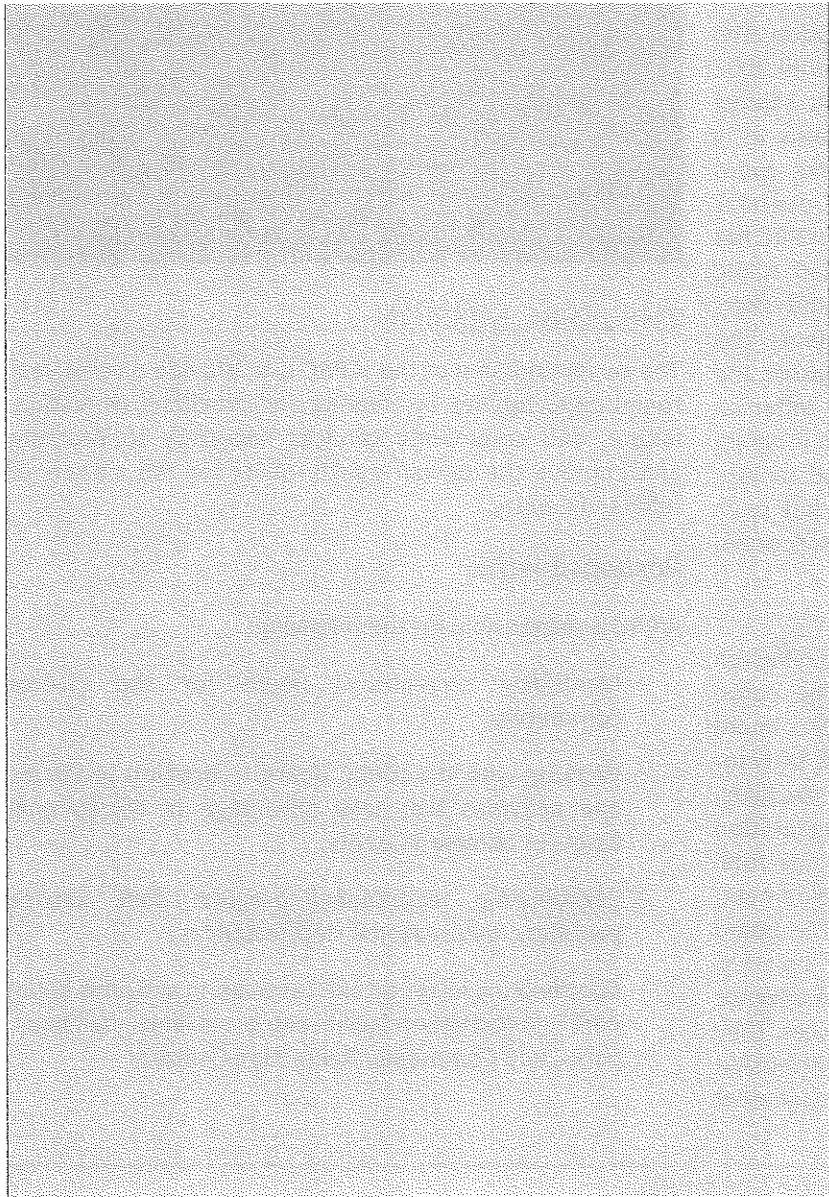
**Table 3.5 Model Budget Format for a JCPRC Recreation Program**

Item	Description/Definition	\$ Amount	% of the Cost	Ideal Percentage
<b>Income</b>	Total amount generated by the program	\$ _____	% _____	<b>Always 100%</b>
<b>Promotion</b>	What it costs you to advertise the program. Generate this number by examining the costs of brochures, fliers, time on social media.	\$ _____	% _____	<b>10-15%</b>
<b>Production</b>	Instructors, materials, administration, rental space costs etc.	\$ _____	% _____	<b>40-50%</b>
<b>Direct Costs</b>	The total cost of promotion and production	\$ _____	% _____	<b>60%</b>
<b>Operating Margin</b>	This is the amount of money that is left after you deduct Direct Costs from Income.	\$ _____	% _____	<b>40%</b>

Note: An operating margin of 40% is ideal. If it is higher than 40%, the JCPRC is doing well. If it is lower, this is where the JCPRC can adjust its costs and expenses. If under 40%, JCPRC can increase its fees or decrease its costs or a combination of both.

JEFFERSON COUNTY  
PARKS & RECREATION  
MASTER PLAN

organization, management, &  
budget



04

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## organization, management, & budget

Organization, Management, and Budget aspects focus on the fundamentals needed to achieve, operate and manage a parks system that meets the community's vision for the future.

### ABOUT THE JEFFERSON COUNTY PARKS & RECREATION COMMISSION

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The JCPRC functions within the framework of the enabling legislation set forth for counties by the State of West Virginia as shown in Figure 4.1.

In 1970, the Jefferson County Commission established the Jefferson County Parks & Recreation Commission. The Commission operated as a county department until 2006 when the county re-configured the JCPRC as an adjunct operation. In 2015, the JCPRC obtained its status as a private non-profit 501-C-3 organization under the codes of the U.S. Internal Revenue Service. The JCPRC operates under the auspices of an 11 member Board. The JCPRC has six full-time staff and 96 part time and seasonal staff. JCPRC manages 10 parks with 409 acres of parkland and offers 580 programs attended by more than 8,000 residents. The JCPRC operates with funds derived from a mix of public and private resources including an allocation from Jefferson County, a portion of the hotel tax, revenues from program fees and charges, grants, gifts, sponsorships, and rentals. As county funding has been decreasing, JCPRC has been working toward generating revenues from non-tax sources.

### JCPRC BOARD

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The purpose of the JCPRC Board is to advise the Jefferson County JCPRC regarding all matters affecting the parks, parks facilities, and recreation budget. The JCPRC Board is empowered to appoint and advise the JCPRC Director in all matters affecting: parks and recreation facilities; land and services; policy; programs; finances; acquisition and disposal of lands and properties related to the total community recreational services; facility development; facility maintenance; and long range planning. The board members elect their President, Vice-President, Secretary, and Treasurer. They meet monthly to discuss and advance parks and recreation programs, facilities, and services. They provide recommendations to Jefferson County Commission on parks, recreation, trails, open space, and the management

and support mechanisms required. The JCPRC Board can form advisory committees to aid in the administration and business of the JCPRC Board, for example the undertaking of the development James Hite Park.

### JCPRC Board Responsibilities

- + Supervise and regulate parks and recreation programs
- + Oversee park planning, maintenance, and improvements
- + Expend funds
- + Interpret parks and recreation operations to the public
- + Cooperate with Jefferson County schools and community organizations
- + Represent JCPRC at official occasions
- + Make full and complete reports to the Jefferson County Commission, as requested
- + Serve as advisors in development of the annual operating and capital budgets

### THE JCPRC MISSION

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The current mission of the JCPRC is to provide diverse year round opportunities by creating and providing recreation, leisure, and community services necessary to promote and improve the overall quality-of-life for the citizens of Jefferson County.

### Responsibilities

JCPRC is responsible for the following:

- + Identifying recreational needs for the diverse community;
- + Working with the JCPRC Board to develop programs and activities that take advantage of recreational assets in Jefferson County;
- + Coordinating recreational program staff, service providers, and seasonal staff resources;
- + Coordinating all rental and reservation activities for all park and recreation facilities (e.g. pavilions, ballfields, parks, and Community Recreation Center);

#### Figure 4.1 West Virginia Enabling Legislation for County Parks and Recreation Commission

The legislation of the West Virginia Code §7-11-2 enables Jefferson County to have a *Parks and Recreation Commission*. Any parks and recreation commission created by a county court pursuant to the authority of this article shall be a public corporate body with perpetual existence and a corporate seal. It shall be known as the (name of county) county parks and recreation commission. The commission shall have the power and authority to receive and control any gift, federal grant, other grant, donation and bequest or devise; to exercise the right of eminent domain if an order of the county court authorizing exercise of the right as to any proposed acquisition is first made and entered; to take and hold title to any real or personal property, whether such property be located wholly within or partly within and partly without the county; to receive all operating and capital funds appropriated by the county court to the commission; to receive all income and other funds, whether in cash or check, received by the county court and derived from properties and facilities devoted to park and recreational uses and under the control of said commission; to receive all receipts from income producing park and recreational properties and facilities under the control of the commission; to deposit, invest, manage and disburse, all such funds, income or receipts, including the interest or income earned thereon or therefrom; to borrow money and execute and deliver negotiable notes, mortgage bonds, other bonds, debentures and other evidences of indebtedness therefor, and give such security therefor as shall be requisite, including giving a mortgage or deed of trust on the properties or facilities under the control of the commission or assigning or pledging the gross or net revenues therefrom; to raise funds by the issuance and sale of revenue bonds in the manner provided by the applicable provisions of article sixteen, chapter eight of this code, it being hereby expressly provided that for the purpose of the issuance and sale of revenue bonds, the commission is a "governing body" as that term is used in said article sixteen; to establish, charge and collect reasonable fees and charges for services or for the use of any part of the properties or facilities under its control, or for both services and such use; to sue and be sued; to contract and be contracted with; to obtain one or more insurance policies affording coverage for loss of or damage to the properties and facilities under its control and affording public liability coverage for the legal liability of the commission, its officers, agents and employees; to adopt bylaws governing the operation of the commission and specifying the powers and duties of its officers; and to do any and all things which may be necessary or convenient to carry out and effectuate the purposes and provisions of this article.

Any such county court is hereby empowered and authorized to transfer to any such commission all such funds or income, as provided for in the preceding paragraph of this section, and such county court may require a blanket surety bond covering those individuals authorized to sign checks on behalf of the commission in a penal sum not in excess of twenty-five thousand dollars.

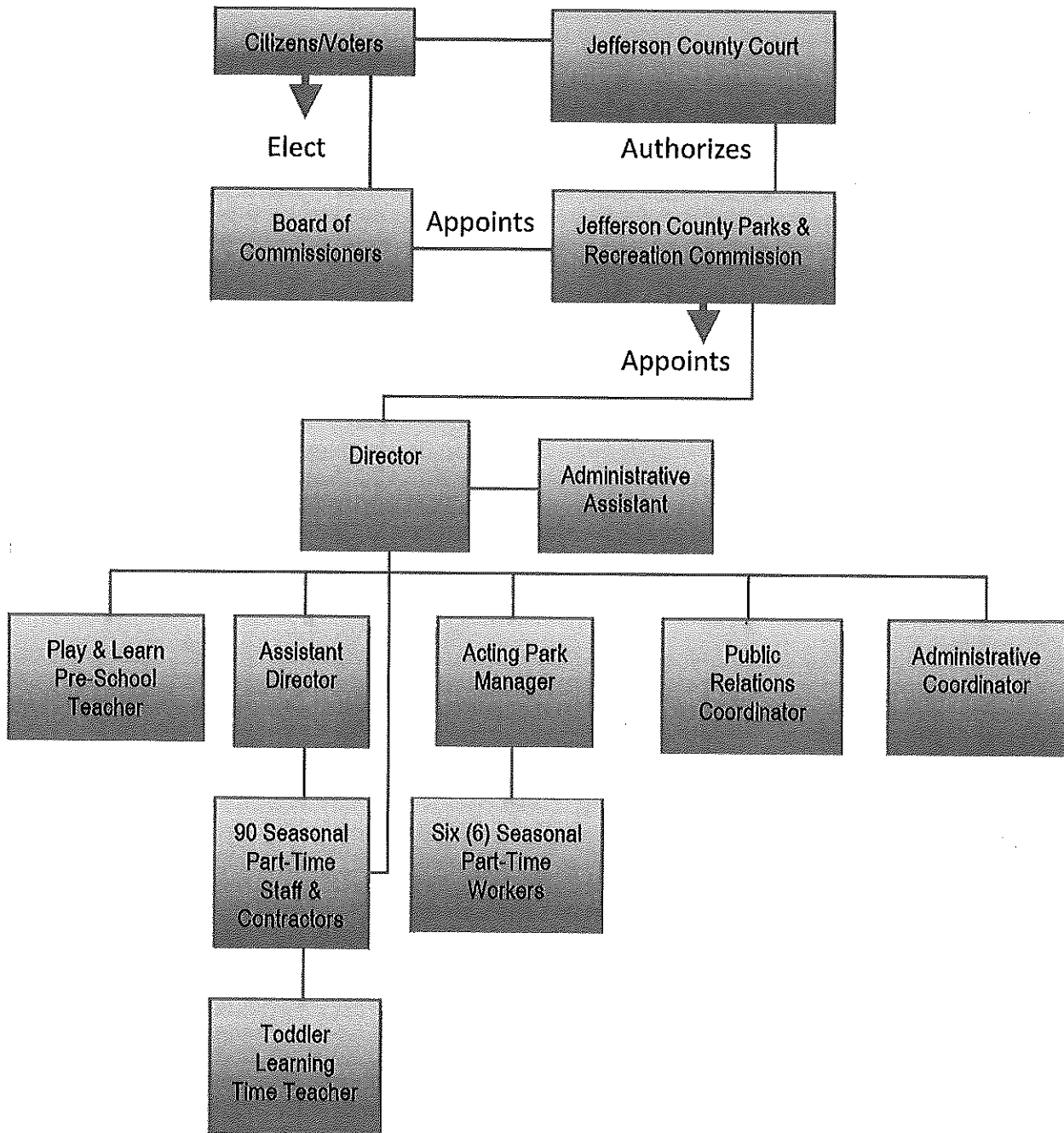
The commission may incur any proper indebtedness and issue any obligations and give any security therefor which it may deem necessary and advisable in connection with carrying out any of its purposes. No indebtedness or obligation incurred by the commission shall give any right against the county or any member of the county court or any member of the commission. No indebtedness of any nature of the commission shall constitute an indebtedness of the county or the county court or be a charge against any property of the county. The rights of creditors of the commission shall be solely against the commission as a corporate body and shall be satisfied only out of property held by it in its corporate capacity.

Without in any way limiting the generality of any of the other provisions of this article, the commission may, in connection with obtaining moneys or property for its purposes, enter into any agreement with any person, including the federal government, or any department, agency or subdivision thereof, containing such provisions, covenants, terms and conditions as the commission may deem advisable.

The commission shall be exempt from the payment of any taxes or fees to the state or any subdivision thereof or any municipality or to any officer or employee of the state or of any subdivision thereof or of any municipality. The property of the commission shall be exempt from all municipal and county taxes. Bonds, notes, debentures and other evidences of indebtedness of the commission are declared to be issued for a public purpose and to be public instrumentalities, and, together with interest and income thereon, shall be exempt from taxation.

**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Organization, Management & Budget

**FIGURE 4.2 - JCPRC ORGANIZATIONAL CHART**



- + Coordinating all concession activities related to the park facilities;
- + Managing volunteers interested in supporting the parks;
- + Planning, designing, and constructing parks and recreation facilities, including trails;
- + Maintaining parks and recreation facilities;
- + Coordinating parks and recreation with other providers such as the towns and school district;
- + Promoting parks and recreation to increase public awareness and participation; and
- + Providing professional support to the JCPRC Board in developing policies, procedures, rules, and regulations for the park facilities.

## RELATED COUNTY DEPARTMENTS

The Jefferson County Office of Planning and Zoning, Jefferson County Schools, and the public libraries have closely aligned functions to parks and recreation.

The mission of the Office Planning and Zoning is to provide a healthy, pleasant environment for those who live, work, and visit Jefferson County, by blending the unique natural and built resources of the county with quality, sustainable development that ensures responsible and sound growth. The office welcomes community based problem solving and public/private cooperation that assists the community in implementing standards, which create a positive impact, and achieves its ultimate vision.

The three public libraries in Jefferson County provide important close-to-home recreation services. They are located in Harpers Ferry, Bolivar, and Shepherdstown. Charles Town has a private library.

Jefferson County Schools offer the potential for major collaboration and partnerships in providing both facilities and services to citizens county-wide and a Memorandum of Understanding (MOU) has been established between the JCPRC and Jefferson County Schools.

## JCPRC STAFF ROLES AND RESPONSIBILITIES

Figure 4.2 shows the organization of the JCPRC, including staff.

The **Director** is charged with managing all aspects of recreation programs and services. This includes planning, directing, operating, and controlling all operations to accomplish the directives of the JCPRC Board and coordinating with Jefferson County Commission.

The **Assistant Director** oversees programming. This position plans new programs and oversees the sports leagues.

The **Temporary Park Manager** is responsible for planning, directing, and controlling the maintenance of all 10 parks composed of 409 acres. The Temporary Park Manager advises on park planning, supervises six part-time seasonal workers, coordinates volunteers, and provides support for major events and all programs.

The **Administrative Coordinator** works the Director on the JCPRC's financial management, budgeting, purchasing, analysis, and reporting.

The **Public Relations Coordinator** manages advertising and promotion. This staff person is responsible for all print and social media.

The **Administrative Assistant** is responsible for the production and management of all administrative materials for the JCPRC, providing information to the public in a responsive, accurate, and timely manner. This staff person serves as the initial frontline contact for the public to JCPRC. This is the "go to" position for the public to call. This position also includes supporting function programming such as registration and program management.

**Seasonal Staff** – JCPRC has 90 seasonal and part-time recreation leaders, instructors, and six seasonal park maintenance workers. In addition, JCPRC contracts with instructors for specialized programs such as sports camps, sports programs, and instructional programs.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Organization, Management & Budget

### PARK AND RECREATION MANAGEMENT FUNCTIONS

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Public parks and recreation systems have a broad set of mandates. These mandates are related to the health, safety, and welfare of the citizenry. Trends and issues that have impacted parks and recreation include legal requirements, potential litigation, risk management, the aging of the population, custodial care issues of youth participants, obesity as the number one public health issue, protection of open space, need to generate alternative revenue sources, increasing participation in sports, lifetime leisure interests beyond sports alone, natural resource conservation, and planning and formalizing management/information management systems.

#### ***Policy and Operating Procedure Development***

Parks and recreation agencies are required to develop policies, procedures, and guides that contribute to the professionalism and accountability of public services in this area. Striking the right balance between spending the time on developing useful policies and procedures and not wasting efforts on policies and procedures without a significant public benefit is crucial, especially in a small department such as JCPRC.

Important policies to develop include:

- + Naming of Parks and Facilities and Donor Recognition;
- + Revenue Management; and
- + Gifts.

### MAINTENANCE MANAGEMENT

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Maintenance management is the most expensive part of a public parks and recreation system. Park maintenance supports a variety of uses including self-directed use by people on their own time, enjoying their preferred activities, organized use by sports leagues and tournaments, and special events staged by major community based organizations. The park maintenance in Jefferson County is quite remarkable. The parks consistently look safe, clean and ready to use. The Temporary Park Manager is responsible for planning, directing, controlling, and evaluating park maintenance. This staff person has a staff of only six part-time seasonal employees. They are responsible for ten parks covering 409 acres across 209 square miles. This includes a community recreation center, special use facilities such

as the Grove in Sam Michael's Park, the campgrounds, and the new sports complex for soccer at James Hite Park. The Temporary Park Manager is involved in planning and constructing new facilities and renovating existing ones. This is all accomplished with a budget of \$558 per acre, in contrast to national averages that is more in the realm of \$8,000 – 9,000 per acre. This is done with only a staff of one full time and six seasonal part time workers instead of the 20 workers normally found maintaining systems of comparable size.

### RISK MANAGEMENT

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The most effective means to reduce exposure to liability is through the establishment of a formalized maintenance management program. At present, park maintenance is conducted based upon past practices without a formalized maintenance management program. A maintenance management program would set forth in writing the policies and procedures to plan, direct, control, evaluate, monitor, and report all actions regarding park maintenance. Written and filed documentation either manually or through a computer software program serves as the municipal record regarding the action taken on park maintenance as well as what remediation was done to correct problems in the parks. A formalized maintenance management system provides information that can be helpful when making decisions related to staffing, fees and charges, partnership agreements, and allocation of human and financial resources. A formalized system facilitates transitions through the inevitable changes in management, personnel, elected, and appointed officials.

### MANAGEMENT ANALYSIS

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In this time of economic challenges, decreasing county tax revenue sources, and increasing accountability at all levels of government, decision-makers, staff, and citizens alike expect efficient and effective operating systems. The following analysis includes the strengths, challenges, and opportunities regarding parks and recreation management.

#### ***Management Strengths***

**Accomplishments** – The JCPRC secured its private non-profit status as a 501-c-3 organization. It operates as an independent parks and recreation organization, thereby being able to raise funds that are tax deductible for donors.

**Commitment to Organizational Capacity** – The JCPRC operates within a framework of trying to create organizational effectiveness that could potentially provide better public service despite being a county-wide system with a small staff.

**JCPRC Board Support** – The JCPRC Board members provide support and engage in activities to advance the mission of the JCPRC and support its activities.

**Maximizes Resources** – The JCPRC management does a “lot with a little.” The staff of six provides a full array of programs and services, along with outdoor recreation facilities in 10 parks and year round recreation in the Community Center. They plan, manage, and implement about 600 programs annually.

**Park Maintenance** – The parks are well maintained with a safe, clean, and ready to use appearance. The staff performs a yeoman’s job with the resources available in terms of staff and budget.

**Staff Commitment** – The staff works many more hours than the standard “9:00 – 5:00” workweek. They work evenings, weekend, and holidays to provide the public with important recreation opportunities.

**Pursue Partnerships** – The management team actively pursues partnerships for the purpose of advancing public recreation. The small size of the staff limits this outreach but building partnerships is an important function within the capacity of what they are able to do.

### ***Management Challenges***

**Optimal Organization** - Throughout major staffing changes, JCPRC has not been able to organize in an optimal manner given the high demands that force attention on immediate and urgent needs instead of medium and long term planning.

**Leadership and Positioning** – Since the focus is on the immediate and the urgent, there has been a leadership vacuum to position JCPRC as an essential public service and making the case for the value of JCPRC to Jefferson County’s economic, environmental, and social vibrancy. The focus has been on “surviving” not “thriving” out of compelling circumstances.

**Major Partnerships** – Collaboration with Jefferson County Schools and the Towns of Harpers Ferry, Shepherdstown, Ranson, and Charles Town need to be cultivated, put into place, and sustained over time. These five entities operate independently now.

**Cost Recovery** - The pressing need for the JCPRC to recover costs, its limited staff, and budget given the level of responsibility, are driving the organization toward cost recovery as its major focus instead of a vision, mission, and values for long term sustainability.

**Planning for Impact of Major Facilities** -Planning to operate, fiscally support, and maintain major facilities and a program needs to be formalized and put in to place. The Temporary Park Manager needs to be part of the process.

The following conditions emanate from the major challenges identified above.

**Decreasing Resources** – Management has become more revenue-driven as a result of budget decreases from Jefferson County. Demands to generate revenue to become more self-sustaining drive operations.

**Small Staff** – The JCPRC operates a county parks and recreation system. The existing staff provides a skeleton operation. Tasks that are important, that are left undone due to the small staff include: trail planning and development; park planning; systems development such as a formal maintenance management system; projection of maintenance costs with facility development plans; more partnership development and fundraising; program planning that is two seasons ahead; social media management; and other functions.

**Wide Service Area** – The JCPRC has a service area of 209 square miles. Due to limitations in staffing levels, JCPRC is not reaching all areas of Jefferson County.

**Expectations and Mission** – It appears that a mix of people and organizations perceive JCPRC as the main provider of parks and recreation in the county. This has led to JCPRC essentially functioning as a “local” park system with smaller parks and numerous programs. JCPRC needs to function as a true county parks and recreation system offering parks, programs, services, and support county-wide with an emphasis on outdoor recreation and trail connections.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Organization, Management & Budget

**Organizational Development** – The JCPRC has experienced organizational changes in recent years without concurrent organizational development planning. Due to extreme daily pressure, the management team has been unable to take a step back to figure out optimal ways of operating, staff development plans, board roles, responsibilities, operations, and training.

**Program Management Plan** – The JCPRC operates by planning programs each season, without a program management plan. A program management plan would help JCPRC grow its programs, eliminate programs beyond their life-cycle, and enable the JCPRC to focus on core program areas that would empower the program operations.

**“Brain Trust” information and procedures could be lost** – Operations are mainly carried out in the minds and traditional unwritten operating procedures of staff and management. Formalizing operations through written workload cost tracking and other information systems need to be put into place to optimize current operations, provide information for informed decision-making, and facilitate continuity throughout future changes in staff and management.

**Lack of formal written park maintenance management system** – No system is in place to plan, direct, control, and evaluate park maintenance. Without a formal written system, responding to emergencies, urgent requests, and individual demands is the norm and is more expensive than routine task performance. Workload and equipment cost data is not available on which to base decisions and allocate resources effectively.

**Park planning is not a designated function with defined parameters and requirements** – Park planning has been undertaken informally, without the involvement of key stakeholders, a public participation process, and professional consultants early enough in the project. Major park projects have not addressed the long-term responsibility for maintenance, programming, financial and human resources, potential partners, or alternatives to traditional support by JCPRC.

**Communication tends to be fragmented and disjointed** – No formal communication system is in place. The practice of responding immediately to urgent requests is ingrained in the JCPRC’s culture. While excellent public service is admirable, this practice of accommodating immediate demands has a downside. The downside includes the cost

of dropping everything to provide an emergency response. The result of deferring or abandoning scheduled work, good will is lost due to conflicting information and responses. While the intent by all involved in accommodating the public is rooted in a desire to serve the community well, the community will be better served by having formalized systems in place.

**There is no overall program plan for the JCPRC** – While programs are offered and advertised, there is a lack of organization. Certain tools that are needed, but have not yet been put into place, include an overall program management plan, policies for fees and charges, an evaluation system, and an information data base. Figuring out how best to serve identified client groups could be facilitated through timely data collection, analysis, and the implementation of public involvement strategies.

**Determining best use of staff time for programs** – Having staff evaluate where the demands on their time lie may help to generate innovations in programming and customer service.

### **Management Opportunities**

The support of elected and appointed officials and the general citizenry is an important factor in a successful parks and recreation system. This Parks and Recreation Master Plan has offered a fresh look at the current operating structure and ways to improve it for the future. Several major areas should be considered in future management enhancements, including:

- + The JCPRC should serve as “the convener” to establish a collaboration among the Jefferson County Schools and the Towns of Charles Town, Ranson, Shepherdstown and Harpers Ferry for public parks, recreation, and trails. Together these entities could provide a higher level of service countywide for less cost than anyone could provide on their own.
- + Create an optimal organizational structure by obtaining the services of an Organizational Development expert to work with the JCPRC management, staff, and Board to assess current operating methods, consider revisions in the organizational structure, and staffing. It should also put in place a newly optimized structure and the training for management, and the JCPRC staff to work toward success in a new operational framework. The development of training materials for new staff and Board members should be included.

- + Focus on core functions and programs by determining the core functions and programs upon which the JCPRC will focus. The JCPRC and its staff cannot do everything. Doing a few things well and to a high quality is key to success.
- + Consider changing the organizational structure to reflect major functions within parks and recreation rather than staffing positions. Grow the staff within these functional areas. Which could be: Recreation Services; Parks and Facilities; Community Awareness; and Operational Support. The Director should never have more than seven people reporting directly to their position.
- + Develop an Annual Work Program for the JCPRC as a whole and drill down to an annual work program with goals and expectations for each staff member. Do quarterly "check-ins" to determine progress and where adjustments need to be made to match changing needs and opportunities. It would also serve as the tool for employee evaluation. Employee evaluations should include immediate feedback that is supportive and corrective, as well as a formal annual evaluation. It is important to recognize ongoing good work for each and every person in order to foster ownership and pride in work and accomplishments.
- + Create a team to assess, document, and promote the impact of the JCPRC as an essential service. This could include a university, county economic development, the Jefferson County Convention and Visitors Bureau, visitors bureaus from the cities and towns, realtors, local businesses and so on. Include in this planning for sports tourism and how to establish the required facilities and services through JCPRC parks.
- + Formalize Maintenance Management as a system for implementation and computerization. Consider using an electronic software system that would allow management and staff to input data in real time, as system that utilized technology such as iPads. Four distinct areas of maintenance could be addressed in the formalization of a maintenance management system: Parks; Recreation Facilities; Natural Resources; and Trails. By organizing maintenance into these areas, decision-making regarding staffing, financing, training, setting priorities, and partnerships could be enhanced and presented to substantiate budget support.
- + JCPRC must plan for the management impact of major new facilities and programs. This would include taking into account staff, labor, and budget as well as partners and revenue sources to offset costs. Use the Management Impact Statement shown in Figure 4.3 to plan for all new major projects and programs. If the JCPRC is unable to support the improvement long term or for its life expectancy it should not undertake the project.
- + Consider staffing changes for efficiency, streamlining, and growing the system through several staffing related actions:
  - Configure the Director's time to be 70 percent outreach and towards positioning the JCPRC as an essential public service; 20 percent on department functions such as park planning, programming, and trails etc., and 10 percent on administration.
  - Add new positions:
    - Development Director/Special Events Coordinator - The focus of this position would be on revenues generation. This should occur immediately.
    - Trails Planner/Coordinator - This position should ideally be added and housed in the Jefferson County Office of Planning and Zoning. It could perhaps be a shared position between JCPRC and the Office of Planning and Zoning. By housing this position in the Office of Planning, the Trails Planner could be the first line of contact in new developments in order to secure important linkages for the future Jefferson County Trail network.
    - Additional positions to consider include a Facilities Manager and a Program Coordinator.
  - Define the roles and responsibilities of the Assistant Director. This should primarily be programming for now but evolve into more work in park planning, fundraising, etc. as additional staff are added.

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- + Incorporate natural resource management as a function of maintenance and park and recreation planning and continue to integrate natural resource management with overall community planning.
- + Invest in JCPRC's biggest expenditure; its employees. A five-year employee development plan should be established for parks and recreation management, staff, and the Board. Consider setting a goal of allocating 1 percent of the respective operating budget annually for training and phase in increases to 1.5 percent then 2 percent over the next ten years. Keeping up with JCPRC's software, social media, maintenance workload cost tracking, other trends, regulations, and all aspects of the field is an important investment.
- + Focus on information management to track information about programs, services, and all aspects of management will help to enhance planning, decision-making, and the allocation of resources. Facts and figures at hand will provide a solid basis for making informed decisions, increasing customer convenience, and decreasing staff time. Annual reports should continue to be produced. These reports are crucial to creating a framework for decision-making. They help to document trends, program life cycles, community needs, and interests in order to allocate resources most effectively. This should include all functional areas such as parks, programs, administration, maintenance, and financing. Cost centers for parks, types of recreation facilities, problems such as unscheduled repairs and vandalism, should be established. This will provide information for setting fees and charges, negotiating partnerships, establishing guidelines for public use of parks and recreation facilities, purchasing equipment, and developing alternatives that might reduce costs or provide better public service.

### JCPRC BUDGET

The JCPRC provides crucial services and facilities that contribute to the Jefferson County economy, improves the quality-of-life, and preserves the scenic character of the area. The JCPRC's budget comes from a combination of investment from public and private resources. The purpose of the financing assessment is to review how the financial aspects of parks and recreation are supported, managed, and directed toward meeting community goals, with

### Figure 4.3 MIS - Management Impact Statement

#### Purpose

- + To assess the impact of a proposed project in terms of capital and operating costs, including capital cost, human resources required for operations, maintenance costs including labor, equipment, materials, supplies and cyclic repair, and the effect of on other parks and recreation facilities and services.
- + To use this information to make an informed decision about moving ahead with the proposed project.

#### Method

##### Determine:

- + Capital cost of proposed project.
- + Operating costs for proposed project or program. Include:
  - Number of staff hours required
  - Cost of staff hours in salary, wages, benefits and payroll taxes.
  - Cost of materials and supplies.
  - Utility costs.
  - Miscellaneous costs.
- + Impact on other facilities and programs should the proposed project be undertaken.
  - Will the project/program require funds needed for other facilities or services?
  - Will the project/program require staff time needed for other facilities or services?
  - How will the project impact the quality of services that JCPRC has set as a goal?
- + Revenue Sources or Other Means of Support
  - County funds – additional appropriation
  - County funds – within current budget
  - Grants
  - Gifts or donations
  - Non-tax funds to be generated for the project/program through fees, charges, sponsorships, partnerships, and/or other means.

#### Decision-Making

Based upon the above information should the JCPRC allocate the resources to move ahead with this project or program?

respect to the JCPRC's resources as well as support from alternative means such as fees and charges, rentals, grants, gifts, and donations.

### **Operating Budget and Capital Improvement Budget**

The two major areas to be considered in financing are operations and capital improvements.

- + The operating budget supports the daily operation of parks and recreation, with the largest category being personnel covering salaries, wages, and benefits. The JCPRC operating budget is funded through the hotel and motel tax, which is an allocation of the county's general fund, user fees and charges, grants, and sponsorships.
- + The capital improvement budget is used for improvements that cost more than \$10,000 and last more than five years. Such improvements include park and recreation facility development, purchase of major equipment such as trucks, or the rehabilitation of existing facilities. It also includes land acquisition. Typical ways to fund capital improvements include county funds, grants, gifts, fundraising, donations, bond issues, partnerships, and loans. Detailed

recommendations to fund capital improvements are described in the Chapter 6 of this master plan document, however, it is important to note a major limitation in the JCPRC's current ability to utilize Jefferson County impact fees. As the JCPRC knows well from its own deliberations and its presentations to the Jefferson County Commission, the Jefferson Office of Impact Fees has created a methodology for disbursement of impact fee revenues that, in short, is badly restricting the ability of the JCPRC to construct basic, needed improvements to Jefferson County parks. The Jefferson County system has mandated that there must be a ratio of fee revenue spent on land acquisition vis-à-vis land improvement. Because land improvement at many Jefferson County parks can be very expensive, JCPRC is now in a position that it must buy more lands before it can improve the parks it has already established. As a result, there is currently \$80,000 in unused parks and recreation revenue sitting frozen in the local impact fee accounts that is badly needed to provide improvements in existing parks, such as restroom facilities, as well as other site improvements such as new building facilities, competitive play athletic fields, etc. that would greatly improve the quality and utilization of the parkland Jefferson County already owns.

**Table 4.1 JCPRC Operational Revenues FY2011-2012 through FY2015-2016**

	2015 - 2016 Budgeted	2014 - 2015 Actual	2013 - 2014	2012 - 2013	2011 - 2012
Hotel/Motel Tax	247,500	270,497	224,509	231,542	<b>256,915</b>
Audit Fees	0	0	10,000	5,000	0
P-Card Rebates	3,000	2,617	2,336	2,374	181
County Commission Staff Allocation	249,111	249,329	270,789	222,041	210,056
Hite Road Project Manager	0	0	0	65,000	0
Impact Fee Reimbursement	0	4,000	69,148	0	0
Park Use	110,000	70,480	143,570	57,757	54,344
Community Center Use	0	23,501	25,571	28,802	32,122
Programs	375,000	380,897	354,243	391,625	356,026
Concessions & T-Shirt Sales	18,000	18,348	12,148	20,794	22,347
Banner/Sponsorship	5,000	3,795	2,950	1,410	2,035
Donations	51	0	391	530	114
Scholarship Fund	2,500	43	5,000	3,000	2,925
Grant Work	36,910	3,394	15,450	15,551	34,614
Interest	338	4,059	1,370	823	1,007
Miscellaneous	0	0	0	50	211
Fringe Benefits Income	0	5,103	6,807	1,701	0

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

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**Table 4.2 JCPRC Parks and Recreation Expenditures FY2014-2015**

	2015 – 2016 Budget	2014 – 2015 Actual	2013 – 2014 Actual	2012 – 2013 Actual	2011 – 2012 Actual
<b>Recreation</b>					
<b>Administration &amp; Programming</b>					
Commission Salaries	216,850	206,436	230,435	222,791	216,340
Commission Benefits	32,750	32,910	31,363	34,194	31,000
Worker's Compensation	36,984	25,816	16,329	25,256	22,244
Program Staff Compensation	80,910	79,443	98,705	97,144	94,860
Community Center Payroll	31,102	34,278	56,669	50,270	52,007
Payroll Expenses	74,500	70,991	71,957	71,552	77,314
Brochure Printing	10,000	9,763	11,668	2,729	3,152
Program Supplies	47,000	59,058	61,752	72,138	59,510
Community Center & Facilities Supplies	5,000	11,963	5,779	6,934	4,770
Swimming – Jefferson Park	0	596	3,725	3,945	5,294
Transportation	5,000	7,495	5,345	4,648	3,015
Insurance	45,000	60,459	46,540	15,100	20,742
Public Information Ads	9,225	11,703	9,177	10,853	3,337
Concessions	11,500	5,664	2,183	5,301	1,477
Cost of Goods Sold	8,000	16,752	10,330	12,197	18,614
Office & Facility Expense	38,700	47,033	35,338	14,910	19,188
Cell & Telephone service	1,100	791	59	617	1,400
Bad check and Bank feed	0	251	398	385	946
Audit Fees	5,000	5,000	8,740	4,520	21,230
Dues	500	449	555	764	150
Continuing Education	5,000	449	2,164	1,575	1,049
Bookkeeping	3,000	0	300	1,300	4,600
Background Check	2,000	863	1,797	505	265
Pre-School	35,200	25,917	25,502	2,788	3,697
Unencumbered expenses	0	0	57,441	72,017	-
Other	0	0	8,077	1,300	1,212
<b>Total Administration &amp; Programs</b>	<b>704,301</b>	<b>709,050</b>	<b>802,328</b>	<b>735,733</b>	<b>656,113</b>
<b>Parks Maintenance</b>					
Salary (Full-Time)	43,500	42,168	42,168	60,705	59,455
Benefits (Full-Time)	6,500	6,500	6,500	6,500	6,500
Worker's Compensation (Full-Time)					
Seasonal Maintenance Staff Compensation	97,500	82,136	70,034	69,357	67,248
Equipment Maintenance	11,000	47,266	10,502	11,975	9,687
Park Expenses & Maintenance	139,650	527,012	138,372	72,332	39,429
DMV Checks	50	50	20	5	37
Fuel	10,000	4,899	9,048	4,749	6,804
Electric	1,110	1,110	1,005	877	813
Grants		285,000	31,683	45,054	25,480
<b>Total Parks Maintenance</b>	<b>309,310</b>	<b>996,141</b>	<b>309,332</b>	<b>271,554</b>	<b>215,453</b>
<b>TOTAL</b>	<b>1,013,611</b>	<b>1,705,191</b>	<b>1,111,660</b>	<b>1,007,287</b>	<b>871,566</b>

**Table 4.3 JCPRC Grants Secured 2012-2015**

Grant	Award	Park/Program	Year
Land & Water Conservation Fund	\$90,000	Moulton Park	2012
Land & Water Conservation Fund	\$200,000	James Hite Park/Soccer Fields	2012/2015
Let's All Play National Inclusion Grant	\$7,000	Summer Play Camps: Aides fir children with disabilities	2012
CommuniTree Fall Grant	\$1,200	Sam Michael's Park Dog Park	2013
Eastern WV Community Foundation	\$1,200	Summer Play Camps/Garden	2013
Let's All Play National Inclusion Grant	\$6,000	Summer Play Camps: Aides fir children with disabilities	2013
Community Participation Grant	\$20,000	Jefferson County Community Center/Storage Addition	2013
Land & Water Conservation Fund	\$80,000	Sam Michael's Park: Picnic Pavillon & Handicapped Play Equipment	2013
Land & Water Conservation Fund	\$60,029	South Jefferson Park: Expansion & replacement of play equipment	2015
CommuniTree Spring Grant	\$1,200	South Jefferson Park: 16 Trees	2014
Chesapeake Bay Community Grant	\$10,000	Sam Michael's Park: 100+ Trees	2014/15
Community Participation Grant	\$4,000	Jefferson County Community Center/Program Equipment	2014
Community Participation Grant	\$6,000	Veteran's Memorial Pavilion: Medallions & Plaques	2014
USTA	\$1,500	Tennis Program Supplies & Equipment	2015
Eastern Area Health Education Grant	\$40,000	James Hite Park: Trail	2015
<b>TOTAL</b>	<b>\$531,329</b>		

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Organization, Management & Budget

### Operating Budget

The operating budget includes both revenues and expenditures as reported in Tables 4.1 and 4.2. Table 4.1 shows the revenues while Table 4.2 presents the expenditures.

### Grants

Table 4.3 presents the grants that the JCPRC Director obtained as of mid-year 2016. As shown in the table, the grants were for a wide range of JCPRC purposes ranging from support for children with disabilities to trees, tennis equipment, trails, and ballfields.

### Capital Budget

The JCPRC invests in parks and recreation improvements annually. A new five year capital budget was established in 2015. A summary is provided on Table 4.4. The JCPRC funds the capital budget with 15 percent of the hotel tax, up from 10 percent in the previous four years, county allocations, and grants. In 2015-2016 that percentage equates to \$37,125. The Director has been very successful in securing grants to improve the parks or build a new park such as James Hite Park, which recently received an \$31,000 to be matched and allocated for constructed picnic pavilions in James Hite Park.

### Major Findings

The following list presents major findings of the analysis during the analysis phase of the master planning process. The JCPRC staff have been working on modifying the budget format for several years in order to best serve and inform the JCPRC's administration and Board.

- + A review of the Jefferson County Budget shows major significant downward trends in revenues from the loss of the impact fee and decreases in casino revenues. The Fiscal year 2015-16 county budget is \$21,459,488.
- + The JCPRC's budget of \$1,013,329 for fiscal year 2015-16 is about 4.7 percent of the county budget. However, if the non-tax revenues were not included in the ratio, then the JCPRC would have about 3.3 percent of the county budget. Nationwide the average is about three percent and public parks and recreation departments with highly regarded systems have five percent or greater of their jurisdiction's budget.
- + While the ratio of the county budget is positive, another benchmark shows a less favorable comparison. Jefferson County invests \$17.95 per capita in public parks and recreation. The nationwide average is \$76.41. This discrepancy supports the finding that the county budget is austere.

**Table 4.4 JCPRC Capital Improvement Budget 2016-2020**

PROJECT NAME & DESCRIPTION	ESTIMATED TOTAL COST	PRIOR ALLOC, SOURCE	CURRENT REQUEST FY 2015	CURRENT ALLOC, OTHER SOURCES	EXPECTED FIVE-YEAR FUTURE PROGRAM REQUESTS				
					FY 2016	FY 2017	FY 2018	FY 2019	FY 2020
Hite Road Park Development	\$1,000,000	\$600,000	\$400,000	0	0	0	0	0	0
Maintenance Vehicle	\$35,000	0	0	0	\$35,000	0	0	0	0
Mowing Equipment	\$32,500	0	\$32,500	0	0	0	0	0	0
Park System Master Plan	\$85,000	\$63,750	\$21,250	0	0	0	0	0	0
<b>TOTAL</b>	<b>\$1,152,500</b>	<b>\$663,750</b>	<b>\$455,765</b>	<b>0</b>	<b>\$37,016</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

+ The JCPRC raises 53 percent of its budget from non-tax sources such as fees and charges and property rentals. This is very positive, as a more typical rate is about 35 percent. Most notable is that this percentage also covers the maintenance budget. Many departments do not include maintenance in this comparison as maintenance skews revenues to be a lower percentage of the budget.

+ The maintenance budget was \$319,371 in fiscal year 2014 – 2015. With a total of 571.93 acres of parkland to maintain, the JCPRC spends about \$558 per acre. This is an extremely low per acre cost. The national average is more in the \$8,000 per acre range. In fact, \$558 per acre is more consistent with the rate for the maintenance of unimproved nature based parks. If one were to reduce the more typical cost of \$8,000 by 75 percent, the dollar figure would be \$2,000, resulting in a maintenance budget of \$1,143,860 annually. Currently the JCPRC operates with one full-time maintenance position and several seasonal part-time employees.

- While these figures alone are disconcerting, the opening of James Hite Park further complicates matters with its additional 119 acres. While the park has a master plan, planning for maintenance was not included in that planning process despite the fact that over the next 40 – 50 years 70 – 80 percent of its cost will be for maintenance. Furthermore, the development of this site includes maintenance intensive facilities such as soccer fields which require a sports turf management program to be properly maintained. The annual cost of maintaining a soccer field ranges from \$9,000 upwards to tens of thousands of dollars per field. The higher costs are associated with tournament quality facilities and facilities used for sports tourism. In these cases, the investment in maintenance has a return in the form of tourism and the spending in the local economy that sports tourism generates in the form of overnight stays, money spent on food, shopping, and related recreation. Sports tourism is a major component of the tourism program in recreation based counties elsewhere simply because sports are powerful for promoting economic development.

### ***Budgetary Assumptions***

Based upon the public outreach findings, review of JCPRC's budget, revenues, and trends in the Jefferson County budget and policy, the following assumptions can be made:

1. County residents will support programs, services, and facilities that they believe worthy of investment.
2. The JCPRC needs an adequate, reliable funding mechanism to ensure the sustainability of its facilities and programs.
3. The JCPRC must continue in cost recovery mode.
4. The JCPRC needs to adopt a cost recovery policy as shown in the Programs section of this master plan to acknowledge that different programs and services have different cost recovery potential. Some services require full public support, while other programs that benefit unique individuals with specialized services or facilities will generate revenues.
5. It is essential to secure maintenance funding in conjunction with park development to ensure that Jefferson County has high quality facilities that people want to use.
6. To improve or expand service level, the JCPRC must continue to seek innovative practices, management efficiencies, partnerships, and trade-offs.
7. The JCPRC must take advantage of its private non-profit 501-c-3 status to raise revenues. A dedicated staff person in the form of an experienced, connected Development Director with expertise and a proven track record needs to manage this effort.
8. Further reductions in county fiscal support jeopardize operations.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Organization, Management & Budget

### RECOMMENDATIONS

In order to create a more stable and sustainable financial framework through short-term and long-term actions, JCPRC needs to continue to change the way it does business by:

1. Leveraging resources;
2. Increasing department efficiencies;
3. Evaluating alternative management or disposition of land and facilities; and
4. Seeking additional revenue streams.

#### **1. Leverage resources.**

Cooperating with other agencies to leverage resources is of great importance to the JCPRC. With only 409 acres in 10 parks, the JCPRC parks system is relatively small. Due to limitations in funding for land acquisition and the facilities that are already in place in other park and recreation related organizations, collaborating with other organizations makes sense. JCPRC will leverage resources in the following ways:

**Cooperate with Jefferson County School** - The JCPRC and the school district have mutual goals related to providing facilities and programs for youth in the community. This can be built upon with the recently adopted MOU between the two entities.

In preparation for collaboration under the new MOU, the JCPRC Director and the Jefferson County School Superintendent have been engaged in discussions related to joint facility use, programs, and the Adult Evening School.

**Work with other government agencies** - The JCPRC needs to work with the Jefferson County Office of Planning and Zoning in sharing a staff person to oversee the planning and development of trails to create a county-wide trail network.

**Partner with other providers, businesses, and community based organizations** - The JCPRC has developed working relationships with several outside sources including:

- + Ranson Parks & Recreation;
- + Charles Town Parks & Recreation;
- + FLOC – The Outdoor Education Center;
- + Two River's Treads;

- + Elegant Events;
- + Jefferson rentals;
- + Izaak Walton League;
- + Local fire fighters from all departments;
- + Jefferson County Sheriff's Department;
- + Shepherd University Sports Coaches;
- + Freedom's Run; and
- + CommuniTree.

Other partnerships to tap include the National Park Service, U.S. Fish & Wildlife Service, the Appalachian Trail Conservancy, and the USDA.

#### **2. Continue to increase JCPRC efficiencies.**

The budget shows how the management team scrutinizes all expenditures. They have reduced some expenditures significantly, such as office supplies. Major changes related to food service and the concession area will further these efficiencies. Offering meals as part of youth camps will help to increase revenues through additional fees. Removing the concession service will also result in new efficiencies by eliminating staff time for services that fail to cover costs.

#### **3. Evaluate alternative management or disposition of properties.**

Some of JCPRC's parks are small and more evocative of a small local park system rather than a county-scaled agency. Consideration of how to manage and maintain them could lead to other partnerships that will help care for these sites with less money and time. Specific alternative management options include:

- + Naturalizing areas to reduce mowing would serve to increase the nature-based scenery and resources so treasured by the residents, as well as significantly reducing maintenance costs.
- + Re-evaluating agreements on the management of parks, such as Morgan's Grove, ballfields and sports complexes, and future trails, could spur the reduction of costs, capture a higher level of service, and produce maintenance for less cost.

- + The future maintenance of the James Hite Park sports facility should be addressed and determined now that the first phase of development is completed and the public has access to the park.

#### ***4. Seek additional funding streams.***

Given trends in Jefferson County reductions in impact fees, it is unlikely that the JCPRC will receive the annual budgetary support it did in the past. An additional 1 percent sales tax for parks and recreation should be considered.

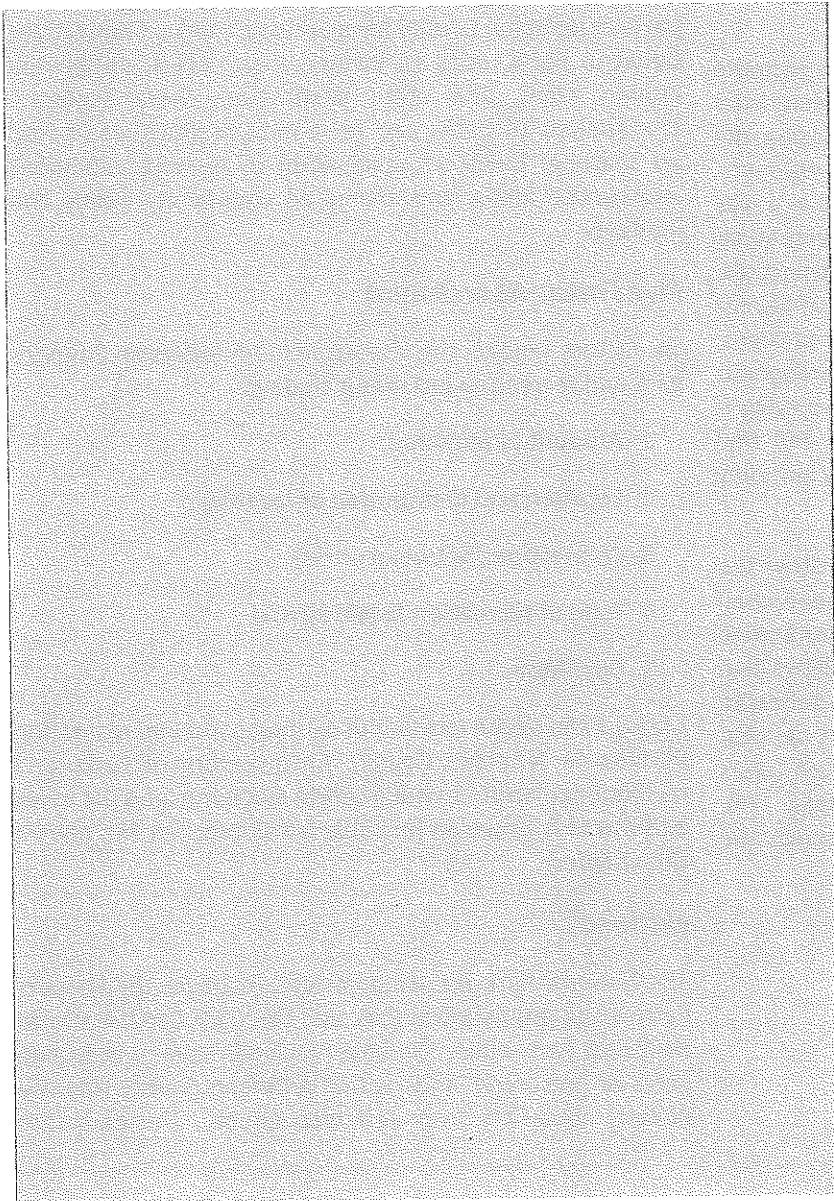
Promoting county-wide special events and activities could also help generate specific revenues. These must be county-scale events. One possibility could be the expansion of the Christmas Light Show. Since the show is already of outstanding quality, improving it could help make it a major show that would draw people from surrounding cities, such as Frederick, Washington, D.C., and Baltimore. This would require sponsorships, partnerships, and volunteers. Activities and programs in the dog park are likely to generate substantial income (either in its current or new location). Also a review of the art show agreement is warranted since the fair is held in a county park. Another event that could generate substantial financial benefits is a Brew Fest or a Wine Fest.

Sports tourism has major potential to help the JCPRC as well as for Jefferson County's overall economic vibrancy. Although park and recreation agencies are the engines of tourism, their central role in generating the economic impact emanating from tourists is not widely recognized by taxpayers or elected officials. Sports tourism is growing dramatically, and events such as tournaments, competitions, dances, cheerleading, and other activities generate overnight stays. For example, softball tournaments that do not require an overnight stay generate spending of about \$55 per day for youth and \$100 per day for adults in the local economy. Tournaments that generate overnight stays bring in several thousand people, resulting in the direct spending of several million dollars per major tournament.

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JEFFERSON COUNTY  
PARKS & RECREATION  
MASTER PLAN

shaping parks and  
recreation facilities for  
the future



05

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## shaping parks & recreation for the future

Parks and Recreational Facilities are the infrastructure backbone of a great parks system and include not only parks, but greenways, trails, natural resources areas, and other community destinations.

### SHAPING PARKS AND RECREATION FACILITIES FOR THE FUTURE

Jefferson County is wealthy in some recreational resources and in other areas it is under-served or untapped in terms of its potential. The county has large expanses of open space which are conducive to nature-based recreational activities such as hunting or fishing.

Looking to the future, Jefferson County wants to promote economic development yet maintain its rural characteristics that attract people to the county, while enhancing the recreational opportunities and amenities for residents. This includes meeting and exceeding basic needs in a way that establishes Jefferson County as a leader in recreation. By doing so, the county will retain existing businesses, attract new employers, and add to the quality-of-life for all residents. Enhancing the existing recreation facilities, strategically adding new parks for people to use throughout their lifetime, providing quality maintenance, and tying it all together with a Jefferson County greenway and trail network will serve the people of Jefferson County, not only today, but for generations far into the future.

The challenge will be to do it right, especially within the current funding limitations. Jefferson County has limited resources and has never undertaken a truly comprehensive approach to providing parks and recreation facilities and programs to its residents. This master plan offers Jefferson County the opportunity to take a step back and develop a realistic and achievable plan for the next ten years to establish quality facilities that will be durable, safe, attractive, accessible, and desirable places to enrich the lives of the citizens into the future.

### ASSESSMENT OF PARKS AND RECREATION FACILITIES

The purpose of the parks and recreation assessment is to determine if recreation needs are being met and to project how the system should change to meet the present and future recreation needs, especially for facilities that are part of a county-level system. Existing public facilities throughout Jefferson County have been analyzed to determine how they may be improved or expanded, and what changes must be made to comply with current safety and accessibility standards.

Service areas were developed to determine if citizens in all parts of Jefferson County have access to parks. Connections between parks, schools, historic areas, cities, designated growth areas, and other destinations were explored. The analysis of parks and recreation facilities was based on seasonal fieldwork, evaluation of existing conditions and service areas, and expressed community needs and interests.

#### **Five Factor Assessment**

Six factors guided the assessment of Jefferson County's park and recreation facilities including:

1. Amount of parkland;
2. Location and distribution of facilities;
3. Connections between parks;
4. Type of recreation facilities; and
5. Condition.

Map 5.1 shows the location of existing parks and recreation facilities in Jefferson County. An inventory of parks and recreational facilities within Jefferson County and the cities and towns is provided on Table 5.1 (located at the rear of this chapter).

#### **National**

The National Park Service owns and manages the Harpers Ferry National Historical Park and the C&O Canal National Historical Park which combined includes several thousand acres of preserved lands within Jefferson County that are directly accessible from Jefferson County. The parks are

# MAP 5.1 EXISTING PARKS AND RECREATIONAL FACILITIES

## LEGEND

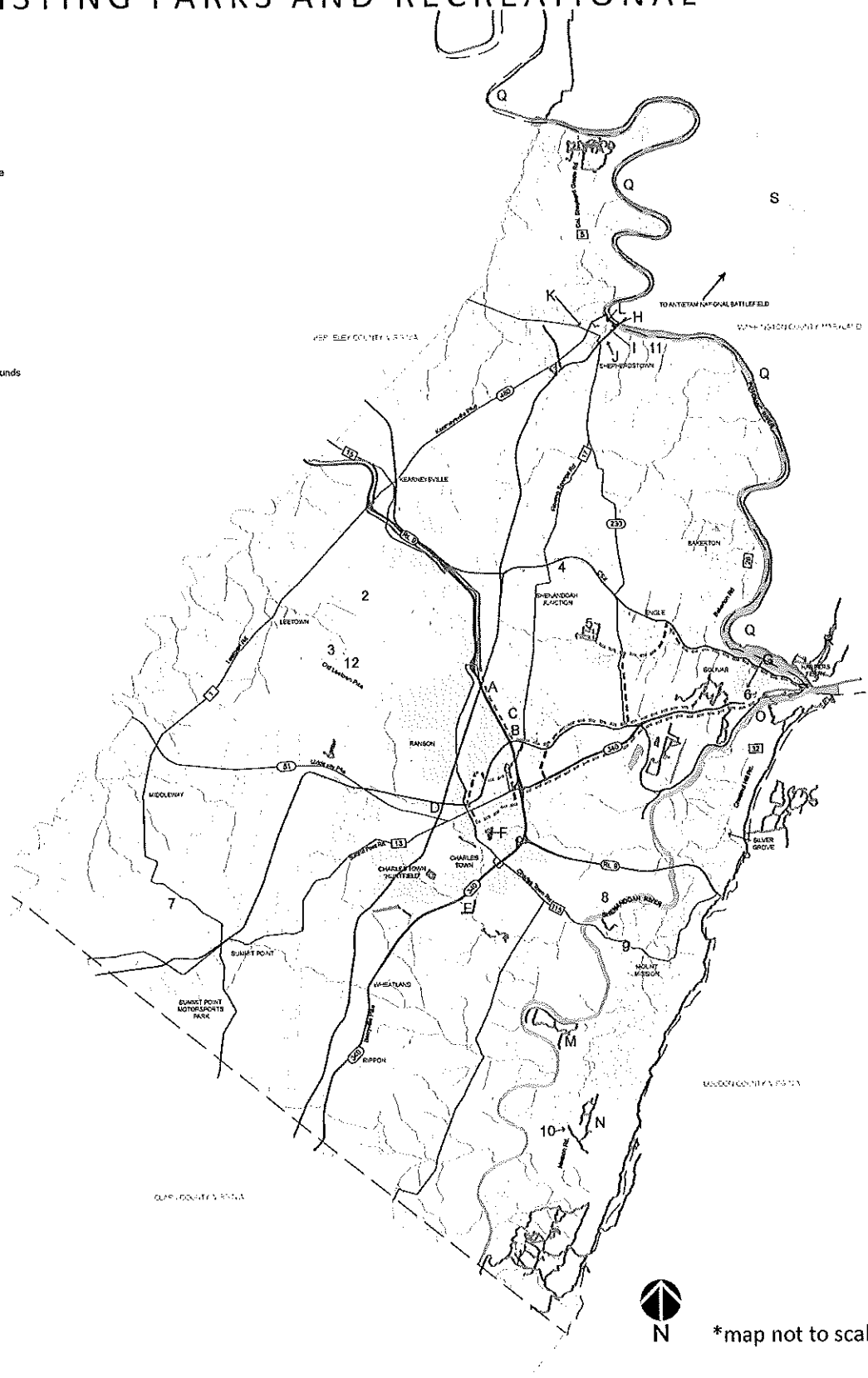
- Rail Lines
- Existing Designated Trail Route
- State Boundary
- Jefferson County Boundary
- Incorporated Areas
- Public Park Lands

1. Morgan Grove Park
2. Hite Road Park (Not Developed)
3. Leetown Park
4. Harvest Hills Park (Not Developed)
5. San Michael's Park
6. Boivar Nature Park
7. South Jefferson (Summit Point) Park
8. Moulton Park
9. Heister Mariott Park (Not Developed)
10. Mount Mission Park
11. Potomac Riverfront Park (Proposed)
12. Jefferson County Solid Waste Authority Fairgrounds

- City Parks**
- A. Marcus Field
  - B. Flowing Springs Park
  - C. Bitar Run Park
  - D. Evitts Run Park
  - E. Wiliingham Knoll's Park
  - F. Jefferson Memorial Park
  - G. Boivar Community Park
  - H. James Rumsey Monument Park
  - I. Clifton Park
  - J. Vota Devonshire Park
  - K. Bane-Harris Park
  - L. Riverside Park

- State Parks**
- M. Shannondale Springs WMA West
  - N. Shannondale Springs WMA East

- Federal Parks**
- O. Harpers Ferry NHP
  - P. Appalachian Trail
  - Q. C&O Canal
  - R. Maryland Heights Park
  - S. Antietam National Battlefield



# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

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estimated to attract an estimated 250,000 or more visitors each year. Jefferson County has also petitioned Congress and the National Park Service to extend the Antietam National Battlefield into Jefferson County, to include several large parcels located along the Potomac River, south of Shepherdstown.

The U.S. Fish and Wild Service maintains its National Conservation Training Center in the northern portion of Jefferson County. The facility is not open to the general public, but does support community educational activities and has extensive facilities for gatherings, training, and education that could benefit the JCPRC system.

### **State**

The West Virginia Division of Natural Resources (WVDNR) owns and manages the 1,361 acre Shannondale Springs Wildlife Management Area which is located in the southeastern section of the county, east of the Shenandoah River. This facility is mostly dedicated toward wildlife habitat, hunting, and fishing. Camping is not permitted.

### **City and Town**

City and town parks play a critical role in providing parks and recreation opportunities to Jefferson County residents. In many cases these facilities are the closest to home recreation facilities that provide for the daily needs of the citizenry. They range in size from .2 acres (Viola Devonshire Park in Shepherdstown), to 32.85 acres (Flowing Spring Park in Ranson), and Willingham Knolls Park (Charles Town), which are both mostly undeveloped naturalized areas. There are numerous city and town-owned parks within Jefferson County. An inventory of these facilities is listed in Table 5.1.

### PARK FACTOR 1: AMOUNT OF PARKLAND

Jefferson County owns an estimated 409 acres of parkland, of which, approximately 376 acres are true "improved and accessible" public parkland. This include the 117 acres being added by James Hite Park. Determining what amount of parkland is "ideal" for Jefferson County requires considering several factors.

The National Recreation and Parks Association (NRPA) has moved away from a purely number of acres per population approach of determining parkland needs. Many municipalities, especially in the mid-Atlantic region, follow a standard for comprehensive park and recreation

planning that is less formula-based and more community specific. Based on socioeconomic and demographic shifts, increases in populations, cultural changes in the types of sports activities pursued, and the increased awareness of natural resource preservation, there is a need for a comprehensive review of not only the acreage of parks and recreation facilities but also the types of facilities provided. The latest park, recreation, open space, and greenway guidelines released by the NRPA are based on a "systems approach" to community facility planning at its core. This approach presents an alternative premise which states that every community has its own unique blend of social and economic characteristics that define it. Each community must be considered on an individual basis in order to tailor the most appropriate range, quantity, and quality of recreational facilities within fiscal limits. These guidelines specifically address the following:

- + **Environmental Trends** such as connecting people to nature, creating the next generation of park stewards, pollution reduction, habitat preservation, protecting disappearing resources such as wetlands and forests, reducing greenhouse effects, etc.
- + **Social Trends** that focus on the importance of wellness activities and desire to maintain diverse cultural heritage as well as the continued introduction of new recreational activities.
- + **Economic Trends** in which parks and recreation is positioned as an economic engine while, at the same time, acknowledge the struggle to fund parks and recreation at appropriate levels.
- + **Demographic Trends** such as the aging population, changes in household sizes, family composition, as well as the growth of minority populations.

Applying these consideration to Jefferson County especially supports the need for more park facilities that are diverse. Conservation and appropriate public access to environmental areas with natural resources, such as the rivers, via trails is especially important. The broad range of recommended amounts of parkland is especially driven by the dramatic increase in recent years, nationally, in organized sports like soccer and lacrosse. If even modest projected population growth occurs within Jefferson County, by 2035 there will likely be a need for additional parkland that is equivalent to approximately 110-125 percent the current size of Sam Michael's Park. This may be further compounded when

taking into account exponential growth in active sports and the need for large format recreation facilities. The amount of overall parkland that is needed is also impacted by the desire of the community to greatly increase the network of county-wide and feeder trails. Creating such trails, however, does not necessarily mean that Jefferson County needs to own all of the land required to achieve such a true trail network. It could be achieved through a coordinated effort within the traditional land development process.

In the end, it is beneficial for Jefferson County to be strategically looking to acquire lands adjacent to existing parks to make those parks more county-scale and diversified. This means parks consisting of multiple hundreds of acres. Lands along major waterways should always be considered for acquisition in order to create public access points to valuable regional natural resources. Even though county residents have proximity access to the C&O Canal Towpath which parallels the Potomac River, this facility is located in Maryland. Establishing key greenway corridors, including corridors along waterways and also between parks and neighborhoods should be pursued as well. Trail acquisitions may be in the form of access easements to create public access without necessitating outright land purchases.

## PARK FACTOR 2: LOCATION AND DISTRIBUTION PARKS

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Just as the amount of park acreage is important, so are the types of parks available and their public accessibility. Different types of parks provide different recreation opportunities for people who live, work, and visit Jefferson County. Table 5.1 shows the range of park facility types available in each park, both county and city or town-owned.

Counties typically provide regional parks for resource-based passive recreation or preservation of historic and cultural resources. County parks are complemented by municipal/city neighborhood, community, and athletic complexes. Most of Jefferson County's public parks would most accurately be classified as neighborhood parks or athletic complexes, with the one exception of Sam Michael's Park, which is the largest and has the greatest mix of passive and active recreational facilities. As James Hite Park is developed it has the potential to be comparable to Sam Michael's Park if a mix of passive and active facilities are developed within the park. The rest of the parks are small, less than 15 acres, with limited facilities. Unless they provide a very unique recreational experience, parks of these size are not typically the purview of a county parks system. The parks in Jefferson

County primarily provide active recreation facilities with a few support related facilities such as pavilions and barbecue pits.

Jefferson County Schools'-owned property are, in most cases, only fulfilling very limited needs for active recreation and passive use such as playgrounds. Some Jefferson County Schools' facilities are locked, such as the running tracks, to prevent non-school use. As a result of this limited role that public school lands currently provide to the broader public, the evaluation of existing park service areas organized in this master plan places limit emphasis on school properties. However, publicly owned Jefferson County Schools' properties could play a much greater role of serving Jefferson County residents' overall recreational needs. School lands could serve as close-to-home recreational and community hubs. A partnership in the utilization of school facilities would support JCPRC's role as a county-wide recreation system, focusing on nature based and special use facilities connected by a trail network and with county-wide programming, yet reduce the need to construct new facilities to meet current and projected needs.

Map 5.1 illustrates the locations of the parks throughout Jefferson County and their service areas. In the case of a county-wide system, the applicable size of service areas can vary. It was commonly mentioned by the public that some of the parks, "Seem to be in the middle of nowhere." If a 10-minute drive criteria is applied (a common measure of convenience accessibility) as the broadest service area capture, it shows that much of Jefferson County's population is served by a park. This analysis doesn't account for the size of the actual parkland and the mix of available facilities in most cases, which realistically might reduce the practical attraction of a particular park for someone driving to it as a destination.

From a county-wide perspective it is helpful to subdivide Jefferson County into park planning districts. The boundary of the districts approximately reflect functional circulation of the community, including physical barriers to facility access, as well as aspect of neighborhood identity and association with developed activity centers. The Park Planning District Map 5.2 shows how Jefferson County could be subdivided into planning districts, and how those districts align with existing parks and recreation facilities as depicted on Map 5.3 Park Service Areas. These park planning districts can also aid in determining that a base level of services and facilities are provided throughout Jefferson County.

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The analysis of the park locations shows:

- + Recreation land is not evenly distributed throughout Jefferson County; however the distribution, especially if school sites are included in the evaluation, responds to existing population concentrations and targeted growth areas.
- + Parks and recreation facilities, especially city and town-owned, are primarily concentrated in the core of Jefferson County.
- + Charles Town and Ranson, combined, serve as the primary population center for Jefferson County and have traditionally been the community, activity, and commercial center as well. Many Jefferson County residents, especially those located in the southern two-thirds of the county, travel to Jefferson County's core for services and activities, including recreation activities. This is supported by the transportation network of Routes 9 and 340, which makes the county core highly accessible by car from all areas within Jefferson County.
- + The southern portion of Jefferson County will likely continue to look towards Virginia for a portion of its recreation needs, based on proximity.
- + Jefferson County Schools could play an important role in providing recreation opportunities, especially in some of the less dense areas of Jefferson County and to supplement the need for active recreational facilities. Currently these facilities are mostly off-limits to the general public during non-reserved times.
- + The Harpers Ferry National Historical Park serves as both a major tourist destination and as a major regional park which supplements the supply of parkland provided by Jefferson County and its cities and towns.

### PARK FACTOR 3: CONNECTIONS BETWEEN PARKS

Trails and greenways provide passive recreation opportunities and green corridors of protected open space. Easy access to trails facilitates exercise and fitness, as well as safe linkage to connect neighborhoods and communities. Connecting the parks of Jefferson County with trails and greenways will add to the livability and quality-of-life for

citizens. Trails offer tremendous opportunity to boost tourism. Counties with major trail networks such as York and Allegheny in Pennsylvania have experienced significant economic growth including the development of new businesses and increased tourism that results in substantial spending in the local communities.

The analysis of the existing trails, park accessibility, and connections shows:

- + Most of the county-owned facilities have very limited accessibility beyond vehicular access, even by residents that are in very close proximity. This is mainly due to the fact that the parks are located in primarily agricultural areas or as a result of adjacent developments not being planned or designed to accommodate connections to the parks.
- + Jefferson County has made strides to improve pedestrian and bicycle circulation in the county, especially within recently approved land development plans.
- + Many of the parks in the cities and towns are accessible by sidewalk networks and traditional streets that are more supportive of bicycle traffic.
- + Most rural roads serving Jefferson County's parks have no accommodation for pedestrian or bicycle uses, including adequate shoulders, even those within target growth areas.
- + Jefferson County's creek and river corridors represent major linear corridors that could become the framework for a robust greenway and trails network, connecting residents to parks and natural resources.

### PARK FACTOR 4: TYPE OF RECREATION FACILITIES

Recreation facilities should be provided within a community to meet the demands of individuals, community groups, and organized leagues. There are opportunities, however, to fill gaps, meet unmet needs, and to further diversify the system. The Parks and Facilities Inventory is provided on Table 5.1 and the location of playgrounds throughout Jefferson County is depicted on Map 5.6. In general, Jefferson County provides a fairly diverse set of active and passive recreation options.

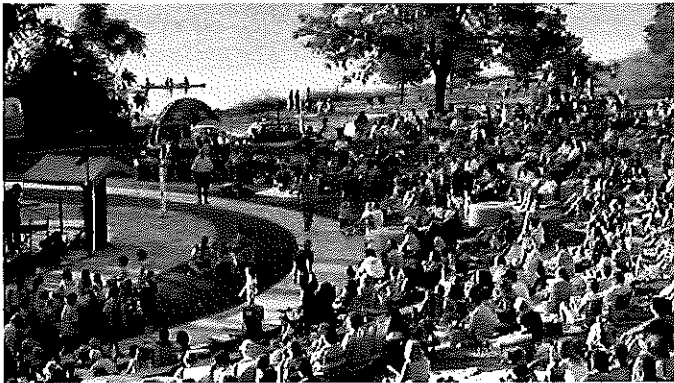
For the larger, more capital intensive facilities such as a swimming pool, ice rink, or expansion of the Sam Michael's Park Community Recreation Center, it may be prudent to undertake dedicated feasibility studies to determine their full need, along with other design parameters required to most effectively create such a facility in Jefferson County. A feasibility study would address items such as: optimal size; preferred location; special design attributes, need for supporting facilities (restrooms, storage, utilities, equipment, etc.); as well as the operation, management, and maintenance impacts to ensure fiscal sustainability. A feasibility study should also identify level-of-magnitude costs, potential financing, phasing, partnerships, ownership structure (if other than JCPRC), and funding opportunities.

In some cases the accommodation of new facilities may require the re-configuration of existing facilities. The introduction of any new facility, major facilities especially, should only be done after a master plan is established for the entire area of a respective park to ensure that capital

investments are made in a manner that makes the most long-term sense for the JCPRC. This will also insure that near-term investments do not preclude future long-term build out potential in existing or future parks.

The following list represents the key recreational and park programming element needs that were identified through this planning effort. These are presented in no specific order.

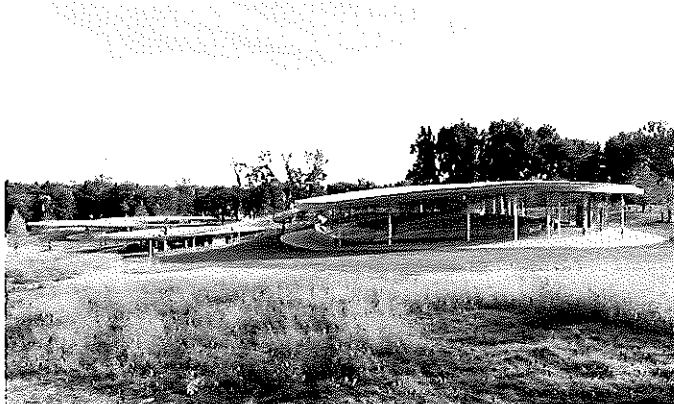
**Amphitheater** - Amphitheatres can greatly vary in size and complexity. Depending on the size of the facility, use can range from facilitating a small gathering to serving as a venue for a major regional event. Studies performed to construct facilities in Morgan's Grove Park and Sam Michael's Park illustrate the range of facilities that are possible. Cost aside, the size, location, and design can also dramatically impact the viability and utilization of a facility and therefore its sustainability. It appears that Jefferson County could support a large, more revenue intensive



*Amphitheatres that are designed to sensitively capitalize on their landscape context can become major regional attractions and support economic and tourism development goals.*



*Aquatics do not exclusively mean tank pools. Themed spray pads can fulfill an important community desire for summer play facilities, and are less expensive to operate and manage.*



*High-quality architecture can dramatically elevate the attractiveness and sense of awareness of the landscape in a great public park.*



*Jet plazas can provide unique and simple park attractions, especially as a part of a mix of play facilities such as environmental and landform play areas.*

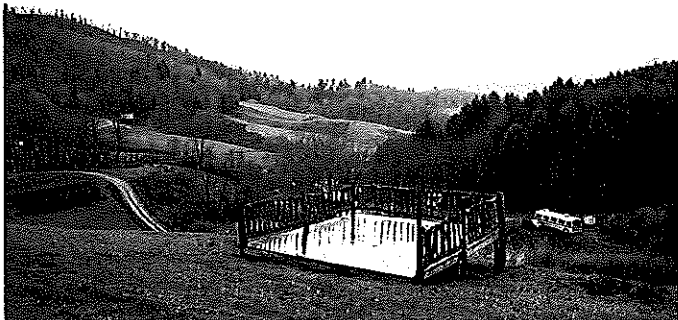
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and revenue generating facility, which could serve both its resident population and compliment Jefferson County's larger tourism development goals. Jefferson County should first evaluate the revenue and financial structure of such a facility before undertaking any additional efforts to locate and construct a large venue amphitheater.

In the interim the current band shell at Sam Michael's Park is in need of significant repair or replacement. This facility serves as a significant revenue generator and if improved, could potentially increase income. Although requiring capital, replacing the current facility is a project that could be considered a deferred maintenance expenditure and justifiable until the more comprehensive evaluation (including an economic an operational assessment) of a regional events amphitheater is performed in tandem with the preparation of a master plan for Sam Michael's Park.

**Aquatics Facilities** - Aquatic facilities were universally identified as the top facility type requested by the public. With the exception of the small and outdated pool at Charles Town's Jefferson Memorial Park and the facility at Shepherd University, Jefferson County lacks indoor and adequate outdoor aquatics facilities. Due to cost and complexity of creating a major aquatics facility, whether indoor or outdoor, it is not likely that Jefferson County would be able to construct and sustainable operate such a facility. Therefore the most logical, and likely the most viable approach is for Jefferson County to partner with the School District. This partnership would include undertaking a comprehensive feasibility to determine the ideal, sustainable, and cost-effective aquatic facility or facilities to be constructed in Jefferson County. The feasibility study would also address a pathway forward for a partnership agreement between the two entities to advance the project, including raising capital, if deemed viable.



*Quality camping facilities should have on-site, nearby amenities.*



*The trend in play area design is moving away from "off-the-shelf" play equipment and towards site inspired, unique play experiences.*



*Camping areas should be designed to be attractive and functional.*

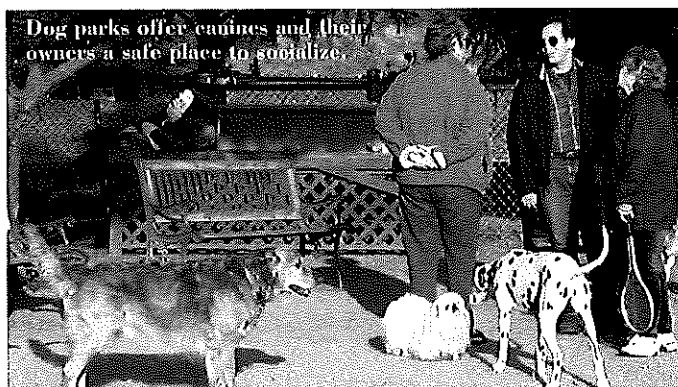


*Locally-inspired environmental features can be a play area design theme.*

**Camping** – Outdoor recreation is a major draw in Jefferson County. Although there are private camping facilities, there is an opportunity to provide additional facilities in alternative locations that meet local and visitor needs, and do not directly compete with private facilities. In addition, Jefferson County’s camping facilities could extend the reach of existing parks and increase programming opportunities around major natural resource areas. Moulton Park is an example of a location where JCPRC provides such facilities focused on meeting a demand partially generated by the draw of the Shenandoah River. Ordinances are in place to prohibit camping in municipalities mainly near the Appalachian Trail so this constraint should be addressed with the local governments. An example of a camping area with quality amenities is:

<https://www.hipcampa.com/nc/land-share/snaggy-mountain/apple-orchard-tent-camping>

**Creative Play/Destination Play Area (Large) and Nature Playscapes** – The existing children’s play facilities in Jefferson County are generic and consist of off-the-shelf play equipment from the typical equipment providers. Although these facilities clearly fill a need, Jefferson County should consider creating a larger, more intensive, inter-generational play area. A recent trend has been to create creative play areas with over-arching design themes that are informed by the local environment and/or community identity. When done properly these facilities are able to serve not only younger generations but also function as socializing venues for parents, grandparents, etc. In order for these facilities to be successful they must have nearby amenities including, restrooms, sufficient parking, trails, signing, seating, lush landscaping, and ideally comfort elements such as concession stands/café’s.



Great dog parks are more than a fenced-in area.

**Equestrian Park** – Specialty facilities are increasingly becoming focal points of successful park systems. In many cases, specialized facilities, such as an equestrian park, are created as a partnership between a lead entity, (non-profit or for-profit entity), a parks departments, and potentially a tourism bureau, and/or an economic development corporation. In the case of Jefferson County, there is a group leading an effort to create an equestrian park. Such a facility would fit well with the broader aspects of what Jefferson County is known for, such as its highly scenic, agricultural landscapes, and historical tourism. JCPRC should not necessarily take the lead on the development of such a facility. It should explore partnerships that would take the lead role in the creation of an equestrian park and exploring opportunities for joint programming within a constructed facility. Montgomery County, MD Parks has a potential model for a public equestrian park called the Woodstock Equestrian Special Park, which can be seen by accessing the link below:

[http://www.montgomeryparks.org/parks\\_facilities\\_directory/woodstockequestriansp.shtm](http://www.montgomeryparks.org/parks_facilities_directory/woodstockequestriansp.shtm)

**Dog Park** – A dog park is located at Sam Michael’s Park. This facility has a devoted user group and clearly fills a need. However, it does have some fundamental flaws. Most notably it does not provide separate facilities for large and small dogs, as recommended by the American Kennel Club. The facility also lacks double-gated entries to keep dogs from escaping and to facilitate wheelchair access, as well as seating areas. In addition, the current facility takes up a disproportionately large amount of space in the epicenter of Sam Michael’s Park and is located on land that is suitable for other recreational field facilities that have much more constrictive design constraints. It is recommended that



Disc golf courses provide an opportunity to engage participants in the full extent of park sites, in a relatively low-impact manner for an active sport.

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the facility be relocated to another location in the park, or ideally be part of an expansion of the park itself. In addition to this facility, additional dispersed dog parks could be supported in Jefferson County. One suggestion is to move it to county-owned land on or near Leetown Park, which is still located in the core of the County.

**Disc Golf** – Disc golf has become a very popular sport for all age groups. Successful models for disc golf course in urban, suburban, and rural communities exist throughout the U.S. They are often designed to overlap with broader open space within parks. It is recommended that a Professional Disc Golf Association (PDGA) regulation compliant course be developed so tournaments can be held. This would require approximately 4,500 linear feet of course for an 18-hole facility. Multiple disc courses in the county would facilitate tournaments, which would help promote sports tourism. A group called LoCo Disc Golf Club is an organized disc golf sports group that organized and created a course in Loudon County and could be looked to for advice and support: <http://www.locodiscgolf.com/>

Additional information about disc golf course is available on the Disc Golf Association's website: <http://www.discgolf.com/>

A model facility for Jefferson County is located at Moraine State Park in Butler County, PA: <https://www.visitbutlercounty.com/attractions/lakeview-disc-golf-course>

**Fitness Center (Outdoor)** – Providing outdoor health and wellness facilities to serve a broad sector of the population is a growing trend. These outdoor facilities consist of gym equipment grouped together to promote socialization and programming. These facilities are especially popular with the older population and could be beneficial in Jefferson County due to evidence of aging in place population numbers. Implementation of this type of facility could also help address obesity, which is the number one health issue according to the U.S. Surgeon General. If created, this facility should be located adjacent to the creative play/destination play area.

**Football (Premiere level)** – There was a great deal of discussion at this planning effort's "sports forum" about the need for higher quality football facilities in Jefferson County. All of the existing field facilities suffer from poor construction quality, especially related to grading and drainage. When the new fields are ready for use at James



*Outdoor gyms are increasingly popular, especially as a component of parks with balanced approaches to active and passive facilities.*



*Ice rinks could be used as a way to promote year round recreation in county parks.*



*Skating tracks are a new approach to providing outdoor ice skating in a more exciting format than a traditional rink.*

Hite Park, the burden of over-use on existing fields will be decreased, but, based on demand, Jefferson County could support a dedicated multi-use field that meets football playing regulations. In order to maximize year-round use, the return on investment, and lower maintenance costs, it is recommended that a synthetic turf field with lighting be constructed.

**Ice Rink (Outdoor)** – Expanding off-season recreational opportunities is important in the county. An outdoor ice rink could increase the winter utilization of one Jefferson County’s parks. It could be a traditional rink or skating track. The use of synthetic skating surfaces is becoming more

common and may be worth considering. Encouraging a skating track could increase tourism, which is a main goal of this master plan.

**Indoor Recreation Facilities** – There is a great need for additional indoor recreation space. The interior facilities at Sam Michael’s Park should be expanded to include another gym, a larger fitness center, an indoor track, and additional activity rooms. The assessment of the ability to accommodate the expansion of the facility should be done at the same time as a master plan is created for the entire Sam Michael’s Park. This recommendation is consistent with recommendations made in Jefferson County’s 2035 Comprehensive Plan.

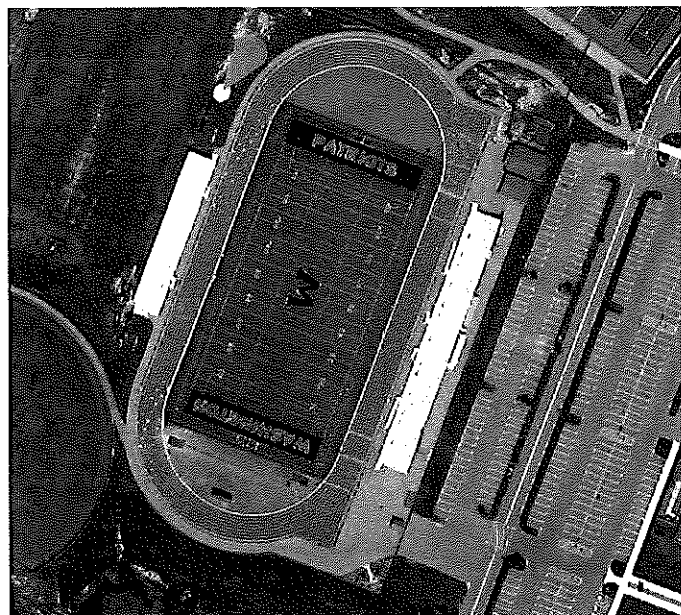
**Lacrosse** – Interest in organized lacrosse is growing in Jefferson County, which is consistent with trends in the mid-Atlantic region. Jefferson County should pursue options to create a multi-purpose field large enough to support competitive lacrosse. At the Sport Forum held for the preparation of this master plan, South Jefferson Park was identified as one location for such a facility. This would likely require the acquisition of additional, adjacent land to support the introduction of a lacrosse facility, which requires 1.5 to 2 acres of dedicated field and support area. More information is available at: <http://www.uslacrosse.org/>

**River Access and Water-Based Facilities** – Water-based activities are very popular in Jefferson County, and there is a strong desire for water access. Increasing access to, expanding opportunities on, and diversifying uses at the edge of the county’s waterways would greatly enhance recreation opportunities. Water-based recreation would help to advance tourism initiatives.



Photo Credit: Jerad Minnick <http://Growinggreengrass.net>

*Properly designed and constructed sports fields are critical investments and provide the safest play and the greatest longevity.*



*The best way to serve all of the population of Jefferson County is to find ways to maximize the utilization of existing facilities.*



*People are naturally attracted to water and providing simple but well designed and constructed facilities creates a high return on investment.*

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**Running Track** – Both Washington and Jefferson High Schools have competition level outdoor running tracks. Gaining some level of public access to these facilities should be discussed with the school district. There is also a potential need for an additional public track facility. This facility could be integrated into another competition level field facility, such as a football facility.

### PARK FACTOR 5: CONDITION

Each park site was viewed during the tour of facilities and subsequent fieldwork. Generally, the parks appear clean. Some of the sites suffer from inadequate infrastructure and focus on underlying conditions, such as improper drainage facilities, poor lighting, etc. Most of the parks have evolved over time, as needs arose, and were not formally master planned. The findings of the facility inventory for each park have similarities that relate to accessibility and the regulations of the Americans with Disabilities Act (ADA), the safety guidelines of the Consumer Product Safety Commission (CPSC), and recommendations to enhance the users experience through the addition of convenience facilities such as benches, grills, picnic tables, restroom facilities, etc. Specific findings of site observations and recreation opportunities include the conditions of turf, equipment, signing, and structures, as well as the overall functionality of the parks. Some conditions increase park maintenance requirements. Park master planning and consideration of any changes in facilities need to have substantial input from the Temporary Park Manager and the maintenance team. The following are the key observations related to park conditions.

**Inconsistent Routine Maintenance** - Several of the municipal parks have inconsistent maintenance. This is likely from a combination of inadequate design, construction issues, and limited time available from the small maintenance staff.



*The overall quality of facilities varies significantly throughout the system.*



*Quality turf management is an important part of park maintenance.*



*There are fundamental infrastructure improvements needed throughout the Jefferson County parks.*



*The utilization versus cost of maintenance of facilities should be evaluated to determine their long-term value.*

Ballfields exist which have large areas with bare turf, suffer from compacted soils, and poor drainage. These facilities are impossible to maintain properly despite the efforts of the crews that apply band-aided solutions to try to overcome underlying construction quality problems. Each park should be evaluated for its specific maintenance needs and uniform maintenance standards, based on industry standards, should be adopted.

**County Parks Lack “Park-Like” Settings** - Most of the developed portions of Jefferson County’s parks have a utilitarian aesthetic. All of the parks need landscape improvements to make them more attractive and “park-like.” Each park has issues related to the layout and the functionality of facilities. Overall design logic is lacking. Good design could aid in creating strong civic interaction

and pride in the parks, as well unifying the parks into one cohesive system. An improvement initiative should also include developing a System-Wide Design Standards and Landscape Management Manual. Having high-quality, well designed and uniform fixtures such as benches, lighting, signing, etc. is cost effective, efficient, and improves the perception of the overall park system. By doing projects jointly with Jefferson County Schools and at a county-wide level, a value-added component could be gained through efficient long term maintenance and management.



*Rural parks should be treated with the same design care as urban parks. This includes providing the complete package of amenities from active sports fields, quality materials, extensive landscape plantings, high-quality architecture, site fixtures, etc.*



*The uniform treatment of facilities, such as paths and plantings, can provide the visual impact of high-quality and a well-cared for park.*

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## CONCLUSIONS AND RECOMMENDATIONS

### System-Wide Recommendations

The following are overarching recommendations focused on reinforcing the system-wide aspects of the county-wide parks and recreation facilities. Reference Map 5.7 for the location of some of the proposed recommendations.

#### 1. **Ensure that all Jefferson County parks are safe, well maintained, and meet a uniform high-quality standard.**

##### Trends and Findings

- + Existing facilities have inconsistent levels of investment, quality, and amenities.
- + The current condition of parks is not a function of poor maintenance, but of improper and/or poor construction, lack of thorough planning, or inadequate design.
- + There is a lack of consistency in site amenities, fixtures, elements, etc. There is no sense of an overall "county brand" for the parks system.

1. Develop a System-wide Design Standards and Landscape Management Manual.
2. Add restroom facilities.
3. Add pavilions.
4. Ensure that all facilities meet current safety standards and ADA compliance .
5. Implement more intensive improvements, such as grading and drainage, ideally after master plans for each park are prepared.

#### 2. **Think in a county-scale manner when considering all aspects of parks and recreation facility management, development, and expansion.**

##### Trends and Findings

- + Current park facilities are scaled more to a municipal level.
- + JCPRC should be looking at serving the needs of Jefferson County residents and providing facilities that the individual cities and towns cannot provide.
- + County parks and recreation facilities and trails should both serve residents and function as a major tourism draw and for economic development.

1. Explore the feasibility of developing special use facilities that will have county-wide appeal, such as a regional trail connections, aquatics facilities, an amphitheater, equestrian parks, etc. These facilities could be incorporated into Jefferson County's system, either through special use feasibility studies or individual park master plans.
2. Include special event space, especially in Sam Michael's Park for uses such as major festivals, the seasonal light show, weddings, performances, races, etc.
3. Continue to expand a few strategic parks to elevate them to the size and level of a true county park facility. Recommended parks for this approach are Sam Michael's Park, James Hite Park, and South Jefferson Park.
4. Incorporate the rich history of Jefferson County and region into parks through interpretative signs and displays, heritage trails, community celebration areas, etc.
5. Develop a comprehensive greenway network that connects park sites, historic sites, regional environmental resources, watercourses, open space, residential neighborhoods, cities, schools, and community destinations.
  - Develop greenways to provide safe convenient travel between points of interest, while providing for hiking, bicycling, and walking.

- Explore the creation of greenways and trails through land acquisition, easements, and use of existing rail, road, and utility rights-of-way.
6. Target acquisition and development of parkland to meet needs for expanded facilities, especially adjacent to existing parks.
  7. Develop and implement a plan to maximize public riverfront and creek access, water-based recreation, and education. Build upon existing resources near the riverfronts and creek corridors.
    - Seek additional parkland to provide greater public access to the Potomac River and the Shenandoah River for recreation. Land should

be contiguous to existing riverfront park parcels and trail connections. Jefferson County already has the makings of a riverfront park system with Moulton Park, Harpers Ferry and the C&O Canal National Parks, and the pending addition to the National Park System with the expansion of Antietam Battlefield National Park into the county. Connections and infill parks between these sites should be developed to provide convenient access to the river with support facilities typically found at a trailhead (restrooms, parking, boat docks, trail/river map signs, etc.). Contiguous parcels to these sites should be sought to expand the linear opportunities along the river and to eventually connect the sites, creating major greenway/blueway corridors.

#### Highlights of Why the Riverfronts are Key Opportunities

The Potomac and Shenandoah riverfronts have only begun to achieve their full recreational potential in Jefferson County. The rivers add to the scenic and historic qualities of Jefferson County and provide opportunities for recreation, environmental education, and interpretation of the culture and history of Jefferson County. Jefferson County and its communities should embrace the rivers and provide expanded access to its shores for residents and visitors. The following are suggestions and opportunities to embrace the rivers and all they have to offer.

- + Maximize on these lands near the rivers that are already in public ownership.
- + Give them a presence and identity as riverfront parks by tying them together thematically through trail connections, and a public identity and promotion system. The parks are already providing some access to the rivers but they only represent a small example of the full potential.
- + Seek additional land for public access. Consider acquisition of land, as well as access easements. These efforts should be an outgrowth and high priority of a formal county system-wide policy for land acquisitions and donations.
- + Develop as many river access points as possible with facilities to meet community need and to tap community opportunity. Master plan the areas incorporating facilities that may include:
  - Boat ramps and docks;
  - Stabilized fishing locations;
  - Restrooms;
  - Benches and picnic facilities;
  - Signs that provide information about the culture and history of the area;
  - Trails that parallel the river along the dike system and shoreline that connects to a regional trail system;
  - Trails and boardwalks that explore the ecosystem of the river, adjacent wetlands and shoreline;
  - Lighting for trails in the urban area, benches, trash receptacles and landscaping; and
  - Create public spaces for viewing the river and holding community events.
- + Develop paralleling and feeder trails along, and to, the rivers and creeks to turn the community towards the watercourses. Provide open visual access to the rivers and creeks from the trails and seating area for viewing.
- + Explore public/private partnerships, such as leases for restaurants, canoe/paddler outfitters, and/or boat rentals, at appropriate locations and in a sensitive manner to promote supporting amenities and create economic development possibilities.
- + Develop a comprehensive wayfinding sign system that will guide residents and visitors to greenway/blueway opportunities.
- + Work with Jefferson County Schools to identify the types of environmental education opportunities that would enhance the school curricula for those located in close proximity to greenways/blueways.
- + Work with neighboring counties on the Potomac River, the Shenandoah River, and the Opequon Creek corridors to extend public access regionally.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Shaping Parks & Recreation For The Future

### 3. Improve and maximize the function, convenience, and aesthetics of parks through thoughtful planning and design.

**Trends and Findings**

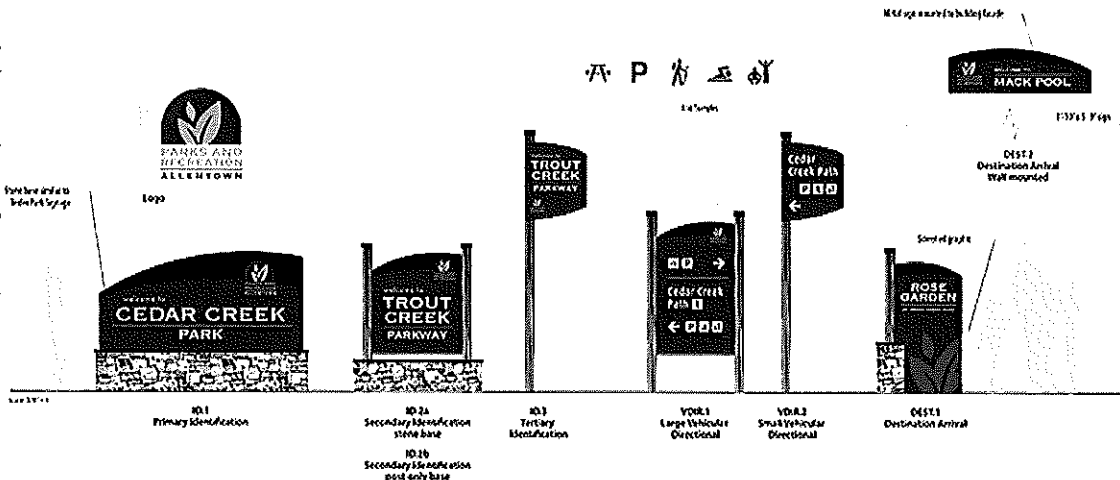
- + The quality of park facilities varies significantly. This should not be confused with daily maintenance which the JCPRC does well, but instead is a function of the level of investment made in the construction of infrastructure and facilities.
- + All of the parks suffer from a lack of comprehensive planning that ensures that parklands are used to their maximum benefit, their layout is efficient and functional, and that the parks enhance and capitalize upon the natural resources available.
- + Jefferson County's system has a mix of active and passive facilities, but individual parks could provide a better balance of both. High quality design will ensure that parks serve the widest population of park users and to provide diverse park experiences throughout the county.

areas. The suggestions in the park assessments outlined as an Appendix to this plan and this system-wide master plan should be incorporated into applicable park planning efforts. The master plans should include operation and management strategies as well as a phased cost estimates that outlines the anticipated development costs. A model park master planning scope of work is provided in Appendix C of this document.

1. Complete master plans for each park and greenway incorporating public participation as part of the planning process. The master plans should evaluate the functional relationships within existing parks, determining if facilities should be removed, added, renovated, or moved to maximize the use of each park site. Master planning is an important means to address management issues through park design and aligning facilities with recreation trends and current and projected community needs. Park sites should be designed to provide order to facilities and activity

2. Provide walking trails in parks and to park facilities, especially connected to adjacent existing or future developments. Trails are enjoyed by all segments of the population and are highly desired recreation facilities. ADA accessibility laws and regulations require appropriate accessibility to recreation facilities and activity areas. Jefferson County should require multi-use trails within, and to, new developments. They should also require connecting those trails to existing and planned park and recreation facilities nearby. This policy action could be one of the most effective means of expanding community accessibility within the county and to other parks and recreation facilities, and potentially at the lowest costs.
3. Enhance park sites by making them comfortable and convenient to use by adding consistent and uniform benches, trash receptacles, drinking fountains, bike racks, restrooms, and other convenient facilities, as appropriate. Provide benches near playgrounds, in shaded locations, and at other activity areas for adults to sit and watch park activities.

A comprehensive signing system can have a major impact on the perception of quality from the visitor's perspective and greatly enhance the visitor's experience. This example shows all of the potential sign types needed for a typical public park system, including trails, historic interpretation and arboretum sites. (City of Allentown Parks and Recreation System Comprehensive Signing System, copyright, SGA, Inc.)



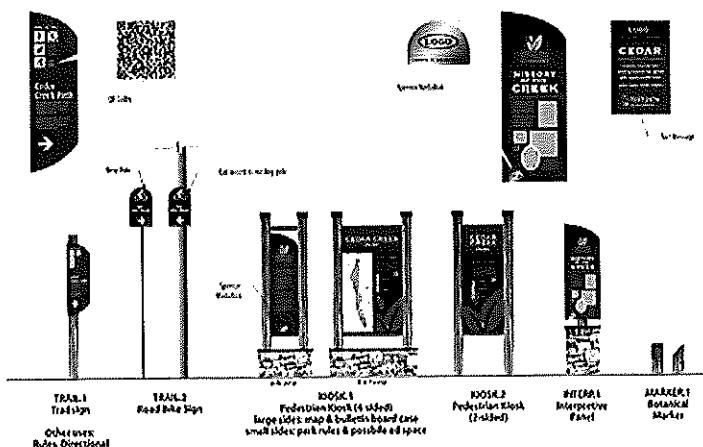
4. Add uniform system-wide signing and branding at each park to identify the park as well destination within the park. A signing system includes not only uniform entrance signing but internal facility signing, trailblazers, kiosks, regulatory interpretative signing, and donor recognition. Utilize a standard vocabulary of sign materials and design to unify and promote the park opportunities within Jefferson County while noting ownership of each site. JCPRC currently has matching arrival signs at most parks, this system could be the basis for a complete signing system.
5. Develop a high quality county-wide map that illustrates the location of parks, trails, and greenways in Jefferson County for residents and visitors.
6. Provide facilities for teens such as skate parks, parkour, climbing walls, bicycling, sand volleyball courts, and basketball courts. While organized sports have grown in recent years, current national trends show that younger generations are also looking for broader options for un-programmed activities.
7. Provide facilities for lifetime recreation/leisure pursuits such as trails, volleyball courts, tennis courts, and picnic pavilions.
8. Consider the needs of aging populations. Make facilities pedestrian friendly, convenient to use, and provide sitting areas in the shade.

#### 4. Optimize school facilities for community recreation.

##### Trends and Findings

- + Schools currently provide limited recreation opportunities beyond scheduled and programmed events. After school operation facilities are generally closed off from the public.
- + Schools are currently primarily focused on scholastic athletic needs, yet opportunities exist to expand the type and amount of facilities to serve a broader community audience, especially in locations that are underserved by park facilities.
- + Creating after hours and seasonal access to outdoor school facilities could represent a dramatic and immediate increase of facilities available to the Jefferson County community.
- + Work with Jefferson County Schools to create "Community School Parks" that would serve as community hubs for people of all ages year round during non-school hours.

1. Undertake a pilot partnership project with Jefferson County Schools to enhance one school site into a Community School Park. Strive to make the school grounds more campus- or park-like. Add amenities such as:
  - Entry plantings and shade trees;
  - Walking paths;
  - Picnic shelters or pavilions;
  - Park benches and tables;
  - Playground/play area improvements; and
  - Gardens to grow food and provide nutrition programs to cultivate lifelong healthy living through nutrition and active lifestyles.



2. Target the enhancement of additional schools as regional community parks – school sites within park planning districts least served by parks or with the greatest population concentrations.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

*+ Shaping Parks & Recreation For The Future*

**5. Work with the Jefferson County and city visitor bureaus in the promotion of county park resources and trails to expand the tourism and economic development potential and draw residents, business, and visitors to Jefferson County.**

## Trends and Findings

- + Parks, trails, recreation facilities, and cultural heritage areas are crucial to tourism.
- + Trails and other facilities influence overnight stays in hotels and contribute millions of dollars to the local economy. Trails will actually increase park use.
- + Parks and recreation is a powerful economic development tool because it draws tourism and more.
- + The citizens of Jefferson County believe that recreation related improvements could help to further revitalize the cities and towns.
- + This step would align with Jefferson County's economic development recommendations in its 2035 Comprehensive Plan.

1. JCPRC should work with the Jefferson County Development Authority (JCDA) to identify incentives for the specified target private providers of recreation-based tourism on an annual or semi-annual basis. This could be a shared position with JCPRC.
2. Actively market potential "priority" projects/facilities to private and non-profit providers for signature facilities such as an equestrian park, amphitheater/performance venues, etc.
3. Use the land development process to secure parkland, linkages, and recreation funds.
4. Work with Jefferson County's Farmland Protection Board and the Historic Landmarks Commission to protect important lands for agricultural (character), scenic beauty, vistas, and historical preservation/protection.

**6. Partner with the School District on the development of aquatics facilities and programs in Jefferson County.**

## Trends and Findings

- + Aquatic facilities and programming were the highest priority requested facilities needed in Jefferson County.
- + Jefferson County's 2035 Comprehensive Plan also recommends exploring the feasibility of an indoor aquatic center that includes a competition pool with diving apparatus for students and swimmers of all ages.

1. Undertake an Aquatics Facility Feasibility Study.
  - Perform detail facilities needs and programming analysis.
  - Determine partnership opportunities and policies.
  - Evaluate high school sites for feasibility and preferred location.
  - Include a Facility Operation and Management Plan as a part of the feasibility study.
  - Develop level-of-magnitude costs and potential phasing.
  - Include a funding and financing strategy.
2. Prepare a model cooperative operational agreement.
3. Work on county, city and town zoning and subdivision ordinances to discourage the construction of small pools in individual residential developments (often referred to as "bird baths" by community and civic leaders) that often end up not being constructed after the development is completed because the home owners associations do not want to assume the financial cost of maintenance and upkeep.
4. Supplement a tank pool with small splash pad facilities at JCPRC's larger parks.

## **7. Implement a Comprehensive Trail Planning, Development and Management Program**

### **Trends and Findings**

- + *Increased accessibility to existing resources and destinations can be achieved through smaller measures.*
- + *Trails are the most used and least expensive (based on a level of utilization) recreation facilities.*
- + *Trails can be a major tourism attractions.*
- + *Trail implementation in other counties demonstrates the need for dedicated staff. It is too big of a responsibility for the additional responsibility to just be added to an existing staff position.*

1. Establish a new dedicated position in Jefferson County's office of Planning and Zoning focused on trail development, funding, coordination, design, construction, and management.
2. Utilize the comprehensive trail routing plans provided in on Maps 5.4 and 5.5 as well as in Appendix B of the plan as a **guidance** document for creating trail linkage between parks, other destinations, and neighborhoods.
3. All of the cities and targeted growth areas within Jefferson County should have comprehensive sidewalk systems that connect residential and commercial areas with schools, parks, and other public lands.
4. Use the land development process to create multi-trail linkages, permanent easements, and interconnected bicycle/pedestrian networks.
5. Ensure that bicycle and pedestrian facilities are included in all transportation improvements along identified trail routes and feeder networks.
6. Strive to create a 100-mile trail loop within the county. This would create a special facility unique to Jefferson County that could be used to advance tourism and bicycle events that will generate revenue. Include scenic and historic destinations along the route along with a mix of scenery including water views, woodlands, towns, etc .

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

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## MAP 5.2 PARK PLANNING DISTRICTS

### LEGEND

#### MAGISTERIAL DISTRICT LEGEND

- Rail Lines
- Existing Designated Trail Route
- State Boundary
- Jefferson County Boundary
- Incorporated Areas
- Public Park Lands

1. Morgan Grove Park
2. Hite Road Park (Not Developed)
3. Leetown Park
4. Harvest Hills Park (Not Developed)
5. Sam Michael's Park
6. Bolivar Nature Park
7. South Jefferson (Summit Point) Park
8. Moulton Park
9. Heather Marriott Park (Not Developed)
10. Mount Mission Park
11. Potomac Riverfront Park (Proposed)
12. Jefferson County Solid Waste Authority Fairgrounds

#### City Parks

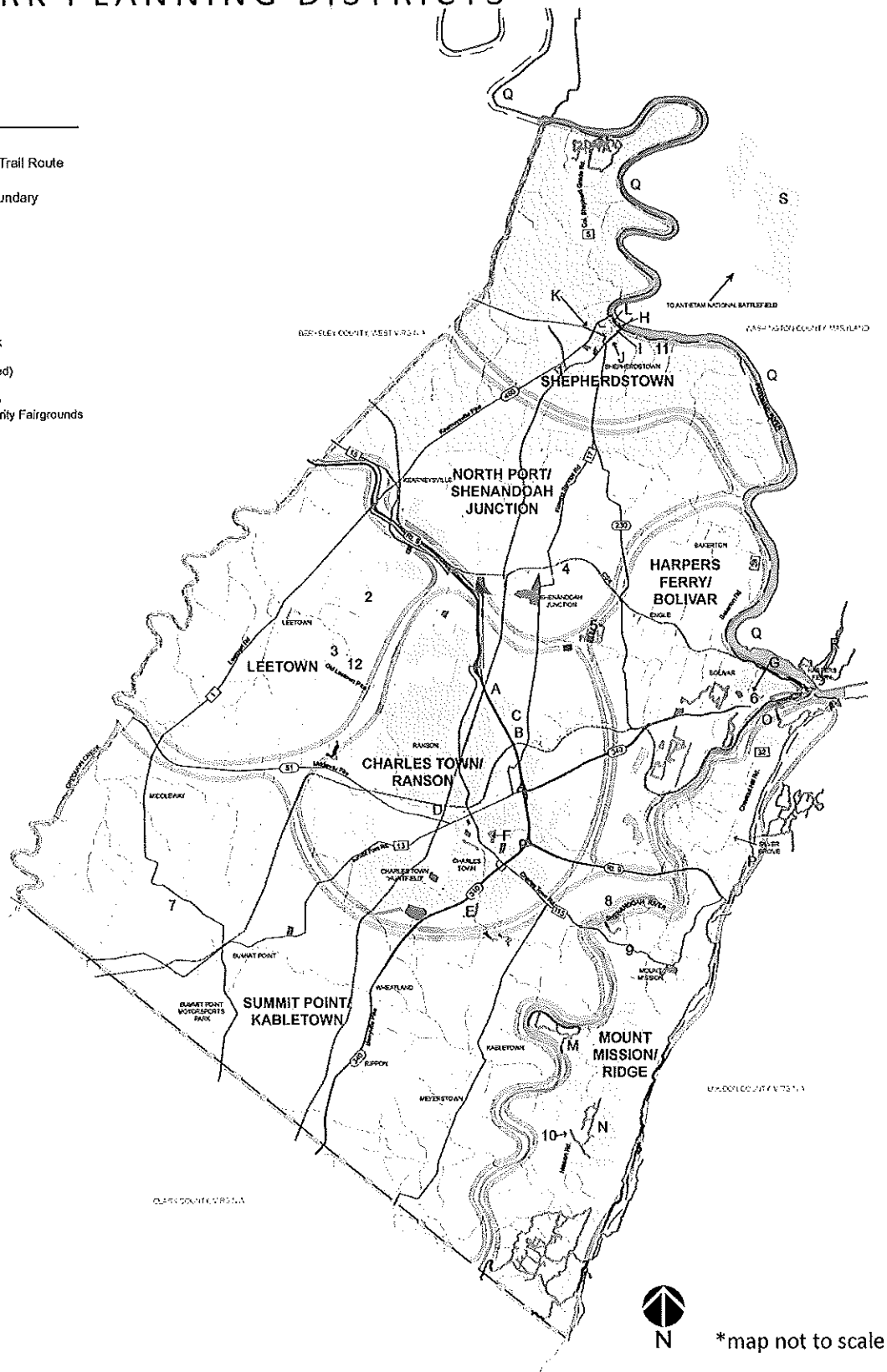
- A. Marcus Field
- B. Flowing Springs Park
- C. Briar Run Park
- D. Evilts Run Park
- E. Willingham Knolls Park
- F. Jefferson Memorial Park
- G. Bolivar Community Park
- H. James Rumsey Monument Park
- I. Cullison Park
- J. Viola Devonshire Park
- K. Bane-Harris Park
- L. Riverside Park

#### State Parks

- M. Shannondale Springs WMA West
- N. Shannondale Springs WMA East









#### Federal Parks

- O. Harpers Ferry NHP
- P. Appalachian Trail
- Q. C&O Canal
- R. Maryland Heights Park
- S. Antietam National Battlefield



# MAP 5.3 PARK SERVICE AREAS

## LEGEND

-  Rail Lines
-  Existing Designated Trail Route
-  State Boundary
-  Jefferson County Boundary
-  Incorporated Areas
-  10 Minute Driving Distances
-  5 Minute Driving Distances
-  1/2 Mile/10 Minute Walking Radius

### Public Park Lands

1. Morgan Grove Park
2. Hite Road Park (Not Developed)
3. Leetown Park
4. Harvest Hills Park (Not Developed)
5. Sam Michael's Park
6. Bolivar Nature Park
7. South Jefferson (Summit Point) Park
8. Moulton Park
9. Heather Marriott Park (Not Developed)
10. Mount Mission Park
11. Potomac Riverfront Park (Proposed)
12. Jefferson County Solid Waste Authority Fairgrounds

### City Parks

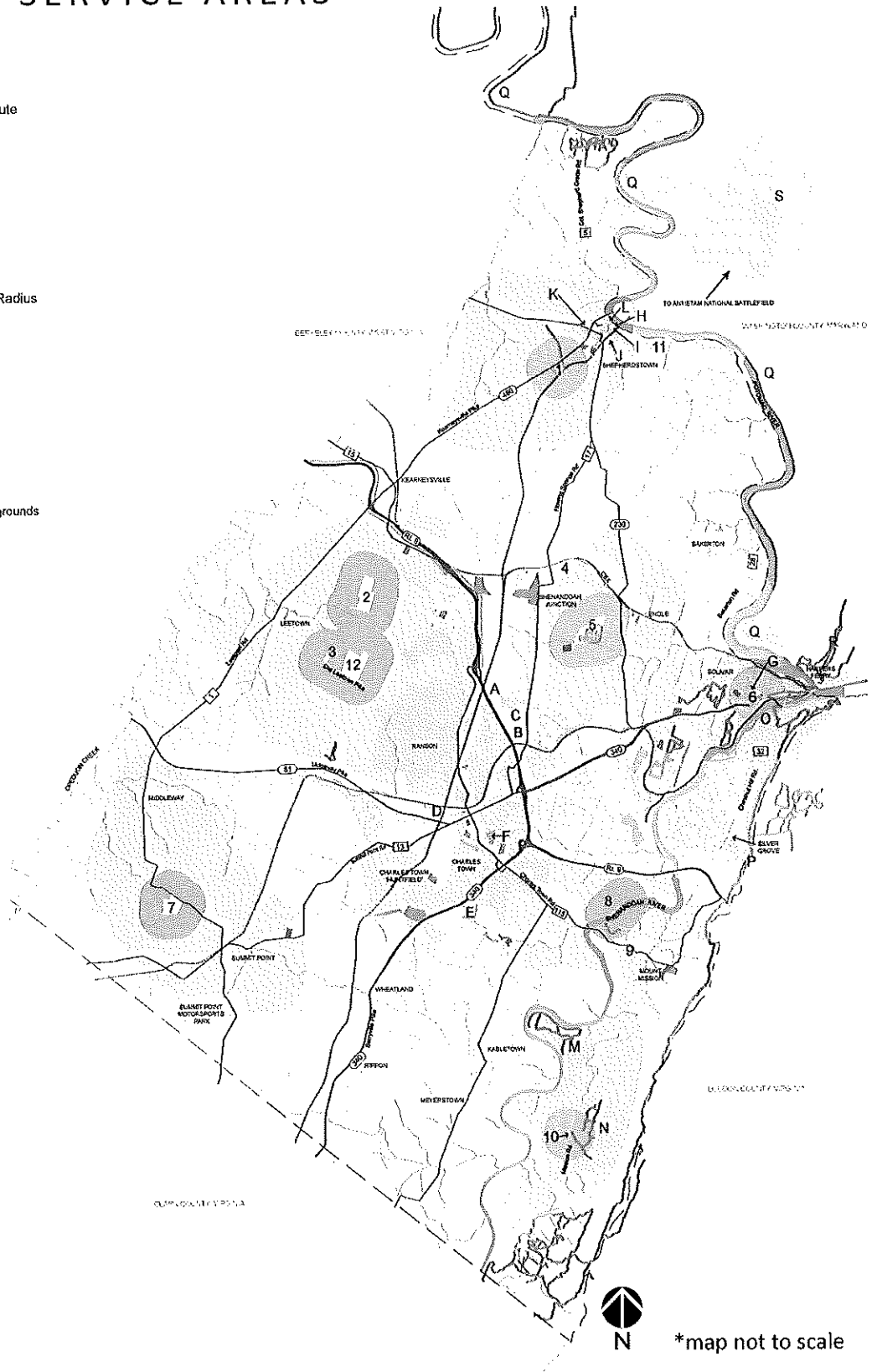
- A. Marcus Field
- B. Flowing Springs Park
- C. Briar Run Park
- D. Evilts Run Park
- E. Willingham Knolls Park
- F. Jefferson Memorial Park
- G. Bolivar Community Park
- H. James Rumsey Monument Park
- I. Cullison Park
- J. Viola Devonshire Park
- K. Bane-Harris Park
- L. Riverside Park

### State Parks

- M. Shannondale Springs WMA West
- N. Shannondale Springs WMA East

### Federal Parks

- O. Harpers Ferry NHP
- P. Appalachian Trail
- Q. C&O Canal
- R. Maryland Heights Park
- S. Antietam National Battlefield



# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

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## MAP 5.4 PROPOSED TRAILS AND GREENWAYS

### LEGEND

- Rail Lines
- Existing Designated Trail Route
- Proposed Dedicated On-Road Route
- - - - Proposed Multi-Use Trail Route
- - - - Proposed On-Road Portion of a Trail Route
- State Boundary
- ▭ Jefferson County Boundary
- ▭ Incorporated Areas
- ▭ American Battlefield Protection Program
- ▭ Greenway Corridors (Recreation/Conservation)
- ▭ Public Park Lands

1. Morgan Grove Park
2. Hite Road Park (Not Developed)
3. Leetown Park
4. Harvest Hill's Park (Not Developed)
5. Sam Michael's Park
6. Bolivar Nature Park
7. South Jefferson (Summit Point) Park
8. Moulton Park
9. Heather Marriott Park (Not Developed)
10. Mount Mission Park
11. Potomac Riverfront Park (Proposed)
12. Jefferson County Solid Waste Authority Fairgrounds

#### City Parks

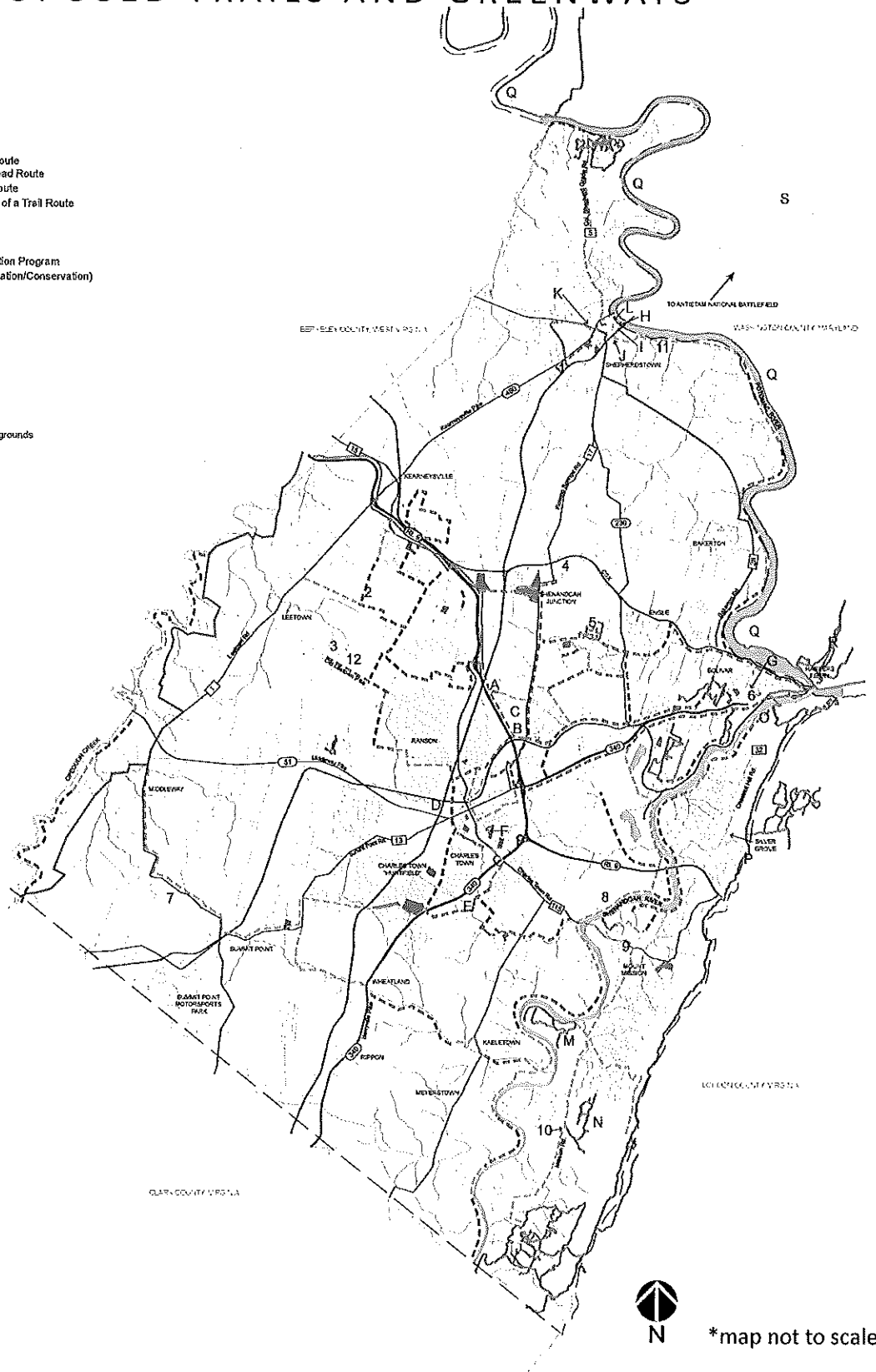
- A. Marcus Field
- B. Flowing Springs Park
- C. Briar Run Park
- D. Everts Run Park
- E. Wellingham Knolls Park
- F. Jefferson Memorial Park
- G. Bolivar Community Park
- H. James Rumsey Monument Park
- I. Cuffion Park
- J. Viola Devonshire Park
- K. Bane-Harris Park
- L. Riverside Park

#### State Parks

- M. Shannondale Springs WMA West
- N. Shannondale Springs WMA East

#### Federal Parks

- O. Harpers Ferry NHP
- P. Appalachian Trail
- Q. C&O Canal
- R. Maryland Heights Park
- S. Antietam National Battlefield



# MAP 5.5 TRAILS AND GREENWAYS WITH HISTORIC BATTLEFIELD PROTECTION AREAS DEPICTED

## LEGEND

- Rail Lines
- Existing Designated Trail Route
- Proposed Dedicated On-Road Route
- Proposed Multi-Use Trail Route
- Proposed On-Road Portion of a Trail Route
- State Boundary
- Jefferson County Boundary
- Incorporated Areas
- American Battlefield Protection Program
- Greenway Corridors (Recreation/Conservation)
- Public Park Lands

1. Morgan Grove Park
2. Hite Road Park (Not Developed)
3. Leetown Park
4. Harvest Hills Park (Not Developed)
5. Sam Michael's Park
6. Bo'ivar Nabara Park
7. South Jefferson (Summit Point) Park
8. Moulton Park
9. Heather Marriott Park (Not Developed)
10. Mount Mission Park
11. Potomac Riverfront Park (Proposed)
12. Jefferson County Solid Waste Authority Fairgrounds

### City Parks

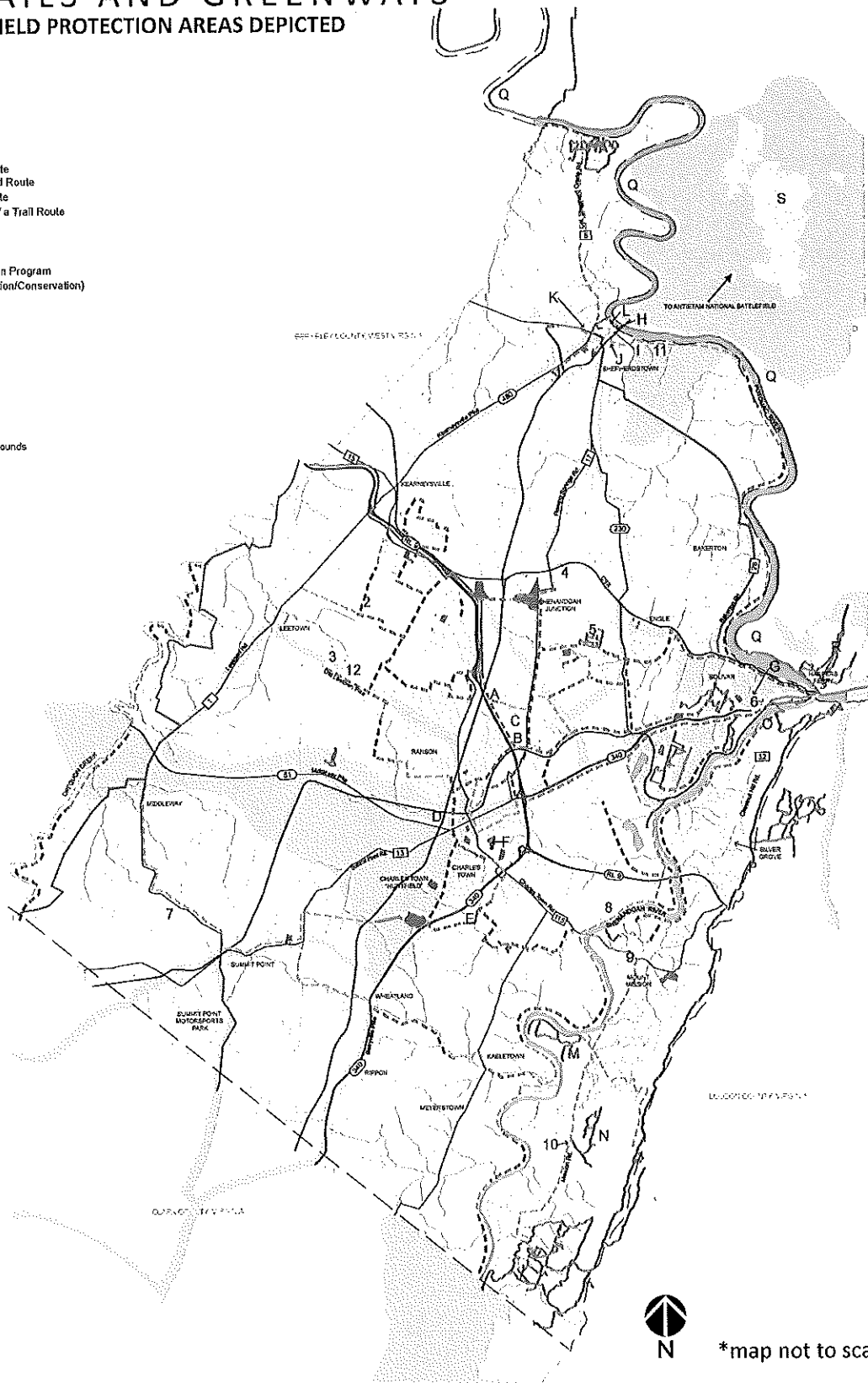
- A. Marcus Field
- B. Flowing Springs Park
- C. Briar Run Park
- D. Everts Run Park
- E. Wittingham Knolls Park
- F. Jefferson Memorial Park
- G. Bo'ivar Community Park
- H. James Rumsey Monument Park
- I. Cullison Park
- J. Viola Devonshire Park
- K. Bano-Harris Park
- L. Riverside Park

### State Parks

- M. Shannondale Springs WMA West
- N. Shannondale Springs WMA East

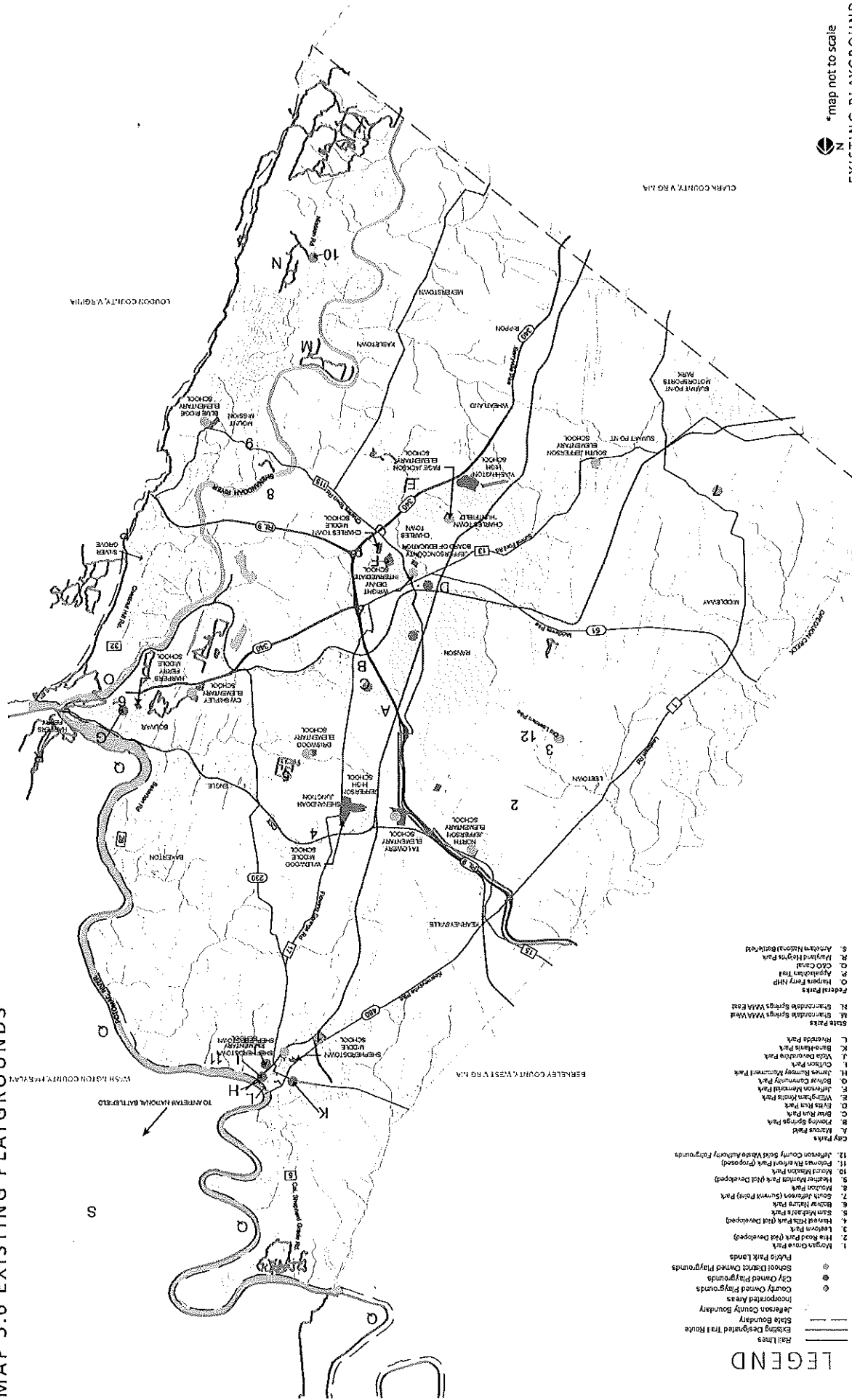
### Federal Parks

- O. Harpers Ferry NHP
- P. Appalachian Trail
- Q. C&O Canal
- R. Maryland Heights Park
- S. Antietam National Battlefield



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MAP 5.6 EXISTING PLAYGROUNDS



map not to scale

EXISTING PLAYGROUNDS



# MAP 5.7 PROPOSED PARKS, RECREATION AND TRAILS MASTER PLAN - 2025

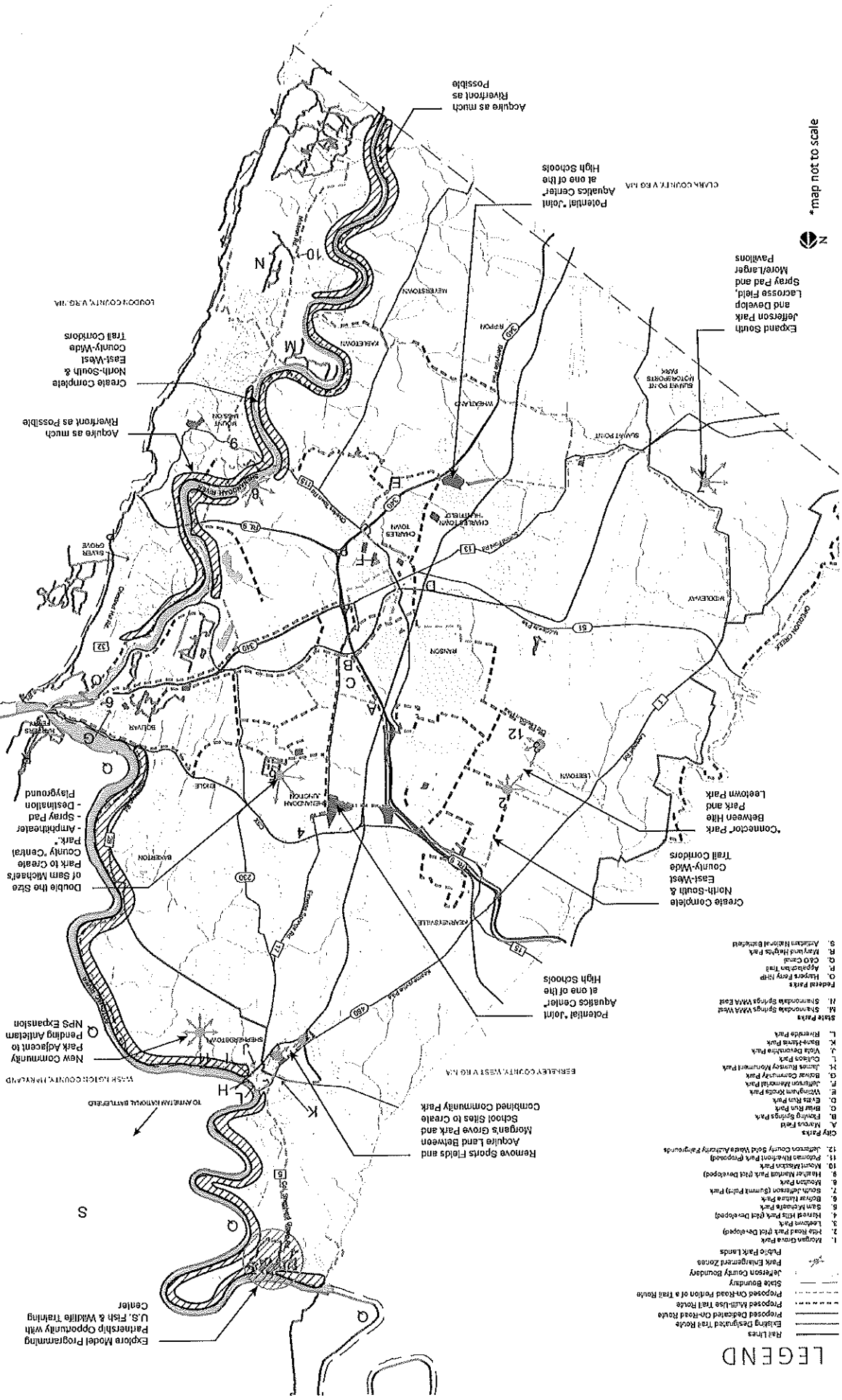




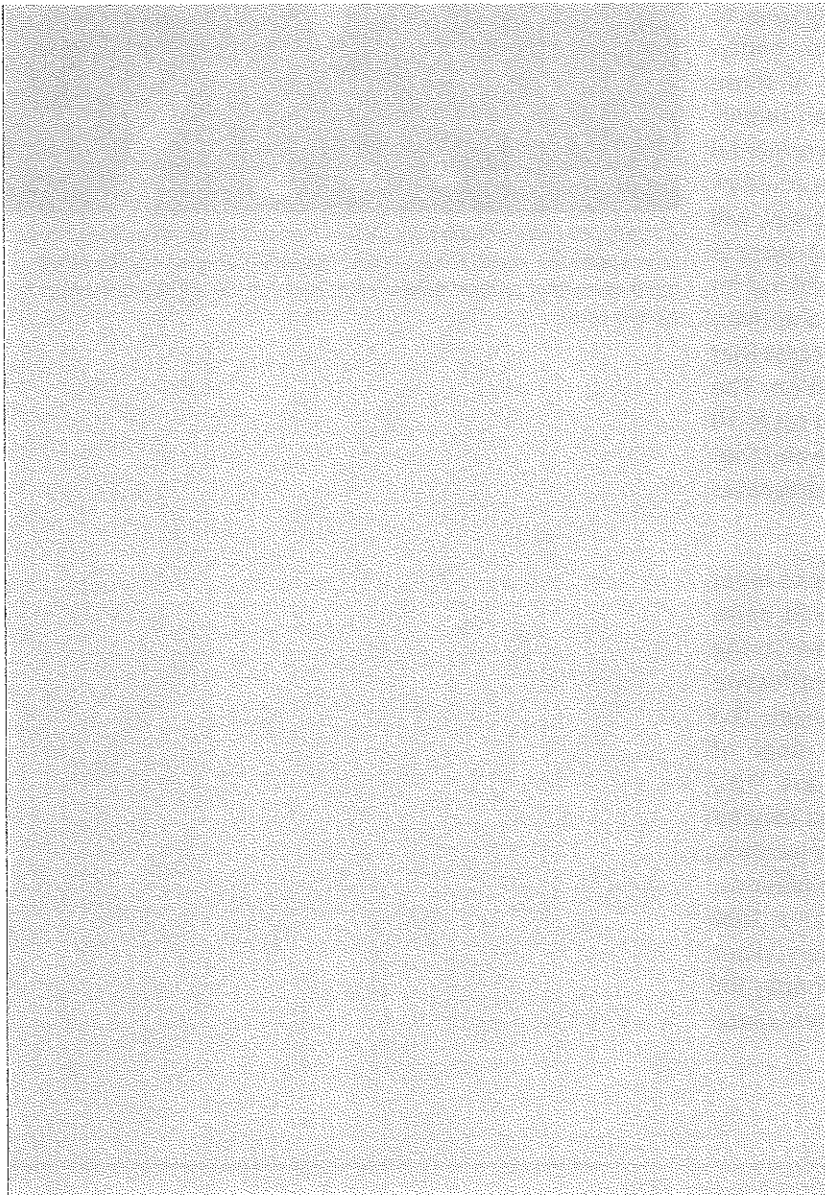
TABLE 5.1 JEFFERSON COUNTY PARKS & RECREATION FACILITIES INVENTORY

Jefferson County Parks & Facilities Inventory																														
Facility	Jefferson County Parks					Shepherdstown					Bolivar			Hamers Ferry		City of Ranson		City of Charles Town		Totals										
	Morgan's Grove Park	Leetown Park	Sam Michaels Park	Bolivar Nature Park	Southern Jefferson Park	Gumhill Point Park	Moulton Park	Mount Mission Park	James Hill Park (in Construction)	Harvest Hills Park (Not Developed)	Healthier Marshall Park (Not Developed)	Viola Devonshire Park	Bane-Hartson Park	Cullison Park	James Rumsey Monument Park	Riverside Park	Potomac Riverfront Park (Proposed)	Bolivar Community Park	Harper's Ferry Band Stand		Children's Park	1007 Washington Street	Brier Run Park	Floving Springs Park	Marcus Field	Jefferson Memorial Park	Evils Run Park	Willingham Knolls Park		
Average:	26.69	10.45	137.86	6.78	72.57	3.06	1.85	117	22	11	0.2	0.47	3.59	1.55	1.59	16.57	0.86	0.31	0.17	0.17	1.55	32.85	3.43	10.95	14.97	72.86	574.93			
<b>Active Recreation Facilities</b>																														
T-ball																													0	
LL Baseball - 60			2/1L		1L																								2+2L	
Baseball - 90			1		2																								3	
Softball		2L			3	1																							5+2L	
Soccer ball size			1		1																								5	
Practice Area			1		4																								9	
Volley Ball Courts			1		1																								1	
Misc. Courts																													1	
Football field																													1	
Baseball field			3.5		1.5		0.5																						6.5	
Horseshoe Plus			2		2		2																						7	
Tennis			2		2																								4+3L	
Playground			1	2	2		1																						17	
Swimming pool																													1	
Roller Hockey																													0	
Exercise trail																													2	
Concession Stand			1	2	3		1																						9	
Biking Trails																													0	
<b>Passive/Recreational Facilities</b>																														
Positive open space																													11	
Picnic Tables	25	7	100	2	6		14																						208	
Pavilion	1L	1	5		1		1																						14+1L	
Barbecue Pits/Grills	4	1	2		11	2																							25	
Benches	9	7	14	2	8	9	1																						105	
Pathways	1			1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	12.5	
<b>Support Facilities</b>																														
Security Lighting			Limited				Limited																						3	
Facility Lighting																													2	
Drinking water		2	2		3																								11	
Security Cameras																													1	
Equipment shed	2	1	2																										6	
Restrooms	1	1	3		TBD		1																						9	
Trash receptacles	5	10	16	1	2		2																						7	
Parking Spaces	S-2HC	2-HC			Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	Gravel	138+14HC	
<b>General Utility Ratings</b>																														
Pedestrian access																														15
ADA access																														14
Existing use																														



# JEFFERSON COUNTY PARKS & RECREATION MASTER PLAN

investing in parks  
and recreation -  
implementation and action  
plan



06

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## investing in parks & recreation - implementation & action plan

The Implementation & Action Plan includes a list of priority initiatives that inform and include capital improvements and the strategies for financing them, including grants, bonding, and other capital sources.

### ACTION PLAN

The vision for parks and recreation in Jefferson County fosters active, healthy living, and environmental conservation. The work performed in preparation of this master plan is based upon extensive public engagement. It is essential to maintain momentum in moving ahead with the master plan's implementation. It will take many steps to achieve the community's vision of having a premier county-wide parks and recreation system. While some of these steps are major, many others are smaller and can readily be undertaken successfully now, such as the incremental facility and infrastructure upgrades in most of the county's parks. Every incremental success, no matter how small, will advance the vision for the future. Demonstrating success with projects that meet public needs and working to increase public awareness about them can have a domino effect in creating more public support and more success that further advances the vision for parks and recreation. The intent of this Implementation and Action Plan is to set forth a course of action that is pragmatic and achievable and that also allows for bigger initiatives, should the opportunities emerge.

The next steps can be challenging, but it is possible to meet those challenges in this community that treasures its parks and recreation system. Many recommendations have strong public and partner support and can be accomplished despite the current regional and national economic challenges. The recommendations in this plan include a broad range of program, policy, management, and financing actions. They also include capital improvements to improve and expand parks, recreation facilities, trails, and methods to increase protected open space. Among these recommendations, priorities for implementation include the actions that have public support or timely interest from partners, plant seeds for the future opportunities, and create capacity for operating a successful parks, recreation, and open space system well into the future.

The implementation schedule sets forth the time frame for the actions that Jefferson County and the JCPRC will undertake over the short, medium, and long term through 2026. The schedule is organized according to the major goals of the plan.



*A strategic Implementation and Action Plan can result in small and large scale successes. In each case, project implementation should be recognized as another positive achievement towards the JCPRC's overall park system vision.*

**Goal #1 - Enhance the user's experience in all of Jefferson County's parks through basic amenities, comfort facilities, and landscape upgrades.**

Status	Project Key	Cost/Source/Responsibilities	2017-2019	2020-2024	2025 - 2026+
C-Completed	✓ Start Project				
IP - In Progress	⇨ Continue Implementation				
	James Hite Park - Parking improvements, restrooms/main pavilion, and major utility investments (water supply/wastewater treatment).	\$1,650,000	✓		
	James Hite Park - Extensive Canopy Tree/landscape plantings, site lighting, pavilions, signing.	\$250,000		✓	
	Sam Michael's Park - Replace existing band shell facility	\$75,000 - \$100,000	✓		
	South Jefferson Park - Site drainage improvements/field upgrades, new bleachers and dugout repairs, vinyl coated field fencing, parking lot improvements.	\$250,000	✓		
	South Jefferson Park - Extensive canopy tree/landscape plantings, safety lighting and signage.	\$75,000	✓		
	Leetown Park - Site drainage improvements/field upgrades, new bleachers and dugout repairs, concession building repairs, retaining wall replacements, vinyl coated field fencing, parking lot improvements	\$75,000	✓		
	Leetown Park - Restroom/concession building upgrades, ADA compliance upgrades, parking lot improvements, tennis court resurfacing, new benches, canopy tree/landscape plantings, safety lighting and signage.	\$150,000		✓	
	Moulton Park - Parking lot, boat ramp, river's edge stabilization with soft-engineering, benches and signing.	\$50,000			✓
	Mount Mission Park - Parking lot improvements, ADA accessibility compliance upgrades, site drainage improvements/field upgrade, basketball court resurfacing, benches, safety lighting.	\$70,000	✓		
	Morgan's Grove Park - Parking lot improvements including drainage and asphalt paving, benches, lighting and signing.	\$100,000			✓

**Goal #2 - Create a 100 Mile "Jefferson Connectivity" Trail Network starting by connecting the C&O Canal Towpath, the Appalachian Trail, and the Harpers Ferry National Park trail network to Sam Michael's Park, the Route 9 Trail, and the Cities of Ranson and Charles Town.**

Status	Project Key	Cost/Source/Responsibilities	2017-2019	2020-2024	2025 - 2026+
C-Completed	✓ Start Project				
IP - In Progress	⇨ Continue Implementation				
	Trail Route Engineering Feasibility and Preliminary Engineering for R.O.W. determination.	\$60,000	✓		
	Segment 1 Sam Michael's Park to Route 9 Trail - Final Engineering and Surveying.	\$130,000	✓		
	Segment 1 Sam Michael's Park to Route 9 Trail - Right-of-way Acquisition.	Mostly through existing public R.O.W or proposed land development.		✓	
	Segment 1 Sam Michael's Park to Route 9 Trail - Construction.	\$500,000		✓	
	Segment 2 Route 9 Trail to Ranson/Charles Town Evitts Run Greenway - Final Engineering and Surveying.	\$60,000		✓	
	Segment 2 Route 9 Trail to Ranson/Charles Town Evitts Run Greenway - Right-of-way Acquisition.	TBD - Mostly Ranson or Charles R.O.W. or on-road		✓	
	Segment 2 Route 9 Trail to Ranson/Charles Town Evitts Run Greenway - Construction.	\$500,000		✓	
	Segment 3 Harpers Ferry to Bakerton Road - Final Engineering and Surveying.	\$150,000	✓		
	Segment 3 Harpers Ferry to Bakerton Road - Right-of-way Acquisition.	TBD - Mostly public R.O.W	✓	⇨	
	Segment 3 Harpers Ferry to Bakerton Road - Construction.	\$750,000		⇨	
	Segment 4 Bakerton Road to Sam Michael's Park - Final Engineering and Surveying.	\$225,000			✓
	Segment 4 Bakerton Road to Sam Michael's Park - Right-of-way Acquisition.	TBD - Could be easement within CSX R.O.W.			✓
	Segment 4 Bakerton Road to Sam Michael's Park - Construction.	\$1,000,000			⇨



**Goal #3 - Design and implement a grand vision for Sam Michael's Park that elevates the park to a true County-scale and "the premiere" park facility for Jefferson County (100+ acres).**

Status	Project Key	Cost/Source/Responsibilities	2017-2019	2020-2024	2025 - 2026+
C-Completed	✓ Start Project				
IP - In Progress	⇒ Continue Implementation	\$10,000	✓		
	Remove dog park and fencing.	\$75,000	✓		
	Undertake a comprehensive site master plan.	\$300,000		✓	
	Tree/landscape plantings, site lighting, pavilions, signing.				
	Phase I Master Plan major capital projects.	\$1,000,000 - \$2,000,000 TBD determined based on site master plan findings.		✓	
	Land acquisition.	\$1,000,000			⇒

**Goal #4 - Increase Public Access to the county's unique and bountiful waterways by permanently protecting waterfront properties for the public benefit.**

Status	Project Key	Cost/Source/Responsibilities	2017-2019	2020-2024	2025 - 2026+
C-Completed	✓ Start Project				
IP - In Progress	⇒ Continue Implementation				
	Negotiate preservation and public access easements/agreements.	Staff time and legal review.	✓		
	Land acquisition.	TBD			⇒

**Goal #5 - Plan and Construct an Aquatics Facility in Partnership with the Jefferson County Schools System and fulfill a long-standing community desire for recreational aquatics, safety training, and water-based health and well-being activities in the county.**

Status	Project Key	Cost/Source/Responsibilities	2017-2019	2020-2024	2025 - 2026+
C-Completed	✓ Start Project				
IP - In Progress	⇒ Continue Implementation				
	Aquatics feasibility study.	\$50,000	✓		
	Architectural design and site engineering.	\$750,000	✓		
	Construction.	\$7,000,000 to \$10,000,000		✓	



**Goal #6 – Plan for growth by acquiring the necessary land to create another county level park (100+ Acres) within the next twenty years.**

Status	Project Key	Cost/Source/Responsibilities	2017-2019	2020-2024	2025 - 2026+
C- Completed IP – In Progress	<ul style="list-style-type: none"> <li>✓ Start Project</li> <li>⇒ Continue Implementation</li> </ul>		✓		
	Evaluate nearby parcels for park viability, size, and ownership status.			⇒	
	Initiate discussion with owners of potential property owners.			⇒	
	Negotiate acquisition purchase option agreements.				
	Fundraising and partnership for property acquisition.				✓

**Goal #7 – Institute the necessary parks management actions to achieve the vision of this plan.**

Status	Project Key	Cost/Source/Responsibilities	2017-2019	2020-2024	2025 - 2026+
C- Completed IP – In Progress	<ul style="list-style-type: none"> <li>✓ Start Project</li> <li>⇒ Continue Implementation</li> </ul>	Staff Time	✓	⇒	⇒
	<p>Develop and implement a three to five-year program management plan.</p> <ul style="list-style-type: none"> <li>+ Create a program mission statement rooted in the foundation of JCPRC limited staff and resources.</li> <li>+ Assume the roles of facilitator, direct provider, and provider of facilities for self-directed recreation.</li> <li>+ Identify customers.</li> <li>+ Build a customer data base and their needs.</li> <li>+ Establish four core areas of programs: health and fitness; connecting people with the outdoors; lifelong learning; and tourism support.</li> <li>+ Establish quality standards for programs.</li> <li>+ Establish a formula for pricing programs and cost recovery rates, including fee splits with contractors.</li> <li>+ Establish guidelines for class sizes with respect to cost recovery and staffing.</li> <li>+ Continue to focus on youth and family programs for 2017-2018.</li> <li>+ Begin to add services to adults and active seniors 2018-2021.</li> <li>+ Create and evaluation system that will cover every program offered.</li> </ul>				
	Plan and implement the Lifelong Learning Adult Evening School program area.	JCPRC working in partnership with the JC Board of Education. Seek School District funding to plan and launch the program. Future revenue generator.			
	<p>Develop and implement a promotional program to increase public awareness about JCPRC.</p> <ul style="list-style-type: none"> <li>+ Begin to catalog the benefits of parks and recreation in Jefferson County.</li> <li>+ Phase in strategic implementation of promoting the benefits of the value of JCPRC's work and impact on the community.</li> </ul>	Staff Time. Potential contract of \$20,000 – 25,000 for assistance. Seek assistance of Shepherd University and the University of WV in studies of benefits of parks and recreation			



**Goal #7 - Institute the necessary parks management actions to achieve the vision of this plan.**

Status	Project Key	Cost/Source/ Responsibilities	2017-2019	2020-2024	2025 - 2026+
C-Completed	✓ Start Project				
IP - In Progress	⇌ Continue Implementation				
<b>Organization and Management</b>					
	<ul style="list-style-type: none"> <li>Establish JCPRC in the role of convener of parks and recreation providers countywide.</li> <li>+ Hold a summit of providers to present this county master plan.</li> <li>+ In the summit, explore comments on the plan and participant perspectives on how the group can continue to work together in the future.</li> <li>+ Create three specific action steps for the group to undertake with designated roles, responsibilities and time lines.</li> </ul>	Staff time plus summit expenses for food and materials. Estimate: \$500.			
	Develop an annual work program prior to budget season. Use a JCPRC team based approach to ensure the involvement and participation of all staff.	Staff time.	✓		
	Create an organizational structure reflecting major functional areas rather than staffing positions including: Recreation Services, Parks and Facilities, Community Awareness, and Organizational Support.	Staff time.			
	Add positions to JCPRC staff:		✓	⇌	⇌
	+ Chief Development Officer/Special Events Coordinator.	\$55,000 to \$73,000 salary and benefits; phased in partial cost recovery anticipated		⇌	⇌
	+ Facilities Coordinator and Manager.	\$55,000 to \$73,000 salary and benefits; with partial cost recovery expected through fees, rentals and sponsorships	✓	⇌	⇌
	+ Lifelong Learning Coordinator.	\$55,000 to \$73,000 salary and benefits; with cost recovery expected through lifelong learning fees and expanded services		✓	⇌
	+ Trails Planner/Coordinator.	\$55,000 to \$73,000 Shared positions with Jefferson County Planning staff		✓	⇌
	Evaluate the position of Director to be 70% outreach, partnership building and advocate for benefits of JCPRC; 20% administration and 10% services. Include function of Park Planning.	Staff Time with support for JCPRC	✓	⇌	⇌
	Create a staff time tracking system in order to gauge where staff time is being spent for distinct programs, services and tasks. Use this information as a basis to deciding about types and numbers of programs, fees and charges, and streamlining operations. It is not to be used as an employee performance indicator. It is to be used for JCPRC to determine how they are going to use limited staffing and the nature and extent of services to be offered.	Staff time. Create a staff team to set up and review the effort.	✓		
	Evaluate and further define the roles and responsibilities of the Commission members. Consider planning and holding a board retreat facilitated by an outside expert. The goal of the retreat would be to settle on roles and responsibilities and an annual work program for year 1 following the retreat.	Staff time and outside contractor. \$5,000 - \$10,000.			



Status C - Completed IP - In Progress	Project Key ✓ Start Project ⇌ Continue Implementation	Consider retaining planning professionals including parks and recreation planners and landscape architects to be available on an as-needed basis to support departmental operations and initiatives.	Set an annual budget. Start with \$1,000-\$1,500/month to start and see how it works.	2017-2019	2020-2024	2025 - 2026+
<b>Goal #7 - Institute the necessary parks management actions to achieve the vision of this plan.</b>						
<b>Organization and Management</b>						
Formalize the maintenance management system:						
		+ Develop a maintenance management plan including a turf management plan for Hite Road Complex. Use this as basis to set policies on field use fees and concessions.	Staff time. Potential \$20,000 - 25,000 for outside assistance in workload cost-tracking and computerized real time reporting. Consider university assistance.	✓	⇌	⇌
		+ incorporate natural resource management and trail management as JCPRC expands system.	Staff time. Seek Training from NPS and the U.S. Forest Service.	✓	✓	⇌
		+ Phase in addition of maintenance staff working toward ratio of one worker per 20 acres of parkland.	Additional salary of \$45,000 - \$50,000 per worker.	✓	✓	⇌
		+ Develop a Management Impact Statement for each major park addition or improvement to document the resources required for maintenance and to plan the allocation of resources and setting fees accordingly.	Staff time	✓	⇌	⇌
Conduct an information needs assessment for the department and create an Information Management Plan to ensure that the right information gets to the right person in a timely manner including staff, county officials and other key stakeholders.						
<b>Budget and Financing</b>						
		Continue to work with a mix of tax and non-tax resources. Continue to generate a cost recovery rate of 53%, which is 1.82 times the national recovery rate.	53% non-tax sources and 47% taxes	✓	⇌	⇌
		Work toward increased support from Jefferson County working toward an annual per capita investment of about \$38.	\$1.3 million additional	✓	⇌	⇌
		Phase in increased support for park maintenance. Work toward a budget of \$4,000 per acre on average yearly.	This would mean phasing in the maintenance budget from about \$310,000 to about \$1 million and included in the line item above.	✓	✓	⇌
		Develop a Revenue Policy including a philosophy on cost recovery, pricing, field and facility use fees.	Staff time	✓	⇌	⇌
		Develop a gifts and donations policy. Strive to create an endowment for the maintenance of all major gifts for facilities or major programs.	Staff time	✓	✓	⇌



## CAPITAL PROGRAMMING ELEMENTS

The implementation section of this plan focuses on capital improvements that are organized into two key categories. The first category focuses on detailed policy documents, developing strategic site-specific master plans, and construction documents to prepare for implementation. The second category focuses on actual construction activities that are informed by the activities performed in the first category. This system-wide master plan is a first step in a logical and informed process of determining values, needs, vision, goals, priorities, and actions. The undertaking of the specific actions should be informed by the direction of this document and the process used to prepare it, while also focusing on much greater detailed evaluations and creative processes (or beta-testing in the case of procedural and policy initiatives) in order to develop specific capital allocations and improvements. Furthermore, site specific activities are informed by the identified needs for certain types of facilities/programs, such as aquatics, and major regional facilities that need to be considered as park site master plans are developed for each park.

In addition, a five-year Capital Improvement Plan (CIP) is provided to address the **most immediate needs** to provide a "safe, clean, and ready to use experience" in the parks. This level of improvement is focused on targeted upgrades to meet the **most critical improvements** that cannot wait until park specific site master plans are developed. Ideally, these improvements will be of value even after a site master plan is developed and will not preclude the best use or layout for a particular park in the future.

The information in the following matrix should be viewed as a summary framework that itemizes major recommendations and elements in the master plan for policy, staffing, and development. It uses a phased approach and is meant to serve as reference for capital programming. As funding is available, as needs change in the community, or as opportunities present themselves, the sequence of development may change, especially for sub-components or steps of each recommendations.

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**Project Phasing and Potential Costs - Capital Improvement Program Elements Planning, Policies, Studies & Capital Projects**

Item #	Facility/ Park Planning District	Programming Activity	Priority	Leaders / Potential Partners	Potential Costs	Potential Action Items/Notes
A	System-wide	System-wide Design Standards and Landscape Management Manual.	Near Term	JCPRC - Potential partners: cities, sports groups, environmental groups, tourism directors, NFW, and NPS.	\$30K for System-wide Manual	<ul style="list-style-type: none"> <li>- Select system-wide palette of park amenities, including benches, lighting, trash receptacles, signing, branding, fencing, active sports elements (nets, bleachers, goals, etc.), park regulations, etc.</li> <li>- Develop model system-wide plant lists focused on regional native and ecological diversity principles and typical applications.</li> <li>- Develop removal of invasive species and stabilization of appropriate re-planting policies and procedures.</li> <li>- Potentially establish native plant nursery in partnership with another lead entity/volunteer group.</li> <li>- Retain on-call arborist for large tree removal and management.</li> <li>- Develop policies to limit mowed turf to areas of maximum benefit, promote meadow/pollinator plantings.</li> </ul>
B	James Hite Park/Leetown PPD	Re-evaluate James Hite Park Master Plan Based on Actual Phase I Construction and Findings of this System-wide Parks Master Plan and Undertake Construction Documents for Large Pavilion.	Near Term	JCPRC	\$80K DD, CD, & CA /\$500K Pavilion Construction	<ul style="list-style-type: none"> <li>- Determine location for combined restroom facilities and pavilion.</li> <li>- Develop Construction/Bidding Documents for restroom facilities and pavilion.</li> <li>- Develop a Operation and Management Plan for the park before any additional facilities are added. Could be done in conjunction with System-wide Design Standards and Landscape Management Manual.</li> </ul>
C	High School Sites	Aquatic Facilities Feasibility Study.	Near Term	JCPRC and School District	\$50K	<ul style="list-style-type: none"> <li>- Perform detail facilities needs and programming analysis.</li> <li>- Determine partnership opportunities and policies.</li> <li>- Evaluate high school sites for feasibility and preferred location.</li> <li>- Include facility Operation and Management Plan.</li> <li>- Develop level-of-magnitude costs and potential phasing.</li> <li>- Prepare model cooperative operational agreement.</li> <li>- Include funding and financing strategy.</li> </ul>
D	Sam Michael's Park/Charles Town/Ranson PPD	Master Plan Sam Michael's Park.	Near Term	JCPRC	\$75K	<ul style="list-style-type: none"> <li>- A master plan for this park should be developed which reflects the location and needs of current facilities.</li> <li>- The effectiveness and functionality of current facilities, such as the dog park, should be evaluated to determine potential changes/modifications in the context of the System-wide Master Plan and current park needs/vision.</li> <li>- The potential to introduce new facilities including: destination playground, spray pad and amphitheater should be included as a part of the master planning effort.</li> <li>- The relocation of the dog park, potentially to County-owned lands adjacent to Leetown Park, should be studied.</li> <li>- Opportunities to expand the park through future acquisitions to create a large county-level park should be considered.</li> <li>- Additional trail connections linking the park to existing and future development within the park service area, as well as connections to a future park at Harvest Hills and Jefferson High/Wildwood Middle school sites, should be considered.</li> </ul>

Key: Near Term = Within 1-5 years ; Mid Term = Within 6-10 years ; Long Term = 10+ years



**Project Phasing and Potential Costs - Capital Improvement Program Elements Planning, Policies, Studies & Capital Projects**

Item #	Facility/ Park Planning District	Programming Activity	Priority	Leaders	Potential Costs	Potential Action Items/Notes
E	Leetown Park/ Leetown PPD	Master Plan Leetown Park.	Near Term	JCPRC	\$65K	- A master plan for this park should be developed, which focuses on addressing the condition of existing facilities (such as poor drainage conditions, undefined circulation/parking and the overall mix of facilities. This master plan should explore the opportunity to integrate and link adjacent County-owned lands into a large, more comprehensive facility. - The relocation of the dog park from Sam Michael's Park should be considered on adjacent County-owned lands. - Opportunities to create pedestrian and bicycle connections to James Hite Park should be explored as well as other trail linkages shown in Appendix B - Comprehensive Trail System routing plans.
F	Mount Mission Park/Shepherdstown PPD	Master Plan Mount Mission Park.	Mid Term	JCPRC	\$55K	- This small park is in a location that is under-served with parkland so JCPRC should consider keeping the park for the near future and upgrading it. - Evaluate the former church property for adaptive reuse as an indoor facility. - The master plan should explore opportunities to transfer ownership to a partner in the future.
G	Bolivar Nature Park/Harpers Ferry/Bolivar PPD	Master Plan Bolivar Nature Park.	Mid Term	JCPRC in Partnership with Bolivar	\$35K	- This park is in a location to serve an important role in the Bolivar/Harpers Ferry/NPS/Appalachian Trailhead area. It is however, really too small to be a County park and should be transferred to another entity. - JCPRC should lead a master planning effort with partners, with the possible goal of determining the best ownership strategy for the park for the future.
H	Morgan's Grove Park/ Shepherdstown PPD	Master Plan Morgan's Grove Park.	Mid Term	JCPRC	\$60K	- Address long-term ownership issues with the park as a condition of performing the master plan. - Remove active sport facilities and emphasize the park's design as a primarily passive facility.
I	South Jefferson Park/Summit Point/Kabietown PPD	Master Plan South Jefferson Park.	Mid Term	JCPRC	\$75K	- Determine location for restroom facilities and pavilion. - Evaluate opportunities to expand park through strategic acquisitions of adjacent lands.

Key: Near Term = Within 1-5 years; Mid Term = Within 6-10 years; Long Term = 10+ years



**Project Phasing and Potential Costs - Capital Improvement Program Elements  
Planning, Policies, Studies & Capital Projects**

Item #	Facility/Park Planning District	Programming Activity	Priority	Leaders	Potential Costs	Potential Action Items/Notes
J	Moulton Park/ Summit Point/ Kabletown PPD	Master Plan Moulton Park.	Mid Term	JCPRC	\$30K	<ul style="list-style-type: none"> <li>- Determine preferred mix of facilities to be located in the park.</li> <li>- Evaluate opportunities to expand the park through strategic acquisitions of adjacent lands along the riverfront and across Bloomingery Road.</li> <li>- Consider removing camping from the park unless the park grows in size.</li> <li>- This undeveloped park could serve as a vital expansion of parkland within the Mount Mission/Ridge Park Planning District which is under-served with parkland.</li> </ul>
K	Heather Marriott Park/Mount Mission/Ridge PPD	Master Plan Heather Marriott Park.	Long Term	JCPRC	\$75K	<ul style="list-style-type: none"> <li>- This undeveloped park could serve as a vital expansion of parkland within the core of the County.</li> </ul>
L	Harvest Hills Park/North Port/Shenandoah Junction PPD	Master Plan Harvest Hills Park.	Mid Term	JCPRC	\$75K	<ul style="list-style-type: none"> <li>- This undeveloped park could serve as a vital expansion of parkland within the core of the County.</li> </ul>
M	Formerly Proposed Potomac Park/Sheperds-town PPD	Coordinate with NPS on Antietam NP Expansion onto lands in Jefferson County.	Near Term	JCPRC/ County Planning Staff	Staff Time	<ul style="list-style-type: none"> <li>- Ongoing coordination with Jefferson County Historic Landmarks Commission.</li> </ul>
N		County-wide Trail Standards Manual.	Near Term	JCPRC/ County Planning Staff	Staff Time	<ul style="list-style-type: none"> <li>- Establish official facility standards for trail facilities, to be especially utilized by private developers as incremental trail development occurs within. Standards should be connected to new land development projects.</li> </ul>
O		Land Acquisitions and Donation Acceptance Policy.	Near Term	Historic Landmarks Commission/ JCPRC	Staff Time	<ul style="list-style-type: none"> <li>- Establish a formal written policy for land acquisition and land donations.</li> <li>- Determine land designation policies for assigning the future value to the system for each parcel.</li> <li>- Determine future and long-term land management protocols for "land banking" parcels for future park development.</li> <li>- Formalize a policy for disposition of property that does not fit the vision of the JCPRC system.</li> </ul>

Key: Near Term = Within 4-5 years, Mid Term = Within 6-10 years, Long Term = 10+ years



## RESOURCE ROSTER FOR JEFFERSON COUNTY PARKS & RECREATION

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This section of the report provides recommendations on a strategic approach to raising and utilizing funds to support JCPRC's priority projects, programs and initiatives. This section also provides information on target funds that could advance your efforts.

Unfortunately, many traditional sources for parks and recreational funding have been eliminated or greatly reduced over the past decade, and there are very few grant sources available from the public sector, philanthropy, or Jefferson County corporations/businesses that could provide significant funding amounts for large capital projects, staff, or maintenance costs. Typically, a community will need to use bonding or other local capital financing strategies for the build-out and development of these types of projects, and their long-term maintenance. Also, some projects can incorporate revenue strategies which generate usage, rental and event fees, such as events centers, amphitheaters for music/theatric events, or recreational facilities.

In this context, JCPRC should consider grant funding and strategic investments as seed and planning resources that can be used to support and justify local capital financing campaigns that can cover the larger costs of capital projects, staff and long-term maintenance.

This section provides a brief overview of the targeted projects and funding needs identified in this report based on substantial consultations with the public, key stakeholders, and the JCPRC Board of Directors; a set of strategic recommendations for how JCPRC can position itself to be most competitive and successful on its funding objectives; and a summary of potential public, private, and philanthropic sources of funding that could be available for JCPRC's key initiatives.

## OVERVIEW OF JEFFERSON PARK & RECREATIONAL NEEDS

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This report provides recommendations on priority staff, programmatic, planning, and capital projects for JCPRC to pursue, including:

### **SEVEN KEY GOALS/INITIATIVES**

The report identifies seven projects that could produce major, game-changing capital improvements to the County-wide park and recreational system, totaling \$16-\$23 million overall, in 2016 dollars. These include:

1. System-wide upgrades to amenities, such as comfort facilities, infrastructure improvements and enhanced landscaping at existing parks, at cost of \$2 million to \$3 million;
2. 100-Mile Jefferson Connectivity Trail Network, at initial cost of \$1 million;
3. Expansion of Sam Michael's Park into a premier facility, including with the addition of an amphitheater, pavilions, and potential expansion, at the cost of \$3 million - \$5 million;
4. Jefferson County aquatics facility, at the cost of \$7 million to \$10 million;
5. Increased public waterway access project, at initial cost of \$1 million to \$2 million;
6. Land acquisition and development of amenities for a second County-Level Park, or a major expansion of existing park such as James Hite Park, at initial cost of \$2 million; and
7. Institution of a strong parks and recreation management system.

### **STAFF & EQUIPMENT RESOURCES**

- + This report recommends the establishment of new positions including "Director of Program Development & Special Events", a "Facilities Manager", and a "Trail Development Coordinator"
- + Estimate of \$220,000 annually for salary and benefits for all three positions (in 2016 dollars)
- + \$35,000 for an additional maintenance vehicle and \$32,500 for additional mowing equipment

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Investing in Parks & Recreation - Implementation & Action Plan

### PROGRAMS & PLANNING

This report recommends key next steps to support system-wide planning and management, drastically increased maintenance budgets, more detailed park master plans, feasibility studies, and collaboration with other entities, including:

- + \$30,000 for a System-Wide Design Standards & Landscape Manager Model
- + \$30,000 for a County-Wide Trail Standards Model
- + \$50,000 for an Aquatic Facilities Feasibility Study
- + \$515,000 in near- and medium-term park master plans for James Hite Park, Sam Michael's Park, Leetown Park, Mount Mission Park, Morgan's Grove Park, South Jefferson Park, Mouton Park, Marriott Park, and Harvest Hills Park
- + An increase in the annual maintenance budget to \$1,150,000 (an increase of ~\$820,000 annually)
- + Collaboration with the Jefferson County Board of Education, schools, the Jefferson County Planning Department among others, on sharing costs for staff and facilities, and national park and federal agency partners located in the County.

### KEY STRATEGIC APPROACHES TO FUNDING & FINANCING

Jefferson County and the JCPRC should consider a strategic approach to planning, implementing, and justifying its efforts to secure local and other sources of funding for its priority parks and recreation initiatives:

#### *Framing the Projects*

#### 1. FUNDING SUCCESS IS BASED ON PARTNERSHIPS & OUTREACH:

Parks & rec systems that focus on building robust partnerships with its public users, the broader general public, influential community leaders, and key organizations will be the most successful in raising funds for improvements and expansions. Such support will improve your success rate on applications for grant funding from state, federal, private sector and philanthropic funders. Such public support is also the critical foundation of any efforts to seek expanded local funding for parks, such as through increased County budget

allocations, or public parks levies. This overall Master Plan recommends a number of approaches to improved JCPRC partnerships in the community and with key organizations including the school system. This Plan calls for additional JCPRC staff, so that the Parks & Recs Director can spend more time on the important role of partnership building and community outreach. It may also be valuable for JCPRC to consider launching a "Friends of Jefferson County Parks" type campaign, using a small membership fee (perhaps \$10 per year), social media, influential local spokespeople, and outreach to key customer groups such as JCPRC users, soccer families, and other such groups to build a base of support for future fundraising efforts, and a revenue mechanism to support fundraising campaigns and other costs.

#### 2. ONE BITE AT A TIME:

The sheer size of the needs for Jefferson County parks and recreational upgrades, programming and maintenance could seem overwhelming, but your goals can be pursued in the same way as one eats an elephant – one bite at a time. Each project is really a series of phases, and each phase requires resources to pursue. These phases include: conceptual planning phases, public engagement, preliminary design and engineering, final engineering and permitting, construction bid documentation, construction, operations, programming, and maintenance. As you progress through these phases, you can build additional public support, local governance support, and support from key funders that can help you build momentum for later bites of the project. Focus on what kind of resources, support, staff, volunteers, and momentum you must utilize in order to get to and through the next bite of the project. Grants and contributions to JCPRC are typically easier to obtain to catalyze earlier stages of concept design, public engagement and engineering, and programmatic development, and typically harder for construction, operations and maintenance (which are also very costly in relation to available grant resources).

#### 3. LAYERS / FOCUS AREAS:

Every parks & rec project also has layers. Each project can have a variety of focus areas. A "park" or "recreational" project could be considered a watershed protection project, a stormwater and green infrastructure project, an urban forestry project, a trails project, a childhood education and development project, a recreational project, a tourism project, a public arts project, a festival project, a public health project, a sports project, a project to support

economically distressed citizens – or any and all of these combined, depending upon the specific project or initiative. The point is that each of these layers of a park and recreational project may have different sources of grants or other resources available to support them, which should frame your thinking about where you will seek funding, how you will shape your project to be competitive for that funding, and how you will approach the funding agencies to pitch your project.

#### 4. CONFIRM COSTS:

Once JCPRC has identified the focus areas and phases of each priority project, it is important to create estimates of probable costs for each component and phase of these priorities. It is difficult to plan for, budget, or ask the County or the public for funding if you have not clearly defined the costs for the projects you seek to pursue. For instance, if JCPRC identifies James Hite Park improvements as a key priority, and delineates key phases of that project to include the extension of water/sewer utilities to the property, bathroom facilities, and concession facilities, JCPRC must then identify the costs of each of these components. With clear estimates of costs, JCPRC can better match funding sources to priority needs, and persuade funders to support your requests.

#### 5. ASSESS CAPACITY TO SERVICE DEBT:

Park and recreational projects are often funded through local levies and bonding, and can also be funded by low-cost loan financing tools, such as the U.S. Department of Agriculture's Communities Facilities Program loans. JCPRC should consider working with a financial professional to conduct an assessment of JCPRC's capacity to service debt to support capital building and maintenance projects. For instance, debt that is used to create sports fields at Hite Road Park could be serviced at some level through sports user fees, tournaments, and sports tourism. Financing for a Sam Michael's Park pavilion could be supported at some level by events, concessions, or rental fees. Typically, it is difficult to make a convincing case for funding by saying, "If we build it, they will come". But it can be convincing to convey that, "If we build it, they will come and, if they come, they will pay, and we have done a professional assessment of how much they will likely pay – so here is the amount you should support for financing."

There are firms that specialize in sports and recreation finance, with services including cost and revenue projection,

fee study and development, and financial analysis for new or improved parks, sports and recreation facilities. JCPRC could consider procurement of such an expert firm. The cost of retaining such a firm truly depends on the scope of effort you seek. If JCPRC can work with internal County personnel on the structuring of a levy/bond effort, and assessment of what it would cost to service such debt, the costs of outside consulting can be reduced.

***Below are some examples of some of the best reputed firms in these areas:***

#### ***Ballard\*King & Associates***

- + <http://www.ballardking.com>
- + Highlands Ranch, CO 80126
- + B\*K forms a consulting team that provides a variety of pre-and post-design services for clients who are considering construction of a sports, recreation, aquatic, or wellness facility.
- + Premiere firm that evaluates the feasibility of public aquatic recreation facilities including performing analysis of operating cost & revenues, capital generations, funding, and project partnering.

#### ***Sports Facilities Advisory / Sports Facilities Management (SFA/SFM)***

- + [www.sportadvisory.com/index.php/Portfolio](http://www.sportadvisory.com/index.php/Portfolio)
- + *One of leading firms in nation focused on financing and business plans.*
- + *Based in Clearwater, FL*
- + *Services include feasibility studies, recreation center feasibility and business plans, offer financing options, planning, design, funding, and management, tools to assess feasibility, design, plan, fund, open, and manage community recreation and tourism venues.*

#### ***Sports Management Group***

- + <http://sportsmgmt.com/projects/community.html>
- + *Berkeley, CA*
- + *Work all over U.S.*
- + *Services emphasis on strategic planning support, policy manuals and facility maintenance programming.*

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Investing in Parks & Recreation - Implementation & Action Plan

### Johnson Consulting Group

- + <http://chjc.com/>
- + Offices in New York, Chicago, and California
- + Huge portfolio all over the nation, including tourism and entertainment projects: <http://chjc.com/past-project-experience/>
- + Firm specializing in serving public- and private-sector clients in North America including state, county, and municipal governments, sports franchise owners and teams, convention and visitors bureaus, asset and portfolio managers, financial institutions, private-sector developers, and universities and colleges.

### 6. BRIEFING SHEETS, RENDERINGS & OUTREACH MATERIALS:

Once you have conducted initial concept planning or preliminary engineering, it is very valuable to use your professional consultants to create briefing sheets, brochures, conceptual drawings, artists' renderings, web pages, and other outreach materials. These materials are critical to working with the public, funders, elected officials, and other key stakeholder to create a vision for a park and recreational project, and to project the outcome of the effort to fund the initiative. These materials can be distributed to customers, users and supporters, via the internet and social media campaign, in funding pitch packages, and in grant applications.

### FUNDING SOURCES TO CATALYZE PROJECTS & PROGRAMS

Following are known sources of funding to support park and recreational planning, design, and programmatic design phases of your priority projects.

1. **Land & Water Conservation Fund:** As JCPRC knows well from several successful efforts to secure LWCF funding, the West Virginia Department of Commerce provides annual grants using federal LWCF funding, on a 50/50 reimbursable grant basis, for a wide variety of high-quality public park and recreational projects, and parks/rec support projects. Grants average \$75,000 each, but can go as high as \$250,000. This fund could be used for nearly all of the parks planning and construction projects recommended in this report. See [www.wvcommerce.org/people/communityresources/infrastructure/landandwaterconservationfund/default.aspx](http://www.wvcommerce.org/people/communityresources/infrastructure/landandwaterconservationfund/default.aspx).
2. **National Park Service Rivers, Trails & Conservation Assistance:** The National Park Service annually awards packages of expert technical assistance to units of local government and parks departments to, among other activities, plan trails and greenway projects and systems, build recreational tourism plans, support youth involvement in conservation and recreational opportunities, and build partnerships to support projects. Jefferson County may have a competitive advantage for this assistance, given its proximity to the National Park Service headquarters, and the key role of the Harpers Ferry National Historical Park in this community. JCPRC should consider applying for this NPS assistance for the development of the multi-use trail network recommended in this report. Deadline is June 30 each year. See [www.nps.gov/orgs/rtca/index.htm](http://www.nps.gov/orgs/rtca/index.htm).
3. **USDA Community Facilities Funds:** USDA will provide loans and grants (Jefferson County does not have the demographic/economic distress to be highly competitive for grant funds) that can provide lower-cost and subsidized finance for community facilities including park and recreational projects, community centers, festival event facilities, and similar projects. These loans can be for up to \$10 million and for terms of up to 40 years, if reliable repayment streams can be confirmed. This could be a solid source for any big capital project, such as the Sam Michael's Park, Hite Road, multi-use trail, and/or aquatic facilities projects. See [www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program](http://www.rd.usda.gov/programs-services/community-facilities-direct-loan-grant-program) and the West Virginia office at [www.rd.usda.gov/wv](http://www.rd.usda.gov/wv).
4. **Transportation Alternative Program Grants:** The WV Department of Transportation provides annual "TAP" grants of up to \$200,000 on a 50/50 reimbursable matching basis for, among other kinds of projects, multi-use, pedestrian and bicycle trails. See [www.fhwa.dot.gov/map21/guidance/guidetap.cfm](http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm) and [www.transportation.wv.gov/highways/programplanning/planning/grant\\_administration/transportationalternativesprogram/Pages/default.aspx](http://www.transportation.wv.gov/highways/programplanning/planning/grant_administration/transportationalternativesprogram/Pages/default.aspx).

5. **WV Division of Highways, Surface Transportation Priority Funds:** The State of West Virginia receives very substantial levels of "STP" funding each year from the U.S. Department of Transportation for a variety of road, bridge, and other surface transportation projects – including multi-use, pedestrian and bicycle trails. While these funds can be difficult to wrest from State DOTs (particularly WV DOT, which is essentially broke), it is possible to secure these funds with a well-conceived project that has high public support, backed by strong advocacy.
6. **Benedum Foundation:** One of the few major charitable foundations which funds West Virginia projects is the Claude Worthington Benedum Foundation based in Pittsburgh, which spends 50% of its annual funding in West Virginia. Two focus areas for Benedum funding are community development and health promotion. Benedum generally does not fund capital construction projects. If JCPRC can articulate how its major parks and parks/rec tourism projects (e.g., festivals) can empower local people and improve their lives, JCPRC could potentially obtain planning and programmatic development grants for these planning efforts. Grants can be for up to \$500,000, typically on a 50/50 matching basis. See [www.Benedum.org](http://www.Benedum.org).
7. **Kaboom!** Kaboom! is a national non-profit organization in Washington, DC that provides grants for community-engaged playground design, playground equipment grants, and innovative/creative playground equipment grants to municipal park entities. See [www.Kaboom.org](http://www.Kaboom.org).
8. **Coca Cola Foundation/NRPA:** The Coca Cola Foundation is providing grants to local communities to improve park and recreation facilities and improve access to physical activity, with focus areas in sports facilities, teen wellness initiatives, outdoor fitness equipment, and similar initiatives. See [www.coca-colacompany.com/our-company/the-coca-cola-foundation](http://www.coca-colacompany.com/our-company/the-coca-cola-foundation).
9. **CitizInvestor:** CitizInvestor is a crowdfunding service that helps a local community design a crowdfunding campaign for local projects, often including parks and recreational projects. CitizInvestor takes a small cut (6-7%) to organize your local crowdfunding campaign. It is adept and highly successful at funding projects in the \$5-\$15k range, and can also organize larger campaigns for up to \$50,000 with more effort. See [www.CitizInvestor.com](http://www.CitizInvestor.com).
10. **Urban & Community Forestry Grants / CommuniTree:** As JCPRC knows from its successful efforts to secure these grants in the past, the WV Division of Forestry can provide state and U.S. Forest Service funding to support tree planting campaigns which can be part of park landscaping initiatives. These programs can provide free or subsidized trees, technical assistance for community forestry development efforts, and grants for forestry projects. JCPRC can begin efforts to secure additional resources through communication and collaboration with the WV State Forester and the State regional forestry contact for the Eastern Panhandle. Grants are typically due July 1. See [www.cacaponinstitute.org/Forestry/CTree.htm#Application\\_Materials](http://www.cacaponinstitute.org/Forestry/CTree.htm#Application_Materials).
11. **WV Governor Community Partnership Fund:** As JCPRC knows from its successful efforts to secure these grants, the Governor's, Community Partnership Fund is essentially an earmarking fund for local delegates and senators that can provide grants of between \$5,000 and around \$50,000 for well-supported local projects.
12. **Appalachian Regional Commission:** Although multi-use trails are not a primary focus of ARC funding, the federal agency has provided grants under its "asset-based economic development" grant funding category for the development of multi-use trail systems that enhance a local economic development strategy—which could definitely apply to JCPRC efforts. See [www.arc.gov/grants](http://www.arc.gov/grants), and reach out to the ARC representative in West Virginia, housed at the West Virginia Development Office (Mr. James Bush at the time of this writing).
13. **Natural Capital Investment Fund:** An affiliate of the Conservation Fund and based in Shepherdstown, WV, Natural Capital is an investment and loan fund providing resources to rural communities in a nine-state region, including West Virginia, for a variety of sustainable local initiatives that can include heritage and recreation-based tourism and land conservation, which could apply to JCPRC riverfront preservation and recreation initiatives, or multi-use trails deployment. The Appalachian Regional Commission gave Natural Capital a large grant in summer 2016 to form a program to provide more funding for community activities in

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the region. See [www.conservationfund.org/what-we-do/natural-capital-investment-fund/our-approach-and-impact](http://www.conservationfund.org/what-we-do/natural-capital-investment-fund/our-approach-and-impact).

**14. Green Infrastructure Resources:** Jefferson County communities are going to come under increasing pressure, and have increasing opportunities, to design and deploy resources including raingardens, tree-planting, riparian buffers and similar “green infrastructure” facilities to protect the water quality of the Chesapeake Bay and its tributaries. If JCPRC intends to further develop Moulton Park or new riverfront park and recreational resources, it may be able to obtain grants from the Chesapeake Bay Foundation, the Chesapeake Bay Trust, the National Fish and Wildlife Foundation’s Chesapeake Bay Stewardship Fund, the WV DEP (through the Clean Water State Revolving Fund “Green Reserve” set-aside program), or other funders for green infrastructure projects that can double as natural areas, green spaces, landscaping projects, and environmental education centers in Jefferson County parks.

**15. Local Institutions:** Although many local institutions seem to be struggling with their own resource levels at this time, certain entities may be able to provide reasonable matching grants for park and recreational planning by the JCPRC to improve the quality-of-life and tourist and investment potential in Jefferson County. These entities could include Hollywood Casino, the American Public University System, the National Park Service, Wal-Mart and others. To succeed with these funders, JCPRC should develop a very specific project, leverage other funding, and seek gap-filling investments from senior leadership in these institutions.

**16. West Virginia Tourism Division, Matching Advertising Partnership Program:** JCPRC may be able to obtain matching marketing dollars, on a 50/50 reimbursement basis, from the West Virginia Division of Tourism’s “Matching Advertising Partnership Program” or “MAPP”, which provides grants of up to \$10,000 for advertising of programs, projects and locations that attract tourism to West Virginia. This could be a good source for festival and event programming by JCPRC and its park users. See <https://gotowv.com/industry-information/mapp/>.

**17. Outdoor Recreation Legacy Partnership Program, National Park Service:** The National Park Service provides approximately 25 grants of up to \$450,000 each for outdoor recreation projects that provide benefit to economically distressed citizens and families. Each state, which in this case means the WV Department of Commerce, can submit up to two (2) recommended projects each year, which puts those projects into the national competition for grant award. The challenge for JCPRC will be to demonstrate that the project provides a significant benefit to economically distressed citizens and neighborhoods, which is a focus for this NPS program. To begin the process of seeking selection by the State of West Virginia for this grant, which is typically due in the spring each year, contact the Land and Water Conservation Fund officials at the WV Department of Commerce, see [www.wvcommerce.org/people/communityresources/communityrevitalization/LandAndWaterConFund/default.aspx](http://www.wvcommerce.org/people/communityresources/communityrevitalization/LandAndWaterConFund/default.aspx).

## LOCAL FUNDING

As mentioned at the outset of this funding and implementation section, the core strategy for the Jefferson County Parks & Recreation Commission should be to make the case for, and organize for, a strategy to secure local financing resources for the betterment of County parks and recreation resources. Without this additional local “skin in the game”, Jefferson County will have a difficult time matching grant funds, conducting significant capital construction projects, fulfilling staffing and maintenance goals, and accomplishing your key future goals.

Local funding can be boosted in three significant ways:

**1. Flexible Use of Development Impact Fees:** As JCPRC knows well from its own deliberations and its presentations to the Jefferson County Commission, the Jefferson Office of Impact Fees has created a methodology for disbursement of impact fee revenues that, in short, is badly restricting the ability of the County to construct basic, needed improvements to County-wide parks such as James Hite Park. Using a “Level-of-Service” approach and “cash flow methodology” to charging and disbursing impact fees which were created locally but are not required or specified by state or local code, the County system has mandated that there must be a ratio of fee revenue spent on land acquisition vis-à-vis land improvement. Because land improvement

at major County parks can be so expensive, JCPRC is now in a position that it must buy more lands before it can improve the parks it has already established. As a result, there is \$300,000 in unused parks and rec revenue sitting frozen in the local impact fee accounts.

Thus, for instance, James Hite Park is now a cleared, graded, essentially empty 119-acre park with an only an entrance road, parking lots, stormwater management and perimeter trail – but no other facilities whatsoever. There are soccer goals and painted fields that were funded and installed by the local recreational soccer league. These soccer fields support nearly 1,000 players plus their families on numerous days throughout the year, without any bathroom facilities, concession facilities, or other improvements. Yet, there is a fund of \$300,000 sitting in the Parks & Recreational account of the County's impact fee resources, which cannot be spent on any aspect of James Hite Park improvements unless JCPRC buys more parkland (which, in turn, may sit fallow because available fees may be restricted from supporting improvements under the County's impact fee methodologies).

In June 2016, the County Commission directed County staff overseeing the Office of Impact Fees to assess this issue and determine whether a more flexible, solution-oriented approach could be adopted that would allow funds sitting in the parks and recreational accounts to be needed to provide needed upgrades and amenities on county-wide parks that lack them. JCPRC should seek to provide more proactive and organized input to County staff and elected officials, backed by the involvement of citizens from the local sports recreational leagues who are suffering the impacts of these funds being barred from use. JCPRC should work with County staff to find a methodology for parks and recreation fee disbursements that ensures that we are following state and local law mandates that impact fees serve the citizens who paid these fees, without locking them away inflexibly from the very uses that could serve these citizens.

2. **Development Dedication of Facilities, Particularly Trails & Riverfront Lands:** As land is developed in Jefferson County, there are opportunities to create park and recreation facilities that benefit both the specific development and the broader community – especially multi-use trails or riverfront/riparian lands. And, if

particular lands are developed that could contribute to broad trail networks, without considering how the trail might be part of the development planning and implementation, such opportunities could be lost.

JCPRC should consider working with partners such as the Hagerstown-Eastern Panhandle MPO and local municipalities to establish a map with targeted future trail systems and links, which can then be used to inform local planning, zoning and development officials about the need for development dedications, proffers, or requirements for set-aside of lands or easements for such trails when particular lands are moved into development. JCPRC can ask county and city development authorities to review their codes and policy positions to determine whether and how they could establish development donation, dedication, or incentive programs to encourage or require landowner and developer dedication of these trail or other recreational facilities. In some cases, land developers may be favorable to such dedications, because they may seek to improve the future value of their own projects, or the broader community quality-of-life. There may also be permissible tradeoffs of density or other development rights in exchange for the dedication and/or construction of trail or recreational facilities. For instance, in recent years parks and multi-use trails were created or pledged at Craighill Estates, Norbourne Glebe, Huntfield, Fairfax Crossing, Briar Run, and Shenandoah Springs. Given that the cost of purchasing lands or easements for regional trail or riverfront open space systems can be very expensive, such approaches to developer dedications in Jefferson County could drastically reduce the costs of these recreational facilities.

3. **Local Parks & Recreation Fee Levy:** Perhaps the most important approach to funding Jefferson County parks and recreational improvements, particularly for the large capital projects identified as high priorities in this master plan, is to seek citizen approval of a local parks and rec bond levy. A bond levy would enable the County to obtain and service municipal bonds that can be used on major capital projects. We note that, across the nation, local parks and recreation funding campaigns are usually highly successful, because local citizens are willing to pay for parks. Like the 78% positive vote for the Excess School Levy in Jefferson County in 2015, if local citizens know what they are paying for and believe

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that it is worthy, they will vote for tax and fee levies to support these priority initiatives. We note that more than 85% of local park levies, ballot initiatives and referenda across the United States have been passed over the past decade. In the case of Jefferson County, some of the major proposed improvements to park facilities could also be revenue generators for not just JCPRC, but for the community as a whole. For instance, the creation of a better amphitheater at Sam Michael's Park could support additional musical and theatrical events that could provide revenue. An aquatic center could generate revenues from users. A James Hite Park with concession, bathroom and lighting facilities could draw sports tourism that could be an economic boon to the County through hotel and hospitality spending.

We also suggest that the JCPRC explore a relationship with the Trust for Public Land ([www.tpl.org](http://www.tpl.org)), which runs a "Conservation Finance Center" which provides direct technical assistance to local governments to research park funding initiatives, and to compose ballot initiatives and campaigns to raise this local public funding. See [www.tpl.org/services/conservation-finance](http://www.tpl.org/services/conservation-finance). The Trust for Public Land has already achieved significant conservation, parks and recreation victories in Jefferson County, including the saving and preservation of Murphy's Farm and the Schoolhouse Ridge Battlefield site.

In this context, we recommend that JCPRC and its supporters work with the public, community organizations, sports leagues, JCPRC users, the Jefferson County Commission and other stakeholders to develop a public campaign to support a 2017 ballot measure for a dedicated, 5- to 10-year parks and recreational levy fee in Jefferson County. There are several potential keys to success on such a levy effort:

- + **Define the Deliverables:** Do not base the campaign on a vague "we need to improve our parks" justification. Identify specific initiatives, such as trails, aquatic facilities, Sam Michael's Park upgrades, James Hite Park improvements, staff and programmatic improvements, and so on. Clearly define what the levy would pay for and produce – what are taxpayers paying for, and how will it benefit them?
- + **Major Public Engagement:** Be prepared to engage and motivate a cadre of volunteers and supporters

to reach out to the public, key organizations, and key constituencies to explain and support the parks levy, using professional brochures, social media, and marketing tools. Again, it would be valuable for this purposes, and many other reasons, to launch and build a "Friends of the Jefferson County Parks" campaign.

- + **Community Leader Engagement:** Identify the top group of local elected officials and influential parties who need to be engaged early and often, including the Jefferson County Commissioners, Jefferson County staff, business leaders, tourism development leaders, and recreational league leaders. There are also leaders within the network of local library and arts communities who may be seeking county levy support for their own goals. Convene these local influential leaders and stakeholders early and often to talk about the campaign's goals, to discuss their questions and concerns, and to enlist their support and leadership.
- + **Crunch the Numbers:** JCPRC and its allies should thoroughly understand, and be ready to convey, how the levy works in practical action. For instance, we know that the Jefferson County Schools excess levy passed in late 2015 is raising \$19 million per year for five (5) years, and that the excess levy rate is 45.9-cents per \$100 of assessed property value. With a median house value in Jefferson County (in 2016) of \$260,000, the median assessed value for taxation purposes would be \$156,000. At the school levy rate, a median-value household would pay \$716 per year, or around \$60 per month, to support the overall \$19 million annual need. In the case of JCPRC costs, this Master Plan recommends a range of \$16-\$23 million in total project costs for the seven key initiatives – with a midrange value of about \$19 million total (that is, Parks & Rec would not need \$19 million each year over five years, just once). Thus, an approximate levy rate for a median household for a JCPRC levy would be about one-fifth of the school levy rate, or about \$144 per year or \$12 per month. This kind of information is critical to moving a levy campaign forward. Clear and explainable information on the financing approach will inspire confidence in voters that the levy is money well spent.
- + **Use Professionals:** Again, it is important to engage professional support for your local financing efforts, such as park and recreational consultants, professional

marketing consultants, the Trust for Public Land's Conservation Finance Center, and similar support. JCPRC's Board of Directors should also consider whether a levy campaign can and should be run by the Board, or should be conducted by an independent organization, such as a Political Action Committee, which can raise and expend funds for these purposes without entanglement with day-to-day JCPRC operations.

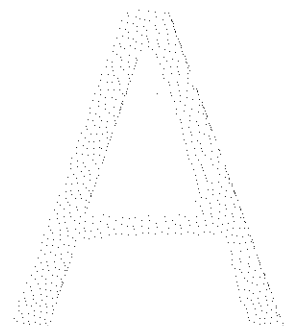
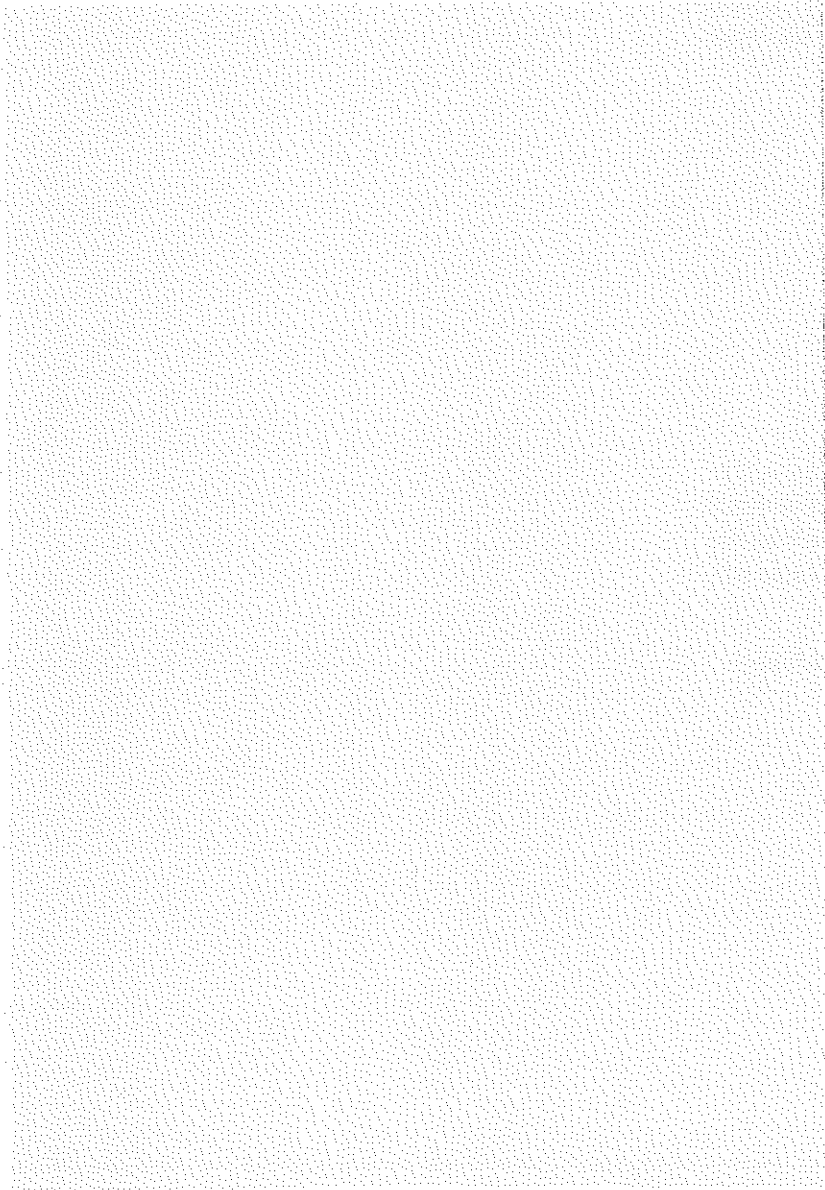
In addition to a parks/rec levy which would be imposed as taxes or fees on property owners, JCPRC should explore other funding opportunities with its allies and Jefferson County leadership, including:

- + **Restoration of Parks & Rec Impact Fees:** It is unreasonable to ask existing citizens to pay more fees for parks and recreational improvements, when new growth and incoming future residents do not bear their fair share of park and recreational upgrades to meet the needs of this expanding growth. JCPRC should explore adding a ballot provision to the parks levy measure that asks voters whether they support a restored development impact fee for parks and rec.
- + **Parks & Recreation Funds from a new Jefferson County Sales Tax:** In 2015, the cities of Charles Town and Ran son, together with 19 other West Virginia cities, obtained the "home rule" authority to apply a 1% sales tax within their jurisdictions, which is already providing hundreds of hundreds of thousands of dollars each to these local municipalities. Although West Virginia counties have not yet taken advantage of the opportunity, state law will allow counties that have fulfilled the requirements of the Local Powers Act (including Jefferson County) to impose sales taxes in a similar way as home rule cities do. This could be a significant source of revenue for the scarce Jefferson County budget and, with collaboration with the public and the Jefferson County Commission, the JCPRC could potentially obtain a meaningful portion of such new resources for its parks and recreational priorities.

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# JEFFERSON COUNTY PARKS & RECREATION MASTER PLAN

## appendix a: assessment of existing facilities



# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## appendix a - assessment of existing facilities

Park assessments are based on physical, on the ground observations of the current conditions of JCPRC's parks and facilities as a way to determine the current state of the system and recommendations for the future.

### PARK ASSESSMENTS

The Jefferson Parks and Recreation Commission controls 409 acres of dedicated parkland for active and passive recreation. The cities and towns in the County provide, approximately, an additional 162 acres. An assessment of the JCPRC facilities was undertaken to determine the current state of the system, future needs, and if trends are being met.

The factors used in this assessment include:

- + Amount of parkland
- + Location and distribution of facilities
- + Connections between parks
- + Type of recreation facilities provided
- + Condition of parks and facilities

The overall analysis of parks and recreation facilities as presented in this plan was conducted using accepted national standards including, but not limited to, sources such as the Consumer Product Safety Commission and Americans with Disabilities Act (ADA) regulations.

The following is summary of the assessment of each park.

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**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
+ *Appendix A: Assessment of Existing Facilities*

**MORGAN'S GROVE PARK**





*View of entrance from Kearneysville Pike.*

## **Morgan's Grove Park**

(26.7 Acres)

**Location:** - 4198 Kearneysville Pike, Shepherdstown, WV

**Park Planning District:** Shepherdstown

**Classification:** Primarily Passive - Neighborhood-Scale

### **Features:**

- + Softball Field (1)
- + Soccer Field - Larger/non-regulation (2)
- + Soccer Field - Practice/overlapping (4)
- + Volley Ball Court (1)
- + Horseshoe Pits (2)
- + Merry-Go-Round (1)
- + Jungle Gym
- + 2-5 year-old play area
- + Ball Funnel
- + Swing Set - Under 5 (2)
- + Swing Set - 5-12 (4)
- + Slide (1)
- + Exercise Trail/Stations
- + Concession Stand
- + Passive Open Space
- + Picnic Tables (23)



*Non-regulation sized soccer field near rail line.*

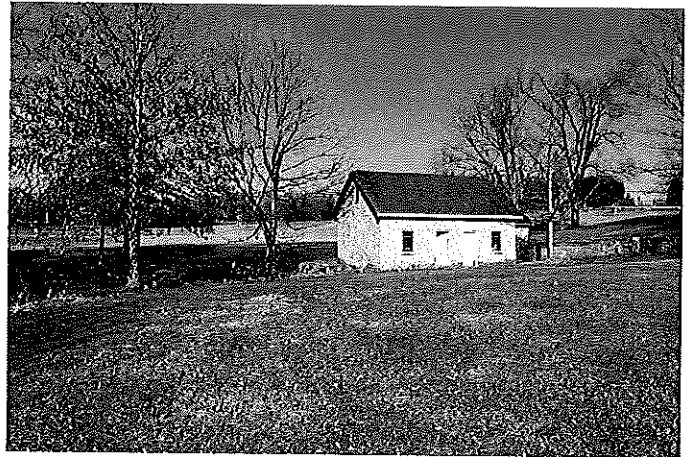


*Exercise station.*

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Appendix A: Assessment of Existing Facilities

- + Pavilion - 1 Lighted
- + Barbecue Pitts/Grills (4)
- + Benches (9)
- + Paths/Walkways
- + Equipment Shed (2)
- + Restrooms (1 building)
- + Spring and Spring House
- + Wooden Bridges
- + Trash Receptacles (5)
- + Parking - gravel not-lined



*Spring House.*

### Issues/Constraints:

- + Ballfield backstop is small, with no infield or bases, sloping and poorly drained.
- + Running/walking trail does not have any distance markings along route.
- + Pavilion is haven for birds - Bird droppings under roof.
- + The old retaining wall that separates the pavilion from the spring house is in disrepair.
- + Fallen limbs of trees in playground area; there is a need for canopy tree management strategy.
- + Informational signage throughout park.
- + Town Run Watershed - spring area was heavily saturated.



*5 year-old and under play area.*

### Opportunities/Recommendations:

- + Prepare a Master Site Development Plan for the park.
- + Remove all soccer fields and replace with a well defined, well-drained, "central green" which can serve as a multi-use field.
- + Develop a canopy/vegetation management strategy that ensures the perpetuation of the tree canopy as selective removal may need to occur.



*Pavilions.*



*Stream crossings.*



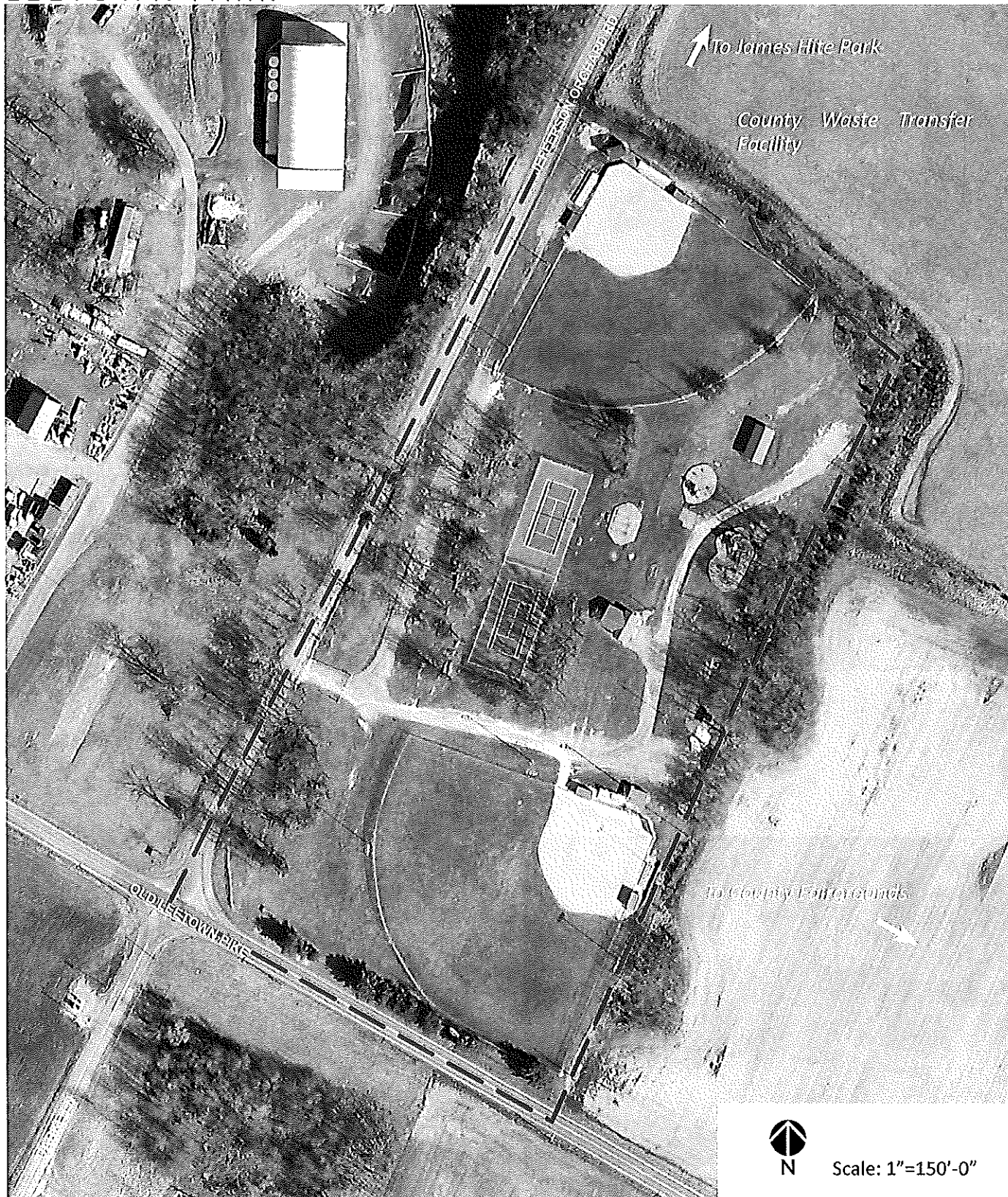
*Picnic area - Note soil erosion and compaction issues.*

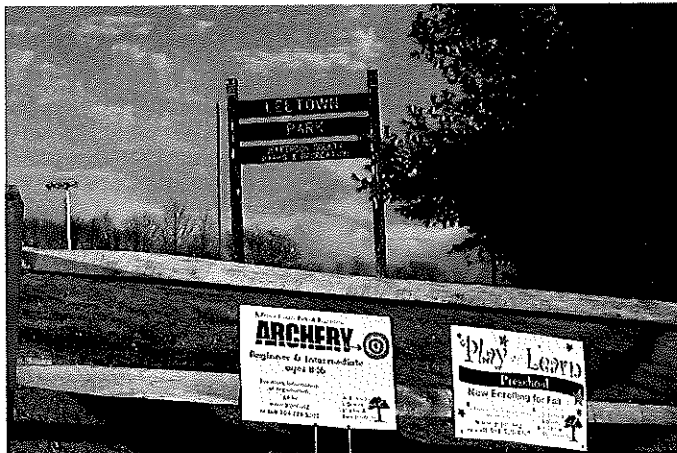
- + Reconfigure parking area and defined parking edges to eliminate gravel "creep."
- + Remove vehicular connection between parking lots.
- + Undertake streambank restoration, invasive plant removal, and native planting restoration.
- + Make Spring House a focal point landscape "place" within the park.
- + Remove small soccer field near railroad tracks and replace with a smaller lawn (reduce turf/increase layered native plant buffers).
- + Evaluate pedestrian circulation network including formal paths to stream crossings.
- + Improve surface treatments of picnic areas.
- + Create two distinct play zones - one for 5 and under and one for 6-12 year-olds.
- + Upgrade site fixtures to match system-wide palette.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

+ Appendix A: Assessment of Existing Facilities

## LEETOWN PARK





Park entry.



Play area and swings.



Ballfield - Note poor drainage.

## Leetown Park

(10.4 Acres)

Location: - 56 Jefferson Orchard Road, Kearneysville, WV

Park Planning District: Leetown

Classification: Primarily Active - Neighborhood-Scale

### Features:

- + Softball Fields (2) - Lighted
- + Horseshoe Pits (1)
- + Tennis Courts (2)
- + Play Areas (2)
- + Concession Stand (2)
- + Picnic Tables (7)
- + Pavilion
- + Barbecue Pits/Grills (1)
- + Benches (7)
- + Drinking Water (2)
- + Equipment Shed
- + Restrooms
- + Trash Receptacles (10)
- + Parking (number and spaces not defined)

### Issues/Constraints:

- + Erosion along entrance gravel drive.
- + Ballfield infield next to Leetown Pike is eroding through fence and down gravel drive.
- + Fencing of ballfield next to Leetown Pike is in poor condition.
- + Press box area has roof damage.
- + Erosion of slope onto concrete pad for bleachers on Third-base line.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Appendix A: Assessment of Existing Facilities

- + Concession stand has missing gutters and some graffiti.
- + Underside of pavilion roof needs repairs and paint.
- + Tennis courts are in nice condition. One needs a net replaced.
- + Benches around swings are very close to edge of soft surface and require painting or replacement.
- + Pavilion requires painting.
- + Horseshoe pits are in disrepair.
- + Rock outcroppings throughout park are a limitation and a potential site feature if well integrated into landscape/planting design.
- + Flooding in dugout on north eastern side of park.
- + Missing bleachers - concrete blocks in ground

### Opportunities/Recommendations:

- + Prepare a Master Site Development Plan for the park.
- + Upgrade site fixtures to match system-wide palette.
- + Reconstruct ballfields with proper drainage and replace fencing with new vinyl coated fencing.
- + Evaluate circulation and create well defined parking areas and defined parking edges to eliminate gravel "creep."
- + Develop a canopy/vegetation management strategy that ensures the perpetuation of the tree canopy.
- + Develop trail connections to County Fairgrounds Complex and James Hite Park.



*Tennis courts.*



*Pavilion.*



*Ballfield - Note poor drainage.*



*Internal vehicular circulation.*



*Restroom facilities.*

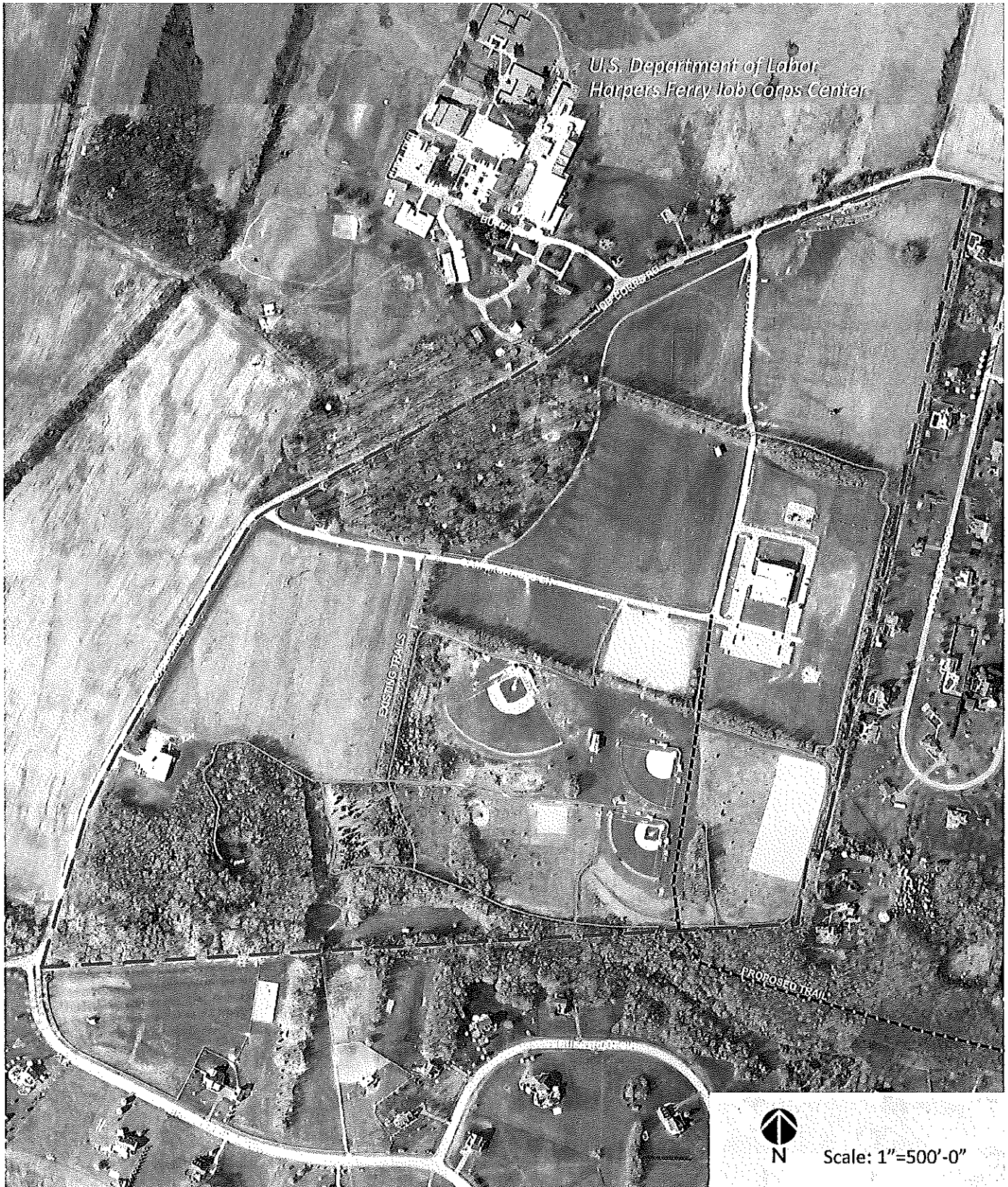


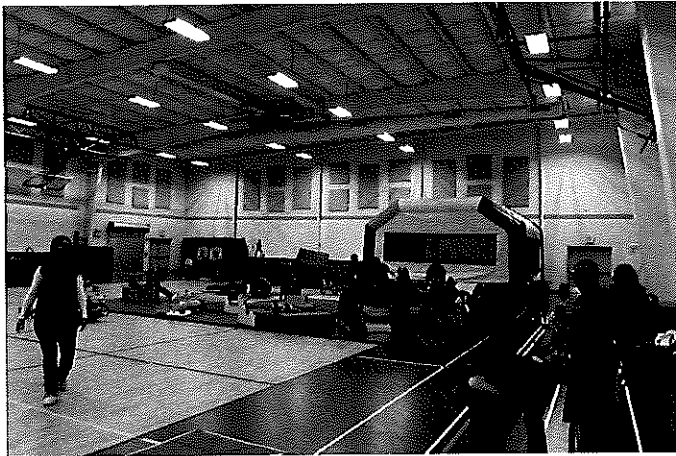
*Play area.*

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

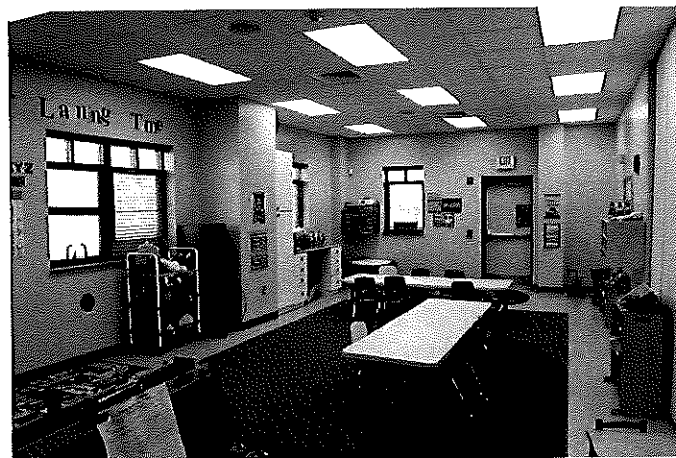
+ Appendix A: Assessment of Existing Facilities

## SAM MICHAEL'S PARK





*Gym.*



*Multi-Purpose Room.*



*View of ballfields.*

## Sam Michael's Park

(137.8 Acres)

**Location:** - 235 Sam Michael's Lane, Shenandoah Junction, WV

**Park Planning District:** Harpers Ferry/Bolivar & Charles Town/Ranson (this park is at the nexus)

**Classification:** Primarily Active - Community-Scale

### Features:

#### + Recreation Facility

- Administration Offices - Limited Space
- Makeshift Conference Room/Employee Break Room
- Basketball Courts - 1 Full Court 2 Overlapping - One Half Court Outside in Parking Lot
- Small Indoor Track
- Bleachers Seat Approx. 600
- Dance Studio
- Multi-Purpose Rooms (2)
- Limited Storage Space
- Restrooms with Showers
- Concession Stand
- Fitness Room

+ Little League Baseball Fields with Bleachers (2) - 1 Lighted

+ Softball Field (1) with Bleachers

+ Soccer Field - Full Size (1)

+ Soccer Practice Field (1)

+ Volleyball Court

+ Outdoor Concession Stand (2)

+ Picnic Tables (100+ Owned by City Council for Events)

+ Pavilions (4)

+ Pavilion with Kitchen (1)

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Appendix A: Assessment of Existing Facilities

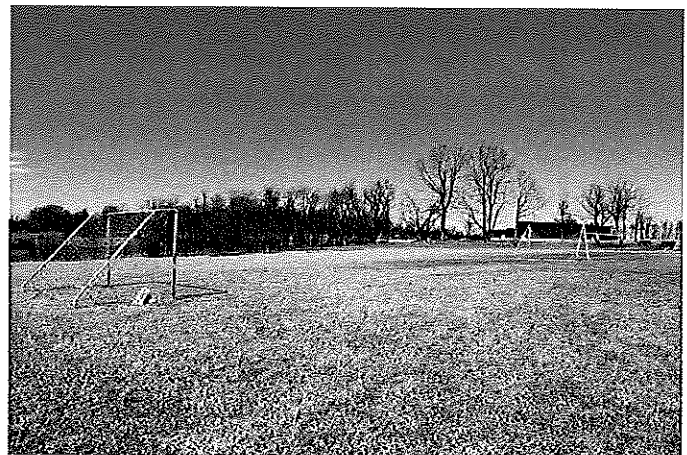
- + Barbecue Pits/Grills (2)
- + Benches (14)
- + Paths/Walkways
- + Security Lighting
- + Drinking Water
- + Equipment Shed (2)
- + Restrooms (3)
- + Trash Receptacles (16)
- + Parking
- + The Columns - Wedding Venue
- + Sam Michael's Home
- + Wetlands
- + Camping Area
  - Fire Pit with Benches
  - Picnic Tables (3)
  - Trash Receptacles (3)
- + Passive Open Space
- + Meadows
- + Dog Park - Large
- + Playground Areas
  - Multi-Age Play Equipment
  - Picnic Tables (2)
  - Benches (2)
  - Swings - Under 5 (2)
  - Swings - 5-12 (4)
  - Slide (1)
- + Memorial Pavilion
  - Picnic Tables (9)
  - Benches (1)



Large pavilion/restrooms complex with ballfields area.



Internal trail network.



Internal trail network.



*Play area.*



*The Columns - Wedding Venue.*



*Pavilion with fireplace in wooded section of park.*

**Issues/Constraints:**

- + Large event space doubles as a dog park when no events are planned. This facility consumes a large amount of space (proportionally) within the park.
- + Full concession stand inside recreation building. Would like to see rented out to a vendor.
- + Staff would like a stove in the concession stand.
- + Staff expressed a need for more administration office space.
- + There is a need for a more permanent conference room within the center. Currently using a storage closet to function as an employee break room and conference room.
- + Multi-purpose room wall can be opened to include the preschool room if space is needed. - Have held conferences in these rooms before.
- + Need additional storage space. Current space runs along the length of the basketball court.
- + No directional signage for paths and trails. Working on draft plan currently. Can be confusing to navigate in current state.
- + Wedding venue difficult to gain access to from park. Behind maintenance building with no paved parking.
- + Dead and broken tree limbs located around The Columns wedding venue.
- + Indoor gym converted into indoor play area from October to April when the parks open.
- + New plantings along Job Corps Road are a mono-culture and not indicative of hedgerows of Jefferson County and lack native species diversity.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + *Appendix A: Assessment of Existing Facilities*

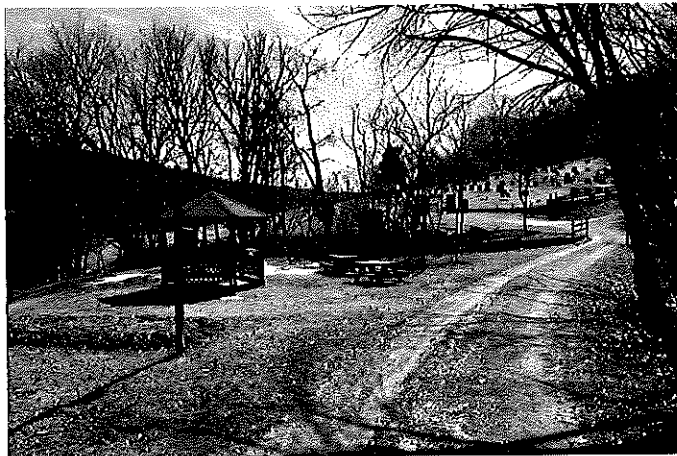
### Opportunities/Recommendations:

- + Create an updated Master Site Development Plan for the park to address the issue of the preferred mix of facilities within the park, i.e. dog park, amphitheater, etc.
- + Develop a canopy/vegetation management strategy that ensures the perpetuation and expansion of the tree canopy within the park. The master plan should include a strong emphasis on improving the landscape plantings throughout the park. This park is indicative of many of the parks in the system with a clear dichotomy between the active areas which generally lack attractive park-like amenities such as canopy trees, etc. and natural areas which generally have limited or no maintenance. Plantings should emphasize native species.
- + Upgrade site fixtures to match system-wide palette.
- + Evaluate circulation and create well defined parking with defined parking edges as opposed to growing and poorly defined gravel lots.
- + Consider adding an amphitheater to the site.
- + Study increasing the play area to establish a large history/nature-based destination play zone.
- + Consider implementing a spray pad as a part of a destination play area.
- + Promote trail connections in all directions to connect existing and future developments and schools to the park.
- + Opportunities to acquire adjacent lands for park expansion should be considered. This park, especially if expanded, could serve as the County's true "central park."

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**BOLIVAR NATURE PARK**





*Gazebo and picnic tables near Econo-Lodge/cemetery entrance.*



*Woodland path.*



*View within park.*

## **Bolivar Nature Park**

(6.8 Acres)

**Location:** - 294 Jefferson St, Harpers Ferry, WV 25425

**Park Planning District:** Harpers Ferry/Bolivar

**Classification:** Primarily Passive - Neighborhood-Scale

### **Features:**

- + Picnic Tables (2)
- + Benches (2)
- + Trash Receptacles (1)
- + Gazebo
- + Marked Hiking Trail

### **Issues/Constraints:**

- + No parking other than some limited alley parking and using the Econo-Lodge parking lot.
- + No formal pathway access from Econo-Lodge parking lot.
- + Gravel access drive to Cemetery.
- + Retaining wall and bridge crossing creek is in disrepair.
- + Two benches randomly placed along trail.
- + Trees are marked for trail direction - Appalachian Trail
- + Number posts - most are missing trail marker numbers or are split and broken.
- + Trash from property on hill is falling into park area - plastics, tires, scrap metal, etc.

### **Opportunities/Recommendations:**

- + Prepare a Master Site Development Plan for the park to specifically address access into the park (including from the top and lower elevations), and a circulation route.
- + Develop a canopy/vegetation management strategy that ensures the perpetuation of the tree canopy. Selective removal may need to occur.
- + Determine if there are opportunities to provide camping within the park.

**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
+ *Appendix A: Assessment of Existing Facilities*

**SOUTH JEFFERSON PARK**



## South Jefferson Park

(72.6 Acres)

**Location:** - 4095 Leetown Road, Summit Point, WV

**Park Planning District:** Summit Point/Kabletown

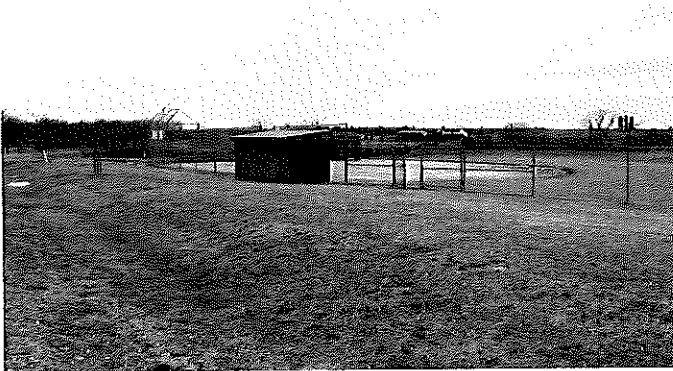
**Classification:** Primarily Active - Community-Scale

### Features:

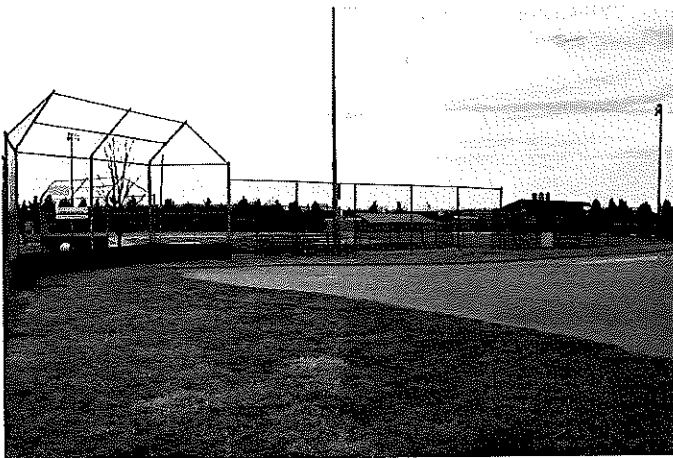
- + Little League Baseball Field (1) - Lighted with Bleachers - Missing Score Board
- + Baseball Fields (1) - Bleachers and Score Board - No Lights
- + Softball Fields (4) - Bleachers No Lights
- + Batting Cages (3)
- + Soccer Field Full Size (1)
- + Soccer Practice Field (1)
- + Practice Area (4)
- + Volleyball Court (1)
- + Basketball Court (1.5)
- + Tennis Courts (2)
- + Multi-Age Play Area (1)
- + Concession Stand (1)
- + Passive Open Space
- + Picnic Tables (6)
- + Pavilion (1)
- + Benches (5)
- + Drinking Water (3)
- + Parking - Gravel
- + Mowed Grass Paths

### Issues/Constraints:

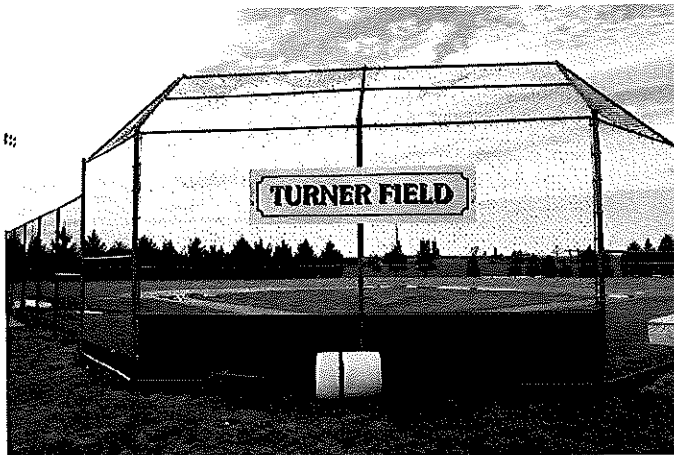
- + Gravel access drive is very saturated with water.
- + Little league field is missing score board.



*View of softball fields - Note drainage issues.*



*View of softball fields.*



*Baseball field.*

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Appendix A: Assessment of Existing Facilities

- + Concession stand with pavilion has some graffiti on the floor and walls.
- + Monitoring well by playground.
- + Saunders field
  - Dugouts paint in poor condition.
  - Infield mix in good condition - need of minor repairs.
  - Missing score board.
  - Erosion on slope behind first base-line dugouts.
- + No paved or gravel pathways throughout park.
- + No designated parking at front entrance of park for soccer and softball fields.
- + Half court basketball court in front of park needs resurfacing and leveling.
- + Dirt and sand on court.
- + No pathway or benches at court.
- + Multi-purpose field - Contains bases, bleachers and smaller backstop. Grass infield with dirt lines to bases.
- + New small tree plantings throughout park. Some have been broken off at end of protection tube.
- + Randomly placed storage building in back of park by baseball field. Gates on garage and entry doors.
- + Junk in adjacent field next or adjacent to open field and kickball area.
- + Gravel turnaround court is overgrown and leads to nowhere.
- + Electrical boxes and meters around gravel turnaround court and throughout park.
- + Benches could require painting.
- + Play areas need soft surfaces.
- + Volleyball court does not have a net.
- + Full court basketball needs resurfacing and line painting.
- + Large open field areas throughout park.



Soccer fields.



Basketball courts.



Swings.



*Pavillion with concession stand.*



*Play equipment.*



*Play equipment.*

- + Plantings at entrance in disrepair.
- + Soccer fields used heavily.
- + Ponding water and drainage issues on all fields.
- + Park needs wayfinding and entry elements.
- + Park is in a remote location. No pedestrian access from areas surrounding the park.
- + Forested area of the park are not treated as a park amenity.

#### **Opportunities/Recommendations:**

- + Prepare a Master Site Development Plan for the park to address the issue of the preferred mix of facilities within the park.
- + Develop a canopy/vegetation management strategy that ensures the perpetuation and expansion of the tree canopy within the park. The master plan should include a strong emphasis on improving the landscape plantings throughout the park. This park is indicative of many of the parks in the system with a clear dichotomy between the active areas, which generally lack attractive park-like amenities such as canopy trees, and natural areas, and generally have limited or no maintenance. Plantings should emphasize native species.
- + Upgrade site fixtures to match system-wide palette.
- + Evaluate circulation and create well defined parking areas with defined parking edges as opposed to growing and poorly defined gravel lots.
- + Study increasing the play area to establish a larger multi-age play zone within the park, including integrating creative play through larger-scaled elements such as landforms.
- + Consider implementing a spray pad as a part of the play area.
- + Promote trail connections in all directions to connect existing and future developments and South Jefferson Elementary School to the park.
- + Opportunities to acquire adjacent lands for park expansion should be considered. This park could be expanded to include a lacrosse field, which could also serve as a multi-use soccer field/practice field.

**MOULTON PARK**





Entrance to parking lot.



Boat ramp.



Camping areas.

## Moulton Park

(3.1 Acres)

**Location:** - 716 Bloomery Road, Charles Town, WV

**Park Planning District:** Summit Point/Kabletown

**Classification:** Primarily Passive/Natural Resource Focused

### Features:

- + Camping Spots
- + Barbecue Pits/Grills (11)
- + Benches (9)
- + Parking - Gravel with 2 Paved Accessible Spaces
- + Public Boat Ramp
- + Shenandoah River Access

### Issues/Constraints:

- + No indication of what is privately owned waterfront. It appears that everything south of the parking lot is private land.
- + Camping is by permit only. 10 night maximum.
- + No boat, canoe, kayak storage shelves.
- + No trash receptacles - carry in, carry out.
- + River's edge is disturbed and subject to erosion and bare soil damage from public use.

### Opportunities/Recommendations:

- + Prepare a Mini-Master Site Development Plan for the park to address the layout of facilities, treatments for the edge of the river. The master plan should also consider the park as a trail head for future greenway along the Shenandoah River and explore opportunities to link the park with additional lands on the west side of Bloomery Road and along the river to the north.
- + Develop a canopy/vegetation management strategy that ensures the perpetuation and expansion of the tree canopy within the park. The master plan should include a strong emphasis on improving the landscape plantings along the river's edge. Plantings should emphasize native species.
- + Consider eliminating camping in this location.
- + Upgrade site fixtures to match system-wide palette.

**MOUNT MISSION PARK**



Scale: 1"=100'-0"



*Developed area of the park including play area and former church building.*

## Mount Mission Park

(3.5 Acres)

**Location:** - 716 Bloomery Road, Charles Town, WV

**Park Planning District:** Mount Mission/Ridge Park

**Classification:** Primarily Passive - Neighborhood Park

### Features:

- + Softball Field (1)
- + Volleyball Court (1)
- + Basketball Court (1) - Half Court
- + Horseshoe Pits (2)
- + Multi-Age Play Equipment
- + Pavilion with Kitchen
- + Restrooms
- + Security Lighting - Limited
- + Parking - Gravel with 2 Accessible Spaces
- + Old Church Building

### Issues/Constraints:

- + Ballfield is in poor condition.
- + Missing net on volleyball court.
- + Concrete blocks for spring animals are covered in mounds of bark chips.
- + Gravel access road to pavilion without defined parking spaces.
- + ADA access to pavilion, but no paved ADA compliant spaces.



*Play equipment.*

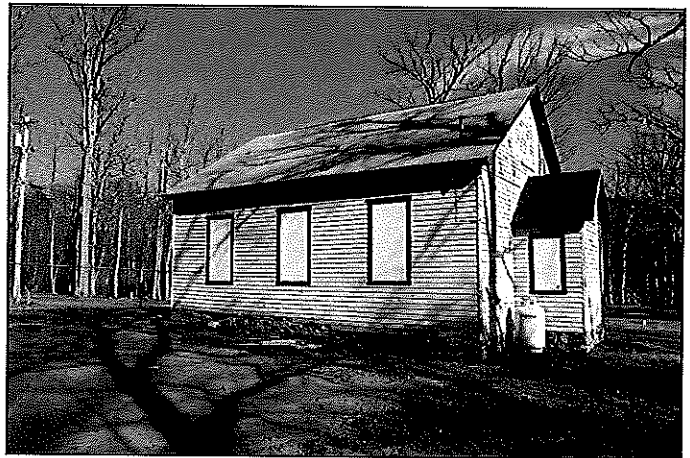


*Play equipment.*

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Appendix A: Assessment of Existing Facilities

- + Pavilion has lights but no bulbs.
- + Old church building has boarded-up windows.
- + Well caps are a tripping hazard in playground area.
- + Limited security lighting on outside of pavilion building.
- + Horseshoe pits are in poor condition.
- + Fallen branches throughout park.
- + Movable basketball hoop is missing center part of backboard.



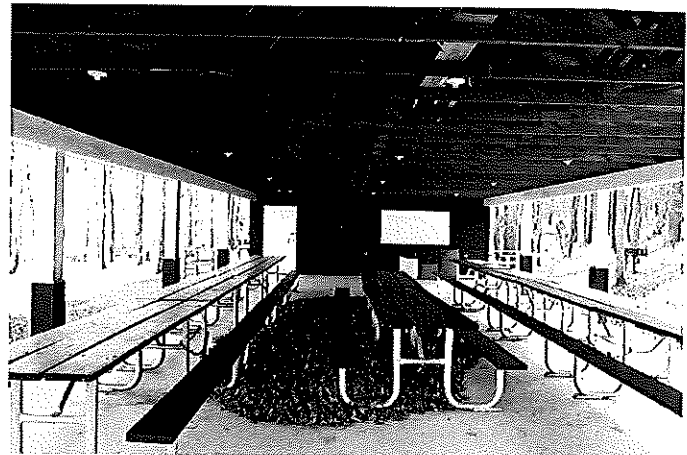
Former church structure.

### Opportunities/Recommendations:

- + Prepare a Master Site Development Plan for the park to determine the proper mix of facilities, their layout and circulation.
- + An adaptive reuse study should be performed for the former church property.
- + Develop a canopy/vegetation management strategy that ensures the perpetuation and expansion of the tree canopy within the park.
- + A planting and signing strategy should be developed that presents a strong visual image of the park from Bloomery Road. This should look like a high-quality county park.
- + Upgrade site fixtures to match system-wide palette.
- + Explore opportunities to acquire adjacent properties to expand the mix of uses in this park.



Pavilion.



Pavilion.



*Half court basketball - Note condition of court surface.*



*Volleyball court - Note condition of court surface.*



*Picnic area.*

**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
*+ Appendix A: Assessment of Existing Facilities*

**JAMES HITE PARK (PHASE I COMPLETED IN 2016)**





*Construction progress - Spring 2015.*



*Construction progress - Spring 2015.*



*Phase 1 Soccer Fields - September 2016.*

## James Hite Park

(117 Acres)

**Location:** - Hite Road, Kearneysville, WV

**Park Planning District:** Leetown

**Classification:** Primarily Active - Community Park

### Features:

- + Phase I is under construction, consisting primarily of soccer fields and supporting infrastructure.

### Issues/Constraints:

- + Many community members have expressed concern over the location of a facility of this type. There is a perception that it is too remote. If actions are taken to improve access and increase connections to this park, these perceptions may change, especially once the park is open to the public.

### Opportunities/Recommendations:

- + Now that Phase I construction is completed the Master Site Development Plan for the park should be re-evaluated in the context of the completed County Parks Master Plan, to determine how this park can best fit into the County's parks system moving into the future.
- + There is a dire need for support amenities at the park include restroom, pavilions and a concession stand. Funding was obtain for two picnic pavilion/shelters in the Fall of 2016.
- + Construct water/wastewater utility improvements to provide base service to the park. The 2010 James Hite Park master plan estimates this will cost \$1M.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

+ Appendix A: Assessment of Existing Facilities

## HARVEST HILLS (NOT DEVELOPED)



## **Harvest Hills Park**

(21.8-Acres)

**Location:** 5010 Flowing Springs Road, Shenandoah Junction, WV

**Park Planning District:** North Port/Shenandoah Junction

**Classification:** Not Developed Former Farmland

### **Features:**

- + Gently rolling, first succession meadow (on former farmland) with some minimal hedgerows.

### **Issues/Constraints:**

- + N/A

### **Opportunities/Recommendations:**

- + Prepare a Master Site Development Plan for the park.
- + The proximity of this park to the Wildwood Middle and Jefferson High Schools make it very attractive for development as a community park.
- + Once the MARC station is relocated to the Jefferson Orchard's property the existing MARC property and parking should be explored as an extension of the park property.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

+ Appendix A: Assessment of Existing Facilities

## HEATHER MARRIOTT (NOT DEVELOPED)



## **Heather Marriott Park**

(10.8-Acres)

**Location:** - 200 Mission Road, Harpers Ferry, WV

**Park Planning District:** Mount Mission/Ridge

**Classification:** Not Developed - Mostly Forested

### **Features:**

- + Gently rolling, first succession meadow (on former farmland) with some minimal hedgerows.

### **Issues/Constraints:**

- + The site currently lacks a vehicular access point/drive.
- + The site is entirely wooded, so use would be limited to passive recreational trails, pavilions.
- + Due to its size, the park has limited opportunities to significantly support the vision for the overall parks system.

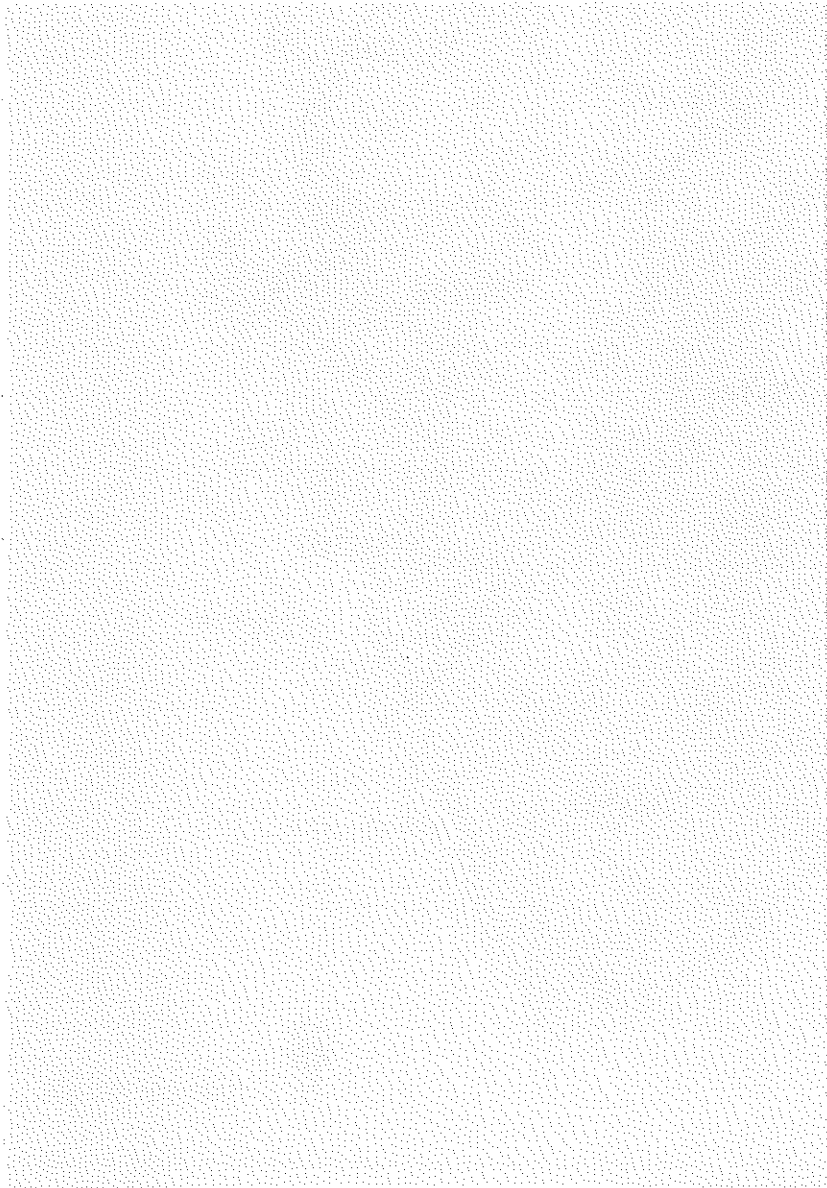
### **Opportunities/Recommendations:**

- + This park could become a passive/nature-based park for the under-served Mount Mission/Ridge Park Planning District. Its use, however, might only make financial sense if additional adjacent lands could be assembled to create a much larger county-scaled park with greater programming potential.

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JEFFERSON COUNTY  
PARKS & RECREATION  
MASTER PLAN

appendix b: comprehensive  
trail system



B

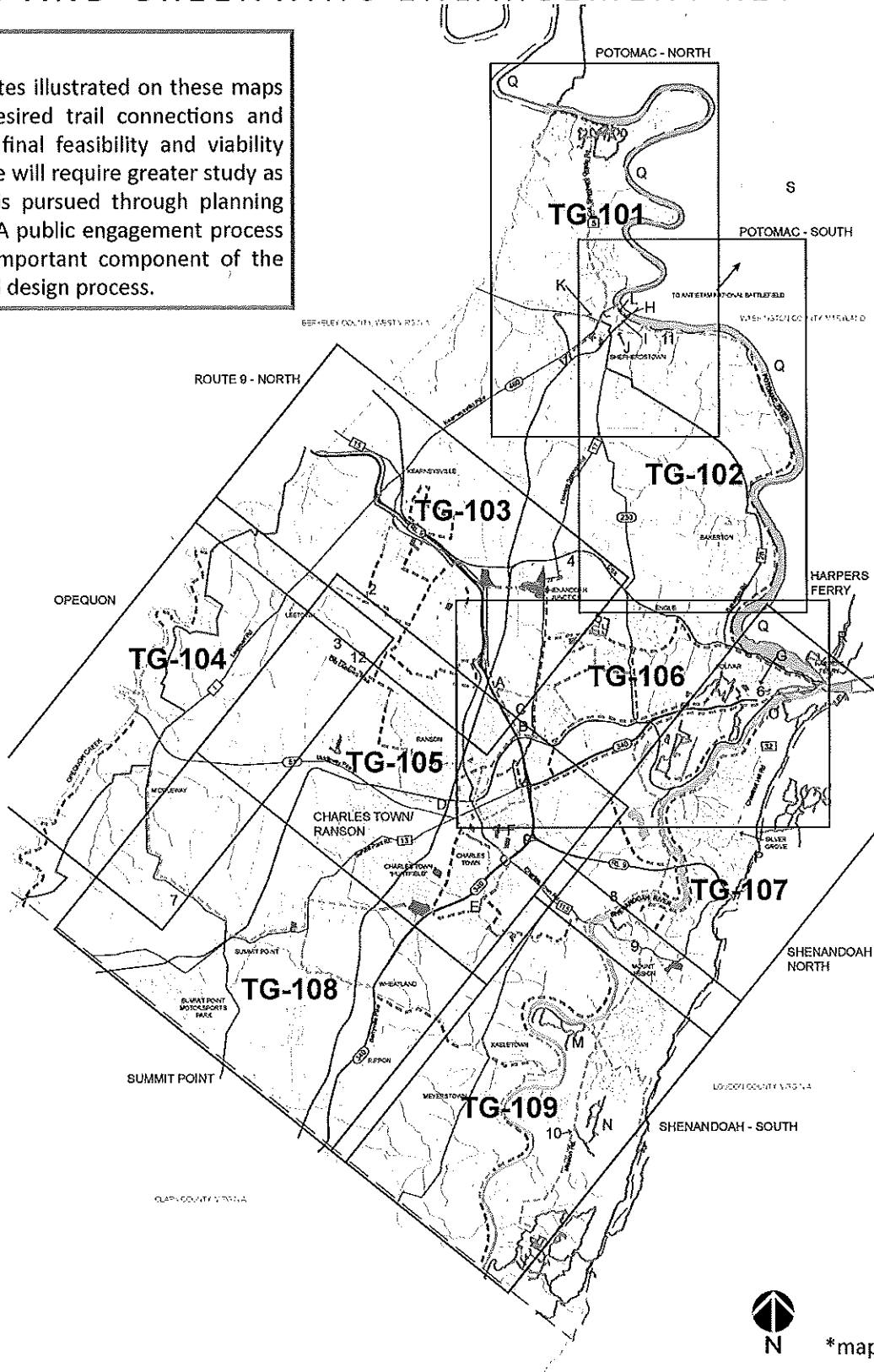
# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

+ Appendix B: Comprehensive Trail System

## TRAILS AND GREENWAYS ENLARGEMENT KEY

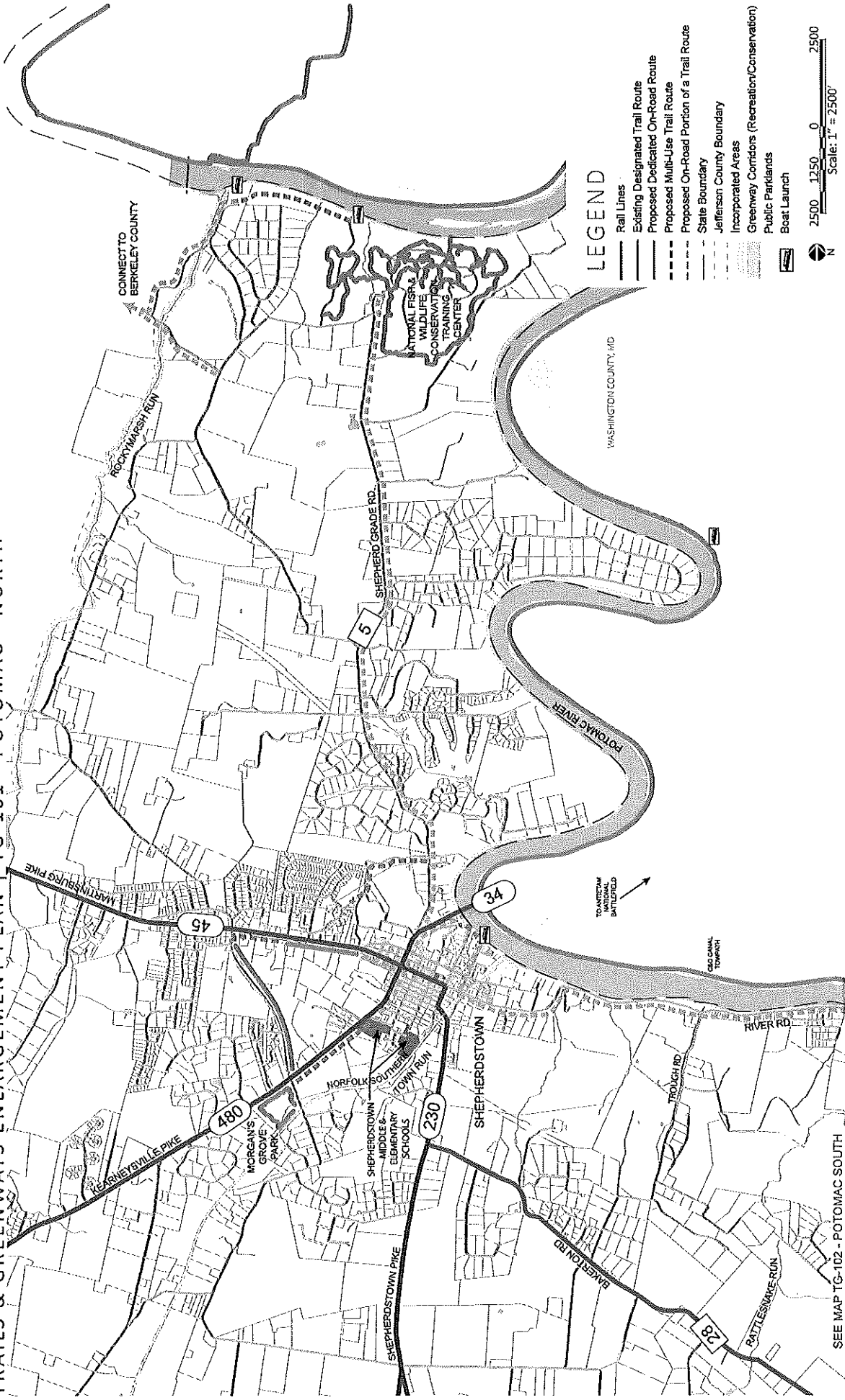
**NOTE:**

The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study as each route is pursued through planning and design. A public engagement process will be an important component of the planning and design process.



\*map not to scale

TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-101 - POTOMAC - NORTH

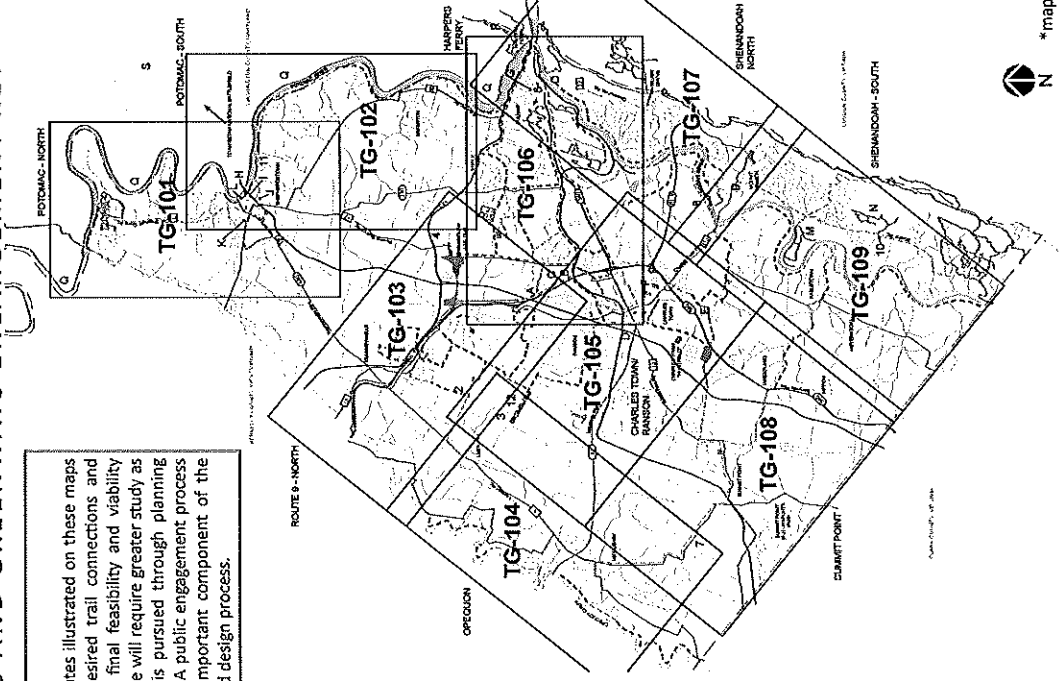


SEE MAP TG-102 - POTOMAC SOUTH

**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

**NOTE:**  
 The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study as each route is pursued through planning and design. A public engagement process will be an important component of the planning and design process.



TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-102 - POTOMAC - SOUTH

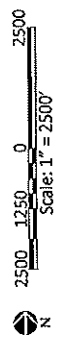


SEE MAP TG-101 - POTOMAC - NORTH

SEE MAP TG-106 - HARPERS FERRY

LEGEND

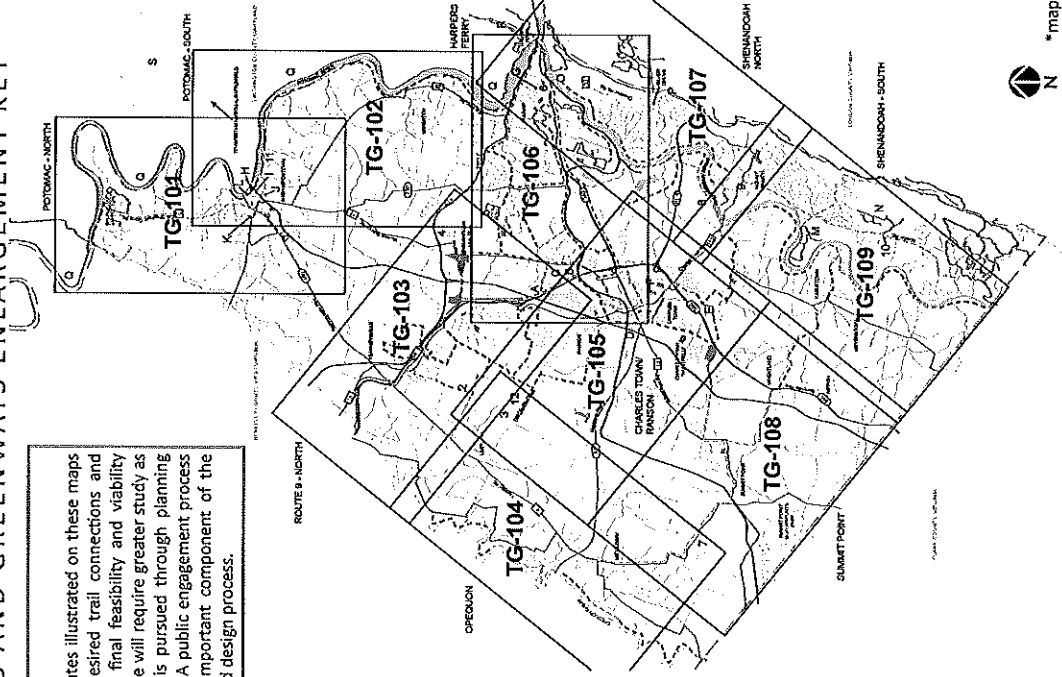
- Rail Lines
- Existing Designated Trail Route
- Proposed Dedicated On-Road Route
- Proposed Multi-Use Trail Route
- Proposed On-Road Portion of a Trail Route
- State Boundary
- Jefferson County Boundary
- Incorporated Areas
- Greenway Corridors (Recreation/Conservation)
- Public Parklands
- Boat Launch



**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

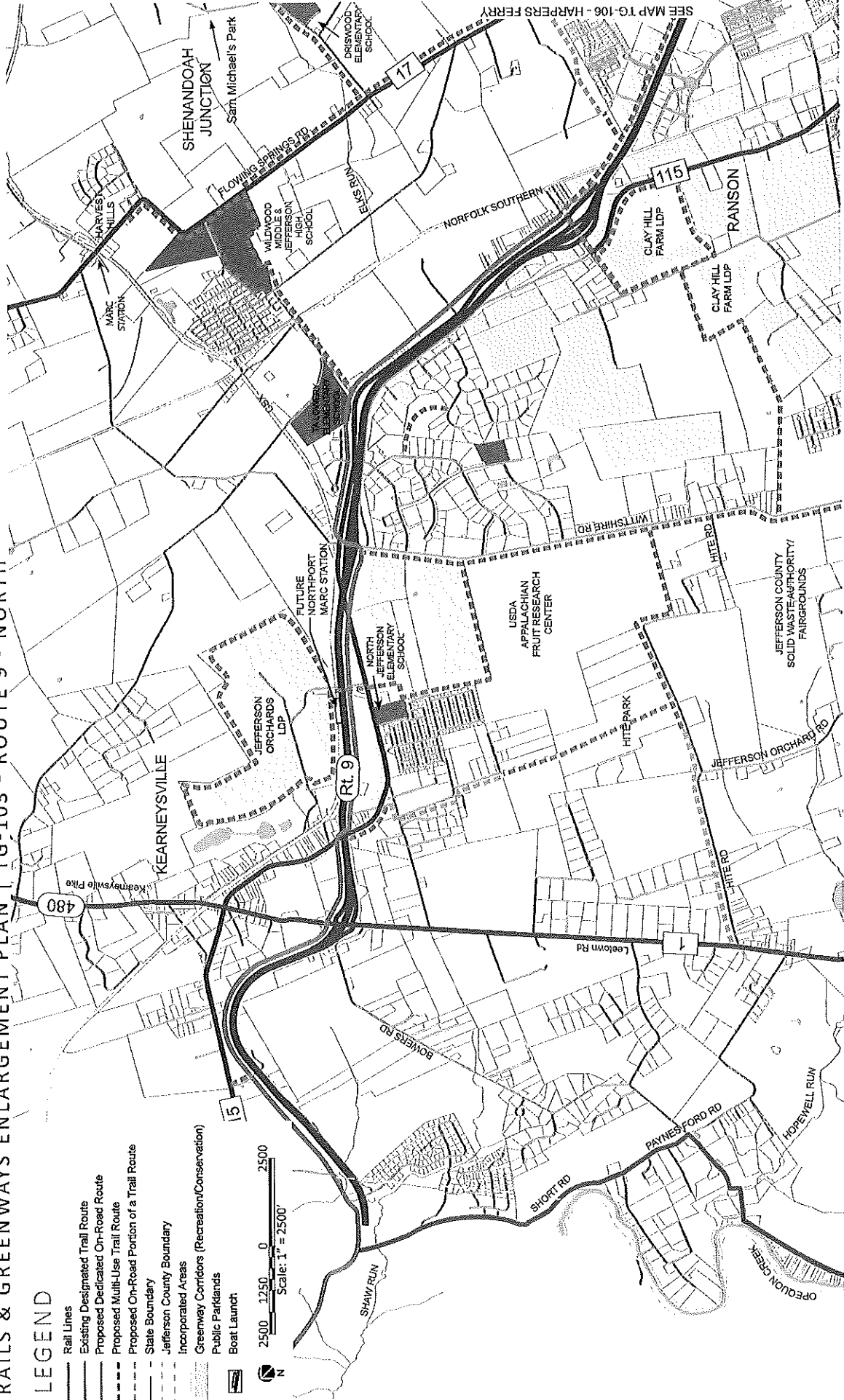
**NOTE:**  
 The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study as each route is pursued through planning and design. A public engagement process will be an important component of the planning and design process.



TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-103 - ROUTE 9 - NORTH

LEGEND

- Rail Lines
- Existing Designated Trail Route
- Proposed Dedicated On-Road Route
- Proposed Multi-Use Trail Route
- Proposed On-Road Portion of a Trail Route
- State Boundary
- Jefferson County Boundary
- Incorporated Areas
- Greenway Corridors (Recreation/Conservation)
- Public Parklands
- Boat Launch

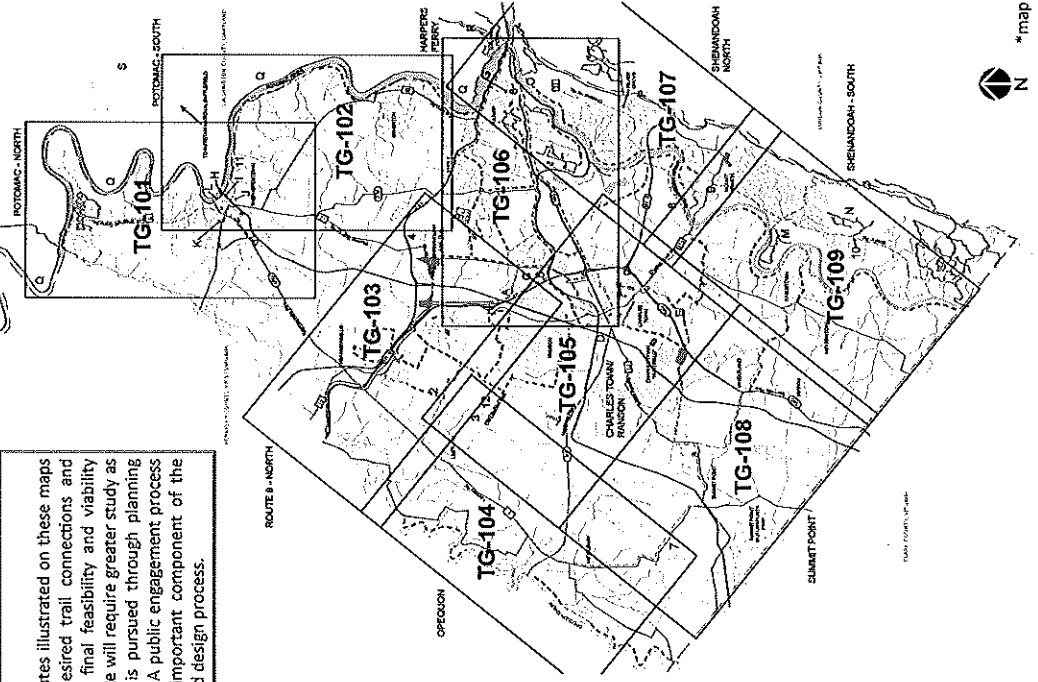


SEE MAP TG-104 - OPEQUON

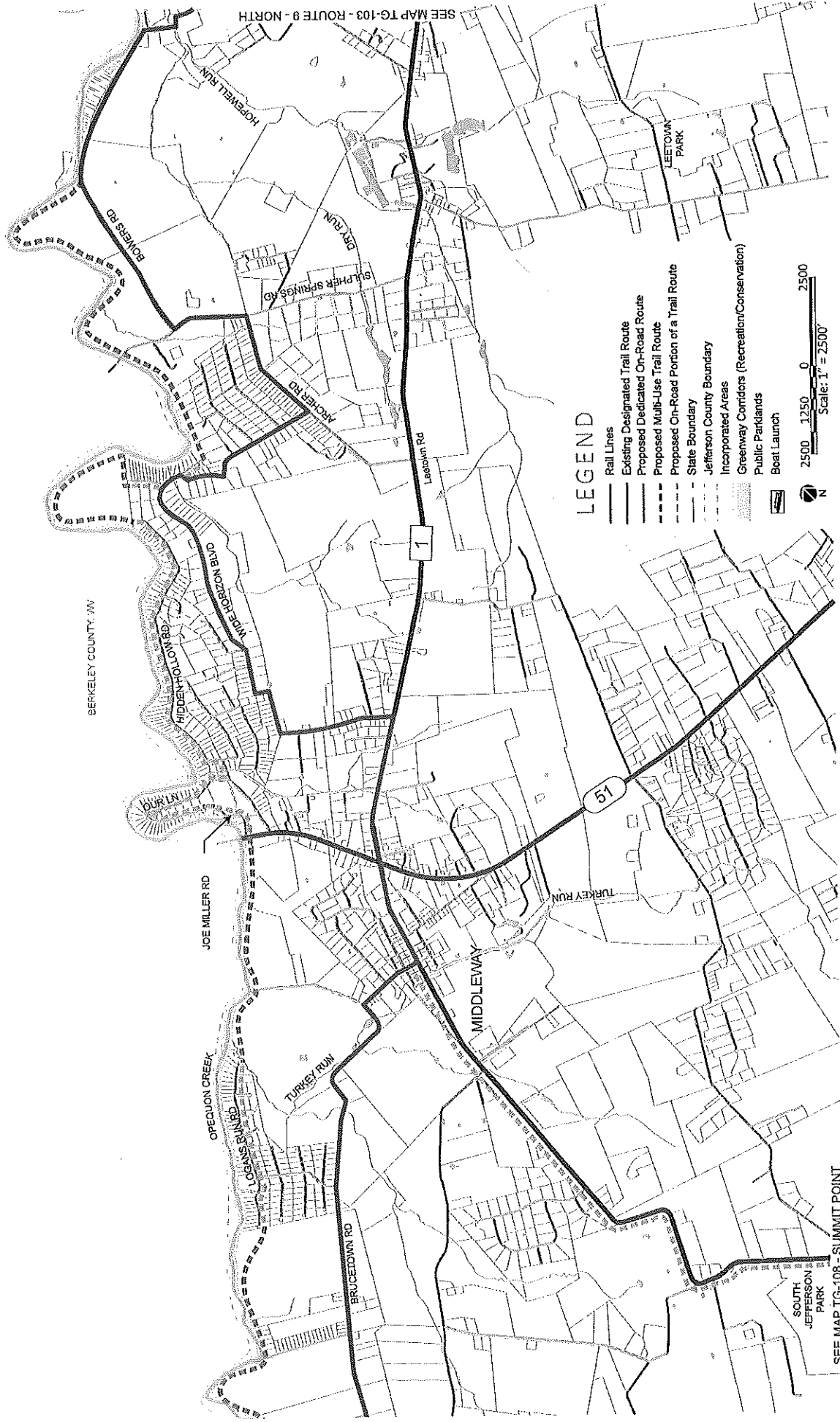
**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

**NOTE:**  
 The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study as each route is pursued through planning and design. A public engagement process will be an important component of the planning and design process.



TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-104 - OPEQUON



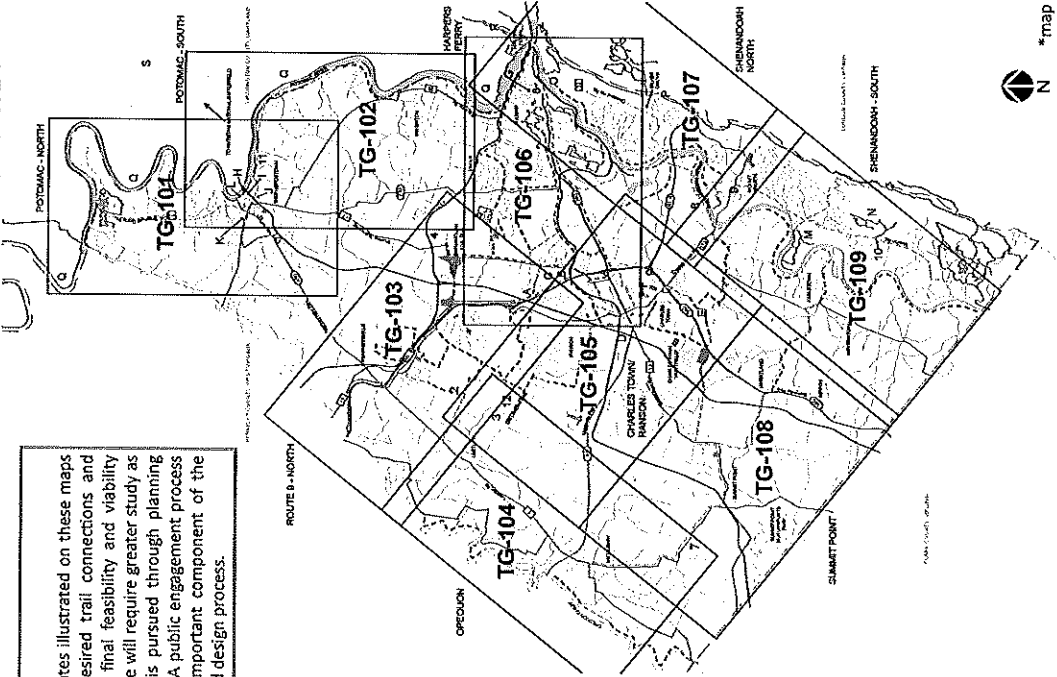
SEE MAP TG-103 - ROUTE 9 - NORTH

SEE MAP TG-108 - SUMMIT POINT

**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

**NOTE:**  
 The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study as each route is pursued through planning and design. A public engagement process will be an important component of the planning and design process.



# TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-105 - CHARLES TOWN/RANSON

SEE MAP TG-103 - ROUTE 9 - NORTH

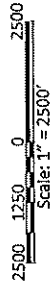
SEE MAP TG-106 - HARPERS FERRY



SEE MAP TG-105 - SUMMIT POINT

## LEGEND

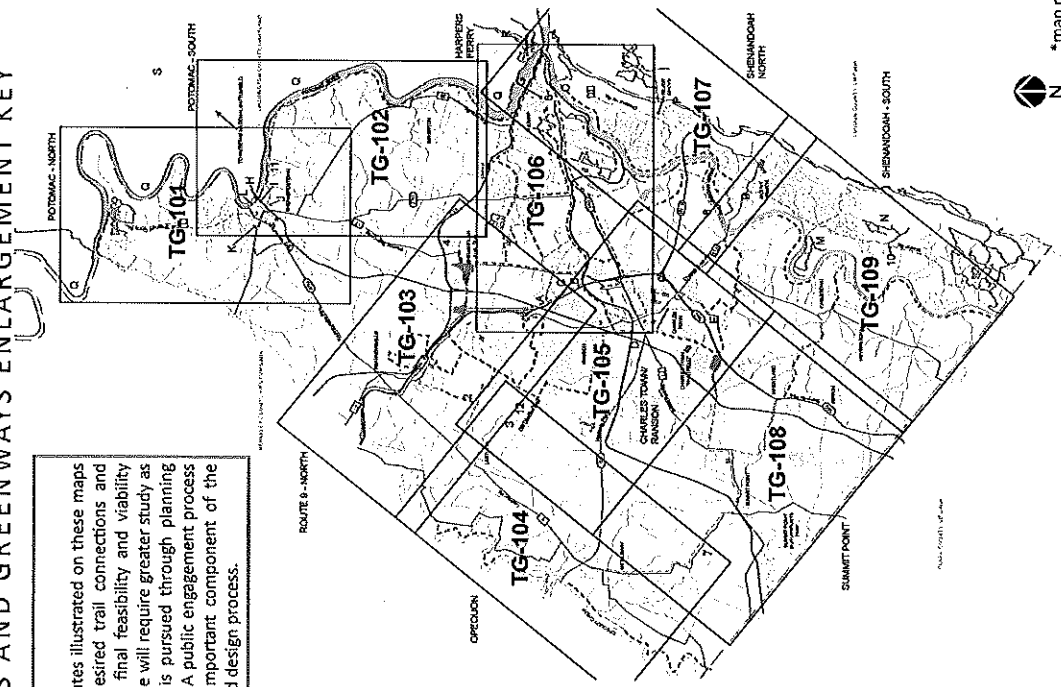
- Rail Lines
- Existing Designated Trail Route
- Proposed Dedicated On-Road Route
- Proposed Multi-Use Trail Route
- Proposed On-Road Portion of a Trail Route
- State Boundary
- Jefferson County Boundary
- Incorporated Areas
- Greenway Corridors (Recreation/Conservation)
- Public Parklands
- Boat Launch



**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

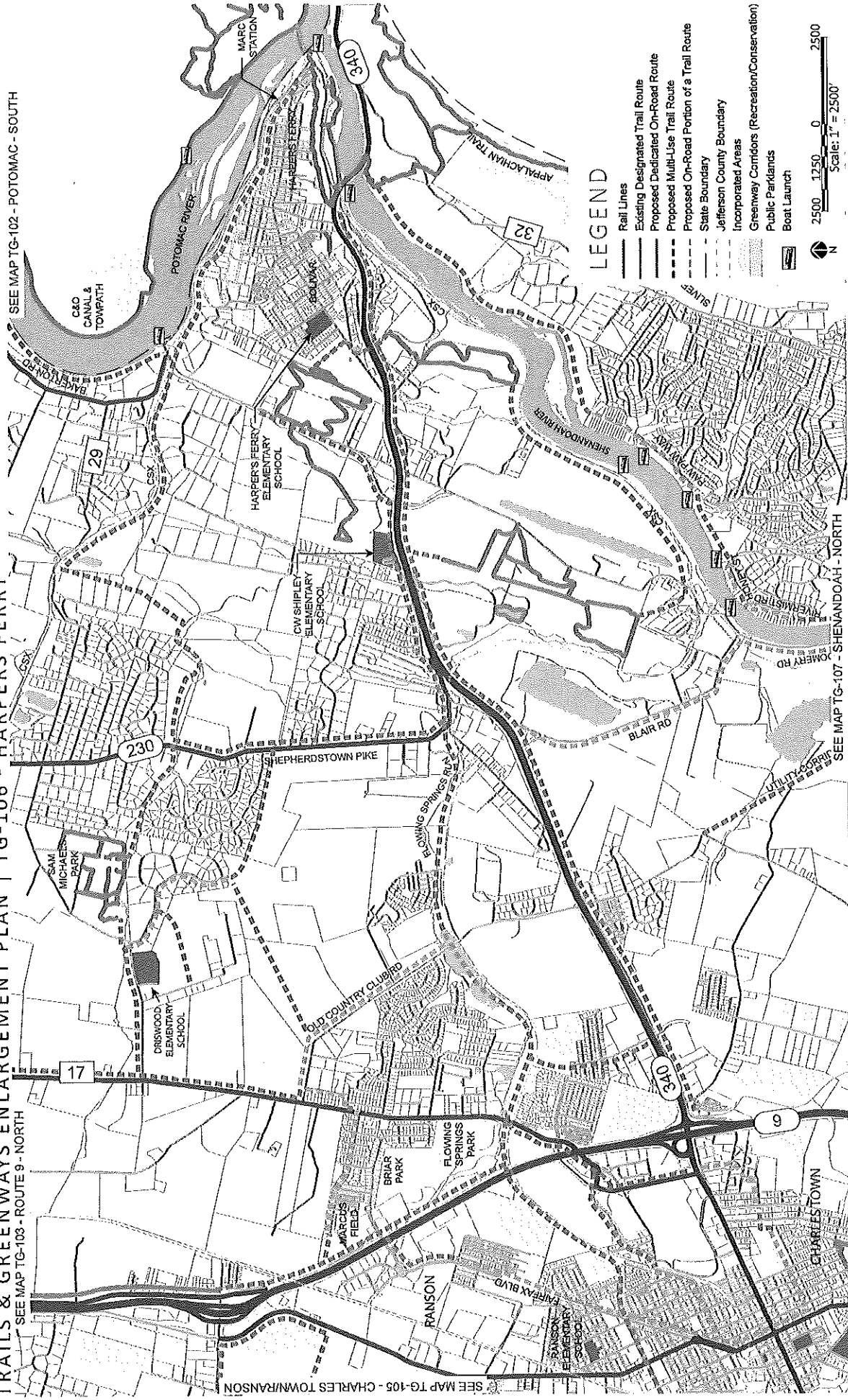
**NOTE:**  
 The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study and design. A public engagement process will be an important component of the planning and design process.



TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-106 - HARPERS FERRY

SEE MAP TG-103 - ROUTE 9 - NORTH

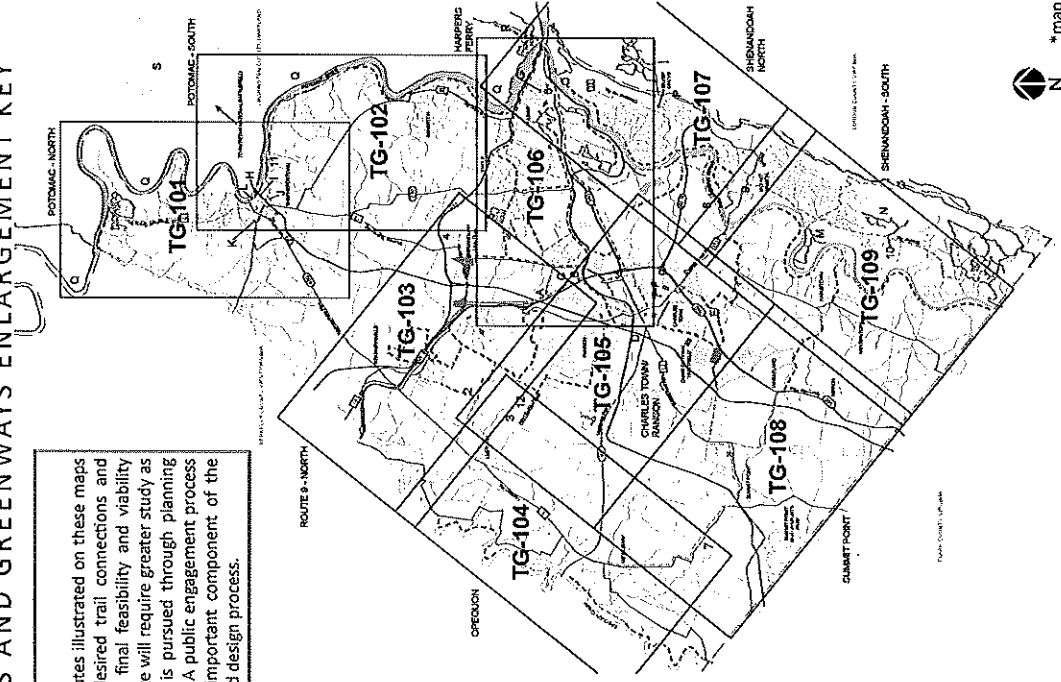
SEE MAP TG-102 - POTOMAC - SOUTH



**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

**NOTE:**  
 The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study as each route is pursued through planning and design. A public engagement process will be an important component of the planning and design process.



TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-107 - SHENANDOAH - NORTH



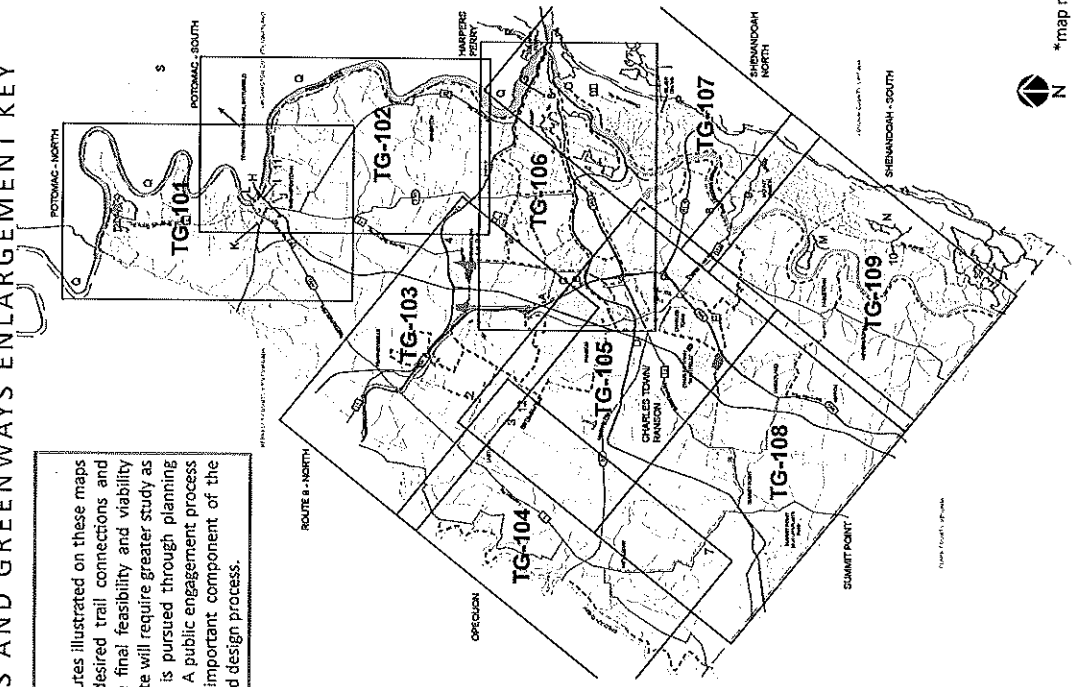
LEGEND

- Rail Lines
  - Existing Designated Trail Route
  - Proposed Dedicated On-Road Route
  - Proposed Multi-Use Trail Route
  - Proposed On-Road Portion of a Trail Route
  - State Boundary
  - Jefferson County Boundary
  - Incorporated Areas
  - Greenway Corridors (Recreation/Conservation)
  - Public Parklands
  - Boat Launch
- 2500 1250 0 2500  
Scale: 1" = 2500'
- N

**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 + Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

**NOTE:**  
 The trail routes illustrated on these maps represent desired trail connections and routes. The final feasibility and viability of each route will require greater study as each route is pursued through planning and design. A public engagement process will be an important component of the planning and design process.

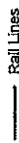

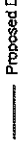
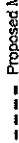
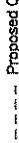
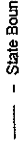


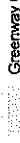
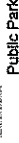
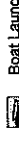


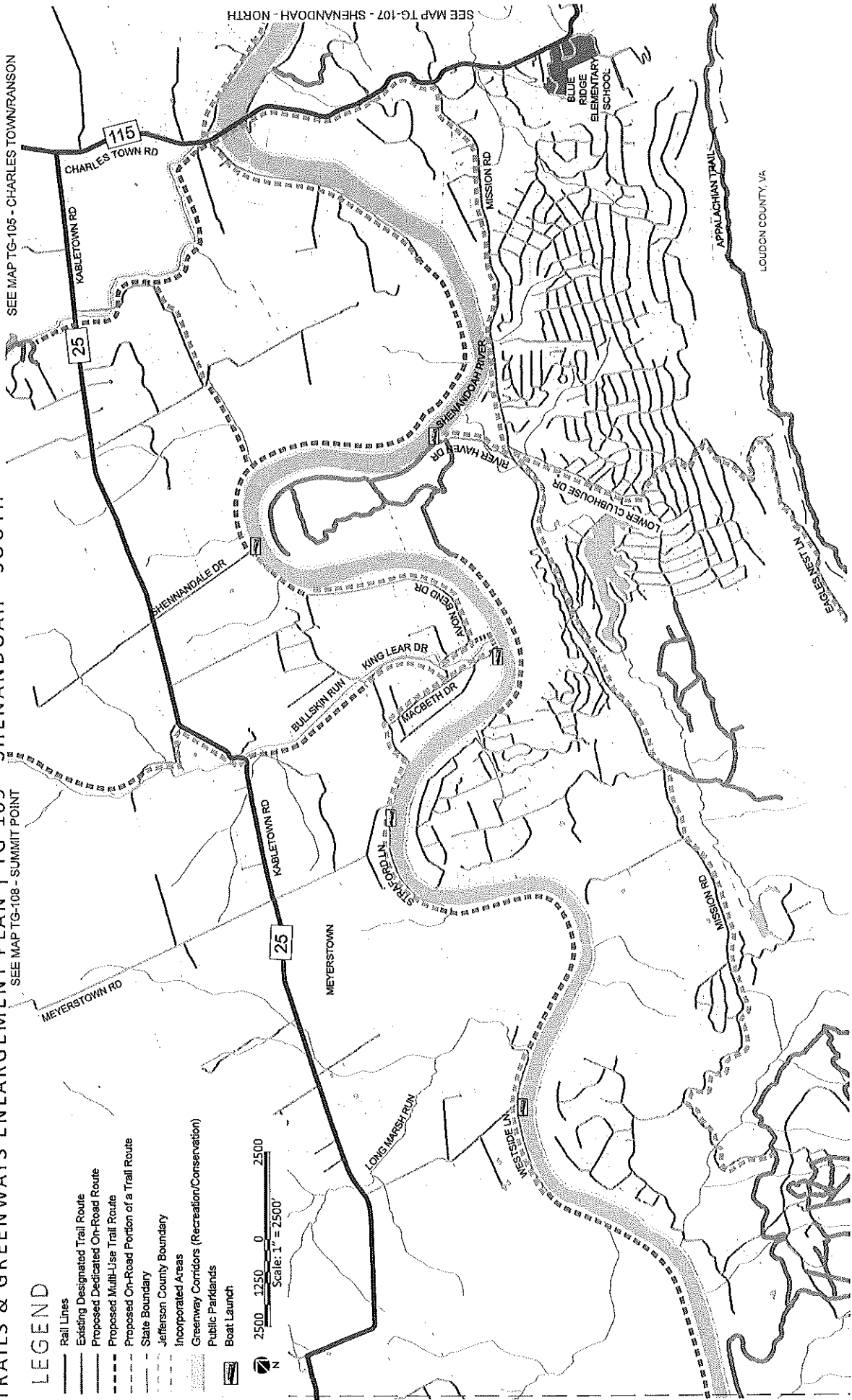
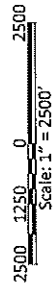
# TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-109 - SHENANDOAH - SOUTH

SEE MAP TG-108 - SUMMIT POINT

SEE MAP TG-105 - CHARLES TOWN/PANSON

## LEGEND

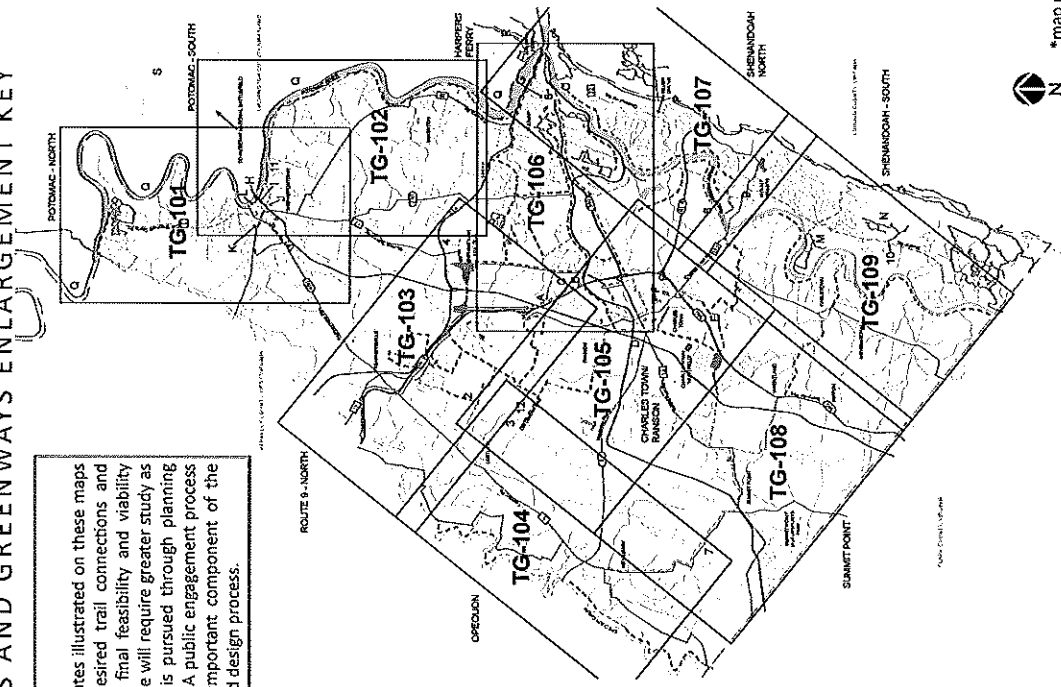
-  Rail Lines
-  Existing Designated Trail Route
-  Proposed Dedicated On-Road Route
-  Proposed Multi-Use Trail Route
-  Proposed On-Road Portion of a Trail Route
-  State Boundary
-  Jefferson County Boundary
-  Incorporated Areas
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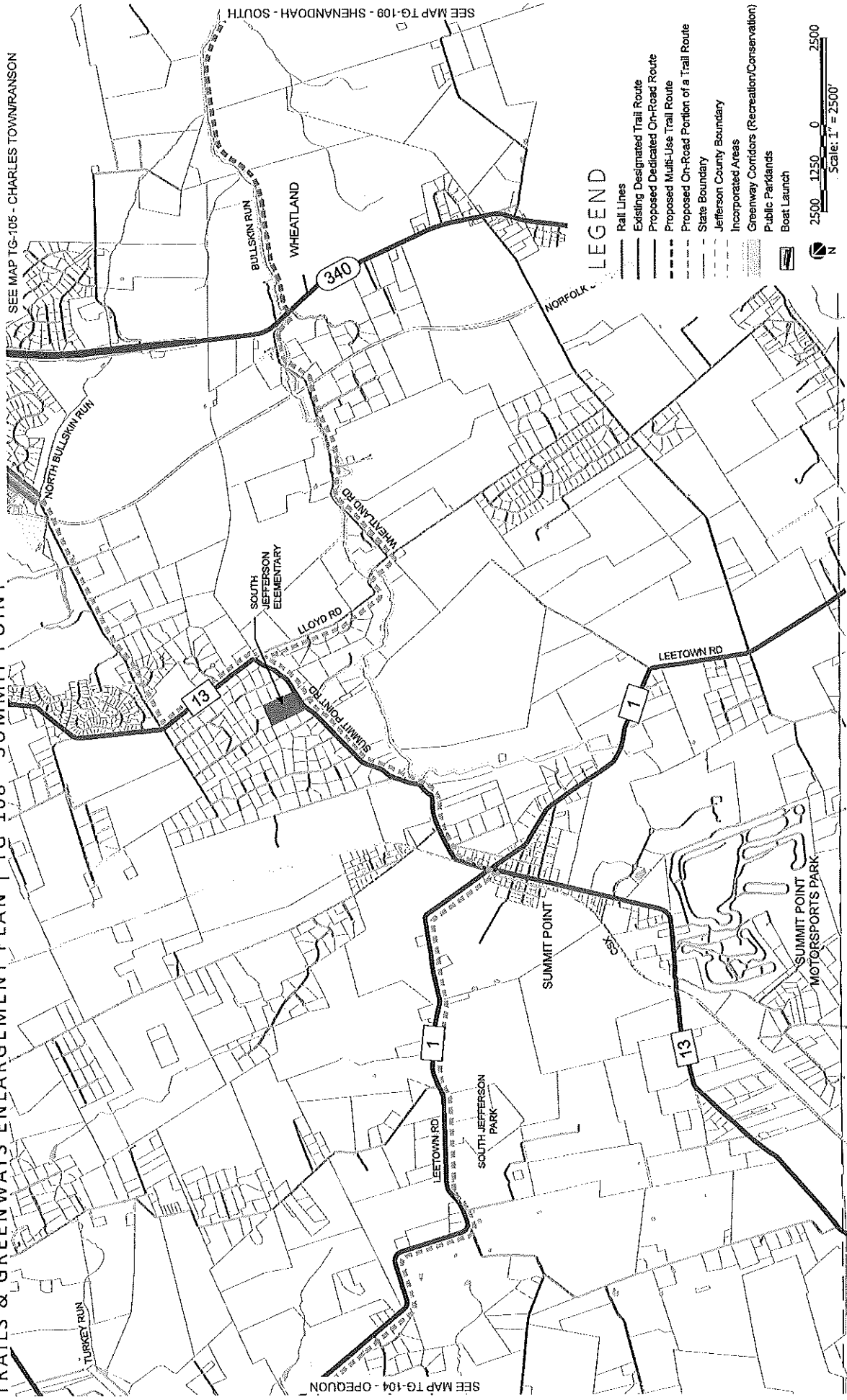
**JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN**  
 † Appendix B: Comprehensive Trail System

**TRAILS AND GREENWAYS ENLARGEMENT KEY**

**NOTE:**  
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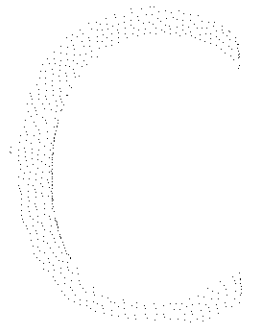
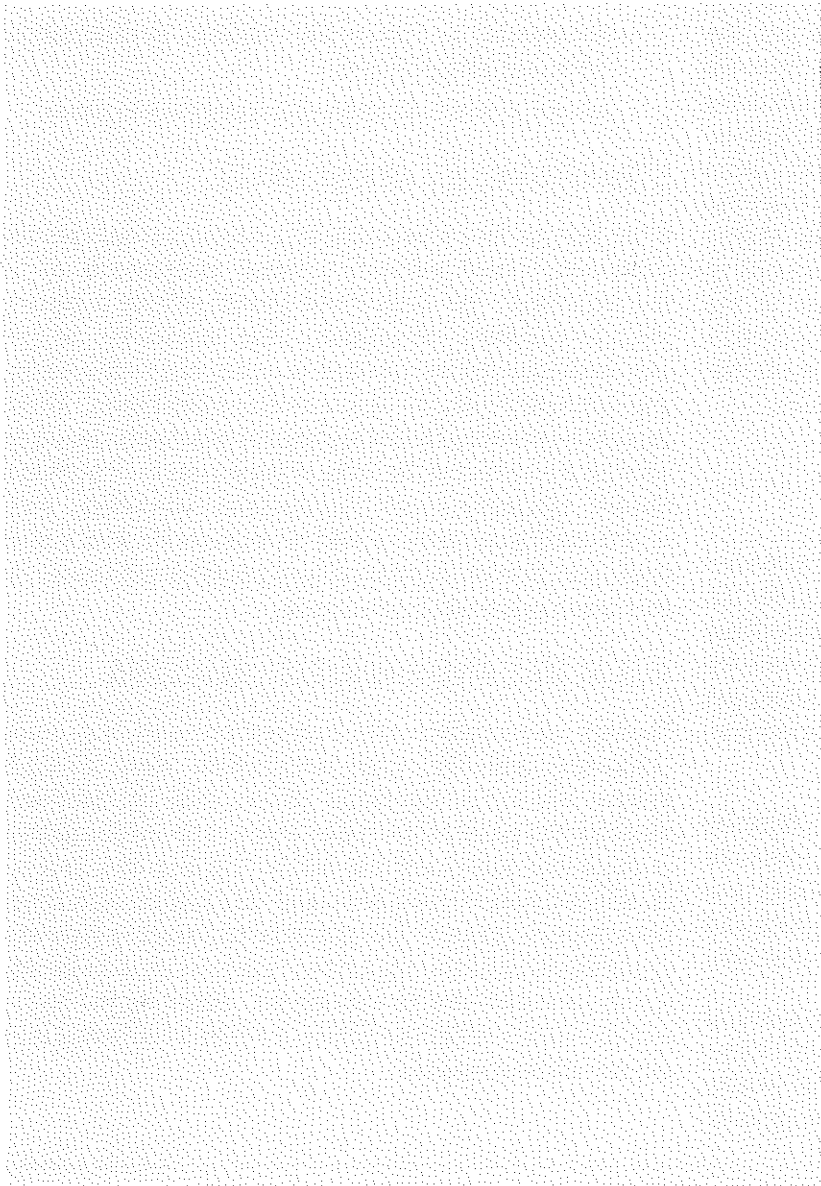
TRAILS & GREENWAYS ENLARGEMENT PLAN | TG-108 - SUMMIT POINT



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# JEFFERSON COUNTY PARKS & RECREATION MASTER PLAN

appendix c: model park  
master site development  
plan scope of work



# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## appendix c: model park master site development plan scope of work

### BACKGROUND INFORMATION AND DATA

The consultant is responsible for gathering pertinent background information and relative data in order to set a basis for the project. JCPRC will provide the consultant with any reference materials available upon request. It is the consultant's responsibility to collect the necessary information from the JCPRC or other reliable sources. It can be expected that the Master Planning Study Committee will be organized and will also provide additional pertinent information.

This segment of will provide a description of the JCPRC's existing park system and how \_\_\_\_\_ Park fits into the system and any programmatic recommendations from the JCPRC System-Wide Master Plan that impacts the planning of the park. An evaluation should be provided as to how the park could relate to the JCPRC's future public parks system including how it fulfills the vision, goals, and park-specific recommendation as described in the System-Wide Master Plan. The consultant will reference specific provisions of existing planning documents that are applicable to the \_\_\_\_\_ Park site and describe the JCPRC's previous planning efforts and community involvement that influences the park's programming and development.

### SITE INFORMATION AND ANALYSIS

Specific site information regarding \_\_\_\_\_ Park and its immediate surroundings must be gathered and reported by the consultant to establish a basis for the planned use of the park. The consultant must analyze the site information to determine the workable parameters for the proposed uses and facilities for the site. The JCPRC will provide access to the site and its dwellings and structures upon reasonable request by the consultant.

If a topographic survey of the site is not available (typically a separate effort that is ideally performed prior to undertaking of the Master Site Development Plan), the consultant should utilize available U.S.G.S. LIDAR data and legal metes and bounds definitions for the subject property.

This section will include a brief introduction to, and general description of, the site which includes all of the items depicted in the attached scope of work. It will also include an analysis and description of how the physical features of

the site impact the potential use and development of the site and a more specific analysis and description of the existing uses (i.e. - dwellings and structures) which impact the potential use and development of the site.

Environmental, Natural Resources, and Infrastructure:

- + Soil Evaluation
- + Hydrology/Hydrogeology and Geologic Analysis
- + Water-Based Resources
- + Vegetation and Habitat
- + Scenic Values/Viewsheds
- + Land Use and Planning Context
- + Plans and Ordinance – Policy Evaluation
- + Relationship to Community Facilities, Transportation, Trails and Infrastructure
- + Inventory and Evaluation of Existing Park Facilities

### STRUCTURES (IF APPLICABLE)

If the park or future park site also contains structures the consultant should perform a visual assessments of all the structures. The assessment should include a cursory physical condition description; code implication of (re) use, potential repairs needed to meet applicable codes, and estimated costs for repair and/or stabilization. Those persons performing the inspections/assessments should be a licensed architect in the State of West Virginia. If potential historic resources (both architectural, landscape, and/or archaeological) they should be inventoried and a brief discussion of their conditions and potential influences on park planning should be discussed.

### ACTIVITIES AND FACILITIES ANALYSIS

Through consultation and cooperation with the Study Committee, potential users and service areas for each passive and active recreation activity shall be identified, including the potential for regional use. Information gained at the initial public meeting will be useful in this process as will key person interviews and discussions with other potential user groups. The potential to attract and serve a larger segment of the region that exists in close proximity to the park shall also be considered. Based on the above and an analysis of demographics, a profile of potential user groups will be prepared.

Seasonal differences and influences on park utilization should be analyzed, as will the ability of the park to provide valuable connections to other existing community resources, residential neighborhoods, and other existing and proposed trails. The potential for regional connections should also be identified through consultation with officials and community leaders in adjoining municipalities. The role of the park to function as a county-wide facility is important and must be discussed.

Accepted published national, state, or local standards must be used to determine the size, dimensions, orientation, grade, buffer areas and setback requirements, ADA accessibility, open or undisturbed space, etc.

## NEEDS ASSESSMENT

The purpose of this task is to assist the JCPRC with determining what new, if any, new facilities should be developed, which, if any, facilities should be moved or eliminated, and what activities should be offered at the park based on the overall needs of the community and balanced with protecting the natural resources. The consultant must include a summary of the methodology used to determine the assessments as well as the results of the assessments. Findings from the physical inspections of existing structures, if applicable, are to be included and used to provide recommendations to the JCPRC for future use, again, based on community needs balanced with the natural resources protection.

## DESIGN CONSIDERATIONS

In determining the uses and facilities to be planned for the site and the size and location of the facilities, certain standards must be considered and reported on to the extent that they are applicable to the Master Site Development Plan by the consultant, such as, but not limited to, applicable laws and regulations relating to the health and safety including local building regulations and zoning; handicap accessibility standards as prescribed by the Americans with Disabilities Act (ADA); compliance with the American Society for Testing Materials (ASTM) standards and the Consumer Product Safety Commission (CPSC) guidelines pertaining to playground areas and equipment; maintenance and establishment of sustainable riparian native grass and/or forest buffers; and the plan should be in accordance with, and help to achieve, the goals of the Chesapeake Bay Watershed Initiative.

The consultant must also consider green infrastructure and LEED standards into new and existing building design; protection or enhancement of environmental sensitive areas including streams, wetlands, forests and established trees, gardens, and natural areas that provide wildlife habitat and protect water quality; best management practices for storm water; alternate "green" materials and designs to help minimize negative environmental impacts, lower maintenance and operation costs, and conserve energy.

## DESIGN PROCESS

Using input from the Study Committee, key person interviews and public workshop(s), the consultant shall develop two (2) alternative schematic designs to present at a Study Committee meeting. The Study Committee will provide comments and the consultant will evaluate the comments and then create the final conceptual design.

Each of the alternative designs should highlight negative and positive points of interest, again, on the premise that \_\_\_\_\_ park is to be a sustainable community park which provides a balance between the natural resources and recreation activities. The alternatives analysis will consider such factors as cost, impact on natural features and wildlife, the suitability of the alternatives to the overall park system and regional connectivity, and other factors that may influence development of the park.

When considering the final design the consultant must also include existing structure feasibility, park access, and surrounding land uses. The consultant must consider best management practices and "green" approaches, such as natural stormwater management systems, minimizing impermeable surfaces, native planting/ecosystems, and more.

Once the alternatives have been evaluated, the comments included and the draft of the final conceptual plan has been prepared it should be presented at a regularly scheduled JCPRC Board meeting for final comment. The Master Site Development will be a scaled, graphic rendering of the preferred alternative. All proposed areas, facilities, and support facilities, along with the existing areas and facilities identified are to be shown on this final plan in proper orientation, size and shape. The Master Site Development Plan shall be sealed by a licensed landscape architect in the State of West Virginia.

# JEFFERSON COUNTY PARKS AND RECREATION MASTER PLAN

## + Appendix C: Model Park Master Site Development Plan Scope of Work

### COST ESTIMATES

The consultant shall provide prioritized and phased level-of-magnitude cost estimate using appropriate inflation indexes and highlight how green strategies can be cost effective, when applicable. A phased multi-year capital development plan shall identify which areas and facilities are to be developed and in which years and the costs are associated. Phases should be provided in logical and financial manageable packages. Any required progression of phasing packages shall be noted. A strategy for funding implementation of capital projects are to be included as well, as applicable.

### MAINTENANCE, OPERATING COSTS AND REVENUE

The consultant must estimate a net annual cost of operating and maintaining the park and park facilities based on the development of the site as determined by the Master Site Development Plan. An annual budget estimate shall be calculated for each of the cost and revenue items listed in the Master Plan. The consultant must include in the narrative report itemizations of aspects of maintenance, operating costs, and revenue with estimates by description and amount including:

- + Maintenance standards for the park consistent with the design intent;
- + Maintenance tasks for grounds, natural and cultural resource management, and facilities;
- + Administration and reporting requirements;
- + Potential revenues, from fees, charges, rentals, licenses, permits, grants, gifts, bequests;
- + Potential partnerships for operation and maintenance; and
- + Park policies.

### SECURITY ANALYSIS

The consultant shall summarize and evaluate the current security practices in place (if applicable) and make recommendations regarding the future safety, security, and risk management of the \_\_\_\_\_ park

enhancements and provide a cost benefit analysis.

### PUBLIC PARTICIPATION

The consultant will also describe the public participation process that fully engages and provides an opportunity to inform elected officials, county level boards and departments, and the community.

### FINAL DELIVERABLES

The consultant shall provide a color-rendered Master Site Development Plan showing all program elements and facilities in location and to scale. Five (5) copies of the completed draft report shall be provided for review and comments along one with an electronic copy in pdf format. Five (5) bound copies of the final Master Site Development Plan report including one digital pdf version, and all final digital mapping data will be provided. A final sealed, scaled master site development plan will be provided to the JCPRC. A digital copy of the PowerPoint presentation utilized for the final project presentation which highlights all of the key aspects noted in the Master Plan, shall also be provided.

- + A pdf, print-ready, stand-alone colored brochures that highlights the new design and key features of the park. This document will be used to provide a succinct overview of the master site plan and to market the park for public support and fundraising opportunities.
- + One color 3-D architectural rendering of the proposed final project.
- + One (1) Power Point presentation summarizing the planning process, benefits of the new design, and implementation priorities.



February 23, 2017

Internal Revenue Service  
RO Correspondence Unit  
Room 424  
530 Main Street  
Cincinnati, OH 45202

Re: Jefferson County Parks & Recreation Commission Inc 55-0676727

To Whom It May Concern:

It has recently come to our attention that the above referenced agency may be erroneously classified by the IRS. This entity is an approved 501c3 but is also a governmental unit of Jefferson County, West Virginia.

It would otherwise not be required to file a 1023 and obtain 501c3 exempt status, but many grant writing agencies will not provide grants to non-501c3 entities.

This entity qualifies for exemption from filing form 990 pursuant to Revenue Procedure 95-48.

Attached please find documentation that the entity is a governmental organization. Please change the status of the organization and assure that form 990 is not required.

I have 2848 Power of Attorney on file. My CAF number is 0304-29966R.

Thank you for your attention to this matter.

Sincerely,

Eric J Lewis CPA

CHAD R. LAWYER, CPA • THOMAS C. OURS, CPA • ERIC J. LEWIS, CPA

MARTINSBURG • 185 Winchester Avenue • Martinsburg, WV 26101 ♦ CHARLES TOWN • 205 West Liberty Street • Charles Town, WV 26111  
Phone: 304-263-9147 • Phone: 304-263-8150 • Fax: 304-263-8201 ♦ Phone: 304-728-6871 • Fax: 304-728-6807

www.oll-cpas.com



Jefferson County

RFP# 20-515

# **Jefferson County Parks and Recreation Commission**

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**Financial Statements and Independent Auditor's Report**

**For the Fiscal Year Ended June 30, 2021**

**Ferrari & Associates, PLLC**

616 Schubert Place | Morgantown, WV 26505

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION  
SCHEDULE OF FUNDS INCLUDED IN REPORT  
For the Fiscal Year Ended June 30, 2021**

**PROPRIETARY FUND TYPE**

**MAJOR FUND**

Parks and Recreation

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
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**For the Fiscal Year Ended June 30, 2021**

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## **Introductory Section**

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION  
BOARD MEMBERS  
For the Fiscal Year Ended June 30, 2021**

---

OFFICE	NAME	TERM ENDS
President:	Toni Milbourne	6/30/2021
Board Members:	Gene Taylor	6/30/2022
	Heather Morgan	6/30/2022
	Dale Manuel	6/30/2023
	Jimmy Pierson	6/30/2022
	Giordana Baker	6/30/2024
	Missy Thompson	6/30/2022
	Paul Marshall	6/30/2023
	Debra Lee Allen	6/30/2023
	Susan Benzinger	6/30/2024
Commission Liason:	Clare Ath	1/01/2022

## **Financial Section**

# Ferrari & Associates, PLLC

616 Schubert Place | Morgantown, WV 26505

## Independent Auditor's Report

Honorable Members of the Board  
Jefferson County Parks and Recreation Commission  
Shenandoah Junction, WV 25442

### Report on the Financial Statements

We have audited the accompanying financial statements of the business-type activities of the Jefferson County Parks and Recreation Commission (the Commission), a component unit of the Jefferson County Commission, as of and for the year ended June 30, 2021, and the related notes to the financial statements, which collectively comprise the Commission's basic financial statements as listed in the table of contents.

### *Management's Responsibility for the Financial Statements*

Management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### *Auditor's Responsibility*

Our responsibility is to express an opinion on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the Auditor's judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

# Ferrari & Associates, PLLC

616 Schubert Place | Morgantown, WV 26505

## *Opinion*

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of the business-type activities of the Jefferson County Parks and Recreation Commission as of June 30, 2021, and the changes in financial position and cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

## *Other Matters*

### *Required Supplementary Information*

Accounting principles generally accepted in the United States of America require that the Schedule of the Commission's Proportionate Share of the Net Pension Liability, the Schedule of the Commission's Contributions – Pension, Schedule of the Commission's Proportionate Share of the Net OPEB Liability, and Schedule of the Commission's Contributions – OPEB listed in the table of contents be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board (GASB) who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

The Commission's management has omitted the management's discussion and analysis that accounting principles generally accepted in the United States of America require to be presented to supplement the basic financial statements. Such missing information, although not a part of the basic financial statements, is required by the GASB, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. Our opinion on the basic financial statements is not affected by this missing information.

### *Other Information*

Our audit was conducted for the purpose of forming an opinion on the Commission's basic financial statements. The introductory section is presented for purposes of additional analysis and is not a required part of the basic financial statements. The introductory section has not been subjected to the auditing procedures applied in the audit of the basic financial statements and, accordingly, we do not express an opinion or provide any assurance on it.

# Ferrari & Associates, PLLC

616 Schubert Place | Morgantown, WV 26505

## **Other Reporting Required by *Government Auditing Standards***

In accordance with *Government Auditing Standards*, we have also issued our report dated November 9, 2021, on our consideration of the Commission's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Commission's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the Commission's internal control over financial reporting and compliance.

*Ferrari & Associates, PLLC*

**Morgantown, West Virginia  
November 9, 2021**

JEFFERSON COUNTY PARKS AND RECREATION COMMISSION  
STATEMENT OF NET POSITION  
June 30, 2021

---

**ASSETS**

Current assets:

Cash and cash equivalents	\$ 608,430
Restricted cash and cash equivalents:	
Capital improvements	351,633
Accounts receivable	<u>10,856</u>
<b>Total current assets</b>	<b><u>970,919</u></b>

Capital assets:

Nondepreciable:

Land	1,129,434
------	-----------

Depreciable:

Buildings and land improvements	722,440
Machinery and equipment	152,968
Less accumulated depreciation	<u>(180,534)</u>
<b>Total capital assets</b>	<b><u>1,824,308</u></b>

<b>Total assets</b>	<b><u>2,795,227</u></b>
---------------------	-------------------------

**DEFERRED OUTFLOWS**

Collective deferred outflows related to pension plan	83,953
Collective deferred outflows related to OPEB	<u>32,048</u>
<b>Total deferred outflows</b>	<b><u>116,001</u></b>

<b>Total assets and deferred outflows</b>	<b><u>\$ 2,911,228</u></b>
-------------------------------------------	----------------------------

JEFFERSON COUNTY PARKS AND RECREATION COMMISSION  
STATEMENT OF NET POSITION  
June 30, 2021

---

**LIABILITIES**

Current liabilities:

Accounts payable	\$ 15,276
Notes payable, due within one year	263,688
<b>Total current liabilities</b>	<b><u>278,964</u></b>

Noncurrent liabilities:

Net pension liability	111,840
Net OPEB liability	27,641
<b>Total noncurrent liabilities</b>	<b><u>139,481</u></b>

<b>Total liabilities</b>	<b><u>418,445</u></b>
--------------------------	-----------------------

**DEFERRED INFLOWS**

Collective deferred inflows related to pension plan	9,388
Collective deferred inflows related to OPEB	87,757
<b>Total deferred inflows</b>	<b><u>97,145</u></b>

**NET POSITION**

Net investment in capital assets	1,824,308
Restricted	351,633
Unrestricted	219,697
<b>Total net position</b>	<b><u>2,395,638</u></b>

<b>Total liabilities, deferred inflows and net position</b>	<b><u>\$ 2,911,228</u></b>
-------------------------------------------------------------	----------------------------

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN NET POSITION**  
**For the Fiscal Year Ended June 30, 2021**

---

<b>Operating revenues:</b>	
Intergovernmental	\$ 785,526
Rental income	108,165
Sales and services to customers	284,604
Donations	1,244
Scholarship fund	7,700
Grants	130,610
Miscellaneous	<u>2,660</u>
<b>Total operating revenues</b>	<b>1,320,509</b>
<b>Operating expenses:</b>	
Personnel services	501,862
Administrative and general	224,723
Materials and supplies	4,610
Program expenses	34,591
Maintenance	109,454
Depreciation	<u>30,354</u>
<b>Total operating expenses</b>	<b>905,594</b>
<b>Operating income (loss)</b>	<b>414,915</b>
<b>Nonoperating revenues (expenses):</b>	
Loan forgiveness	129,900
Interest income	<u>2,544</u>
<b>Total nonoperating revenues (expenses)</b>	<b>132,444</b>
<b>Change in net position</b>	<b><u>547,359</u></b>
<b>Net position - beginning of year</b>	<b><u>1,848,279</u></b>
<b>Net position - end of year</b>	<b><u><u>\$ 2,395,638</u></u></b>

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**STATEMENT OF CASH FLOWS**  
For the Fiscal Year Ended June 30, 2021

---

<b>Cash flows from operating activities:</b>	
Cash received from support and revenue	\$ 1,321,397
Cash paid for goods and services	(376,795)
Cash paid for employee services	<u>(526,727)</u>
Net cash provided (used) by operating activities	<u>417,875</u>
 <b>Cash flows from investing activities:</b>	
Interest received	<u>2,544</u>
Net cash provided (used) by investing activities	<u>2,544</u>
 <b>Cash flows from capital and related financing activities:</b>	
Acquisition of capital assets	(36,401)
Issuance of notes payable	<u>263,688</u>
Net cash provided (used) by capital and related financing activities	<u>227,287</u>
Net increase (decrease) in cash and cash equivalents	<u>647,706</u>
Cash and cash equivalents, including restricted, June 30, 2020	<u>312,357</u>
Cash and cash equivalents, including restricted, June 30, 2021	<u>\$ 960,063</u>
 <b>Reconciliation of operating income to net cash provided (used) by operating activities:</b>	
Operating income	\$ 414,915
Adjustments to reconcile operating income (loss) to net cash provided by operating activities:	
Depreciation expense	30,354
Decrease (increase) in accounts receivable	888
Decrease (increase) in deferred outflows	(35,204)
Increase (decrease) in accounts payable	(3,417)
Increase (decrease) in payroll liabilities	(244)
Increase (decrease) in net OPEB liability	(72,570)
Increase (decrease) in net pension liability	65,752
Increase (decrease) in deferred inflows	<u>17,401</u>
Net cash provided by operating activities	<u>\$ 417,875</u>

JEFFERSON COUNTY PARKS AND RECREATION COMMISSION  
NOTES TO THE FINANCIAL STATEMENTS  
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**NOTE I - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The accounting policies of Jefferson County Parks and Recreation Commission (Commission) have been designed to conform to generally accepted accounting principles as applicable to government units, in accordance with the Governmental Accounting Standards Board (GASB).

**A. Reporting Entity**

The Jefferson County Parks and Recreation Commission, a component unit of Jefferson County Commission, was created by West Virginia Code 7-11-1 for the purpose of establishing, improving, developing, administering, operating, and maintaining a counties public parks and recreation system or public recreational facilities. The board consists of ten members who are appointed by the Jefferson County Commission, each serving a three-year term. The Commission is a legally separate organization for which elected officials of the primary government are financially accountable. The Commission is a discretely presented component unit of the primary government based upon the criteria stipulated in the Governmental Accounting Standards Board Statement No. 14 (as amended by GASB Statement No. 39 and GASB Statement No. 61).

**B. Financial Statements**

The financial statements (i.e., the statement of net position and the statement of revenues, expenses, and changes in net position) report information on all of the activities of the government. For the most part the effect of interfund activity has been removed from these statements. Business-type activities rely to a significant extent on fees and charges for support.

The statement of revenues, expenses, and changes in net position demonstrates the degree to which the direct expenses of a given function are offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function. Revenues include charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided.

**C. Measurement Focus, Basis of Accounting, and Financial Statement Presentation**

The financial statements are reported using the economic resources measurement focus and the accrual basis of accounting. Revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider have been met.

The government reports the following major proprietary fund:

The *Parks and Recreation* fund consists of the entire operations of the Commission in their purpose of promoting recreational facilities within Jefferson County, West Virginia.

Proprietary funds distinguish *operating* revenues and expenses from *nonoperating* items. Operating revenues and expenses generally result from providing services in connection with a proprietary fund's principle ongoing operation. The principle operating revenues of the Commission are charges for services. Operating expenses include wages and salaries, administrative expenses, and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as nonoperating revenues and expenses.

When both restricted and unrestricted resources are available for use, it is the government's policy to use restricted resources first, then unrestricted resources as they are needed.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
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**D. Assets, Deferred Outflows, Liabilities, Deferred Inflows and Net Position**

**1. Deposits and Investments**

The Commission's cash and cash equivalents are considered to be cash on hand, demand deposits and short-term investments with original maturities of less than three months from the date of acquisition. For purposes of the Statement of Cash Flows, restricted assets may be considered cash equivalents based on liquidity.

State statutes authorize the government to invest in the State Investment Pool or the Municipal Bond Commission or to invest such funds in the following classes of securities: Obligations of the United States or any agency thereof, certificates of deposit (which mature in less than one year), general and direct obligations of the state of West Virginia; obligations of the federal mortgage association; indebtedness secured by first lien deeds of trust for property situated within this state if the payment is substantially insured or guaranteed by the federal government; pooled mortgage trusts (subject to limitations); indebtedness of any private corporation that is properly graded as in the top two or three highest rating grades; interest earning deposits which are fully insured or collateralized; and mutual funds registered with the S.E.C. which have fund assets over three hundred million dollars.

State statute limitations concerning the aforementioned investments include the following: at no time can investment portfolios consist of more than seventy-five percent of the indebtedness of any private corporation nor can the portfolio have over twenty-five percent of its portfolio consisting of the indebtedness of a private corporation's debt which matures in less than one year; at no time may more than nine percent of the portfolio be invested in securities issued by a single private corporation or association; and at no time can more than sixty percent of the portfolio be invested in equity mutual funds.

**2. Restricted Assets**

The Commission has a capital improvement bank account that can only be used for capital improvements. The Commission receives hotel/motel taxes from the County Commission monthly of which ten percent must be deposited into the capital improvement bank account.

**3. Receivables and Payables**

All receivables are shown at their gross value and, where appropriate, are reduced by the estimated portion that is expected to be uncollectible. Accounts payable are shown at the net amount due.

**4. Capital Assets**

Capital assets, which include property, plant equipment, and infrastructure assets (e.g. roads, bridges, sidewalks, and similar items), are reported in the applicable business-type activities columns in the governmental wide financial statements. Capital assets are defined by the government as assets costing over \$10,000 and estimated to have a useful life in excess of one year. Such assets are recorded at historical cost or estimated historical cost if purchased or constructed. Donated capital assets are recorded at acquisition value at the date of donation.

The costs of normal maintenance and repairs that do not add to the value of the assets or materially extend assets lives are not capitalized.

Major outlays for capital assets and improvements are capitalized as projects are constructed. Interest incurred during the construction phase of proprietary fund capital assets is not reflected in the capitalized value of the asset constructed, net of interest earned on the invested proceeds during the same period.

JEFFERSON COUNTY PARKS AND RECREATION COMMISSION  
NOTES TO THE FINANCIAL STATEMENTS  
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Capital assets are depreciated using the straight-line method over the following estimated useful lives:

<u>Assets</u>	<u>Years</u>
Buildings and improvements	05-40
Machinery and equipment	05-10

**5. Compensated Absences**

The Commission's policy permits employees to accumulate earned but unused vacation and sick pay benefits. All vacation pay is accrued when incurred in the financial statements in accordance with GASB Statement No. 16, *Accounting for Compensated Absences*.

**6. Deferred Outflows/Inflows of Resources**

In addition to assets, the statement of net position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, *deferred outflows of resources*, represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expenses/expenditure) until that time.

In addition to liabilities, the statement of net position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, *deferred inflows of resources*, represents the acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time.

**7. Net Position**

Net position represents the difference between all other elements on the statement of financial position and consists of the following:

- a. Invested in noncurrent capital assets, net of related debt – Consists of capital assets including restricted capital assets, net of accumulated depreciation, and reduced by outstanding balances of any bonds, mortgages, notes, or other borrowings attributable to the acquisition, constructions, or improvement of those assets.
- b. Restricted – Consists of net position with constraints placed on the use by either (1) external groups such as creditors, grantors, contributors, or laws and regulations of other governments; or (2) law through constitutional provisions or enabling legislation.
- c. Unrestricted – All other net position that does not meet the definition of "restricted" or "invested in noncurrent capital assets, net of related debt".

**8. Pension**

For purposes of measuring net pension liability and deferred outflows/inflows of the resources to pensions, and pension expense, information about the fiduciary net position of the Commission's Public Employee Retirement System (PERS) and additions to/deductions from the Plan's fiduciary net position have been determined on the same basis as they are reported by PERS. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
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**9. Other Post-Employment Benefits (OPEB)**

For purposes of measuring the net OPEB liability and deferred outflows/inflows of the resources related to OPEB, and OPEB expense, information about the fiduciary net position of the West Virginia Retiree Health Benefits Trust Fund (RHBT) and additions to/deductions from the RHBT's fiduciary net position have been determined on the same basis as they are reported by the RHBT. RHBT recognizes benefit payments when due and payable in accordance with the benefit terms. Investments are reported at fair value.

**10. Estimates**

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect certain reported amounts and disclosures. Accordingly, actual results may differ from those estimates.

**NOTE II – DETAILED NOTES ON ALL FUNDS**

**A. Deposits and Investments**

*Custodial Credit Risk*

For deposits, the Commission could be exposed to risk in the event of a bank failure where the government's deposits may not be returned. The Commission's policy for custodial credit risk is for the Jefferson County Commission to provide coverage on behalf of the Commission. At year end, the carrying amount of the Commission's bank balances were \$957,063 and of that balance, \$0 was exposed to custodial credit risk. The Commission had \$3,000 in petty cash at June 30, 2021.

**B. Capital assets**

Capital asset activity for the fiscal year ended June 30, 2021, was as follows:

	<u>Beginning Balance</u>	<u>Increases</u>	<u>Decreases</u>	<u>Ending Balance</u>
Business-type activities:				
Capital assets, not being depreciated:				
Land	\$ 1,129,434	\$ -	\$ -	\$ 1,129,434
Construction in progress	-	-	-	-
Total capital assets, not being depreciated	<u>1,129,434</u>	<u>-</u>	<u>-</u>	<u>1,129,434</u>
Capital assets being depreciated:				
Buildings and improvements	686,039	36,401	-	722,440
Machinery and equipment	152,968	-	-	152,968
Less: accumulated depreciation	<u>(150,180)</u>	<u>(30,354)</u>	<u>-</u>	<u>(180,534)</u>
Total capital assets being depreciated, net	<u>688,827</u>	<u>6,047</u>	<u>-</u>	<u>694,874</u>
Business-type activities capital assets, net	<u>\$ 1,818,261</u>	<u>\$ 6,047</u>	<u>\$ -</u>	<u>\$ 1,824,308</u>

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**NOTES TO THE FINANCIAL STATEMENTS**  
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**C. Long-Term Debt**

Changes in long-term obligations of the Commission during the year ended June 30, 2021 were as follows:

	Balance at June 30, 2020	Additions	Reductions	Balance at June 30, 2021	Due in One Year
Net OPEB Liability	100,211	-	(72,570)	27,641	-
Net Pension Liability	46,088	65,752	-	111,840	-
<b>Total</b>	<b>\$ 146,299</b>	<b>\$ 65,752</b>	<b>\$ (72,570)</b>	<b>\$ 139,481</b>	<b>\$ -</b>

**D. Short-Term Debt**

*Notes Payable*

The Commission received a loan in the amount \$113,985 under the Paycheck Protection Program (PPP) through the Small Business Administration (SBA).

The PPP, established as part of the Coronavirus Aid Relief and Economic Security Act (Cares Act), provides loans to qualifying entities for an amount up to two and one-half times of the average monthly payroll expenses. The loan and accrued interest are forgivable after a twenty-four-week period as long as the entity uses the loan proceeds for eligible purposes, including payroll, benefits, rent and utilities, and maintains its payroll levels. The amount of the loan forgiveness will be reduced if the entity terminates employees or reduces salaries during the twenty-four-week period.

The unforgiven portion of the PPP loan is payable over twenty-four months at a fixed interest rate of 1%, with a deferral of payments for the first six months. As of June 30, 2021, the Commission has used the entire amount for qualified purposes consistent with the PPP.

While the Commission currently believes that the use of the loan proceeds will meet the conditions for forgiveness of the loan, the loan has not been forgiven as of June 30, 2021.

The Commission also received a SBA loan in the amount of \$150,000. The Commission made one payment and the amount outstanding at June 30, 2021 was \$149,703. After year end, the Commission paid off the loan amount in full; therefore, the outstanding loan balance was considered a current liability.

**NOTE III – OTHER INFORMATION**

**A. Risk Management**

The Commission is exposed to various risks of loss related to torts; theft of, damage to and destruction of assets; errors and omissions; and natural disasters. The Commission carries umbrella (general liability) insurance for these various risks.

Liabilities are reported when it is probable a loss has occurred and the amount of the loss (in excess of insurance coverage) can be reasonably estimated.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
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**B. Commitments and Contingencies**

Amounts grantor agencies pay to the Commission are subject to audit and adjustment by the grantor. The grantor may require refunding any disallowed costs. Management cannot presently determine amounts grantors may disallow. However, based on prior experience, management believes any refunds would be immaterial.

It is the opinion of the Commission's management that there are no material pending lawsuits and unasserted claims against the Commission.

**NOTE IV – EMPLOYEE RETIREMENT SYSTEM AND PLAN**

**Public Employee Retirement System (PERS)**

*Plan Description, Contribution Information and Funding Policies*

The Commission participates in a state-wide, cost-sharing, multiple-employer defined benefit plan on behalf of general Municipal employees. The system is administered by agencies of the State of West Virginia and funded by contributions from participants, employers, and State appropriations, as necessary.

The plan is administered by the Consolidated Public Retirement Board (CPRB), which acts as a common investment and administrative agent for all of the participating employers. CPRB issues publicly available reports that include a full description of the pension plans regarding benefit provisions, assumptions and membership information that can be found on the CPRB website at [www.wvretirement.com](http://www.wvretirement.com).

The following is a summary of eligibility factors, contribution methods, and benefit provisions:

Eligibility to participate	All Commission full-time employees, except those covered by other pension plans.
Commission establishing contribution obligations and benefit provisions	State Statute
Plan member's contribution rate	4.5%-6.0%
Commission's contribution rate	10.00%
Period required to vest	Five years if hired before 7/1/15 (tier 1), Ten years if hired after 7/1/15 (tier 2)
Benefits and eligibility for distribution	<p><u>Tier 1</u> - A member who has attained age 60 and has earned 5 years or more of contributing service or age 55 if the sum of his/her age plus years of credited service is equal to or greater than 80. The final average salary (three highest consecutive years in the last 15) times the years of service times 2% equals the annual retirement benefit.</p> <p><u>Tier 2</u> - Qualification for normal retirement is age 62 with 10 years of service or at least age 55 plus service years equal to 80 or greater. The final average salary is the average of the five consecutive highest annual earnings years out of the last fifteen years. The final average salary times the years of service times 2% equals the annual retirement benefit.</p>
Deferred retirement portion	No
Provisions for:	
Cost of Living	No
Death Benefits	Yes

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
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*Trend Information*

Fiscal Year	Annual Pension Cost	Percentage Contributed
2021	\$ 26,592	100%
2020	\$ 31,239	100%
2019	\$ 31,470	100%

PERS issues a publicly available financial report that includes financial statements and required supplementary information. That information may be obtained by writing to the Public Employees' Retirement System, 4101 MacCorkle Avenue, SE, Charleston, WV 25304.

***Pension Liabilities, Pension Expense, Deferred Outflows of Resources, and Deferred Inflows of Resources Related to Pensions***

At fiscal year-end, the Commission reported the following liabilities for its proportionate share of the net pension liabilities. The net position liabilities were measured as of June 30, 2020, and the total pension liability used to calculate the net pension liabilities were determined by an actuarial valuation as of July 1, 2019 and rolled forward to June 30, 2020 using the actuarial assumptions and methods described in the appropriate section of this note. The Commission's proportion of the net pension liabilities was based on a projection of the Commission's long-term share of contributions to the pension plans relative to the projected contributions of all participating governments, actuarially determined. At June 30, 2021, the Commission's reported the following proportions:

Amount of proportionate share of net pension liability	\$ 111,840
Percentage of proportionate share of net pension liability	0.021155%
Increase/(decrease) % from prior proportion measured	(0.000280)%

For the year ended June 30, 2021, the Commission recognized the following pension expense.

Commission pension expense \$ 35,948

The Commission reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 16,458	\$ 2,306
Contributions made subsequent to the measurement date	26,592	-
Change in assumptions	-	4,928
Changes in proportions and differences between employer and proportionate share of contributions	5,455	2,154
Net difference between projected and actual earnings on pension plan investments	<u>35,448</u>	<u>-</u>
Total	<u>\$ 83,953</u>	<u>\$ 9,388</u>

The amount reported as deferred outflows of resources related to pensions resulting from government contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability for the measurement date in the year ended June 30, 2022. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
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<u>Year ended June 30:</u>	
2022	\$ 13,037
2023	13,037
2024	13,037
2025	8,862
Total	<u>\$ 47,973</u>

*Actuarial assumptions.*

The total pension liability was determined by an actuarial valuation as of July 1, 2019, and rolled forward to June 30, 2020, which is the measurement date, using the following actuarial assumptions, applied to all periods included in the measurement.

Actuarial cost method	Individual entry age normal cost with level percentage of payroll
Asset valuation method	Market value
Amortization method	Level dollar
Amortization period	Through Fiscal Year 2029
Actuarial assumptions:	
Investment rate of return	7.50%
Projected salary increases:	
PERS:	
State	3.1-5.3%
Nonstate	3.35-6.5%
Inflation rate	3.00%
Discount rate	7.50%
Mortality rates	
	Active – 100% of Pub-2010 General Employees table, below median, headcount weighted, projected with scale MP-2018
	Retired healthy males – 108% of Pub-2010 General Retiree Male table, below-median, headcount weighted, projected with scale MP-2018
	Retired healthy females – 122% of Pub-2010 General Retiree Female table, below-median, headcount weighted, projected with scale MP-2018
	Disabled males – 118% of Pub-2010 General/Teachers Disabled Male table, below-median, headcount weighted, projected with scale MP-2018
	Disabled females – 117% of Pub-2010 General/Teachers Disabled Female table, below-median, headcount weighted, projected with scale MP-2018
Withdrawal rates	
State	2.275-45.63%
Non-state	2.50-35.88%
Disability rates	0.005-0.540%
Retirement rates	12.0-100%

Date range in most recent experience study: 2013-2018.

The long-term expected rate of return on pension plan investments were determined using a building-block method in which best-estimate rates of expected future real rates of returns (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The target allocation and best estimates of arithmetic real rates of return for each major asset class included are summarized in the following chart:

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Asset Class	Target Allocation	Long-term Expected ROR
Domestic Equity	27.50%	5.5%
International Equity	27.50%	7.0%
Fixed Income	15.00%	2.2%
Private Equity	10.00%	8.5%
Hedge Funds	10.00%	4.0%
Real Estate	10.00%	6.6%
Total	100.00%	

*Discount rate*

The discount rate used to measure the total pension asset was 7.5 percent for the defined benefit plan. The projection of cash flows used to determine the discount rate assumed that the plan member contributions will be made at the current contribution rate and that the government contributions to all plans will be made at contractually required rates, actuarially determined. Based on those assumptions, the plan's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments were applied to all periods of projected benefit payments to determine the total pension liability of the plan.

The following chart presents the sensitivity of the net pension asset to changes in the discount rate, calculated using the discount rates as used in the actuarial evaluation, and what the net pension asset would be if it were calculated using a discount rate that is 1-percentage-point lower or 1-percentage point higher than the current rate:

	1% Decrease 6.5%	Current Rate 7.5%	1% Increase 8.5%
Commission's proportionate share of PERS's net pension liability (asset)	\$ 284,955	\$ 111,840	\$ (34,531)

Detailed information about the pension plan's fiduciary net position is available in the separately issued financial report available at the Consolidated Public Retirement Board's website at [www.wvretirement.com](http://www.wvretirement.com). That information can also be obtained by writing to the West Virginia Consolidated Public Retirement Board, 4101 MacCorkle Avenue SE, Charleston, WV 25304.

**NOTE V – POSTEMPLOYMENT BENEFITS OTHER THAN PENSIONS (OPEB)**

***General Information about the OPEB Plan***

*Plan description.* The Commission contributes to the West Virginia Other Postemployment Benefit Plan (the Plan), a cost-sharing, multiple employer, defined benefit other postemployment benefit plan and covers the retirees of State agencies, colleges and universities, county boards of education and other government entities as set forth in the West Virginia Code Section 5-16D-2 (the Code). The financial activities of the Plan are accounted for in the West Virginia Retiree Health Benefit Trust Fund (RHBT), a fiduciary fund of the State of West Virginia. The Plan is administered by a combination of the PEIA and the RHBT staff. Plan benefits are established and revised by the PEIA and the RHBT management with approval of the Finance Board. The Finance Board is comprised of nine members. Finance Board members are appointed by the Governor, serve a term of four years and are eligible for reappointment. The State Department of Administration cabinet secretary serves as Chairman of the Board. Four members represent labor, education, public employees and public retirees. Four remaining members represent the public-at-large.

The Plan had approximately 43,000 policyholders and 64,000 covered lives at June 30, 2020.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
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Active employees who retire are eligible for the PEIA health and life benefits, provided they meet the minimum eligibility requirements of the applicable State retirement system and if their last employer immediately prior to retirement: is a participating employer under the Consolidated Public Retirement Board (CPRB) and, as of July 1, 2008 forward, is a participating employer with the PEIA. Active employees who, as of July 1, 2008, have ten years or more of credited service in the CPRB and whose employer at the time of their retirement does participate with CPRB, but does not participate with the PEIA will be eligible for PEIA retiree coverage provided: they otherwise meet all criteria under this heading and their employer agrees, in writing, upon a form prescribed by the PEIA, that the employer will pay to the PEIA the non-participating retiree premium on behalf of the retiree or retirees, or that the retiree agrees to pay the entire unsubsidized premium themselves. Active employees who are members of the Teacher's Defined Contribution Retirement plan must be either: 55 years of age and have 12 or more years of credited service; or be at least 60 years of age with five years of service; and their last employer immediately prior to retirement must be a participating employer under that, or the CPRB system to qualify to continue PEIA insurance benefits upon retirement. Employees who participate in non-State retirement systems but are CPRB system affiliated, contracted, or approved (such as TIAA-CREF and similar plans), or are approved, in writing, by the PEIA Director must, in the case of education employees, meet the minimum eligibility requirements of the State Teacher's Retirement System and in all other cases meet the minimum eligibility requirements of the Public Employees Retirement System to be eligible for PEIA benefits as a retiree.

For additional financial information, which may be used for disclosure by participating employers, please refer to the audited financial statements of the RHBT. The RHBT audited financial statements and actuarial reports can be found on the PEIA website at [www.peia.wv.gov](http://www.peia.wv.gov). If you have any questions about this report or need additional information, contact the Chief Financial Officer, Jason Haught, at 304-957-2627, ext. 72627 or the RHBT Controller, Jennifer Priddy, at 304-352-0298, ext. 20298. You can also submit your questions in writing to West Virginia Public Employees Insurance Agency, 601 57th Street, SE Suite 2, Charleston, WV 25304.

*Benefits provided.* The Plan provides medical and prescription drug insurance and life insurance. The medical and prescription drug insurance is provided through two options: 1) Self-Insured Preferred Provider Benefit Plan (primarily for non-Medicare-eligible retirees and spouses) and 2) External Managed Care Organizations (primarily for Medicare-eligible retirees and spouses).

*Contributions.* Pay-go premiums are established by the Finance Board annually. All participating employers are required by statute to contribute this premium to the RHBT at the established rate for every active policyholder per month. The active premiums subsidized the retirees' health care by approximately \$142 million for fiscal year ended June 30, 2020. For the year ended June 30, 2021, contributions to the OPEB plan from the Commission were \$10,880.

Members retired before July 1, 1997 pay retiree healthcare contributions at the highest sponsor subsidized rate, regardless of their actual years of service. Members retired between July 1, 1997 and June 30, 2010, pay a subsidized rate depending on the member's years of service. Members hired on or after July 1, 2010, pay retiree healthcare contributions with no sponsor provided implicit or explicit subsidy.

Retiree leave conversion contributions from the employer depend on the retiree's date of hire and years of service at retirement as described below:

- Members hired before July 1, 1988, may convert accrued sick or leave days into 100% of the required retiree healthcare contribution.
- Members hired from July 1, 1988, to June 30, 2001, may convert accrued sick or leave days into 50% of the required retiree healthcare contribution

The conversion rate is two days of unused sick and annual leave days per month for single healthcare coverage and three days of unused sick and annual leave days per month for family healthcare coverage.

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**OPEB Liabilities, OPEB Expense, and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB**

At fiscal year-end, the Commission reported a liability of \$27,641 for its proportionate share of the net OPEB liability. The net OPEB liability, deferred inflows and outflows of resources and OPEB expense were determined by an actuarial valuation date as of June 30, 2019, rolled forward to June 30, 2020, which is the measurement date. The Commission's proportion of the net OPEB liability was based on a projection of the Commission's long-term share of contributions to the OPEB plan relative to the projected contributions of all participating governments, actuarially determined. At June 30, 2021, the government's proportion was 0.006258013%, which was an increase of 0.000218063% from its proportion as of June 30, 2020.

For the year ended June 30, 2021, the Commission recognized OPEB expense of \$18,311.

The Commission reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual investment earnings	\$ 3,034	\$ 936
Differences between expected and actual non-investment experience	-	17,922
Contributions made subsequent to the measurement date	10,880	-
Changes in proportions and differences between employer and proportionate share of contributions	18,134	4,891
Change in assumptions	-	62,392
Reallocation of opt-out employer change in proportionate share	-	1,616
<b>Total</b>	<b>\$ 32,048</b>	<b>\$ 87,757</b>

The amount reported as deferred outflows of resources related to OPEB resulting from Commission contributions subsequent to the measurement date will be recognized as a reduction of the net OPEB liability in the year ended June 30, 2022. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows.

Year ended June 30:

2022	\$	(22,118)	
2023		(22,118)	
2024		(22,118)	
2025		(235)	
<b>Total</b>	<b>\$</b>	<b>(66,589)</b>	

**Actuarial Assumptions**

The total OPEB liability was determined by an actuarial valuation as of June 30, 2020, which is the measurement date:

Inflation rate	2.25%
Wage inflation	2.75%
Investment Rate of Return	6.65%, net of OPEB plan investment expense, including inflation
Asset valuation method	Market value
Actuarial cost method	Entry Age Normal Cost Method
Amortization method	Level percentage of payroll over a 20-year closed period beginning June 30, 2017
Salary increases	Dependent upon pension system, ranging from 2.75% to 5.18%, including inflation

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**NOTES TO THE FINANCIAL STATEMENTS**  
**For the Fiscal Year Ended June 30, 2021**

Retirement age	Experience-based table of rates that are specific to the type of eligibility condition
Aging factors	Based on the 2013 SOA Study "Health Care Costs – From Birth to Death" Post-Retirement: Pub-2010 Below-Median Income General Healthy Retiree Mortality Tables projected with MP-2019 and scaling factors of 106% for males and 113% for females
Mortality	
Healthcare Cost Trend Rates	Trend rate for pre-Medicare per capita costs of 7.0% for plan year end 2022, 6.50% for plan year end 2023, decreasing by 0.25% each year thereafter, until ultimate trend rate of 4.25% is reached in plan year end 2032. Trend rate for Medicare per capita costs of 31.11% for plan year end 2022, 9.15% for plan year end 2023, 8.40% for plan year end 2024, decreasing gradually each year thereafter, until ultimate trend rate of 4.25% is reached in plan year end 2036
Expenses	Health administrative expenses are included in the development of the per capita claims cost. Operating expenses are included as a component of the annual expense.

The actuarial assumptions used in the valuation were based on the results of an actuarial experience study for the period July 1, 2015 through June 30, 2020.

The long-term rates of return on OPEB plan investments are determined using a building-block method in which estimates of expected future real rates of returns are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentages. Target asset allocations, capital market assumptions ("CMA"), and a 10-year forecast of nominal geometric returns by major asset class were provided by the plan's investment advisors, including the West Virginia Investment Management Board ("WV-IMB"). The projected nominal return for the Money Market Pool held with the West Virginia Board of Treasury Investments ("WV-BTI") was estimated based on WV\_IMB assumed inflation of 2.0% plus a 25 basis point spread.

The target allocation and estimates of annualized long-term expected real returns assuming a 10-year horizon are summarized below:

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Long-term Expected ROR</u>
Global equity	55%	6.8%
Core plus fixed income	15%	4.1%
Core real estate	10%	6.1%
Private Equity	10%	8.8%
Hedge Funds	10%	4.4%

*Discount rate.* A single discount rate of 6.65% was used to measure the total OPEB liability. This single discount rate was based on the expected rate of return on OPEB plan investments of 6.65% and a tax-exempt municipal bond rate based on an index of 20-year general obligation bonds with an average AA credit rating as of the measurement date to the extent benefits are effectively financed on a pay-as-you-go basis. The long-term municipal bond rate used to develop the single discount rate was 3.13% as of the beginning of the year and 2.45% as of the end of the year. The projection of cash flows used to determine this single discount rate assumed that employer contributions will be made in accordance with the prefunding and investment policies. Future pre-funding assumptions include a \$30 million annual contribution from the State through 2037. Based on those assumptions, and that the Plan is expected to be fully funded by fiscal year ended June 30, 2025, the OPEB plan's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected applied to all periods of projected benefit payments to determine the total OPEB liability. Discount rates are subject to change between measurement dates.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**NOTES TO THE FINANCIAL STATEMENTS**  
**For the Fiscal Year Ended June 30, 2021**

*Sensitivity of the government's proportionate share of the net OPEB liability to changes in the discount rate.* The following chart presents the government's proportionate share of the net OPEB liability, as well as what the proportionate share of the net OPEB liability would be if it were calculated using a discount rate that is 1-percentage-point lower or 1-percentage point higher than the current discount rate:

	1% Decrease (5.65%)	Discount Rate (6.65%)	1% Increase (7.65%)
Net OPEB liability	39,420	27,641	17,781

*Sensitivity of the government's proportionate share of the net OPEB liability to changes in the healthcare cost trend rates.* The following chart presents the government's proportionate share of the net OPEB liability, as well as what the proportionate share of the net OPEB liability would be if it were calculated using healthcare cost trend rates that are 1-percentage-point lower or 1-percentage point higher than the current healthcare cost trend rates described in the actuarial assumptions:

	1% Decrease	Healthcare Cost Trend Rates	1% Increase
Net OPEB liability	16,632	27,641	40,938

**NOTE VI – SUBSEQUENT EVENTS**

The spread of the novel coronavirus (COVID-19) has severely impacted many local economies around the world. In many countries, businesses and organizations are being forced to cease or limit operations for long or indefinite periods of time. Measures taken to contain the spread of the virus, including travel bans, quarantines, social distancing, and closures of non-essential services have triggered significant disruptions to businesses worldwide, resulting in an economic slowdown. Governments and financial institutions have responded with monetary and fiscal interventions to try to stabilize economic conditions. The Commission has determined that these events are non-adjusting subsequent events. Accordingly, the financial net position and changes in net position as of and for the year ended June 30, 2021 have not been adjusted to reflect their impact. The duration and impact of the COVID-19 pandemic, as well as the effectiveness of government and financial responses remains unclear at this time. It is not possible to reliably estimate the duration and severity of these consequences, as well as their impact on the financial net position and results of the Commission for future periods.

The Commission's management has evaluated the effect that subsequent events would have on the Commission's financial statements through November 9, 2021, which is the date the financial statements were available to be released.

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## **Required Supplementary Information**

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**SCHEDULE OF THE COMMISSION'S PROPORTIONATE SHARE OF THE NET PENSION LIABILITY**  
**For the Fiscal Year Ended June 30, 2021**

	Public Employees Retirement System Last 10 Fiscal Years*									
	2021	2020	2019	2018	2017	2016	2015	2014		
Commission's proportion of the net pension liability (asset) (percentage)	0.021155%	0.021435%	0.022321%	0.017959%	0.015316%	0.015267%	0.016603%	0.013424%		
Commission's proportionate share of the net pension liability (asset)	\$ 111,840	\$ 46,088	\$ 57,644	\$ 77,672	\$ 140,775	\$ 85,252	\$ 61,276	\$ 122,373		
Commission's covered-employee payroll	\$ 265,920	\$ 312,390	\$ 314,700	\$ 308,127	\$ 246,558	\$ 211,059	\$ 207,050	\$ 222,331		
Commission's proportionate share of the net pension liability (asset) as a percentage of its covered-employee payroll	42.06%	14.75%	18.32%	25.21%	57.10%	40.39%	29.59%	55.04%		
Plan fiduciary net position as a percentage of the total pension liability	92.89%	96.99%	96.33%	93.67%	86.11%	91.29%	94.23%	79.70%		

\* - The amounts presented for each fiscal year were determined as of June 30th. This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, governments should present information for those years for which information is available.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**SCHEDULE OF THE COMMISSION'S CONTRIBUTIONS - PENSION**  
**For the Fiscal Year Ended June 30, 2021**

	Public Employees Retirement System									
	Last 10 Fiscal Years*									
	2021	2020	2019	2018	2017	2016	2015	2014		
Contractually required contribution.	\$ 26,592	\$ 31,239	\$ 31,470	\$ 33,894	\$ 29,587	\$ 28,493	\$ 28,987	\$ 32,238		
Contributions in relation to the contractually required contribution	(26,592)	(31,239)	(31,470)	(33,894)	(29,587)	(28,493)	(28,987)	(32,238)		
Contribution deficiency (excess)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		
Commission's covered-employee payroll	\$ 265,920	\$ 312,390	\$ 314,700	\$ 308,127	\$ 246,558	\$ 211,059	\$ 207,050	\$ 222,331		
Contributions as a percentage of covered-employee payroll	10.00%	10.00%	10.00%	11.00%	12.00%	13.50%	14.00%	14.50%		

\* - The amounts presented for each fiscal year were determined as of June 30th. This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, governments should present information for those years for which information is available.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**SCHEDULE OF THE COMMISSION'S PROPORTIONATE SHARE OF THE NET OPEB LIABILITY**  
**For the Fiscal Year Ended June 30, 2021**

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**West Virginia Retiree Health Benefit Trust**  
**Last 10 Fiscal Years\***

	<u>2021</u>	<u>2020</u>	<u>2019</u>
Commission's proportion of the net OPEB liability (percentage)	0.006258013%	0.006039950%	0.005889912%
Commission's proportionate share of the net OPEB liability	\$ 27,641	\$ 100,211	\$ 126,364
Commission's covered-employee payroll	\$ 265,920	\$ 312,390	\$ 314,700
Commission's proportionate share of the net OPEB liability as a percentage of its covered-employee payroll	10.39%	32.08%	40.15%
Plan fiduciary net position as a percentage of the total OPEB liability	73.49%	39.69%	30.98%

\* GASB Statement #75 requires the presentation of 10 years of information. However, until a full 10-year trend is completed, only the available information is presented. The above schedule is for 3 years.

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**SCHEDULE OF THE COMMISSION'S CONTRIBUTIONS - OPEB**  
**For the Fiscal Year Ended June 30, 2021**

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**West Virginia Retiree Health Benefit Trust**  
**Last 10 Fiscal Years\***

	<u>2021</u>	<u>2020</u>	<u>2019</u>
Contractually required contribution	\$ 10,880	\$ 8,917	\$ 12,444
Contributions in relation to the contractually required contribution	<u>(10,880)</u>	<u>(8,917)</u>	<u>(12,444)</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Commission's covered-employee payroll	\$ 265,920	\$ 312,390	\$ 314,700
Contributions as a percentage of covered-employee payroll	4.09%	2.85%	3.95%

\* GASB Statement #75 requires the presentation of 10 years of information. However, until a full 10-year trend is completed, only the available information is presented. The above schedule is for 3 years.

## **Accompanying Information**

# Ferrari & Associates, PLLC

616 Schubert Place | Morgantown, WV 26505

## **Independent Auditor's Report on Internal Control Over Financial Reporting and on Compliance and Other Matters Based on an Audit of Financial Statements Performed in Accordance with *Government Auditing Standards***

Honorable Members of the Board  
Jefferson County Parks and Recreation Commission  
Shenandoah Junction, WV 25442

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the accompanying financial statements of the business-type activities of the Jefferson County Parks and Recreation Commission (Commission) as of and for the year ended June 30, 2021, and the related notes to the financial statements, which collectively comprise the Commission's basic financial statements and have issued our report thereon dated November 9, 2021.

### **Internal Control Over Financial Reporting**

In planning and performing our audit of the financial statements, we considered the Commission's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of the Commission's internal control. Accordingly, we do not express an opinion on the effectiveness of the Commission's internal control.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that were not identified. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. We did identify certain deficiencies in internal control, described in the accompanying schedule of findings that we consider to be significant deficiencies. See findings 2021-01 and 2021-02.

### **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether the Commission's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

# Ferrari & Associates, PLLC

616 Schubert Place | Morgantown, WV 26505

## Commission's Responses to Findings

The Commission's responses to the findings identified in our audit are described in the accompanying schedule of findings and responses. The Commission's responses were not subjected to the auditing procedures applied in the audit of the financial statements and, accordingly, we express no opinion on them.

## Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the result of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.

*Ferrari & Associates, PLLC*

Morgantown, West Virginia  
November 9, 2021

**JEFFERSON COUNTY PARKS AND RECREATION COMMISSION**  
**SCHEDULE OF FINDINGS AND RESPONSES**  
**For the Fiscal Year Ended June 30, 2021**

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**2021-01 Controls Over Financial Statement Preparation**

Condition – The Commission does not have adequate staff to prepare the financial statements in accordance with generally accepted accounting principles (GAAP).

Criteria – Reliable financial reporting requires that financial statements conform with GAAP, or the basis of accounting that used by the Commission. Preparing financial statements is the culminating step of financial reporting.

Cause – Limited staff and time decreases the ability to prepare financial statements in conformity with GAAP.

Effect – Increased potential that fraud and abuse could occur.

Recommendation – The Commission Officials should develop policies and procedures to ensure financial statements are prepared in accordance with generally accepted accounting principles, or the basis of accounting that used by the Commission.

Commission's Response – To the extent possible, the individuals responsible for the accounting and reporting function have been training to perform their assigned duties. However, it would not be economically feasible for the Commission to train its employees in preparing its financial statements.

**2021-02 Segregation of Duties**

Condition – It was noted that the responsibilities for approving, executing, and recording transactions and custody of the resulting asset arising from the transactions were not assigned to different individuals.

Criteria – Proper internal control dictates responsibility for approving, executing, and recording transactions should rest with different individuals. Custody of resulting assets should also be assigned to individuals with no responsibilities in the above areas.

Cause – The Commission does not have enough personnel to fully segregate duties.

Effect – Internal control structure elements do not reduce to a relatively low level the risk that errors and irregularities, in amounts that would be material in relation to the financial statements, may occur and not be detected in a timely manner.

Recommendation – Responsibilities of approval, execution, recording and custody should be distributed among the Commission's officials to the best degree possible.

Commission's Response – Commission officials stated that further segregation of accounting duties is not economically feasible at this time.

JEFFERSON COUNTY PARKS AND RECREATION COMMISSION  
SUMMARY SCHEDULE OF PRIOR AUDIT FINDINGS  
For the Fiscal Year Ended June 30, 2021

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Status of Prior Year Audit Findings

<u>Finding Number</u>	<u>Title</u>	<u>Status</u>
2020-01	Controls Over Financial Statement Preparation	Not resolved
2020-02	Segregation of Duties	Not resolved



110 Mordington Ave.  
Charles Town, W.Va. 25414  
(304) 725-9741  
www.jcswv.org

March 22, 2022

Dear Mr. ReidSmith,

I hope this letter finds you well and as energized as ever for improving the cultural opportunities for West Virginia families. I write as an enthusiastic support for for Phase II of the Amphitheater Project of Jefferson County Parks and Recreation. As you know, Jefferson County Schools has a long standing positive and proactive partnership with JCPR. We look forward to continuing that partnership through the expansion of the Amphitheater Project that will support our nationally recognized arts programs. In particular, our middle and high school bands have been recognized as West Virginia state honor's bands and our choral programs have won state honors. This has happened in no small part because of your generosity in supporting out children through grants for instruments.

The AMP venue has provided an excellent opportunity for those students to performance as well as experience cultural events and has widespread support. In addition, our families have expanded their arts education and appreciation through performances beyond our student body (my family particularly enjoyed the WV Symphony Orchestra performing Peter and the Wolf). Funding the expansion will allow JCPR to generate funding to sustain and expand the services offered through the AMP including camps and performances.

We believe that the performance opportunities provided through the Amphitheater Project will help prepare our students to be competitive in gaining scholarships to arts programs and in bringing nationally recognized performers to our area. Jefferson County School District fully supports expansion of this project under the leadership of Ms. Jennifer Myers and the Jefferson County Parks and Recreation mission of enhancing the lives of our citizenry.

Sincerely,

A handwritten signature in black ink, appearing to read 'Bondy Shay Gibson', written over a horizontal line.

Bondy Shay Gibson, Ed. D.  
Superintendent  
Jefferson County Schools



201 East Washington St  
Charles Town, WV 25414



Phone: 304.725.2055  
Fax: 855.420.7009

March 22, 2022

State Historic Preservation Officer  
WV Division of Culture and History  
1900 Kanawha Boulevard, East  
Charleston, WV 25305

Dear Commissioners:

On behalf of the Jefferson County Chamber of Commerce Board of Directors, I write this letter in support of the Jefferson County Parks and Recreation's application for a grant for Phase II of the AMP project which would include the concession stand, restrooms, and thicket booth as well as some office space at Sam Michael's Park in Jefferson County.

Jefferson County is fortunate to have the AMP where the community can attend outside concerts with their families. By adding the Phase II project to the AMP will give families extra benefits while enjoying the concerts.

Thank you for your help in funding Phase I of the AMP project and urge the approval of Phase II to the Jefferson County Parks and Recreation for this project.

Sincerely,

*Heather M. McIntyre*

Heather Morgan McIntyre  
Executive Director

The Chamber is a For-Purpose organization that promotes profitable and vital growth for its business members through dedicated collaboration, networking, marketing, membership events, and education.





**JEFFERSON COUNTY  
DEVELOPMENT  
AUTHORITY**

1948 Wiltshire Rd., Suite #4  
Kearneysville, WV 25430

304.728.3255  
jcda.net

**WHERE BUSINESS FEELS AT HOME**

Randall Reid-Smith, Curator  
The Culture Center  
State Capitol Complex  
1900 Kanawha Boulevard, East  
Charleston, WV 25305-0300

March 23, 2022

Re: Jefferson County Parks and Recreation Commission request for funding for the Sam Michael's Park Amphitheater

Dear Mr. Reid-Smith:

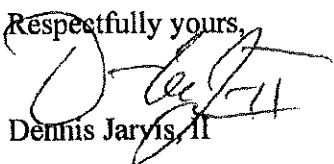
I am writing to support a request for consideration for funding for the Sam Michael's Park Amphitheater. The JCDA has identified tourism/recreation as a key target sector for growth and future investment in Jefferson County. Tourism is an economic engine for Jefferson County and the state of West Virginia. The overall economic impact of tourism to West Virginia is \$4.1 billion annually. Of that, \$942 million comes from the eastern panhandle. Jefferson County alone accounts for \$905 million in annual economic impact to West Virginia. By enhancing and updating the Sam Michael's Park Amphitheater the community will meet the increasing demand for outdoor recreation and cultural activities.

The JCDA appreciates the continued efforts of the Jefferson County Parks and Recreation Commission to enhance the amphitheater and ensure it remains a viable recreational outlet. Jefferson County and the Eastern Panhandle are experiencing unheralded growth in residential development and our proximity to the Washington D.C. and Baltimore MSA is a key driver for short- and long-term visits to Jefferson County increases the need for improved and increased recreational outlets.

We are hopeful that you will consider the request from the Jefferson County Parks and Recreation Commission with enthusiasm. We are eager to work with the JCPRC and market the improved and enhanced Sam Michael's Park Amphitheater.

Thank you for your time and consideration of this request and your continued support of Jefferson County.

Respectfully yours,

  
Dennis Jaryls, II





## JEFFERSON COUNTY COMMISSION

124 East Washington Street, P.O. Box 250, Charles Town, WV 25414

Phone: (304) 728-3284 Fax: (304) 725-7916

Web: [www.jeffersoncountywv.org](http://www.jeffersoncountywv.org)

PRESIDENT

*Caleb Hudson*

VICE PRESIDENT

*Steve Stolpher*

COMMISSIONER

*Clare Ath*

COMMISSIONER

*Tricia Jackson*

COMMISSIONER

*Jane Tabb*

March 22, 2022

Randall Reid-Smith, Curator  
The Culture Center  
State Capitol Complex  
1900 Kanawha Boulevard, East  
Charleston, WV 25305-0300

Dear Curator Reid-Smith:

As owners of Sam Michaels Park, the Jefferson County Commission fully supports the Jefferson County Parks and Recreation Commission's (JCPRC) efforts to apply for a Cultural Facilities Resource Grant in the amount of \$250,000 for Phase II of the amphitheater at Sam Michaels Park. The Amphitheater project (Phase I) has had a positive impact in our community since construction was completed in 2018. The "AMP" was a staple venue throughout the COVID-19 pandemic, providing concerts, theater performance, fitness and STEM classes for kids and adults, meeting space, and event space for our community. Thousands of visitors and residents have enjoyed the venue, and we anticipate art and cultural tourism will continue to grow and flourish as the venue grows.

Sincerely,

Caleb Hudson  
Jefferson County Commission President



PAUL ESPINOSA  
107 HANCOCK COURT  
CHARLES TOWN, WV 25414  
(304) 340-3310 O.  
(304) 268-4266 C.



BUILDING 1, ROOM 246M  
1900 KANAWHA BLVD., EAST  
CHARLESTON, WV 25305-0470  
PAUL.ESPINOSA@WVHOUSE.GOV

**MAJORITY WHIP**

BANKING AND INSURANCE

FINANCE

HOUSE RULES

REDISTRICTING

TECHNOLOGY & INFRASTRUCTURE

**HOUSE OF DELEGATES  
WEST VIRGINIA LEGISLATURE**

April 1, 2022

Randall Reid-Smith  
Curator  
WV Department of Arts, Culture & History  
The Culture Center  
State Capitol Complex  
1900 Kanawha Boulevard, East  
Charleston, WV 25305-0300

Dear Curator Reid-Smith:

I am writing to express my support for the Jefferson County Parks and Recreation Commission's grant application to assist with the construction of Phase II of the AMP at Sam Michaels Park. This phase of the project will provide needed restrooms, concessions, ticketing, and office/meeting space. It's my understand that Senator Capito has secured a federal earmark to assist with this project and the WV Culture & History Grant would help provide the necessary match.

As a former President of the Jefferson County Parks and Recreation Commission who helped lead efforts to develop the master plan that included this venue, I've been thrilled to see the AMP come to fruition and to attend a wide variety of events at this beautiful facility - all made possible by your past generous support. I remain fully supportive of this project and hope that you will give their application favorable consideration.

If you have questions or would like to discuss this project, please feel free to contact me.

Warmest regards,

A handwritten signature in black ink that reads "Paul Espinosa".

Paul Espinosa



# CERTIFICATE OF COVERAGE

Issue Date: 3/29/2022

THIS CERTIFICATE OF COVERAGE IS ISSUED AS A MATTER OF INFORMATION ONLY. IT CONFERS NO RIGHTS UPON THE THIRD PARTY REQUESTING THE CERTIFICATE BEYOND WHAT THE REFERENCED COVERAGE CONTRACT EXPRESSLY PROVIDES. THIS CERTIFICATE OF COVERAGE DOES NOT EXTEND, AMEND, OR ALTER THE COVERAGE, TERMS, EXCLUSIONS, OR CONDITIONS AFFORDED BY THE COVERAGE CONTRACT REFERENCED IN THIS CERTIFICATE OF COVERAGE

<b>PRODUCER:</b>	Risk Management Programs, Inc. 1819 Electric Road, Suite C Roanoke, VA 24018	<b>CONTACT NAME:</b>	Sara Reed-Williams
		<b>PHONE:</b>	(844) 986-2705
		<b>EMAIL:</b>	sreed-williams@riskprograms.com
<b>MEMBER:</b>	Jefferson County Parks and Recreation 235 Sam Michaels Lane Shenandoah Junction, WV 25442	<b>COMPANIES AFFORDING COVERAGE</b>	
		<b>COMPANY A:</b>	West Virginia Communities Risk Pool

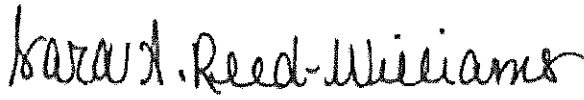
## COVERAGES

This is to certify that the coverages listed below have been issued to the member named above for the contract period indicated. Notwithstanding any requirement, term or condition of any contract or other document with respect to which this certificate may be issued or may pertain, the coverage afforded by the coverages described herein is subject to all the terms, exclusions and conditions of such coverage contracts. Limits shown may have been reduced by paid claims.

CO LTR	TYPE OF COVERAGE	CONTRACT NUMBER	CONTRACT EFFECTIVE DATE	CONTRACT EXPIRATION DATE	LIMITS / DEDUCTIBLES
A	GENERAL LIABILITY <input checked="" type="checkbox"/> Occurrence	WV-JE-019P-22	07/01/2021	07/01/2022	Each Occurrence <span style="float: right;">Lim. \$1,000,000</span>
					Fire Damage (Any one fire) <span style="float: right;">Lim. \$100,000</span>
					General Aggregate <span style="float: right;">Lim. NONE</span>
					Personal & ADV Injury <span style="float: right;">Lim. \$1,000,000</span>
					Products - Comp/OP <span style="float: right;">Lim. \$1,000,000</span>
					General Liability <span style="float: right;">Ded. \$0</span>
A	AUTOMOBILE LIABILITY <input checked="" type="checkbox"/> All Owned Autos <input type="checkbox"/> Hired Autos <input type="checkbox"/> Scheduled Autos <input type="checkbox"/> Non-Owned Autos	WV-JE-019P-22	07/01/2021	07/01/2022	Combined Single Limit <span style="float: right;">Lim. \$1,000,000</span>
					Auto Liability <span style="float: right;">Ded. \$0</span>
A	AUTOMOBILE PHYSICAL DAMAGE	WV-JE-019P-22	07/01/2021	07/01/2022	Collision (ACV) <span style="float: right;">Ded. \$1,000</span>
					Comprehensive (ACV) <span style="float: right;">Ded. \$1,000</span>
A	CRIME	WV-JE-019P-22	07/01/2021	07/01/2022	Blanket <span style="float: right;">Lim. \$250,000</span>
					Per Occurrence <span style="float: right;">Ded. \$250</span>
A	INLAND MARINE	WV-JE-019P-22	07/01/2021	07/01/2022	Blanket per Schedule on File.
A	PROPERTY	WV-JE-019P-22	07/01/2021	07/01/2022	Blanket per Schedule on File.
					Building & Contents <span style="float: right;">Ded. \$2,500</span>
A	PUBLIC OFFICIALS LIABILITY <input checked="" type="checkbox"/> Occurrence	WV-JE-019P-22	07/01/2021	07/01/2022	Aggregate <span style="float: right;">Lim. \$1,000,000</span>
					Each Wrongful Act <span style="float: right;">Lim. \$1,000,000</span>
					Per Occurrence <span style="float: right;">Ded. \$2,500</span>
A	WORKERS' COMPENSATION AND EMPLOYERS' LIABILITY	WV-JE-019P-22	07/01/2021	07/01/2022	EL Disease - Each Emp. <span style="float: right;">Lim. \$1,000,000</span>
					EL Disease - Policy Limit <span style="float: right;">Lim. \$1,000,000</span>
					EL Each Accident <span style="float: right;">Lim. \$1,000,000</span>
					<input checked="" type="checkbox"/> WC Statutory Limits
					WC Deductible <span style="float: right;">Ded. \$0</span>

### Description of Operations / Locations / Vehicles / Special Items / Notes

RE: WV Culture & History Grant Application

CERTIFICATE HOLDER	Authorized Representative
Jefferson County Parks & Recreation 235 Sam Michael's Lane Shenandoah Junction, WV 25442	

Sam Michaels Ink

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 138.25 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. # 390, and more particularly bounded and described as follows:

PLAT BOOK 6, page 19



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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. 226.54 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. 504.68 feet to a locust hub, N. 69° - 34' 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.



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. Reynolds  
Chairman

ATTEST:

W. C. [Signature]  
Secretary

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

I, Samuel W. Lepomsky, 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.



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

Sandra W. Lopiewsky  
NOTARY PUBLIC

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

Approved as to form this 15  
DAY OF August 1981  
-CHAUNCEY H. BROWNING  
ATTORNEY GENERAL  
BY Sandra W. Lopiewsky  
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 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).

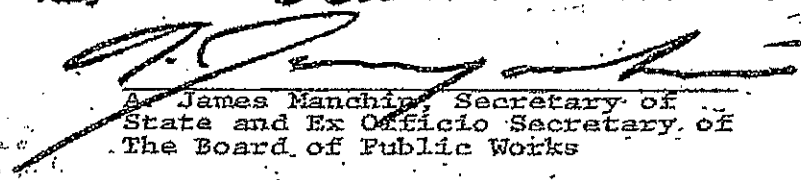
STATE OF WEST VIRGINIA  
OFFICE OF THE SECRETARY OF STATE  
CHARLESTON

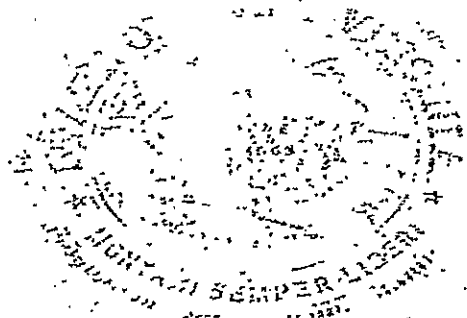
- SS:

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, Sec.  
IN THE CLERK'S OFFICE OF COUNTY COMMISSION:

On DEC 16 1981, at 4:55 P.M., the foregoing Deed of B. & S. was received in my said office and duly admitted to record.

Test,

John E. Ott  
Clerk of County Commission

\*\*\*\*\*



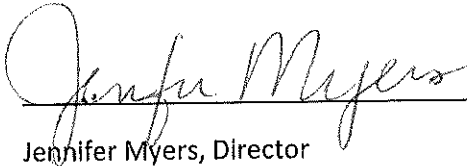


235 Sam Michael's Lane  
Shenandoah Junction, WV 25442  
304-728-3207  
fax 304-728-9746  
[www.jcprc.org](http://www.jcprc.org)

March 30, 2022

There have been no capital expenditures associated with this project to date.

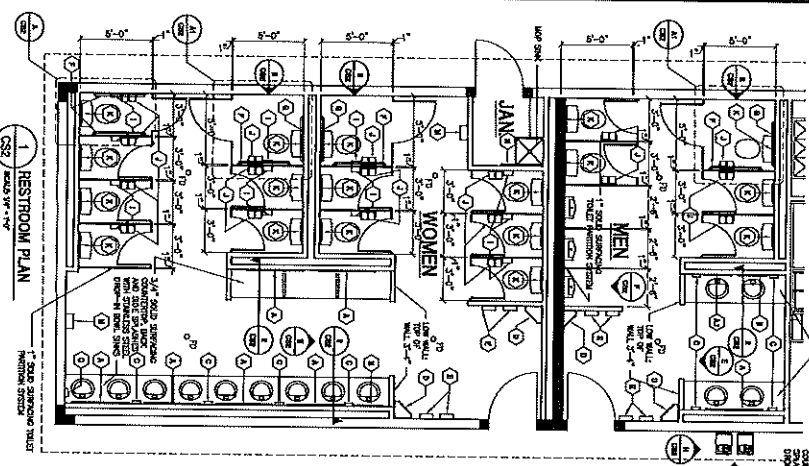
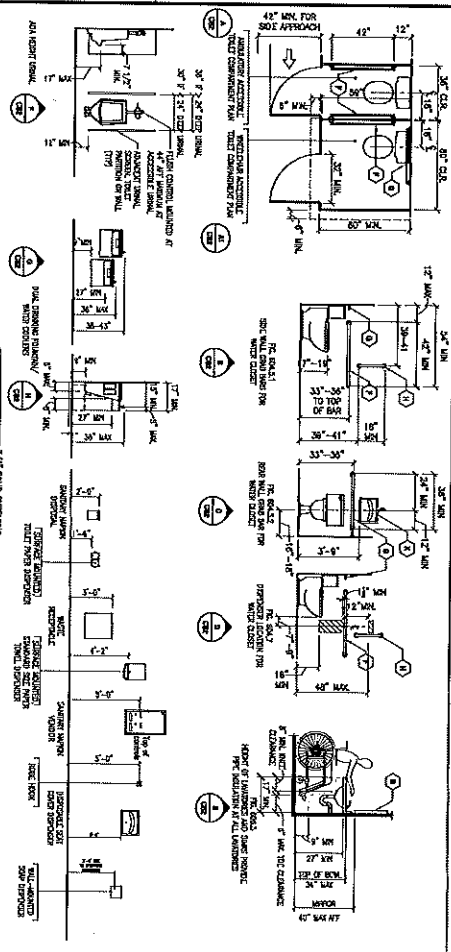
The JCPRC did sign a contract to begin site construction documents.

  
\_\_\_\_\_  
Jennifer Myers, Director



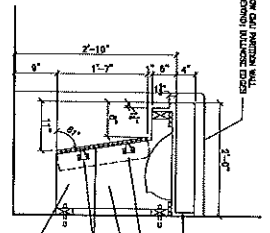


ACCESSIBILITY TYP. MOUNTING HEIGHTS



TOILET ACCESSORY SCHEDULE table with columns for item, description, and quantity.

COUNTER/SINK SECTION



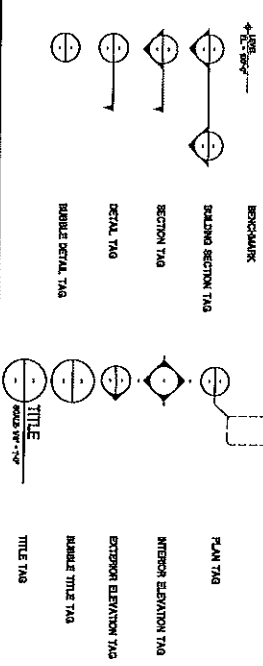
ABBREVIATIONS

Table of abbreviations and their corresponding symbols used in the drawings.

PROJECT GENERAL NOTES

- List of project general notes detailing requirements for accessibility, materials, and construction.

SYMBOLS



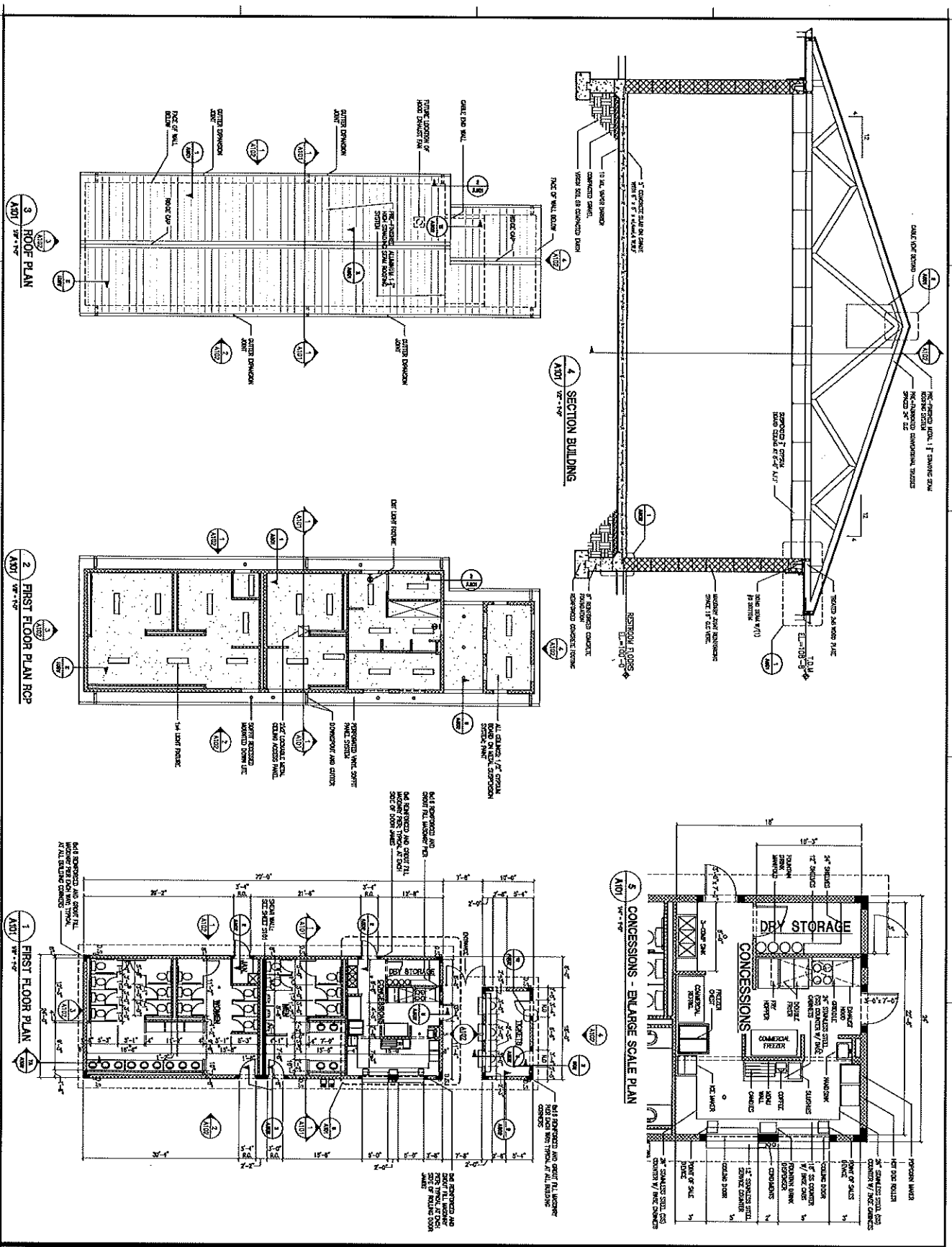
2911 North Hill Road, Suite 201  
Charlottesville, VA 22902  
(703) 559-0700  
1111 West Washington Street  
Charlottesville, VA 22904  
(204) 725-2255  
www.heblinglipp.com

Project Name: SAM MICHAEL'S PARK AMPHITHEATER - RESTROOM FACILITY  
235 Sam Michael's Lane, Shenandoah Junction, WV 25842

Table with columns for Date, Revision, and Description.

CS-2





**Project Name and Address**  
 SAM MICHAEL'S PARK  
 AMPHITHEATER -  
 RESTROOM FACILITY  
 235 Sam Michael's Lane,  
 Stone Mountain, VA 22442

**Client**  
 SAM MICHAEL'S PARK

**Project Number**  
 17006

**Project Name**  
 AMPHITHEATER -  
 RESTROOM FACILITY

**Project Address**  
 235 Sam Michael's Lane,  
 Stone Mountain, VA 22442

**Revision**

Rev.	Date	Description
1	05/31/2011	ISSUED FOR PERMIT

**Author**  
 J. W. HARRIS

**Checker**  
 J. W. HARRIS

**Designer**  
 J. W. HARRIS

**Project Engineer**  
 J. W. HARRIS

**Project Manager**  
 J. W. HARRIS

**Scale**  
 AS SHOWN

**Notes**  
 1. ALL DIMENSIONS ARE IN FEET AND INCHES.  
 2. ALL DIMENSIONS ARE TO FACE UNLESS NOTED OTHERWISE.  
 3. ALL DIMENSIONS ARE TO CENTERLINE UNLESS NOTED OTHERWISE.  
 4. ALL DIMENSIONS ARE TO CENTERLINE UNLESS NOTED OTHERWISE.  
 5. ALL DIMENSIONS ARE TO CENTERLINE UNLESS NOTED OTHERWISE.

**Legend**

1" = 1' = 0"

1" = 1' = 0"

1" = 1' = 0"

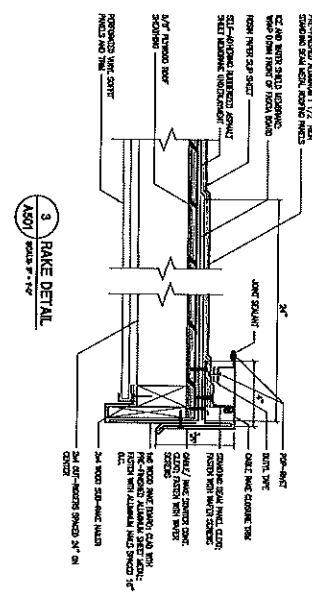
**Notes**

1. ALL DIMENSIONS ARE IN FEET AND INCHES.  
 2. ALL DIMENSIONS ARE TO FACE UNLESS NOTED OTHERWISE.  
 3. ALL DIMENSIONS ARE TO CENTERLINE UNLESS NOTED OTHERWISE.  
 4. ALL DIMENSIONS ARE TO CENTERLINE UNLESS NOTED OTHERWISE.  
 5. ALL DIMENSIONS ARE TO CENTERLINE UNLESS NOTED OTHERWISE.

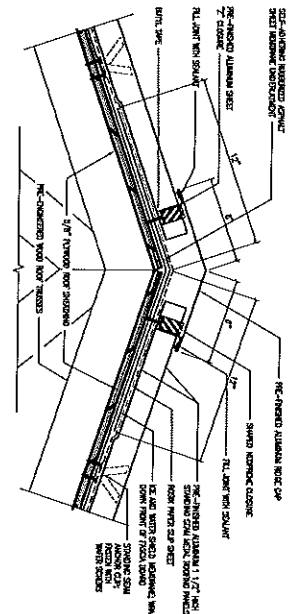


23511 Hepler and Road, Suite 201  
 Orange, Virginia 22124  
 (703) 559-9700  
 111 West Washington Street  
 Charleston, WV 25301  
 (800) 726-5267  
 www.lipprecny.com

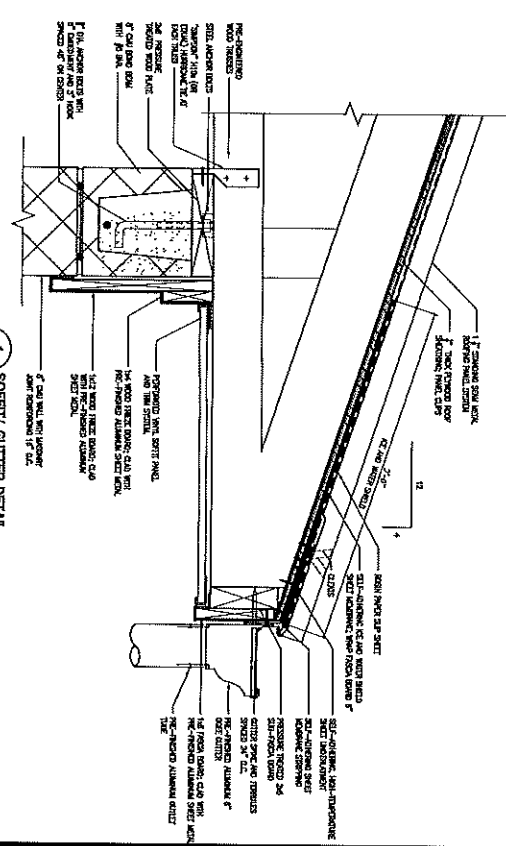




3. BAKE DETAIL  
Scale: 1/4" = 1'-0"



2. RIDGE DETAIL  
Scale: 1/4" = 1'-0"



1. SOFFIT / GUTTER DETAIL  
Scale: 1/4" = 1'-0"



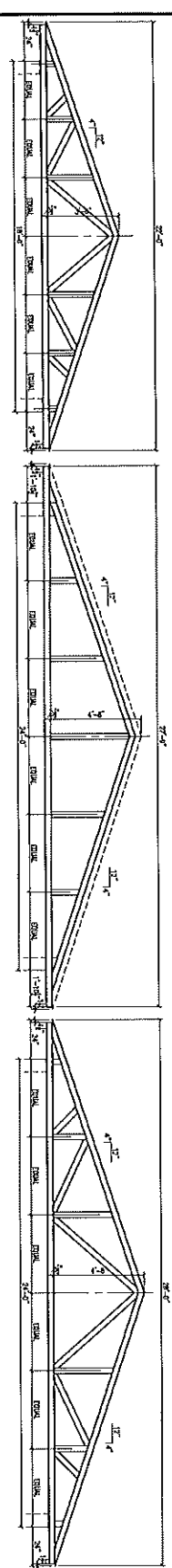
Helbing  
Lipp  
Recny  
ARCHITECTS

2911 Lippold Hill Road, Suite 201  
Charlottesville, VA 22902  
(703) 556-0710  
111 West Washington Street  
Charlottesville, VA 22904  
(804) 772-2225  
www.helbinglipp.com

Scale:	
Contributor:	
Key Plan:	
Drawing Name:	DETAILS
Project Name and Address:	SAM MICHAEL'S PARK AMPHITHEATER - RESTROOM FACILITY 235 Sam Michael's Lane, Shannonville Junction, WV 25442
Revision:	
Date:	
Project Number:	117006
Drawing Number:	A501



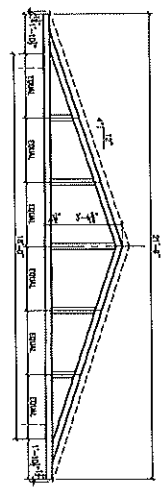




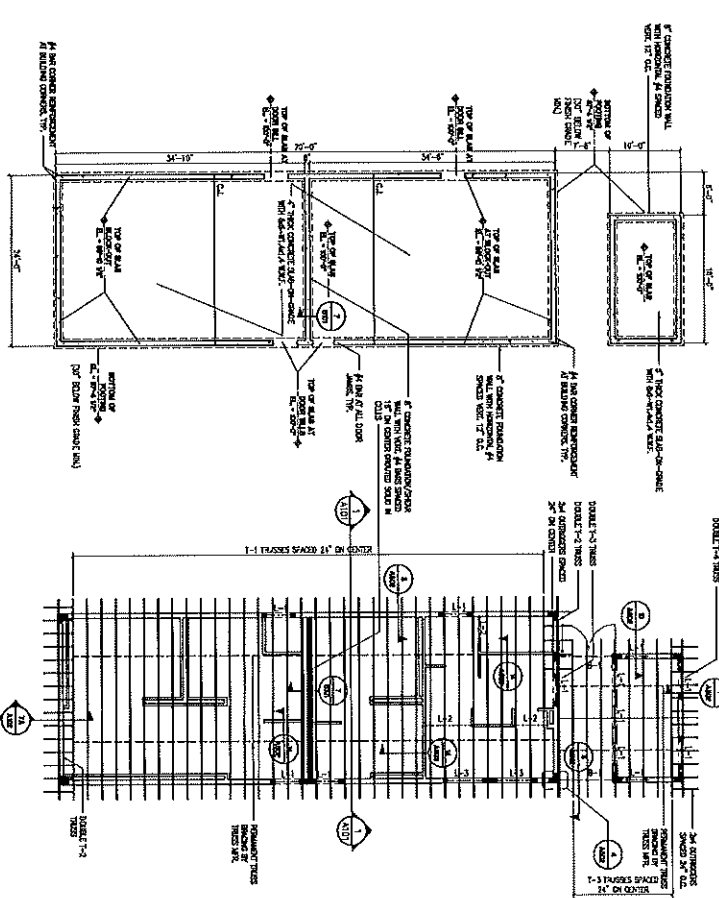
5 TRUSS T - 3  
S101 SCALE: 1/4" = 1'-0"

4 TRUSS T - 2 GABLE END  
S101 SCALE: 1/4" = 1'-0"

3 TRUSS T - 1  
S101 SCALE: 1/4" = 1'-0"

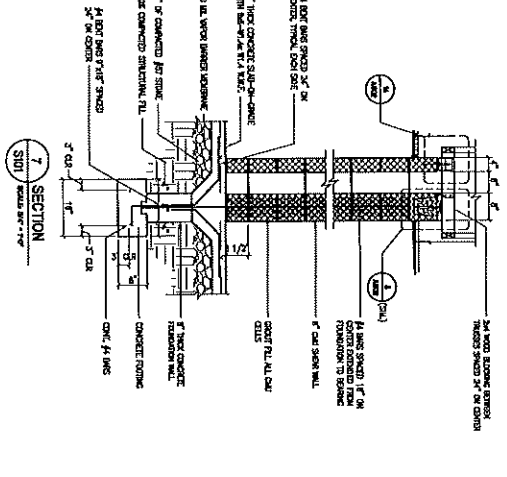


8 TRUSS T - 4 GABLE  
S101 SCALE: 1/4" = 1'-0"

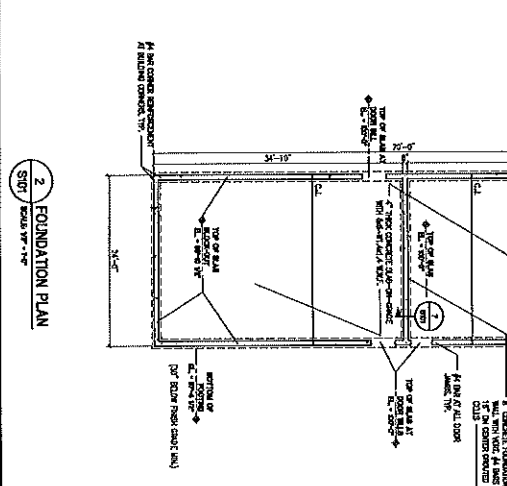


2 FOUNDATION PLAN  
S101 SCALE: 1/4" = 1'-0"

1 ROOF FRAMING PLAN  
S101 SCALE: 1/4" = 1'-0"



7 SECTION  
S101 SCALE: 1/4" = 1'-0"



8 SECTION  
S101 SCALE: 1/4" = 1'-0"



2811 Hunter Air Road, Suite 201  
Owensboro, KY 40301  
1111 West Washington Street  
Charleston, West Virginia 25314  
(606) 725-2255  
www.helbinglipp.com

Consultant

Key Plan

Project Name and Address

SAM MICHAELS PARK  
AMPHITHEATER -  
RESTROOM FACILITY  
235 Sam Michael's Lane,  
Shenandoah Junction, WV 25442

Drawing Title

FOUNDATION,  
ROOFING FRAMING  
AND DETAILS

Date	Drawn By	Revised By	Description
04/07/10			

Project Number	Drawing Number
177006	S101

S101







Consultant



4304 CONGRESS LANE, SUITE 204,  
 703.514.1416, FAX:703.514.1430  
 ANDREWS@VAJEA-ENGINEERS.COM

Key Plan

Project Name and Address

SAM MICHAELS PARK  
 AMPHITHEATER -  
 RESTROOM FACILITY  
 235 Sam Michael's Lane,  
 Shenandoah Junction, WV  
 25442

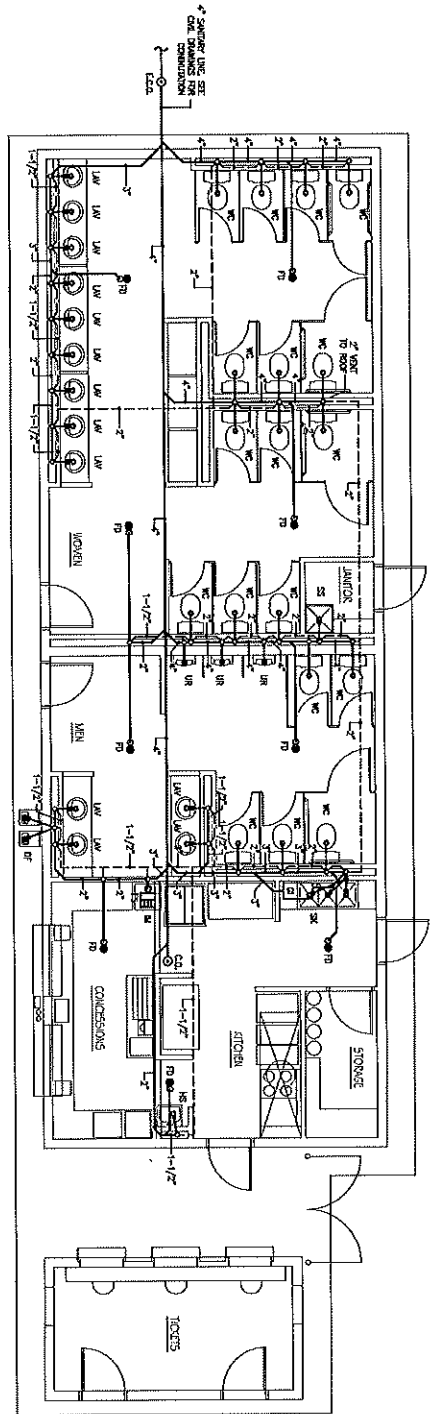
Drawing Name

FLOOR PLAN

Date: 04/07/2018

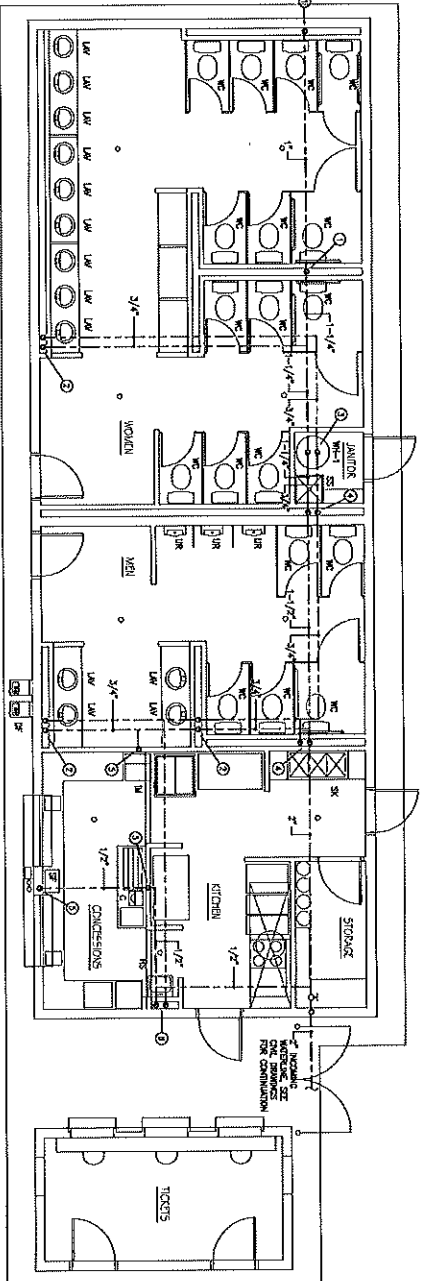
Revised	Date	Description

Project Number: 117006  
 Drawing Number: P-2



FLOOR PLAN - SANITARY AND VENT  
SCALE 1/8" = 1'-0"

- KEYED NOTES**
- 1" OR DOWN TO PLUMBING FIXTURES
  - 3/4" OR AND AND DN TO PLUMBING FIXTURES
  - 3/4" OR AND AND DN TO WATER HEATERS
  - 1" OR AND 1/2" DN TO PLUMBING FIXTURES
  - 1/2" OR AND AND DN TO PLUMBING FIXTURES

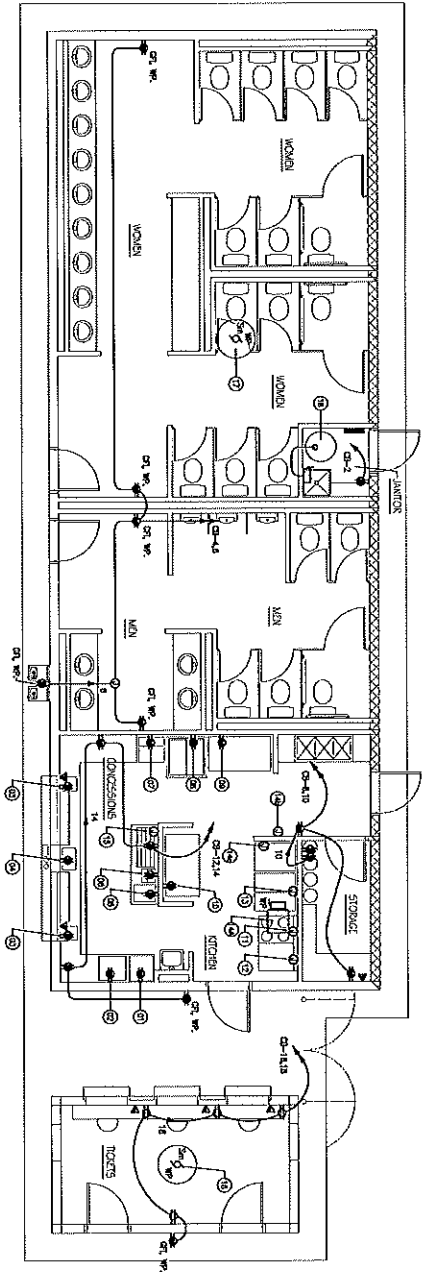


FLOOR PLAN -- WATER  
SCALE 1/8" = 1'-0"





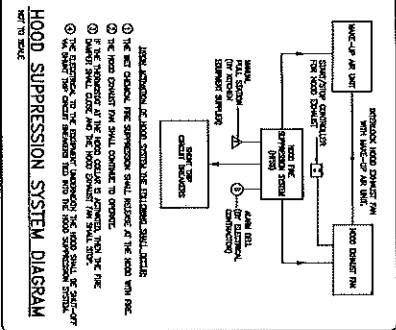




FLOOR PLAN - POWER  
SCALE 1/8" = 1'-0"

PANEL 088 120/200V/3PH 3 LINE 3 WIRE 400 AMP  
9000 GOLD MOUNTAIN, VA, 22003 L 252 4 LANE LIGHT ONLY  
LAYOUT - JUNCTION CABINET  
GENERATOR SUPPRESSION SYSTEM  
REVISIONS AND SHEET SECTION PAIR

NO.	DATE	BY	DESCRIPTION
01	12/11/11	AM	ISSUE FOR PERMITTING
02	12/11/11	AM	REVISION TO PERMITTING
03	12/11/11	AM	REVISION TO PERMITTING
04	12/11/11	AM	REVISION TO PERMITTING
05	12/11/11	AM	REVISION TO PERMITTING
06	12/11/11	AM	REVISION TO PERMITTING
07	12/11/11	AM	REVISION TO PERMITTING
08	12/11/11	AM	REVISION TO PERMITTING
09	12/11/11	AM	REVISION TO PERMITTING
10	12/11/11	AM	REVISION TO PERMITTING
11	12/11/11	AM	REVISION TO PERMITTING
12	12/11/11	AM	REVISION TO PERMITTING
13	12/11/11	AM	REVISION TO PERMITTING
14	12/11/11	AM	REVISION TO PERMITTING
15	12/11/11	AM	REVISION TO PERMITTING
16	12/11/11	AM	REVISION TO PERMITTING
17	12/11/11	AM	REVISION TO PERMITTING
18	12/11/11	AM	REVISION TO PERMITTING
19	12/11/11	AM	REVISION TO PERMITTING
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21	12/11/11	AM	REVISION TO PERMITTING
22	12/11/11	AM	REVISION TO PERMITTING
23	12/11/11	AM	REVISION TO PERMITTING
24	12/11/11	AM	REVISION TO PERMITTING
25	12/11/11	AM	REVISION TO PERMITTING
26	12/11/11	AM	REVISION TO PERMITTING
27	12/11/11	AM	REVISION TO PERMITTING
28	12/11/11	AM	REVISION TO PERMITTING
29	12/11/11	AM	REVISION TO PERMITTING
30	12/11/11	AM	REVISION TO PERMITTING



HOOD SUPPRESSION SYSTEM DIAGRAM

1. HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
2. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
3. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
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28. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
29. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
30. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.

EQUIPMENT SCHEDULE

Item	Equipment Category	Qty	Unit	Notes	CR No.
01	GENERATOR	1	GEN		08-13
02	CONTROL PANEL	1	CP		08-13
03	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
04	GENERATOR CONTROL	1	GC		08-13
05	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
06	GENERATOR CONTROL	1	GC		08-13
07	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
08	GENERATOR CONTROL	1	GC		08-13
09	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
10	GENERATOR CONTROL	1	GC		08-13
11	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
12	GENERATOR CONTROL	1	GC		08-13
13	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
14	GENERATOR CONTROL	1	GC		08-13
15	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
16	GENERATOR CONTROL	1	GC		08-13
17	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
18	GENERATOR CONTROL	1	GC		08-13
19	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
20	GENERATOR CONTROL	1	GC		08-13
21	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
22	GENERATOR CONTROL	1	GC		08-13
23	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
24	GENERATOR CONTROL	1	GC		08-13
25	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
26	GENERATOR CONTROL	1	GC		08-13
27	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
28	GENERATOR CONTROL	1	GC		08-13
29	HOOD SUPPRESSION SYSTEM	1	HSS		08-13
30	GENERATOR CONTROL	1	GC		08-13

NOTES

1. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
2. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
3. THE HOOD SUPPRESSION SYSTEM SHALL BE INSTALLED AT THE HOOD VENT AREA.  
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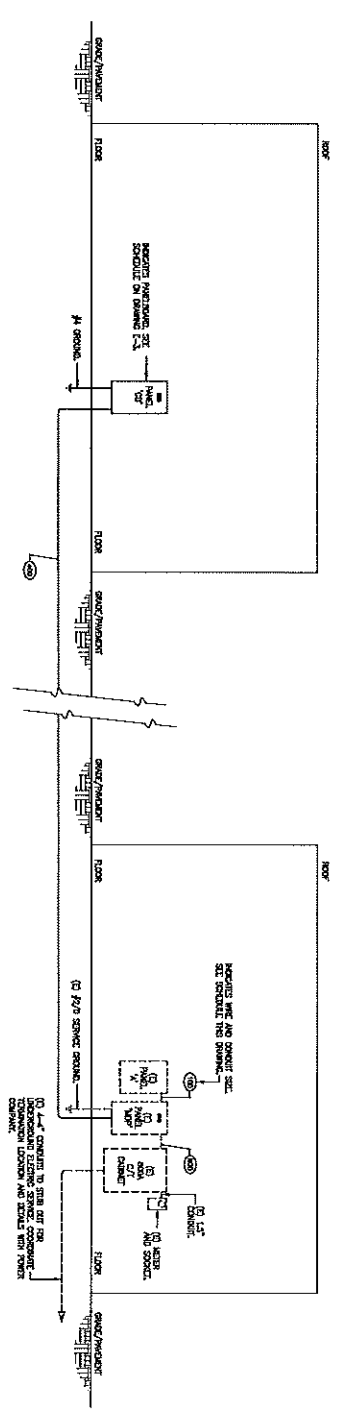
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Contractor  
 Designer  
 Date  
 Revision  
 Description  
 04/07/2016  
 1  
 Details

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ELECTRICAL RISER DIAGRAM- CONCESSIONS BUILDING  
 SCALE: 1/8"=1'-0"

ELECTRICAL RISER DIAGRAM- AMPHITHEATER  
 SCALE: 1/8"=1'-0"

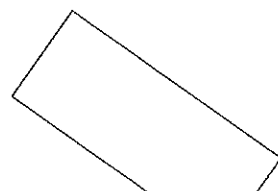
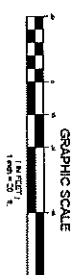
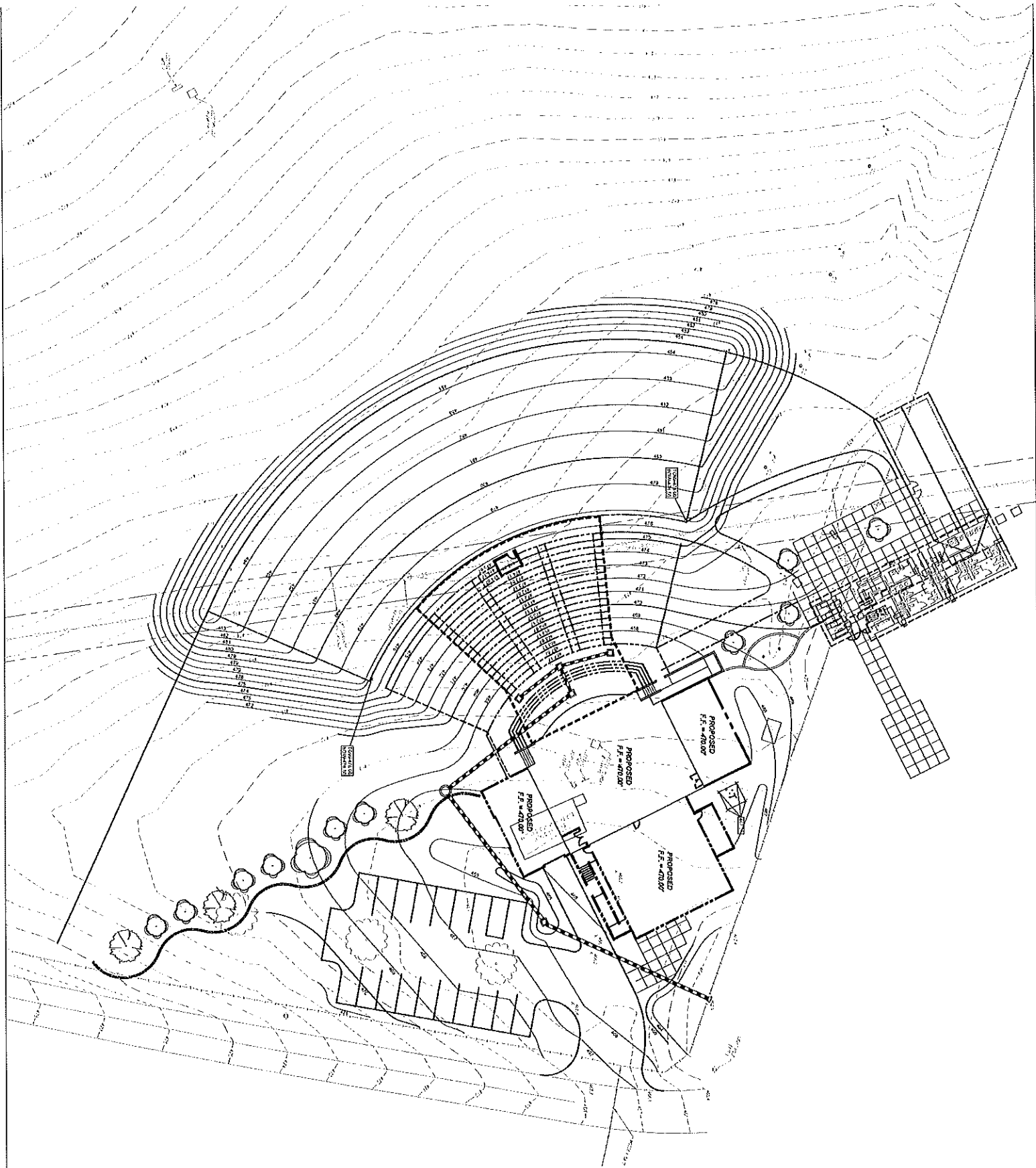
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 (75% FROM 6/7 COLUMN) 3. WIRE 200 AMP  
 LOCATION: RESTROOM CONC. BLDG. 1ST FLOOR  
 DIMENSIONS: 12'-0" X 12'-0" X 12'-0"

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WIRE	2	2	2	2	2
WIRE	3	3	3	3	3
WIRE	4	4	4	4	4
WIRE	5	5	5	5	5
WIRE	6	6	6	6	6
WIRE	7	7	7	7	7
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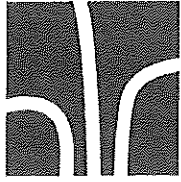
CONNECTED DATE: 04/07/2016

WIRE & CONDUIT SIZE SCHEDULE  
 (VALUES ON THESE SHEETS)

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2	3/4"	2	12	2	2	12	2
3	1"	3	10	3	3	10	3
4	1 1/4"	4	8	4	4	8	4
5	1 3/4"	5	6	5	5	6	5
6	2"	6	4	6	6	4	6
7	2 1/2"	7	3	7	7	3	7
8	3"	8	2	8	8	2	8
9	3 1/2"	9	1	9	9	1	9
10	4"	10	1	10	10	1	10
11	4 1/2"	11	1	11	11	1	11
12	5"	12	1	12	12	1	12
13	5 1/2"	13	1	13	13	1	13
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98	48"	98	1	98	98	1	98
99	48 1/2"	99	1	99	99	1	99
100	49"	100	1	100	100	1	100







**Helbing  
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**SAM MICHAEL'S PARK  
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**PREPARED FOR:**

**Jefferson County Parks and  
Recreation Commission**  
*Shenandoah Junction, West Virginia*

April 1, 2017

Revised August 1, 2017

HLR Project # 117001

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**SECTION 1 – DATA COLLECTION**

**A. Available Site Information**

The Parks and Recreation Commission had a master plan study done of the Sam Michael's Park several years ago. While this plan addressed the Commission's thinking at that time, other major activities and uses have since been envisioned as desirable to occur on this property such as a community recreation center.

Helbing Lipp Recny Architects secured digital format drawings of this master plan from Appalachian Surveys, Inc., the engineering company who originally prepared it. These drawings will aid the design team in moving ahead quickly and cost-effectively to update the master plan and to provide concept designs for the Amphitheater.

**B. Industry Contacts**

**1. *Front Royal/Warren County Amphitheater***

This facility was designed as part of a 4-H Conference Center located in Front Royal, Virginia. The facility consists of the following:

- Ticket booth, restroom, and concession building located at the back part of the seating area. The structure is masonry with a simple sloped roof. Building size is approximately 35' x 20'
- Seating: Was done in a sloped fan arrangement and is composed of two areas. The lower front area has 10 rows of bleacher-style seating without backs on a stepped concrete floor. The higher back area is all lawn seating. Total seating is approximately 800.
- Stage: Is a masonry building with a concrete stage floor and a pitched roof that thrusts forward to cover most of the stage. The structure has exposed ceiling construction over most of the stage. Lighting is provided with suspended light bars running side-to-side across the stage. There are several rooms below the stage, which are possible because of the slope direction. Stage width is approximately 40' and the depth is approximately 50'

**2. *Hagerstown Amphitheater***

This facility consists of the following:

- Entry Pavilion: Located at the back of the seating area, this two-story facility contains an entry canopy with entry path through the building opening into the seating area on the other side. The first floor contains restrooms, ticket booth and concessions. The second floor contains office/community type rooms. The building has a pitched shingle roof. First floor exterior is brick masonry and second floor is siding.
- Seating: The sloped fan-arranged seating has weather-resistant individual stadium seats with a back and flip up seat. The 12 rows of seats are set on a stepped concrete floor and

can hold approximately 1,000. Lawn area at the back is limited and with the exception of a small terrace, it is flat and not suitable for seating.

- Stage: This facility is masonry and concrete with a wood pitched roof. Stage floor is concrete. The width is approximately 60' and the depth is approximately 25' there is a recessed fixed orchestra pit in front.

### **3. Baker Park Band Shell (City of Frederick, MD)**

A member of our design team briefly toured this facility. The facility is located in a park setting in the city and consists of the following:

- Seating: All seating is of the fixed-type and consists of individual stadium style with flip-up seats. There are approximately 1,000 seats arranged in a fan shaped fashion all sloping towards the platform. Seats are placed on a stepped concrete slab.
- Stage: The stage has been designed primarily as a band shell and is accessed by the three risers that extend across the entire front. Platform size is approximately 50' long x 25' deep. The floor is concrete and the roof is metal. Enclosing sidewalls appear to be masonry with a stucco finish. No special provisions appear to have been made for sound or lighting. The facility has been shaped to provide for good sound projection from the platform.

### **4. Northern Virginia Community College Amphitheater (Manassas Campus)**

- This facility is entered from two directions, one from the parking lot, which has a ticket booth and the other from a campus path leading to a classroom building. Both paths meet and form the entry walkway on the upper back part of the fixed seating.
- The fixed seating is designed in a fan shape and has a stepped concrete floor. Seats are the aluminum bench-type bleacher with backs and have a capacity of 500. Provision was made at the top and bottom cross aisles to have wheelchair user spaces. The back seating is all lawn seating and can accommodate 300. The slope is slightly steep but this was done to block auto headlights from impacting performances. The area in front of the stage is concrete with 3-yard drains. Provision has been made to expand the fixed seats at each side of the fan.
- The stage platform structure is 60'-6" x 60'-6" with a performing area of 37' x 42'-8" and a back-of-house enclosure of 18' x 60'-6" sitting on the platform.
- The back of the house contains two dressing rooms each with a toilet, a general handicapped toilet, green room, storage closet and electrical closet. A loading dock is also incorporated at backstage left.
- The stage area is bounded by two skewed sloping walls and a cocked roof plane, which slopes up from back to front. Acoustics are extremely good. A normal voice sound can easily

be heard at the back of the fixed seating area without sound reinforcement. The stage floor is wood strips on wood joists over a crawl space.

- The roof/ceiling is designed with two large recess spaces to accommodate a lighting bar grid. The roof consists of a rubberized single ply membrane
- There are three freestanding lighting pylons located outside the stage. One is located at each side of the fan seating at the entry access walkway separating fixed seating and lawn seating. The third is located at the very back and at the top of the hill for lawn seating. These pylons are made out of a vertical three-sided truss and include three light mounting bars at the top with electrical pigtail connections. The top bar is for permanent house lights. The side bars hold theatrical lighting, which is removed at the end of each performance.
- A tour of this facility was given by James B Fabian, Director of the Cultural Arts Center. Mr. Fabian offered the following comments concerning the design and operation of this facility:
  - Facility completed in 2002 at a cost of \$850,000.00
  - Can seat 500 in permanent seats, 300 on lawn.
  - Building has a structural steel frame and is covered in wood.
  - Roof is rubberized single-ply.
  - Roof does not cover a lot of the stage and creates a problem when it rains.
  - The lawn seating was not intended to be as steep as it is but was made this way to block headlights from the parking lot. There is difficulty keeping a good grass cover on this steep slope.
  - There are no public restrooms or concession stand. Restrooms are located in a nearby building.
  - Concessions are handled by portable vendors.
  - Performances are normally held on a regular basis from mid-May to early-October.
  - The level of performer that can be booked at this facility is determined by number of seats and available parking.
  - Professional dancers require a "cushioned" wood floor and will not perform without one. This facility is in the process of building a modular portable wood floor that can be laid on top of the existing wood floor, which does not have a cushioning design.
  - This facility does not have a pair of double doors directly off the stage into a small, protected storage area. This would be very helpful in being able to move a grand piano, etc. off the stage to a secure, weather-protected area.
  - A 20' x 40' storage shed is located behind the Amphitheater due to lack of storage space inside the building.
  - A partially-covered seating area would allow this facility to book a wider variety of events. Performances could be held weather without the financial risk of losing patrons due to inclement weather. Some patrons will not attend in inclement weather.
  - This facility typically attracts a "B" level performer whose fee is \$5,000 to \$15,000.

- A sound and lighting control area is located off the circulation cross aisle at the back of the fixed seating. It is completely open and has been retrofitted with a canopy tent. This area needs to be fairly open to allow visiting groups to bring in their own equipment, which can be large and bulky. Underground conduits extend from this area to the back-of-the house electric room and then onto the stage.
- The facility has a small portable sound system for PA system and use for movies and small ensembles.
- There needs to be at least one parking space for every two seats.

#### 5. *Wolf Trap Center for the Performing Arts*

This facility was built with private donations but is operated by U.S. Parks Service. It is one of the best open-air theaters in the country and represents the "high" end of such facilities. An interview was conducted with Mr. Charles A. Walters, Jr., Executive Vice President and CFO, followed by a complete facility tour. The following comments were noted:

- Wolf Trap is designed to be able to support any type of performance back-to-back, night after night, without downtime. It is extremely flexible and efficient.
- All dance groups require a sprung dance floor or else they will not perform.
- If the facility is to do musical theater type performances, a fly "space" will be required. The fly space at Wolf Trap rises 145 feet above the stage floor.
- If the facility is to do symphony type performances a "shell" to broadcast the sound will be required.
- Wolf Trap's diverse performance list creates a diverse audience and more patrons throughout the season.
- Certain decisions need to be made early in the design process in order to address critical issues such as:
  - Can patrons bring food and beverage?
  - Will facility provide food and beverage and tie it to the music/theater experience?
  - Noise isolation from cars, toilets, off-site activities, etc.
  - Ticketing.
- Ninety Percent (90%) of performers are paid through a percentage of ticket sales. They look at how many tickets they think can be sold and determine if it will be cost efficient to perform.

- Types of artists seating requirements:
  - 500 - 1,000 Seats                      Emerging artist
  - 1,500 - 2,500 Seats                  Mid-Career artist with a following
  - Under 10,000 Seats                  Wolf Trap, Merriweather Post Pavillon
  - Over 10,000 Seats                    Nissan Pavilion
  
- Class of Artists:
  - Class "A" - Well known, Grammy winner, has a following and name recognition.
  - Class "B" - Local following, some recognition lots of Country-Western.
  - Class "C" - Unknown for the most part.
  
- Performers operate on 90/90 Rule - Performance contracts prohibit them from playing within 90 miles for 90 days of where they last performed. Typical of performers who perform at larger venues.
  
- Open-air facilities typically have difficulty with surrounding neighbors. Need to provide as much buffer as possible in the form of land to help reduce sound transmission. Anything the facility can do to keep neighbors happy should be considered such as hosting a neighbor Christmas Party, etc. Must jump on any complaints immediately to not let them escalate.
  
- Wolf Trap is a "Union House" and it is a financial nightmare. Never go Union, if it can be avoided.
  
- Must consider how tickets are to be handled. If there are a lot of performances that will attract people from other areas, a ticketing company service, which will provide availability 24/7 on the Internet and phone service will most likely be needed.
  
- Wolf Trap has 4,000 covered seats and 3,000 lawn seats. Ticketing is done through a ticketing service and a box office located at the back of the lawn seating. Restrooms, food service and gift areas are also located at the back of the lawn.
  
- Parking is not well laid out and has been a problem since the facility opened. It should be laid out so patrons don't have to make choices. Pull into spot one time, leave car, and exit by driving forward.
  
- A split of 60% lawn seats and 40% covered seats is usual for the industry.
  
- Older people more inclined to buy covered seats. Less dependent on weather.
  
- Wolf Trap provides only a "complement" of house lights. Many artists bring their own lights; however, a computerized lighting console for performers to insert their disks into should be provided.

- Sound: 9 out of 10 performers will bring their own "sound stacks" Artist must have right to operate the sound.
- Acoustics: Pay as much as you can to get the best.
- Security Very Important: Need a separate secure access road for performers and a secure facility inside.
- The back of house has a huge area required to move and store equipment and props. There are two loading docks and a freight elevator. This facility has a full lower level, which can support up to 400 performers at once. There is a full complement of various size dressing rooms, rehearsal rooms and a snack bar for performers moving in and out during off hours. There is also a secure parking facility under the lower level.
- Wolf Trap does 90 performances from May to September.

**C. Conclusions**

Our site visit and interviews included the full-range of outdoor Amphitheater's from the small Front Royal facility to the elaborate Wolf Trap facility. During our visits, certain common elements seemed to be repeated, which in our view would indicate that a high degree of consideration should be given to including them in any new facility. These were as follows:

1. Facility needs to be designed with the "big picture" in mind to include how various support functions will be addressed such as:
  - Restrooms
  - Food and Beverage
  - Ticketing
  - Buffering from Neighbors
  - Noise and Light Isolation
  - Site Circulation and Parking
  - Security
  - Type of Performer to Attract. (What type of venue does this project want to be?)
2. Parking and Site Access:
  - Provide one space for two seats.
  - Layout so patrons have to make as few decisions as possible.
  - Provide service access drive to loading dock.
3. Support Facilities:

Ticket office, restrooms and concessions should be located behind or to the side of seating areas. Consideration should be given to future expansion. These facilities should not physically limit expansion because of their location.

**4. Performance Level**

It would seem reasonable that a new facility would begin by attracting emerging artists and later expand its capabilities to include mid-career artists. Diversity in the type of performances provided brings crowds.

**5. Type of Venue**

The facility should be designed to accommodate most performances that do not require unique, expensive features such as a "fly space" and an "orchestra shell." It would be very desirable to have a stage with a floor acceptable to dance groups.

**6. Seating**

- 800 seats (500 fixed and 300 lawn) expandable to 2,000 seats (1,200 fixed and 800 lawn) in the future.
- Individual seats would be preferable to bleacher type if reserved seating were anticipated.
- Concrete floor under fixed seating with aisle lighting.
- Lawn seating slope must be gentle.

**7. Stage**

- Floor capable of meeting dance group requirements.
- Overhead theatrical lighting.
- Loading dock with access road.
- Direct access to secure enclosed storage area.
- Multiple and individual type dressing rooms with adjacent rest rooms.
- Consideration given to acoustics.
- Plenty of power availability.
- Conduit extending to area where sound and lighting control boards to be located.
- Minimum Size: 40' wide x 30' deep.
- Handicapped accessible.

**SECTION 2 – SITE ANALYSIS**

**1. REVIEW OF EXISTING ORDINANCES - COMPREHENSIVE PLAN, ZONING AND SUBDIVISION ORDINANCE**

**A. 1994 Jefferson County Comprehensive Plan**

The Comprehensive Plan recognizes Sam Michael's Park as the "crown jewel" of its park system. The plan, which was adopted in 1994 notes that plans for the development of this park are underway. It is clear that the comprehensive plan supports the continued development of its recreational system.

**B. Draft 2003 Jefferson County Comprehensive Plan**

The plan acknowledges the approval of Sam Michael's Park Site Plan by the County Commission and includes an Amphitheater in the proposed future uses.

**C. Jefferson County Parks and Recreation Master Plan**

In 2016, a Master Plan was developed for the Jefferson County Parks and Recreation system. This report identified Sam Michael's Park as the "premiere" park facility for the county and indicated an amphitheater would be a desirable facility to have in the park.

**D. Jefferson County Zoning Ordinance**

- Zoning - Rural District
- Principal Permitted Uses - publicly owned facilities

Amphitheaters and other outdoor venues are not a recognized use in Jefferson County Zoning Ordinance. While the facility will clearly be a public facility there might be times when the County will simply rent out the facility to a group that would want to bring in a performer for profit. A determination that the proposed use is a Permitted Principal Use will need to be confirmed with the Zoning Administrator.

- Maximum Height - 35' (45' is permitted with increased building setbacks)

**Other Applicable Zoning Regulations**

- **Section 4.4 Prohibited Uses**

*4.4(b) No land use shall be conducted that creates any injurious, noxious, or otherwise objectionable fire, explosive heat, or other hazard; noise ... in such a manner that if permitted would adversely affect the uses of an adjacent property ... All land uses generating such conditions shall comply with the appropriate State and Federal Codes. Such compliance with applicable State and Federal laws shall be deemed as compliance with this Ordinance.*

While an amphitheater may have been a component of the approved master plan, the Ordinance addresses the potential for harm from noise pollution. At this time, there are no

quantifiable standards in Jefferson County, which are applicable for the Rural Zone. The Residential, Light Industrial/Commercial District however limits the sound level to 50 db. (A) adjacent to residential uses at this property line. The closest residence from the music source is approximately 750 feet. Over this distance the db. (A) Level in a straight line of sight calculation would drop approximately 60 db. (A). this calculation will be impacted by factors such as natural amplification and elevation change, but would allow for a db. (A) Level of 100 db. (A) at a concert.

***Section 4.10 Site Plan Requirements***

*4.10 A site plan shall be submitted for review by the Planning and Zoning Commission for all new commercial, townhouse and multi-family residential, industrial and institutional land uses in any district for all major additions or expansions of existing uses as defined in Article 2.*

A site plan will be required for the development of the facility. For details on the site plan requirements please refer to the Subdivision Ordinance review.

- ***Section 4.11 Landscaping, Screening and Buffer Yard Requirements***

This section specifies that all commercial uses shall be separated from adjacent residential uses by a 50' unscreened green space buffer or 15' screened green space buffer. Since a public gathering space such as an Amphitheater is not defined in the Zoning Ordinance it is recommended that the commercial standards be assumed for planning purposes.

- ***Section 4.12 Outdoor Lighting***

*4.12(a) The location and height of all exterior lighting shall be shown on the Site Plan and will be reviewed by the Zoning Administrator to assure that lighting and glare does not adversely affect adjacent properties.*

The zoning ordinance has no standards that need to be met for control of lighting. Basic standards should be proposed as part of the site plan.

- ***Section 11.1 Non-Residential Parking Standards***

*11.1(a) to decrease congestion in the streets, permanent off street automobile parking space and truck loading spaces shall be provided for all new structures and uses ...*

The required parking for theaters, auditoriums and stadiums is 1 space per every 2 seats. Phase 1 would require 400+ permanent parking stalls.

***Any variance from the requirements of the Zoning Ordinance will need to go before the Zoning Board of Appeals.***

*E. Jefferson County Subdivision Ordinance*

- *Community Impact Statement*

A Community Impact Statement may be required prior to submission of the Site Plan. Clarification needs to be requested from the Planning Commission Staff.

- *Site Plan Requirements*

All requirements of the Ordinance will need to be met, key elements are:

- Turning lanes off of Route 22 may be required.
- All parking areas and drive aisles will need to be paved.
- Accessible parking will be required. This parking will need to meet the ADA design criteria for access to the Amphitheater facility.
- Sanitary Sewer - sanitary sewer may be available to the subject property if an agreement to utilize the pump station and force main at the Job Corps facility was executed and adequate capacity is available within the existing system. Additional analysis is required to verify available capacity.
- Water - discussions are currently underway between the Job Corps, Jefferson Utilities and the Park's Commission to develop a joint agreement to extend a water main through Sam Michael's park and across Route 22. This water main would enter the site from the southeastern corner.
- Storm water management will be required to compensate for any increase in runoff from the property as required by the Jefferson County Subdivision Ordinance.
- A Certified Boundary Survey may be required as part of the Site Plan.

It is recommended that the following studies be considered as part of the Site Plan Process:

- Wetland Evaluation
- Geotechnical Studies
- Traffic Studies
- Environmental Studies (only if property has history of agricultural or orchard use)
- Sanitary Sewer Capacity Analysis

Any variance from the requirements of the Subdivision Ordinance will need to go before the Planning Commission.

**2. TOPOGRAPHY, UTILITIES AND STORM WATER MANAGEMENT ANALYSIS**

The analysis of the property is limited to those areas that are directly affected by the development of the Amphitheater. The following development constraints found onsite do not impact the Amphitheater:

- 100 year floodplain
- 100' Potomac Edison Electrical Right-of-Way
- Several Small Ponds and Elks Run

**A. Topography**

The topography on the subject property is well suited to the construction of an Amphitheater and associated parking areas. The Amphitheater should be located in an area in which the existing slope is greater than 6% to minimize the amount of earthwork required as part of construction. There are no steep slopes over 20% found within the development area.

- **Jefferson County Soil Survey**

Review of the soil types found on the subject property did not reveal any severe development constraints. Generally the soil is suitable for development, although the soils found in the swales on site may be of lesser quality.

**B. Utilities**

There is a water main that serves the existing Community Center and pavilion/shelter, which can be extended to the amphitheater. For sanitary, there is an existing septic field in the parking area near the amphitheater site. A sanitary line runs underground through the amphitheater site. There are no existing public water or sewer lines serving the subject property. It is anticipated that this septic field would have enough capacity to handle the amphitheater and rest room buildings.

There is existing power at the existing amphitheater site. This would be relocated to the amphitheater building with transformer locations coordinated with the power company. An upgrade to the existing power to the amphitheater would most likely be required once the permanent lighting and sound systems are installed.

There does not appear to be gas on the site; HVAC would be electric-powered.

Any site plan for the subject property would need to allow for underground utilities such as phone, cable and power.

**C. Storm Water Management**

Storm water management will need to be provided on the subject property to compensate for any increase in storm runoff. The storm events can either be contained in filtration trenches (smaller facilities which require good soil) or in traditional storm water management ponds. If possible, development should be limited to the northern drainage divide on the subject property during phase 1 to limit the number of storm water management areas required. The single greatest generator of storm water runoff for the proposed Amphitheater would come from asphalt parking areas. If the full 400+ paved stalls are provided it will result in over 3 acres of paved areas.

**3. PARKING AND VEHICULAR ACCESS ANALYSIS**

**A. Parking**

The parking requirements for the site are dictated by the current Zoning and Subdivision Ordinances and the Jefferson County Planning, Zoning and Engineering Department. Phase 1 of the Amphitheater would require approximately 400 parking stalls with an additional 500 stalls being required for phase 2.

- The future multi-purpose building would require additional dedicated parking.
- In the event that pay parking is used for events, measures will need to be taken to prevent people parking in the sport field areas and walking down.
- Parking areas and pedestrian routes will need to be lighted for evening performances
- For a variance from the construction standards of the Subdivision Ordinance (paved parking vs. gravel parking) a request will need to be submitted to the Planning Commission for review.

**B. Vehicular Access**

Access to and around the park will become more complicated as additional uses are brought on line. The following items need to be addressed:

- A traffic study should be completed on the property to determine the need for left and right turning lanes.
- Two points of emergency access need to be provided to all uses on the subject property.
- In the event that a concert and little league games (or other non-Amphitheater use) occur at the same time, the concert patrons will need to have a dedicated ingress and egress that will allow the balance of the park to be used with a minimum of disturbance.
- Existing gravel drives will need to be upgraded to asphalt roads, upgrade will include road widening and ditches.

**4. ANALYSIS OF EXISTING FUTURE PARK USES**

**A. Uses**

Future park uses have been determined by the masterplan adopted by the Jefferson County Planning Commission and the statement is that a community center building is being planned. The Amphitheater should have its own facilities such as restrooms, concessions and ticket booths, which could be shared with other park activities if the occasion permits. Every effort should be made to create a facility that is flexible and able to serve the greatest number of functions for the citizens of Jefferson County.

5. *CONSIDERATION OF IMPACT ON ADJACENT NEIGHBORS*

A. *Screening*

Future use and development of the subject property will impact the adjacent neighbors. The residential properties to the east are elevated above the proposed Amphitheater by 6 feet to 30 feet. The properties closest to the proposed Amphitheater are at the higher elevations. The majority of these residences are separated from the subject property by a hedgerow. Additional planting and beaming along the east property line would further serve to reduce visual impact, noise intensity, glare from lighting and increase the privacy of these homes. The greatest impact on the neighbors will be:

- Event noise
- Traffic congestion
- Night lighting

**SECTION 3 – CONCEPT DESIGNS**

**I. GENERAL**

Four concept designs were developed. Each was evaluated in terms of how well it met the program; it's appropriateness in blending with the setting and its potential to meet the County's long-term needs.

All four designs were positioned on the site close to where the existing stage occurs. This was done to take advantage of the natural sloping site for seating and its proximity to a major parking area.

Seating was laid out in a fan shaped design and the initial phase included 500 fixed seats plus lawn seating for 300. Additional space was planned for beyond this to accommodate another 1,200 fixed/lawn seats.

The audience area in each scheme initially would not be covered. The designs however, do allow for this to occur in the future should this be desired and funding become available.

All schemes have been designed to be completely handicapped accessible and could be used in conjunction with other events taking place within the park.

**II. SCHEME 1**

This scheme was laid out as a compact rectangle covered by a sloping roof plain. This roof plain is suspended from a series of bowed roof trusses supported on columns. The main level contains an open stage with a bowed front and a back crossover. The back of the house contains toilets, dressing rooms, green room, loading dock and limited storage. A lower level was easily incorporated into the design because of the natural slope of the site and would house utilities and storage.

**III. SCHEME 2**

This scheme took on the shape of a longer rectangle. It is covered by a sloping flat roof on top of cantilevered steel trusses, extending over the entire facility. The main level contains an open stage with straight front and a back crossover. The back of the house contains toilets, dressing rooms, green room, loading dock, and side wing storage/circulation. A lower level would contain utilities and storage.

**IV. SCHEME 3**

This scheme took on a "tee" shape and was laid out to incorporate all the necessary functions on one level under one roof. The top left side of the "tee" includes areas for the public such as a box office, concessions and restrooms. The remaining top of the "tee" contains the stage with left and right enclosed storage plus a back crossover. The back of the house has dressing rooms, restrooms, green room, office, utility area and a loading dock. The roof design incorporates sloping steel trusses, which thrust forward over the stage.

**SECTION 4 – FINAL DESIGN**

**I. SITE**

The amphitheater location is at the lower end of a gently sloping hill close to where the present one exists. There is good direct access from the adjacent parking area leading to the entry pavilion, which also incorporates tickets, concessions and restrooms. Once inside the park there are two paths to the seating areas, one of which is handicapped accessible.

The seating has been laid out on a 70° angle with the stage to maintain good sightlines from the sides. There are two main seating areas. One in front of the main cross aisle and one in back of it. The one in front has a middle section with 500 fixed seats on 7.5" high concrete risers and lawn seating on each side for 150. The fixed seat area has the potential to add a canopy over it at some future date to protect patrons from inclement weather. The back section has space for an additional 1,200 on the lawn, for a total seating count of 2,000.

A small sound and lighting control area was located in the middle of the main cross aisle. Supplemental stage lighting would be mounted on light beams on each end of the fixed seating area along with a light truss located closer to the stage.

Servicing the facility takes place from the back. There is a truck loading dock, which accesses a side stage storage area and a future elevator. Staff and performer parking occur adjacent to the loading dock and are screened from view by a serpentine stonewall.

**II. BUILDING**

The building was laid out in a simple "tee" shape with the top of the "tee" being used to house the stage, including a back crossover aisle and left and right storage areas. The stem of the "tee" was designed to contain most of the support functions, such as dressing rooms, toilets, green room and a loading dock.

Due to the slope of the site, a lower level was developed under the "stem" part of the "tee." This area would initially contain utilities and storage but could contain other functions in the future, such as offices, rehearsal space and storage.

The stage design incorporates a bowed front, which is commonly called a "thrust stage." This design is frequently used for performing arts to allow for improved spectator vision and sense of "oneness" and participation. Immediately in front of the stage is a recessed orchestra pit. It is accessed from the house seating by way of a series of tiered steps, which were designed to be used on other occasions for small group story telling or demonstrations.

The exterior of the building derives its looks from existing park buildings on the property and the desire to have a very relaxed, familiar look. This translated into a somewhat farm like structure with a central soaring roof over the stage. Board-on-batten wood siding sheaths the structure along with a stone foundation and a metal standing seam roof. The stage proscenium arch is framed with a large wood/steel truss behind which theatrical lighting and speakers would be mounted.

**SAM MICHAELS AMPHITHEATER - PROGRAM AND BUDGET COST ESTIMATE**

4/1/2017  
rev 8/1/2017

**PHASE 1A - SLAB AND TEMPORARY STAGE COVER\***

	QUAN	UNIT	COST/UNIT	EST COST
CONSTRUCTION FENCE	1	LOT	\$ 2,000.00	\$ 2,000.00
DEMOLITION OF EXISTING STAGE	1	LOT	\$ 2,000.00	\$ 2,000.00
GRADING (ONLY AROUND SLAB)	5,000	SF	\$ 0.50	\$ 2,500.00
SEEDING (ONLY AROUND SLAB)	5,000	SF	\$ 0.05	\$ 250.00
EXCAVATION/EARTHWORK	4,000	SF	\$ 1.50	\$ 6,000.00
CONCRETE FOOTINGS	300	LF	\$ 7.00	\$ 2,100.00
CONCRETE SLAB (including ramp)	3,700	SF	\$ 7.00	\$ 25,900.00
FOUNDATION WALLS - CMU (200 LF)	800	SF	\$ 20.00	\$ 16,000.00
FOUNDATION WALLS - STONE-FACED (100 LF)	400	SF	\$ 65.00	\$ 26,000.00
RELOCATE POWER	1	LOT	\$ 5,000.00	\$ 5,000.00
FABRIC STAGE COVER AND SUPPORTS*	1	LOT	\$ 60,000.00	\$ 60,000.00
<b>SUBTOTAL</b>				<b>\$ 147,750.00</b>
GENERAL CONDITIONS AND GC FEES (10%)				\$ 14,775.00
<b>SUBTOTAL - HARD COSTS</b>				<b>\$ 162,525.00</b>
DESIGN FEES (FOR PHASES 1a, 1 2)				\$ 25,000.00
OTHER SOFT COSTS (PERMITS, OTHER FEES)				\$ 10,000.00
<b>PROJECT TOTAL</b>				<b>\$ 197,525.00</b>

**PHASE 1B - PERMANENT STAGE ENCLOSURE**

	QUAN	UNIT	COST/UNIT	EST COST
CONSTRUCTION FENCE	1	LOT	\$ 1,000.00	\$ 1,000.00
EXTERIOR STUD AND SIDING WALLS (174 LF) - AVG 15 FT HT	2,600	LF	\$ 30.00	\$ 78,000.00
MAIN STRUCTURAL TRUSS (SPANS 52 FEET)	1	LOT	\$ 5,000.00	\$ 5,000.00
INTERNAL PARTITIONS (125 LF) - AVG 15 FT HT	1,900	SF	\$ 20.00	\$ 38,000.00
ROOF FRAMING AND SHEATHING (3,600 SF)	3,600	SF	\$ 20.00	\$ 72,000.00
ROOF SHINGLES (3,600 SF)	36	SQ	\$ 200.00	\$ 7,200.00
DOORS	4	LEAF	\$ 500.00	\$ 2,000.00
STAGE CURTAIN	1	LOT	\$ 8,000.00	\$ 8,000.00
UPGRADE ELECTRICAL POWER, UTILITY LIGHTING	1	LOT	\$ 5,000.00	\$ 5,000.00
LIGHTING (GENERAL ONLY)	1	LOT	\$ 10,000.00	\$ 10,000.00
STAGE LIGHTING (to be rented until future phase)	1	LOT	\$ -	\$ -
AUDIO SYSTEM (to be rented until future phase)	1	LOT	\$ -	\$ -
<b>SUBTOTAL</b>				<b>\$ 226,200.00</b>
GENERAL CONDITIONS AND GC FEES (10%)				\$ 22,620.00
<b>SUBTOTAL - HARD COSTS</b>				<b>\$ 248,820.00</b>
DESIGN FEES (SEE PHASE 1A)				\$ -
OTHER SOFT COSTS (PERMITS, OTHER FEES)				\$ 15,000.00
<b>PROJECT TOTAL</b>				<b>\$ 263,820.00</b>

\*NOTE: IF PHASE 1A AND 1B ARE BUILT TOGETHER, DELETE THE "FABRIC STAGE COVER AND SUPPORTS" FROM PHASE 1A.

PHASE 1A PROJECT TOTAL	\$ 197,525.00
PHASE 1B PROJECT TOTAL	\$ 263,820.00
<b>SUBTOTAL</b>	<b>\$ 461,345.00</b>
LESS FABRIC STAGE COVER AND SUPPORTS	\$ (60,000.00)
<b>TOTAL</b>	<b>\$ 401,345.00</b>

Note: Estimate is based on 2017 construction costs. For 2018 construction add 5% to 7%.

**SAM MICHAELS AMPHITHEATER - BUILDING AREAS BY PHASE**

4/1/2017  
rev 08/01/2017  
AREA (SF)

**PHASE 1A - SLAB FOR MAIN STAGE**

STAGE (UNDER COVER)	2,992
STAGE EXTENSION (UNCOVERED)	812
RAMP	317
	<u>4,121</u>

**PHASE 1B - BALANCE OF MAIN STAGE**

STAGE (UNDER COVER)	1,252
CUTRAIN POCKETS	64
BACKSTAGE 1432 - 468	1,432
ELECTRICAL ROOM	96
	<u>2,844</u>
WALLS	148
	<u>2,992</u>

**PHASE 2 - TICKET BOOTH, RESTROOMS, AND CONCESSIONS**

<b>TICKET BOOTH</b>	
TICKET BOOTH	144
WALLS	36
	<u>180</u>

**CONCESSIONS/RESTROOMS**

CONCESSION AREA	280
MENS REST ROOM	267
JANITOR CLOSET	28
WOMENS REST ROOM	833
	<u>1,408</u>
WALLS	176
	<u>1,584</u>
FENCING ALL AROUND VENUE (APPROX 120,000 SF)	1,500 LF

**PHASE 3 - STORAGE WINGS**

SHORT TERM STORAGE	1,010
LONG TERM STORAGE	1,010
	<u>2,020</u>
WALLS	92
	<u>2,112</u>

**PHASE 4 - EXTERIOR SEATING AND ORCHESTRA PIT**

EXTERIOR ORCHESTRA PIT/STEPS	1,048
PAVED AREA BETWEEN PIT AND SEATING	967
PAVED SEATING AREA AND SEATS FOR FOR 500	3,613
SIDEWALK/PAVING TO SIDE	2,111
CONTROL BOOTH	76
	<u>7,815</u>

**PHASE 5A - REAR SECTION**

**UPPER LEVEL**

ELEVATOR LOBBY	224
WOMENS DRESSING ROOM	385
WOMENS REST ROOM	141
KITCHENETTE	85
STORAGE CLOSET	49
ELEVATOR	59
SINGLE USER REST ROOM	64
GREEN ROOM	468
MENS REST ROOM	141
MENS DRESSING ROOM	385
SINGLE USER REST ROOM	52
CIRCULATION AT STAIRS	178
STAIRS	177
	<hr/>
	2,408
WALLS	199
	<hr/>
	2,607

**LOWER LEVEL**

ELEVATOR	59
ELEVATOR MACHINE ROOM	52
OPEN AREA - UNFINISHED	1,760
STAIRS	177
	<hr/>
	2,048
WALLS	159
	<hr/>
	2,207
TOTAL FOOTPRINT BOTH FLOORS:	4,814

**PHASE 5B - FINISH LOWER LEVEL OF REAR SECTION**

**LOWER LEVEL**

ELEVATOR (PHASE 5A)	-
ELEVATOR MACHINE ROOM (PHASE 5A)	-
FINISH OPEN AREA (OFC, CLRMS, RESTRMS)	1,730
STAIRS (PHASE 5A)	-
	<hr/>
	1,730
WALLS	30
	<hr/>
	1,760

**PHASE 6 - SEAT COVER AND REAR FIXED SEATING**

COVER AT ORCHESTRA PIT	1,048
COVER AT PAVED AREA BTWN PIT AND SEATS	967
COVER FOR CENTER FRONT SEATING FOR 500	3,613
	<hr/>
	5,628

**PHASE 7 - PARKING LOT IMPROVEMENTS**

PAVED PARKING FOR 2000

**SECTION 7 – DESIGN TEAM CERTIFICATION**

**I. DESIGN TEAM**

The Architect for the project will be:

**Helbing Lipp Recny Architects**  
111 West Washington Street, Suite 3  
Charles Town WV 25414  
304-725-2255  
www.HLRarchitects.com  
jrecny@hlrarchitects.com

At this point, only this feasibility study and conceptual drawings have been developed. No engineers have been hired to date, but once the project moves forward, the Architect or Owner will hire:

- Structural engineering firm
- Mechanical/plumbing/electrical engineering firm
- Civil Engineering firm

**II. CERTIFICATION**

Name and Address of Project Architect/Engineer:

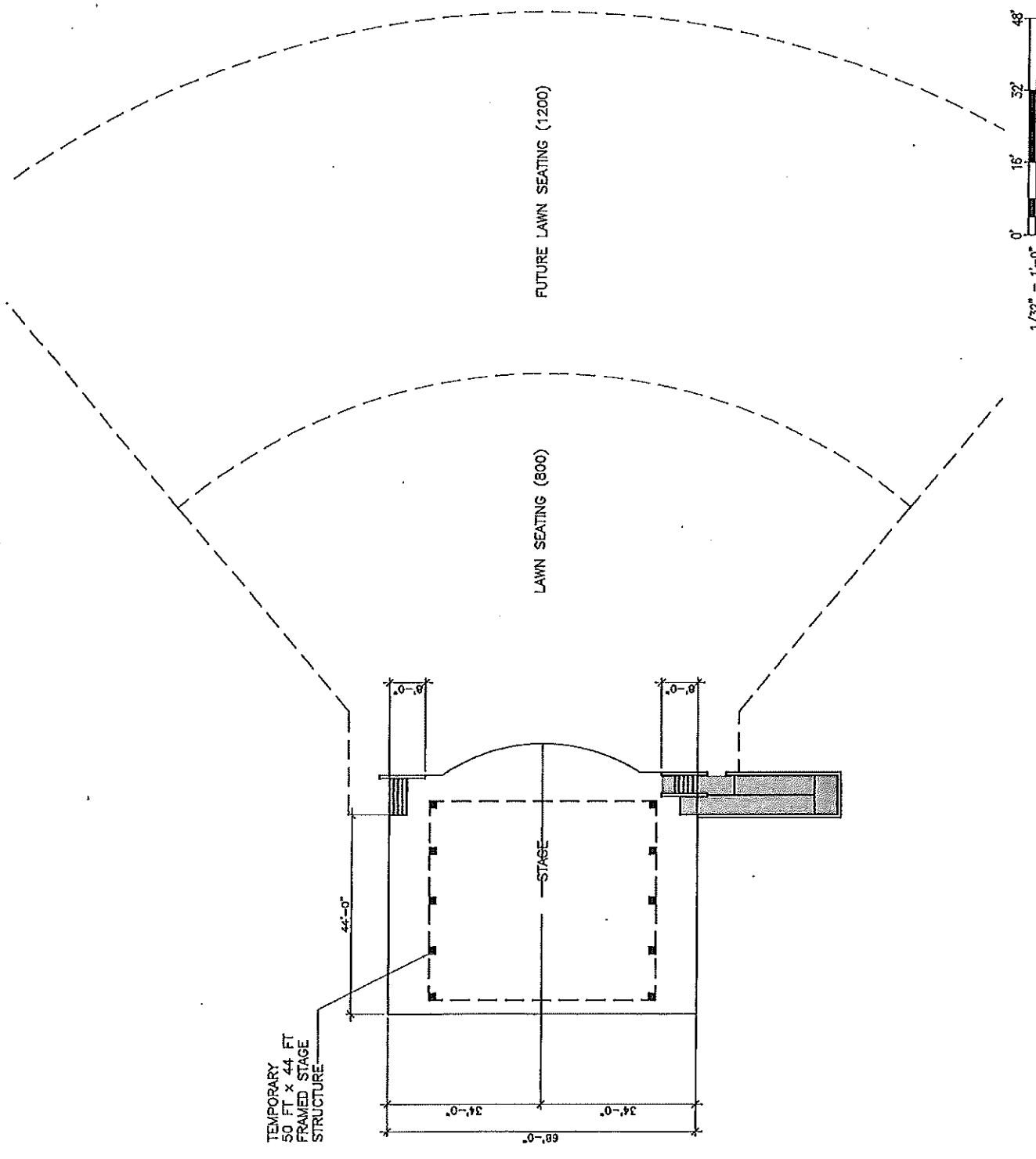
**Helbing Lipp Recny Architects**  
111 West Washington Street, Suite 3  
Charles Town WV 25414

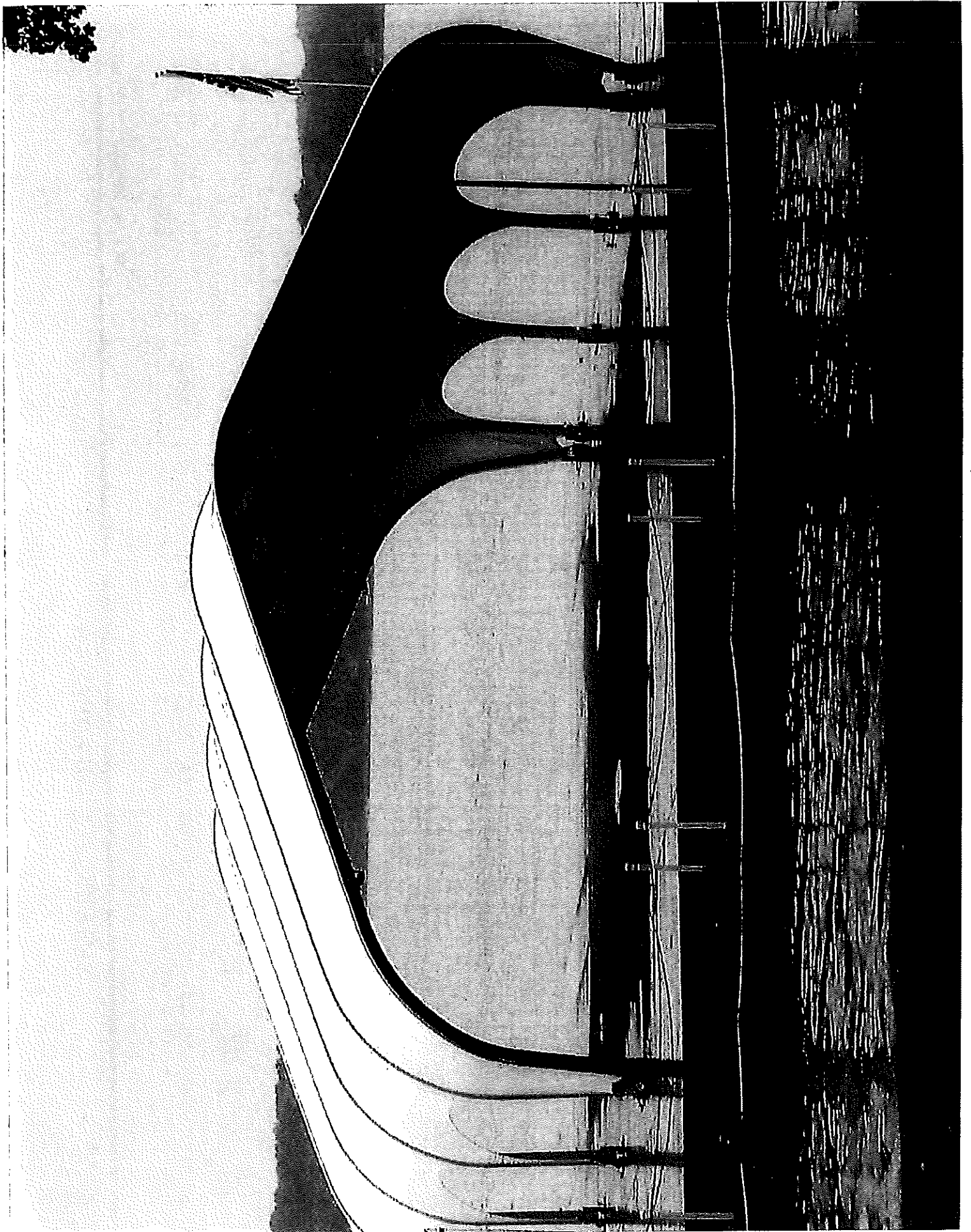
The following preparatory documents for Project Planning have been completed:  
**Preliminary and Schematic drawings (architectural concepts only)**

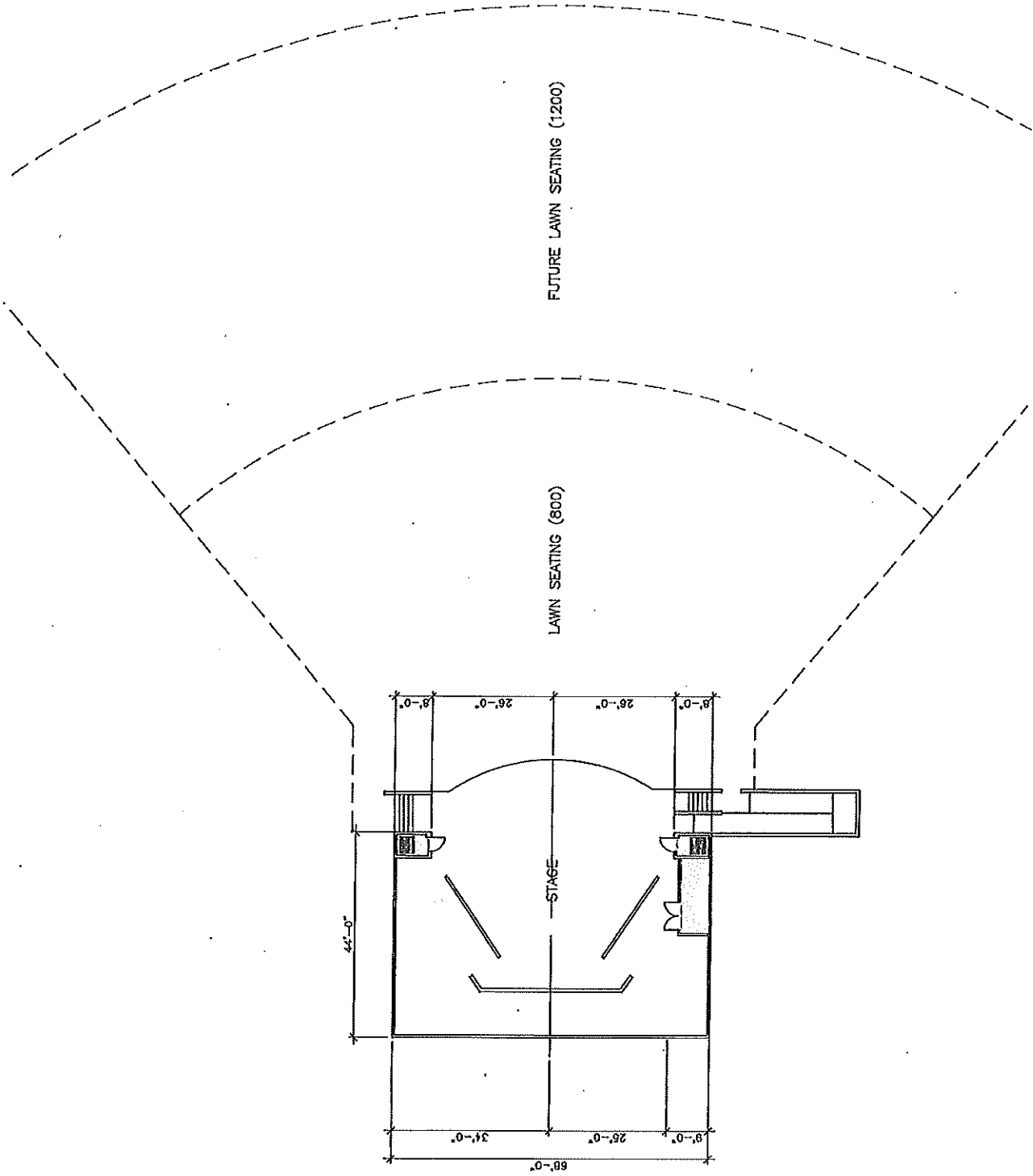
I certify that I have reviewed the application and that the technical project information is correct as cited and will be in compliance with Section 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act of 1991 and 2010.

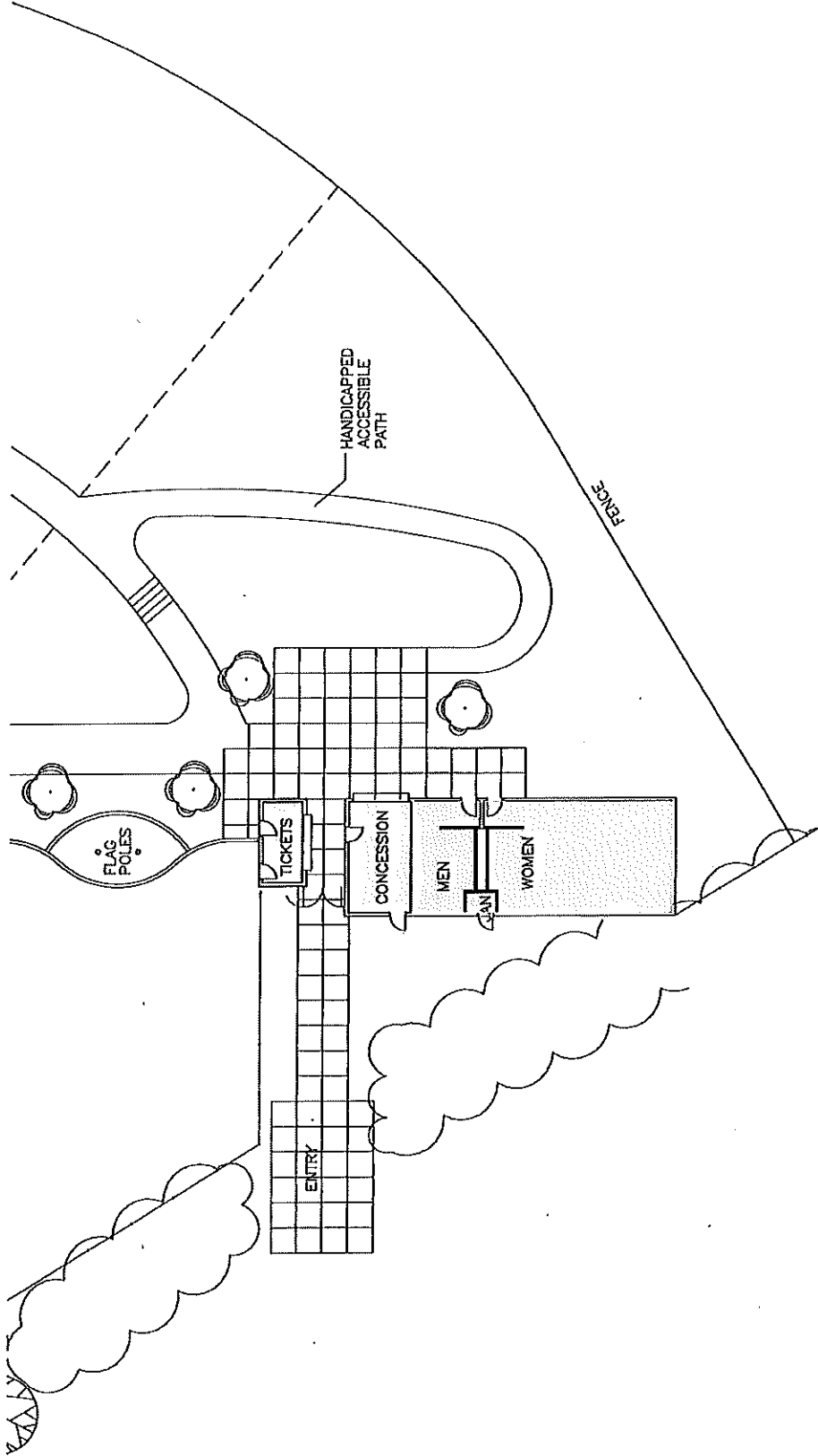
Signature

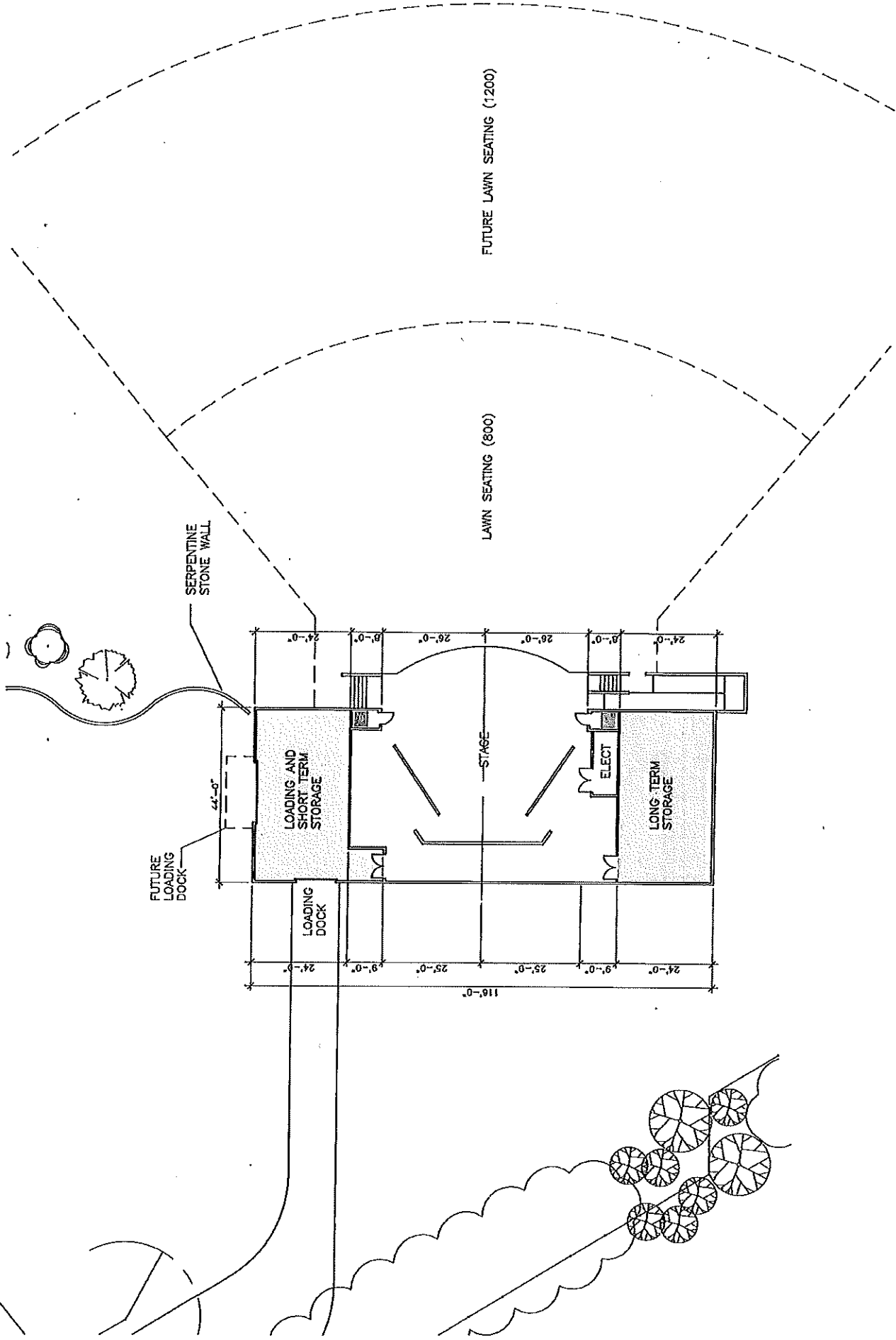


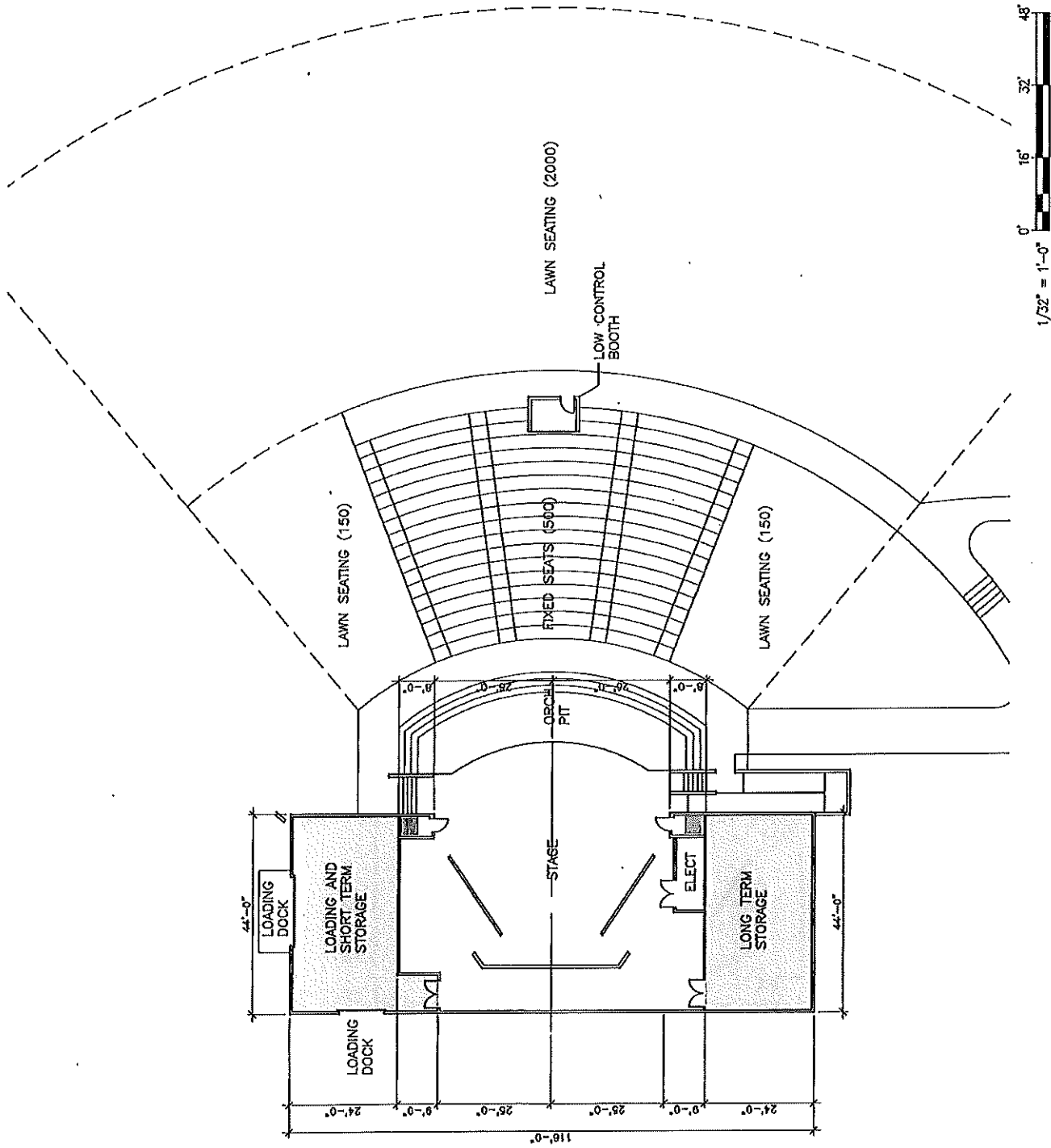


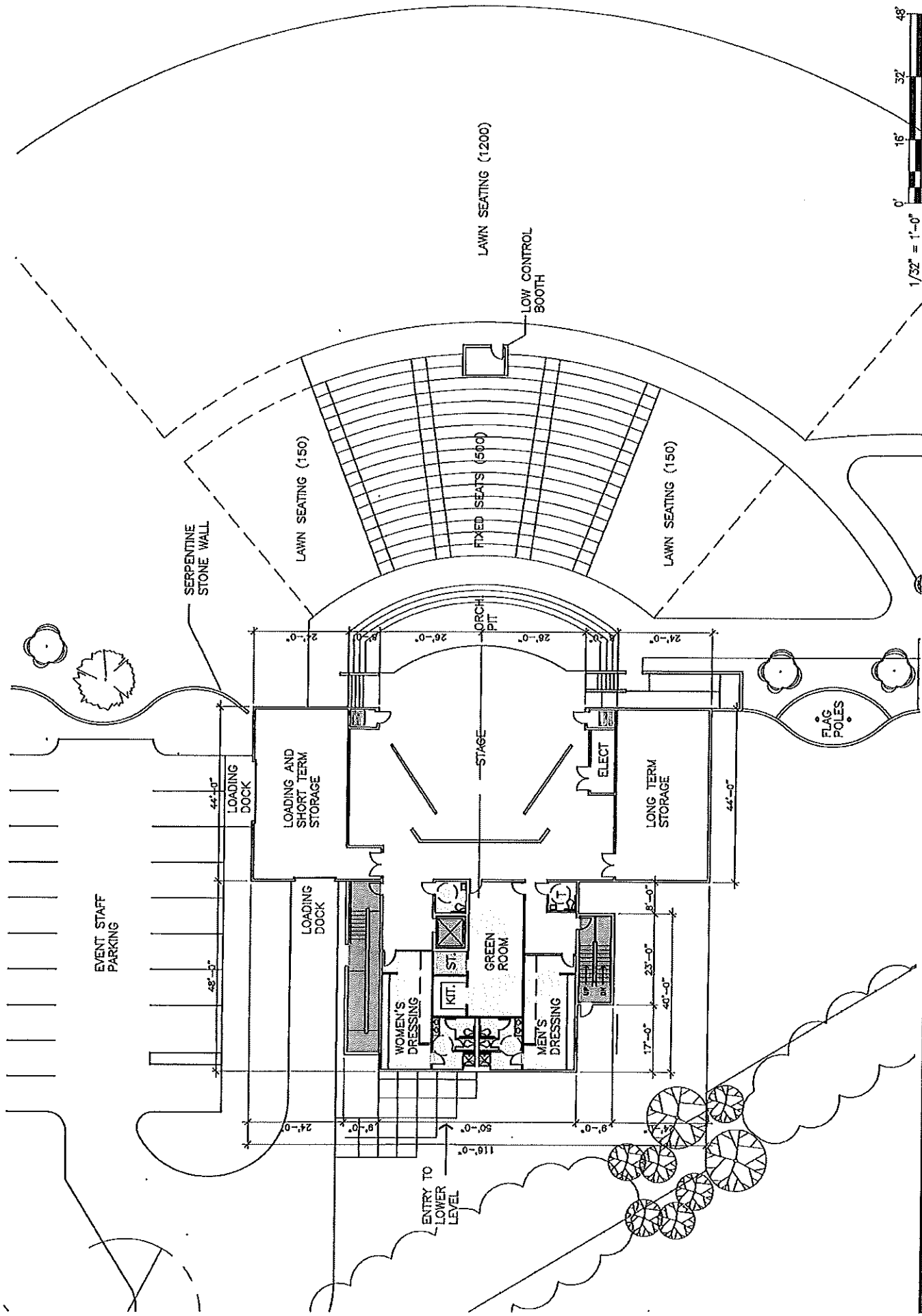






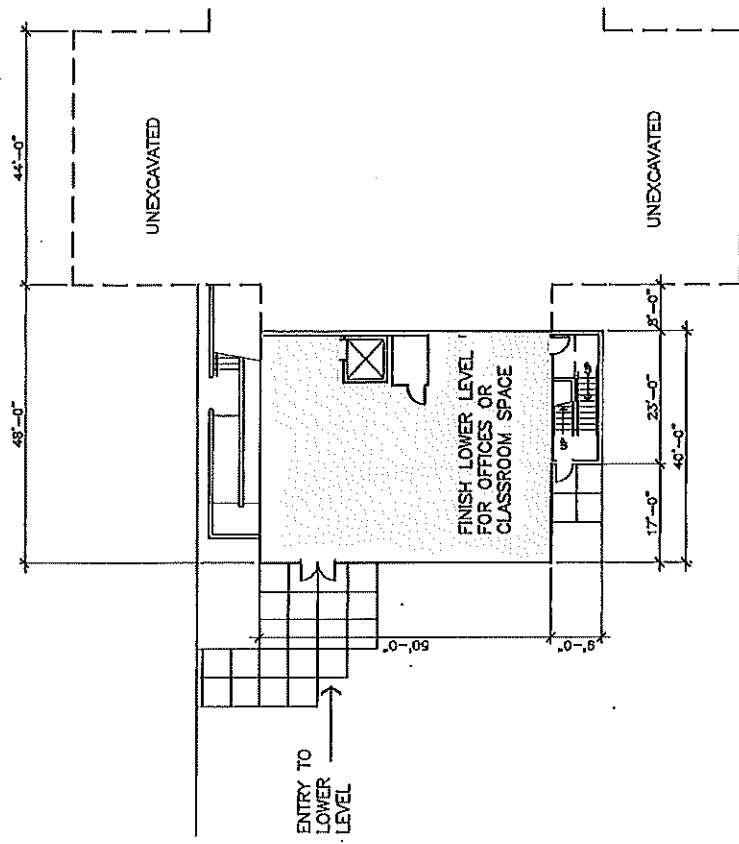




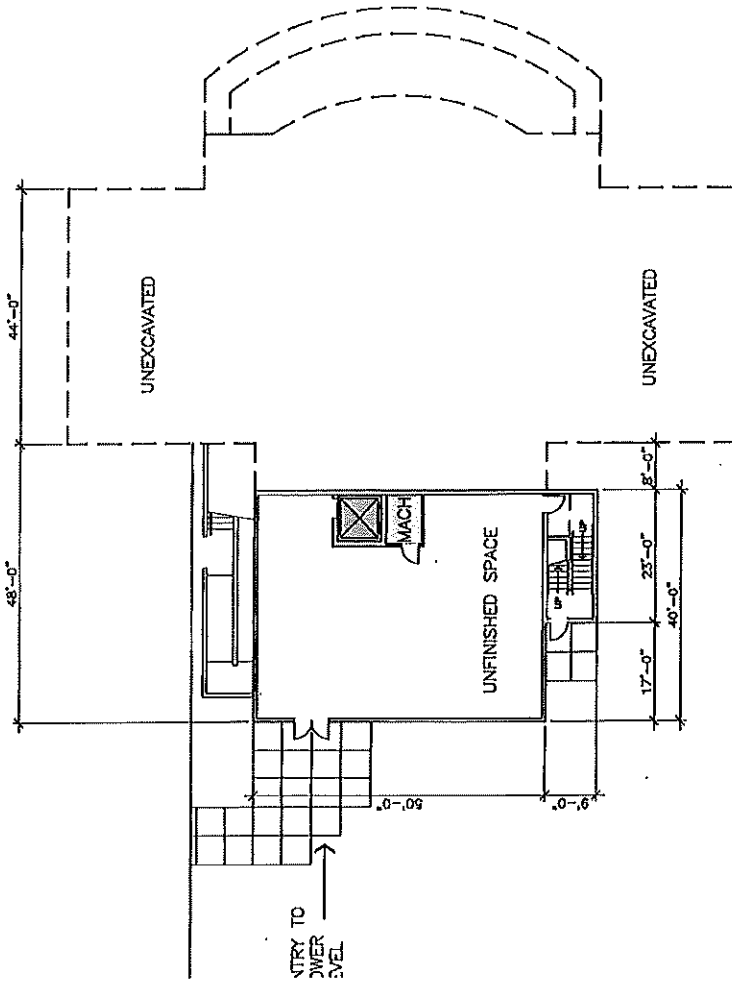


SAM MICHAEL'S AMPHITHEATER

PHASE 5A  
(UPPER LEVEL)



PHASE 5B



PHASE 5A



PHASE 5A AND 5B  
(LOWER LEVEL)

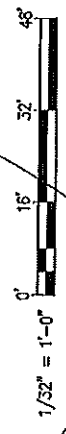
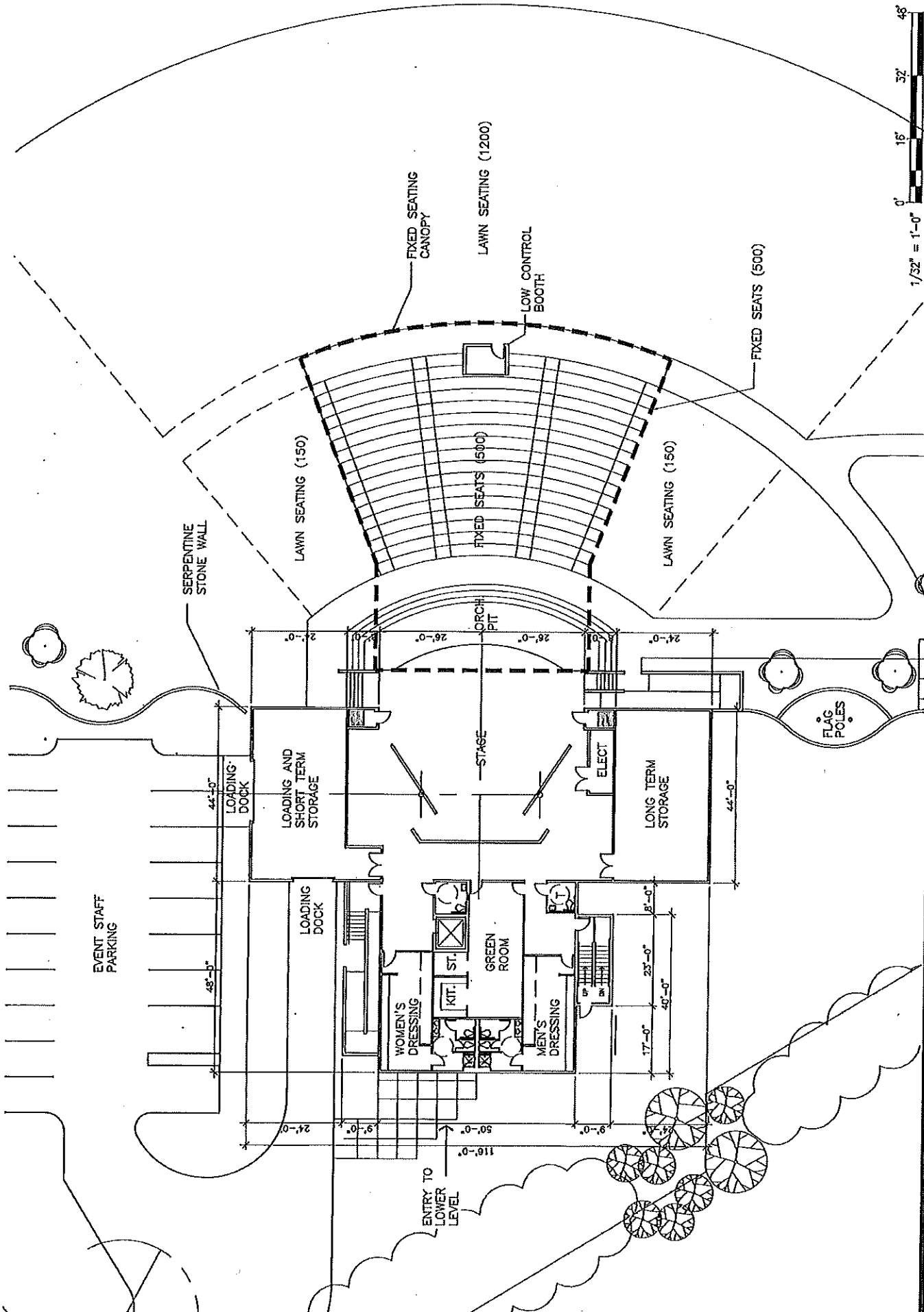
SAM MICHAEL'S AMPHITHEATER



Helbing  
Lipp  
Reany  
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www.hlrarchitects.com

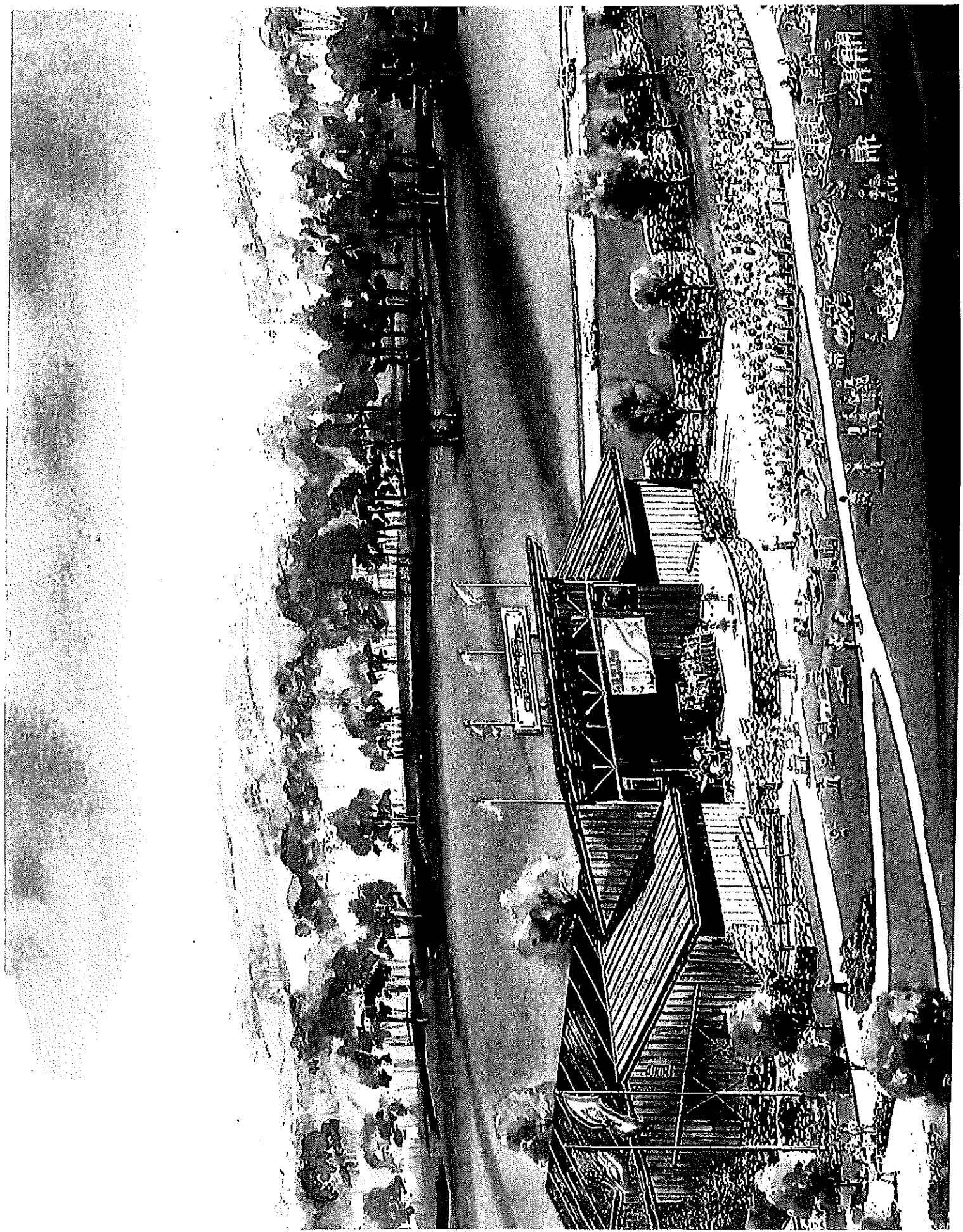
5A & 5B

APRIL 1, 2017



SAM MICHAEL'S AMPHITHEATER

PHASE 6



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March 28, 2022

Ms. Jennifer Myers, Director  
Jefferson County Parks and Recreation Department  
235 Sam Michaels Lane  
Shenandoah Junction WV 25442

Re: Cost updating for AMP Phase 2 and sewer connection

Jennifer: Here is our best guess update. Building will be larger and Costs are still fluctuating in the market.

**Design and Engineering**

Architect/Engineers (building design/management)	
Change drawings for larger building (was 2,200 sf, now 3,000 sf), get permits	\$9,000
Develop RFP for D/B team	\$6,000
Manage D/B during design	\$8,000
Manage D/B during construction	\$14,000
Civil Engineering (site design/engineering)	
Building (part of D/B)	\$17,000
Sewer line (part of D/B)	<u>\$20,000</u>
Subtotal	\$74,000
Contingency (10%)	<u>\$7,400</u>
Total fees	\$81,400

**Construction**

Building	
Site construction around building (was \$135,000 for smaller bldg.)	\$175,000
Building construction (was \$296/sf for 2200 sf bldg. now \$350/sf x 3,000 sf)	\$1,050,000
Sewer line across Job Corps Road	<u>\$80,000</u>
Subtotal construction costs	\$1,305,000
Contingency (10%)	<u>\$130,500</u>
Total	\$1,435,500

I hope this information is helpful.

Sincerely,

John J. Recny, RA, NCARB  
Principal Architect

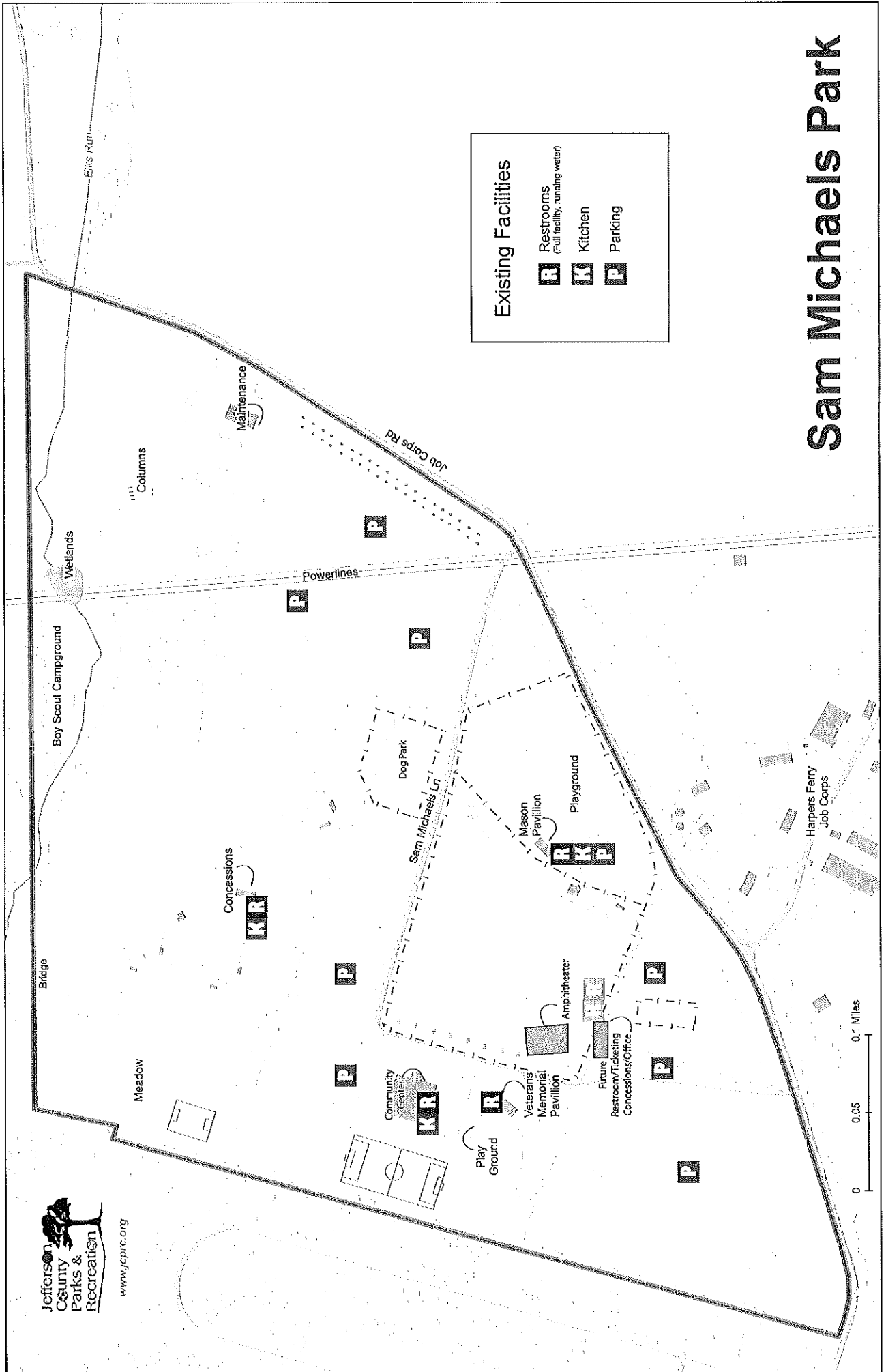
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111 West Washington Street  
Suite 3  
Charles Town, WV 25414-1560  
Ph 304.725.2255

[www.hlrarchitects.com](http://www.hlrarchitects.com)





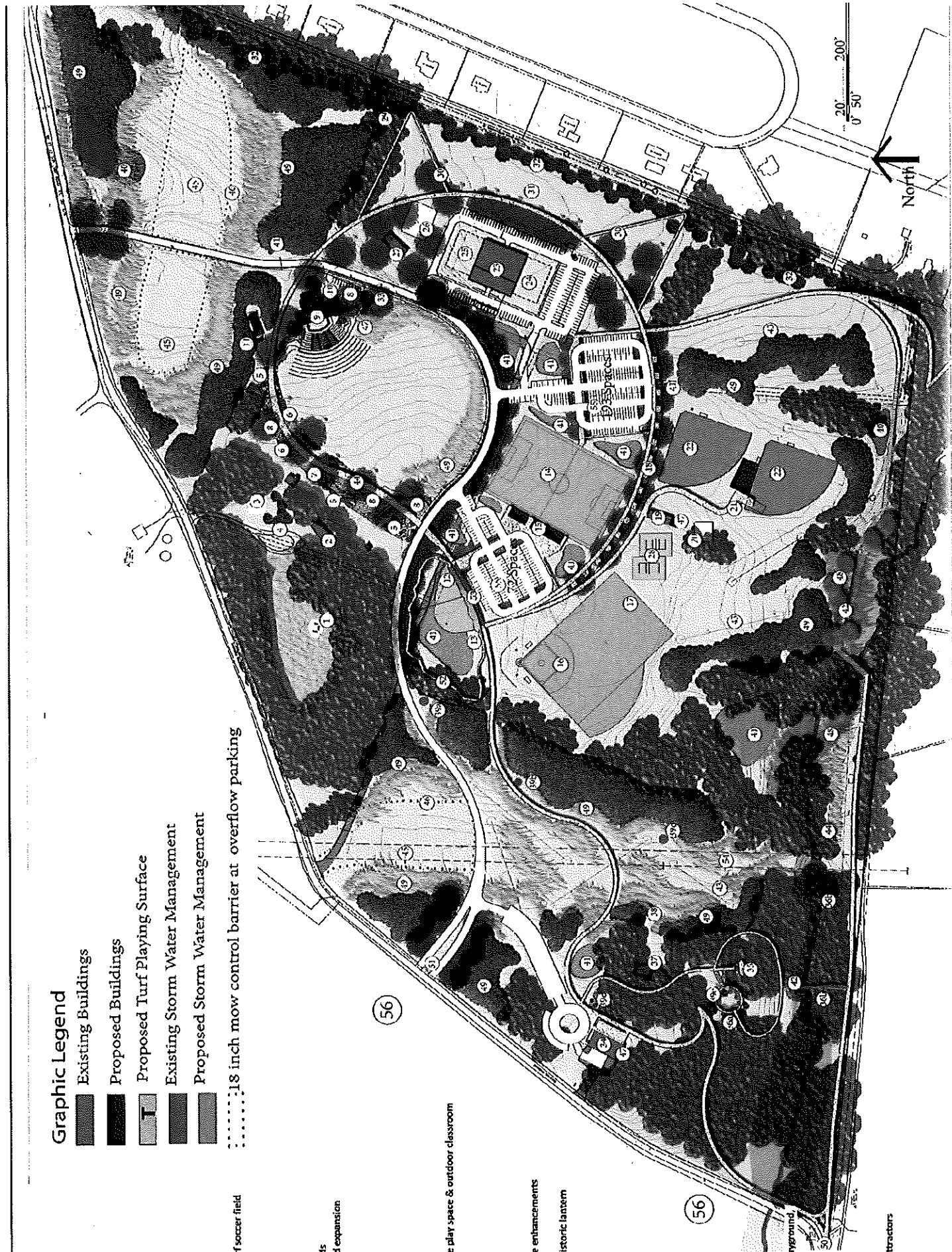
# Sam Michaels Park



- at camp
- pavilion
- nd center
- nter shade area
- ams
- lsh pad, vertical jets,
- nd hand pump
- /natural play areas
- ak up locations
- emporary parking
- assions/ ticketing
- k (3 acres)
- k (2.0 acres)
- ration of High Schools turf soccer field
- chers
- field
- verlook
- g w bathroom addition
- area visible from ballfields
- nes facility relocation and expansion
- elds, existing location
- nter
- ion
- on
- rea
- shelter/restrooms
- ion sand volleyball fields
- anded and secured nature play space & outdoor classroom
- ms
- ds
- ier at residential
- er at amphitheater
- all and terrace
- improvements and feature enhancements
- nd restorations
- een garden with center historic lantern
- l watering ponds
- Barn event deck
- ent deck
- isplay area
- memorial sculptures
- stag grouping sculpture
- ulpture
- ulpture
- ks sculpture
- y sculpture
- facilities
- l facilities
- onment boardwalk
- ge Event Promenade
- drink stations, nature playground,
- and, limestone rockery,
- ms
- ing-1000 spaces total
- rw control line
- ing
- in with native butterfly attractors
- in to Drisswood School
- ance
- nal trail and benches
- e structure
- ise power easement
- id parking facilities
- ansion

### 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



0' 50' 200'

North



Internal Revenue Service

Internal Revenue Service

Department of the Treasury  
P. O. Box 2508  
Cincinnati, OH 45201

Date: January 22, 2004

Jefferson County Parks & Recreation Commission  
116 E Washington Street  
Charles Town, WV 25414-1004

Person to Contact:  
Kathy Masters ID# 31-04015  
Customer Service Representative  
Toll Free Telephone Number:  
8:00 a.m. to 6:30 p.m. EST  
877-829-5500  
Fax Number:  
513-263-3756  
Federal Identification Number:  
55-0676727

Dear Sir or Madam:

This is in response to your request of January 22, 2004, regarding your organization's federal tax status.

Our records indicate that your organization may be a governmental instrumentality or a political subdivision of a state.

No provision of the Internal Revenue Code imposes a tax on the income of governmental units (such as states and their political subdivisions). Therefore, it has been the position of the Service that income of governmental units is not generally subject to federal income taxation. If, however, an entity is not itself a governmental unit (or an "integral part" thereof), its income will be subject to tax unless an exclusion or exemption applies.

One exclusion is provided by section 115(1) of the Code, which excludes from gross income:

"income derived from ... the exercise of any essential governmental function and accruing to a State or any political subdivision thereof ..."

Your organization's income may not be subject to tax, either because the organization is a governmental unit (or an "integral part" thereof), or because the income is excluded under section 115. In addition, your organization may also be eligible to receive charitable contributions, which are deductible for federal income, estate, and gift tax purposes. Also, your organization is probably exempt from many federal excise taxes.

Your organization may obtain a letter ruling on its status under section 115 by following the procedures specified in Rev. Proc. 2002-1 or its successor.

Your organization may also qualify for exemption from federal income tax as an organization described in section 501(c)(3) of the Code. If the organization is an entity separate from the state, county, or municipal government, and if it does not have powers or purposes inconsistent with exemption (such as the power to tax or to exercise enforcement of regulatory powers), your organization would qualify under section 501(c)(3). To apply for exemption, complete Form 1023 and pay the required user fee.



**A RESOLUTION AUTHORIZING THE APPLICATION & ACCEPTANCE  
OF GRANT FUNDS FOR A CULTURAL FACILITIES AND CAPITAL RESOURCES GRANT FROM WEST  
VIRGINIA DEPARTMENT OF ARTS, CULTURE, & HISTORY**

At a special session of the Jefferson County Commission held on the 25th day of March, 2022, the following order was made and entered;

Subject: APPLICATION FOR A CULTURAL FACILITIES AND CAPITAL RESOURCES GRANT

For: Construction of Phase II of the Amphitheater Project; to include restrooms, concessions, ticketing, office and meeting room space.

In the amount of \$250,000.

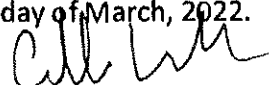
**WHEREAS**, the County Commission, through the Jefferson County Parks and Recreation Commission, authorizes the Jefferson County Parks & Recreation Commission to submit an application to the State of West Virginia requesting funding for the above-mentioned project out of the Cultural Facilities & Capital Resources Grant to construct Phase II of the amphitheater project at Sam Michaels Park.

**WHEREAS**, it is required that the Jefferson County Commission appoint an official representative; The Jefferson County Commission, authorizes Jennifer Myers, Director of Jefferson County Parks & Recreation Commission to sign any and all documents and papers which accompany or are part of this application, and any and all documents and papers necessary for the completion of the project should it receive funding.

**NOW, THEREFORE, BE IT RESOLVED**, by the Jefferson County Commission that:

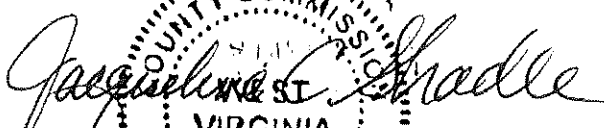
1. The Jefferson County Commission authorizes the application and acceptance of funds from the State of West Virginia for the Cultural Facilities & Capital Resources Grant in the amount of \$250,000 and understands that the Jefferson County Parks & Recreation Commission commits the 50% matching share for the total project.

**PASSED** by the Jefferson County Commission on this 25th day of March, 2022.

  
\_\_\_\_\_  
**President**

**Jefferson County Commission**

ATTEST:

  
  
County Clerk

Jefferson County  
Jacqueline C Shadle, Clerk  
Instrument 202200004066  
03/30/2022 @ 02:45:41 PM  
RESOLUTION  
Book 1278 @ Page 196  
Pages Recorded 1





235 Sam Michael's Lane  
Shenandoah Junction, WV 25442  
304-728-3207  
fax 304-728-9746  
www.jcprc.org

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March 1, 2022

Ms. Susan M. Pierce

Historic Preservation Unit

Department of Culture and History

The Cultural Center

Capitol Complex

Charleston, West Virginia 25305

RE: HISTORICAL REVIEW WV Culture & History Grant

PARK NAME - SAM MICHAELS PARK

Dear Ms. Pierce:

Jefferson County Parks & Recreation plans construct a concession/restroom/ticketing facility beside the amphitheater at Sam Michael's Park. The facility will be located next to the current amphitheater and sit in a field near the entrance into the park.

The proposed construction will include restrooms, a concession stand, ticket booth, office space as well as meeting space. Additional elements may include ADA parking and sidewalks.

It is the request of Jefferson County Parks & Recreation Commission, as the State Historic Preservation Officer, you examine the proposed project in accordance with the procedures for protection of historic and cultural properties to determine whether the proposed project may adversely affect the property.

Please provide a written determination of your finding, which will be included as part of our application.

Thank you for your prompt attention to this request.

Sincerely,

Jennifer L. Myers  
Director





October 3, 2012

**The Culture Center**  
1900 Kanawha Blvd., E.  
Charleston, WV 25305-0300

**Randall Reid-Smith, Commissioner**

Phone 304.558.0220 • www.wvculture.org  
Fax 304.558.2779 • TDD 304.558.3562

EEQ/AA Employer

Ms. Jennifer Myers  
Director  
Jefferson County Parks & Recreation Commission  
235 Sam Michael's Lane  
Shenandoah Junction, WV 25442

RE: Sam Michael's Park  
RR#: 12-1158-JF



Dear Ms. Myers:

We have reviewed the above referenced project to determine potential effects to cultural resources. As required by Section 106 of the National Historic Preservation Act, as amended, and its implementing regulations, 36 CFR 800: "Protection of Historic Properties," we submit our comments.

According to submitted information, the Jefferson County Parks & Recreation Commission is proposing to build an additional picnic pavilion between the Jefferson County Community Center and the playground at Sam Michael's Park. Two additional pieces of ADA playground equipment will also be installed within the existing playground. It is our understanding that the existing playground and buildings were built between 2006 and 2008.

Architectural Resource:


After review of the submitted information, including photographs, and after review of our internal architectural survey files, it is our opinion that the proposed project will have no impact to architectural resources eligible for or included in the National Register of Historic Places. No further consultation regarding architectural resources is necessary.

Archaeological Resources:

A search of office site files located no previously recorded archaeological resources within the proposed project area. Submitted information indicates that the proposed construction activities will be confined to previously disturbed areas. In our opinion, there are no archaeological sites located within the proposed project area that are eligible for or listed in the National Register of Historic Places. If, however, intact cultural materials are encountered during construction, all activity within the discovery area shall cease and our office shall be contacted immediately.

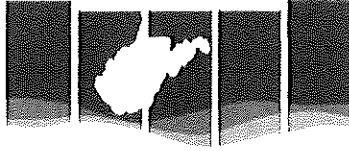
We appreciate the opportunity to be of service. If you have questions regarding our comments or the Section 106 process, please contact Shirley Stewart Burns, Structural Historian, or Carolyn Kender, Archaeologist, at (304) 558-0240.

Sincerely,

  
Susan M. Plerce  
Deputy State Historic Preservation Officer

SMP/CMK/SSB





West Virginia Department of  
**ARTS, CULTURE  
AND HISTORY**

The Culture Center  
1900 Kanawha Blvd., E.  
Charleston, WV 25305-0300

Randall Reid-Smith, Curator  
Phone 304.558.0220 • [www.wvculture.org](http://www.wvculture.org)  
Fax 304.558.2779 • TDD 304.558.0562  
1608316.pdf

December 15, 2021

Ms. Jennifer L. Myers  
Director  
Jefferson County Parks & Recreation  
235 Sam Michael's Lane  
Shenandoah Junction, WV 25442

RE: Sam Michaels Park  
Federal Land and Water Conservation Application  
FR: 22-133-JF

Dear Ms. Myers:

We reviewed the information that was submitted in support of the above-referenced project. As required by Section 106 of the National Historic Preservation Act of 1966, as amended, and its implementing regulations, 36 CFR 800: "Protection of Historic Properties," we submit our comments.

According to the submitted information, Jefferson County Parks & Recreation is applying for federal Land and Water Conservation Funds in order to install an additional playground within Sam Michael's Park, Jefferson County, WV. The new playground will expand the current one that is located near the Mason Pavilion. The proposed playground may include slides, towers, swings, climbing elements, as well as other elements that are ADA accessible. In addition, if funding is available, the playground will sit on a poured ADA surface.

**Archaeological Resources:**

A search of our records indicates that no previously documented archaeological sites are situated within the proposed project area. In addition, it is our understanding that the proposed project activities will be confined to previously disturbed areas where encountering significant archaeological resources would be unlikely. As a result, it is our opinion that the proposed project will have no effect on archaeological historic properties. No further consultation is necessary with respect to archaeological resources. However, if cultural materials are encountered while the playground is being installed, please cease all activity in the discovery area and contact this office immediately.

**Architectural Resources:**

We have reviewed the submitted information and determined that no architectural properties eligible for or included in the National Register of Historic Places are located within the proposed project's direct or indirect Area of Potential Effects (APE). Work is inside the boundaries of the park, there are no identified historic structures within the park or the park's immediate area. No further consultation is necessary regarding architectural resources; however, we ask that you contact our office if your project should change.

December 15, 2021

Ms. Myers

FR 22-133-JF

Page 2

We appreciate the opportunity to be of service. *If you have questions regarding our comments or the Section 106 process, please contact Lora A. Lamarre-DeMott, Senior Archaeologist, or Stephen L. Gifford, at (304) 558-0240.*

Sincerely,

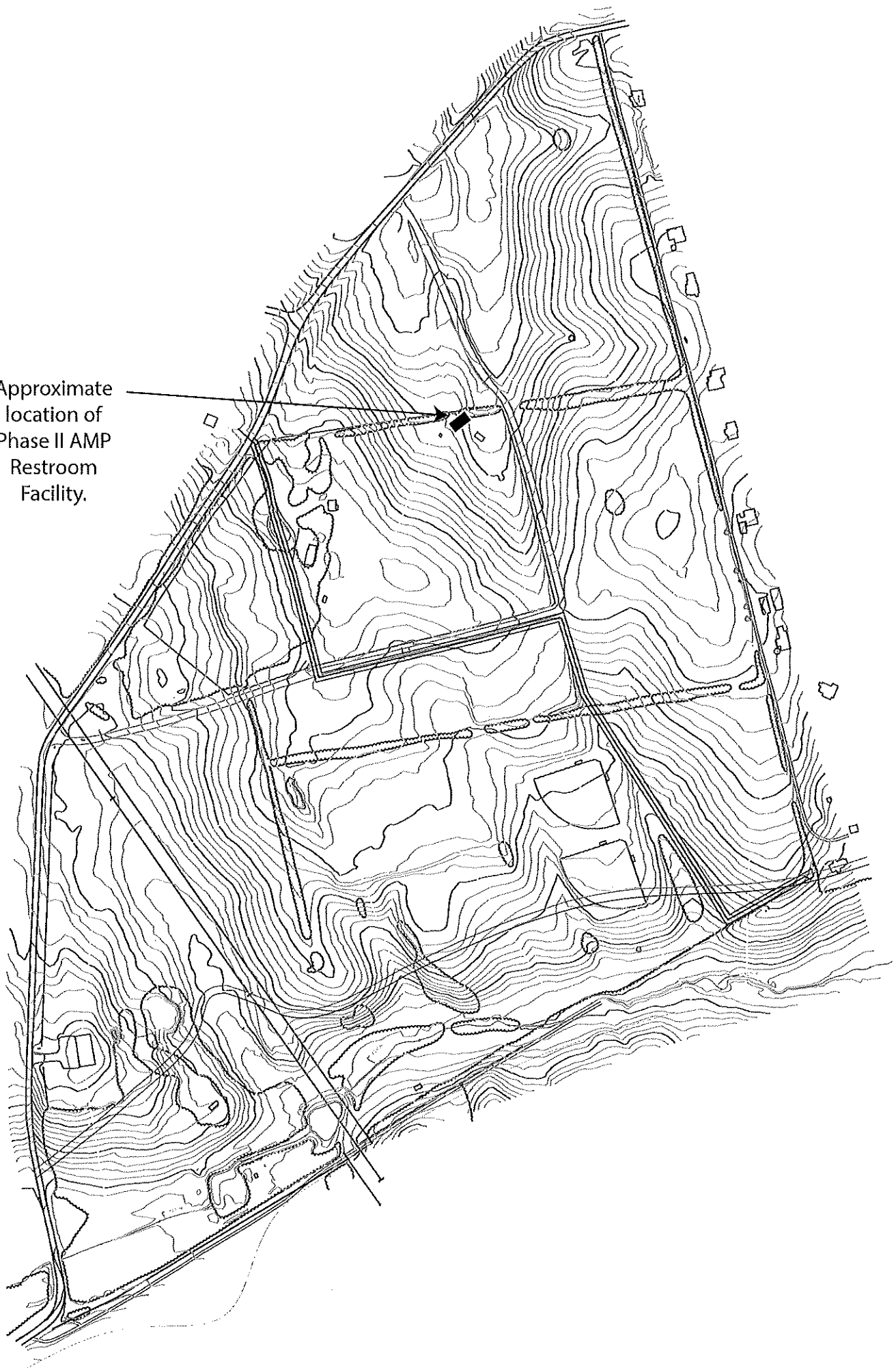
A handwritten signature in cursive script that reads "Susan M. Pierce". The signature is written in black ink and is positioned above the printed name.

Susan M. Pierce

Deputy State Historic Preservation Officer

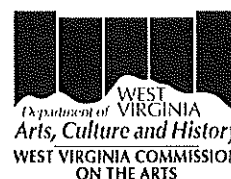
SMP/LLD/SLG

Approximate  
location of  
Phase II AMP  
Restroom  
Facility.





# Site Accessibility Survey & Transition Plan



**Organization Name:** Jefferson County Parks and Recreation Commission  
**Person Completing Form:** Jennifer Myers, Director  
**Site Name:** Sam Michaels Park, Phase II Amphitheater Project  
**Site Address:** 235 Sam Michaels Lane  
Shenandoah Junction, WV 25441  
**Date Completed:** 3/31/2022

**Instructions:**

1. Please circle the appropriate response for each question.
2. Use the space at the end of each section to note facility changes planned to improve accessibility and/or to explain any "no" responses.

**Priority 1: Accessible Entrance**

*People with disabilities should be able to arrive on the site, approach the building, and enter the building as freely as everyone else. At least one path of travel should be safe and accessible for everyone, including people with disabilities.*

**Path of Travel**

- Is there a path of travel that does not require the use of stairs?       Yes      No
- Is the path of travel stable, firm and slip resistant?       Yes      No
- Is the path at least 36 inches wide?       Yes      No
- Can all objects protruding into the path be detected by a person with a disability using a cane?      Yes      No       NA

*To be detected using a cane, an object must be within 27 inches of the ground. Objects hanging or mounted overhead must be higher than 80 inches to provide clear head room. It is not necessary to remove objects that protrude less than 4 inches from the wall.*

- Do curbs on the pathway have curb cuts at drives, parking, and drop offs?      Yes      No       NA

**Ramps**

- Are the slopes of ramps no greater than 1:12?       Yes      No      NA
- Slope is given as a ratio of the height to the length. 1:12 means for every 12 inches along the base of the ramp, the height increases one inch. For a 1:12 maximum slope, at least one foot of ramp length is needed for each inch of height.*
- Do all ramps longer than 6 feet have railings on both sides?       Yes      No      NA
- Are railings sturdy, and between 34 and 38 inches high?       Yes      No      NA

Is the width between railings at least 36 inches?	<input checked="" type="radio"/> Yes	No	NA
Are ramps nonslip?	<input checked="" type="radio"/> Yes	No	NA
Is there a 5-foot long level landing at every 30-foot horizontal length of ramp, at the top and bottom of ramps, and at switchbacks?	<input checked="" type="radio"/> Yes	No	NA
Does the ramp rise no more than 30 inches between landings?	<input checked="" type="radio"/> Yes	No	NA

**Parking and Drop Off Areas**

Are an adequate number of accessible parking spaces available?	<input checked="" type="radio"/> Yes	No	NA
<i>An accessible space is an 8-foot wide space with a 5-foot wide striped access aisle. There should be one accessible space for every 25 parking spaces. At least one of every 8 accessible spaces must be van accessible.</i>			
Are 8-foot wide spaces with an 8-foot accessible aisle and 98 inches of vertical clearance, available for lift equipped vans?	<input checked="" type="radio"/> Yes	No	NA
Are the accessible spaces closest to the accessible entrance?	Yes	No	<input checked="" type="radio"/> NA
Are accessible spaces marked with the International Symbol of Accessibility?	<input checked="" type="radio"/> Yes	No	NA
Are there signs reading "Van Accessible" at van spaces?	Yes	<input checked="" type="radio"/> No	NA
Is there an enforcement procedure to ensure that accessible parking is used only by those who need it?	<input checked="" type="radio"/> Yes	No	NA

**Entrance**

If there are stairs at the main entrance, is there also a ramp or lift, or is there an alternative accessible entrance?	Yes	No	<input checked="" type="radio"/> NA
Do all inaccessible entrances have signs indicating the location of the nearest accessible entrance?	Yes	No	<input checked="" type="radio"/> NA
Can the alternate accessible entrance be used independently?	Yes	No	<input checked="" type="radio"/> NA
Are doormats ½-inch-high or less, and secured to the floor at all edges?	Yes	No	<input checked="" type="radio"/> NA
If the door has a closer, does it take at least 3 seconds to close?	<input checked="" type="radio"/> Yes	No	NA

**Emergency Egress**

Do all alarms have both flashing lights and audible signals?	Yes	No	<input checked="" type="radio"/> NA
Is there sufficient lighting in egress pathways such as stairs, corridors, and exits?	<input checked="" type="radio"/> Yes	No	NA

**Comments for Priority 1** Explain or describe the transition plan for any "no" responses. Attach an extra sheet, if necessary:

Current parking area is grass only. There is a handicap accessible entrance and walkway through the grass AMP field and handicap parking spaces closest to the AMP field. Van spaces are not specified at present, however there is plenty of parking space to address that need.

## Priority 2: Access to Goods and Services

*Ideally, the layout of the building should allow people with disabilities to obtain goods or services without special assistance. Where it is not possible to provide full accessibility, assistance or alternative services should be available on request.*

### Horizontal Circulation

- |                                                                                                  |                                      |                                     |    |
|--------------------------------------------------------------------------------------------------|--------------------------------------|-------------------------------------|----|
| Does the accessible entrance provide direct access to the main floor, lobby, or elevator?        | <input checked="" type="radio"/> Yes | No                                  | NA |
| Are all public spaces on an accessible path of travel?                                           | Yes                                  | <input checked="" type="radio"/> No | NA |
| Is the accessible route to all public spaces at least 36 inches wide?                            | <input checked="" type="radio"/> Yes | No                                  | NA |
| Is there a 5-foot circle or T-shaped space for a person using a wheelchair to reverse direction? | <input checked="" type="radio"/> Yes | No                                  | NA |

### Doors

- |                                                                                                                                     |                                      |    |    |
|-------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|----|----|
| Do doors into public spaces, including the building entrance, have at least a 32-inch clear opening?                                | <input checked="" type="radio"/> Yes | No | NA |
| Is there at least 18 inches of clear wall space on the pull side of all doors, including the building entrance, next to the handle? | <input checked="" type="radio"/> Yes | No | NA |
| Can all doors, including the building entrance, be opened without too much force (5 lbf [pound-force] maximum)?                     | <input checked="" type="radio"/> Yes | No | NA |
| Are door handles, including those on the building entrance, 48 inches high or less and operable with a closed fist?                 | <input checked="" type="radio"/> Yes | No | NA |
| Are all thresholds level (less than ¼ inch), or beveled, up to ½ inch high?                                                         | <input checked="" type="radio"/> Yes | No | NA |

### Rooms and Spaces

- |                                                                                                                                                                         |                                      |    |                                     |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|----|-------------------------------------|
| Are all aisles and pathways to goods and services at least 36 inches wide?                                                                                              | Yes                                  | No | <input checked="" type="radio"/> NA |
| Is carpeting low pile, tightly woven, and securely attached along edges?                                                                                                | Yes                                  | No | <input checked="" type="radio"/> NA |
| In routes through public areas, are all obstacles cane detectable?                                                                                                      | <input checked="" type="radio"/> Yes | No | NA                                  |
| Do signs designating permanent rooms and spaces, such as restroom signs, exit signs, and room numbers, comply with the appropriate requirements for accessible signage? | <input checked="" type="radio"/> Yes | No | NA                                  |

### Controls

- |                                                                                                                                                                                 |     |    |                                     |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|----|-------------------------------------|
| Are all controls that are available for use by the public (including electrical, mechanical, window, cabinet, game, and self service controls) located at an accessible height? | Yes | No | <input checked="" type="radio"/> NA |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|----|-------------------------------------|

*Reach range – A side reach must be between 15 and 54 inches from the floor. A forward reach must be no more than 48 inches.*

Are they operable with a closed fist?	Yes	No	<input type="radio"/> NA
---------------------------------------	-----	----	--------------------------

**Seats, Tables, and Counters**

Are the aisles between chairs or tables at least 36 inches wide?	Yes	No	<input type="radio"/> NA
Are the spaces for wheelchair seating distributed throughout?	Yes	No	<input type="radio"/> NA
Are the tops of tables or counters between 28 and 34 inches high?	Yes	No	<input type="radio"/> NA
Are knee spaces at accessible tables at least 27 inches high, 30 inches wide, and 19 inches deep?	Yes	No	<input type="radio"/> NA

**Vertical Circulation**

Are there ramps or elevators to all levels?	Yes	No	<input type="radio"/> NA
On each level, if there are stairs between the entrance and/or elevator and essential public areas, is there an accessible alternate route?	Yes	No	<input type="radio"/> NA

**Stairs**

Do treads have a non-slip surface?	<input checked="" type="radio"/> Yes	No	NA
Do stairs have continuous rails on both sides, with extensions beyond the top and bottom stairs?	<input checked="" type="radio"/> Yes	No	NA

**Elevators and Lifts**

Are there both visible and verbal or audible door opening/closing and floor indicators (one tone = up, two tones = down)?	Yes	No	<input type="radio"/> NA
Are the call buttons in the hallway no higher than 42 inches?	Yes	No	<input type="radio"/> NA
Do the controls outside and inside the cab have raised and Braille lettering?	Yes	No	<input type="radio"/> NA
Is there a sign on the jamb at each floor identifying the floor in raised and Braille letters?	Yes	No	<input type="radio"/> NA
Is the emergency intercom usable without voice communication?	Yes	No	<input type="radio"/> NA
Are there Braille and raised letter instructions for the communication system?	Yes	No	<input type="radio"/> NA
Can the lift be used without assistance? If not, is a call button provided?	Yes	No	<input type="radio"/> NA
Is there at least 30 by 48 inches of clear space for a person using a wheelchair to approach and reach the controls to use the lift?	Yes	No	<input type="radio"/> NA
Are controls between 15 and 48 inches high (up to 54 inches if a side approach is possible)?	Yes	No	<input type="radio"/> NA

**Comments for Priority 2** Explain or describe the transition plan for any “no” responses. Attach an extra sheet, if necessary:

### Priority 3: Usability of Restrooms and Drinking Fountains

If restrooms and drinking fountains are provided to the public, they must be accessible to people with disabilities.

#### Getting to the Restrooms

If restrooms are available to the public, is at least one restroom (either one for each sex, or unisex) fully accessible?  Yes No NA

Are there signs at inaccessible restrooms that give directions to accessible ones?  Yes No NA

#### Doorways and Passages

Is there tactile signage identifying restrooms? Yes No  NA

Is the doorway at least 32 inches clear?  Yes No NA

Are doors equipped with accessible handles 48 inches high or lower?  Yes No NA

Can doors be opened easily (5 lbf [pound-force] maximum force)?  Yes No NA

Does the entry configuration provide adequate maneuvering space for a person using a wheelchair?  Yes No NA

Is there a 36-inch wide path to all fixtures? Yes No  NA

#### Stalls

Is the stall door operable with a closed fist, inside and out?  Yes No NA

Is there a wheelchair accessible stall?  Yes No NA

In the accessible stall, are there grab bars behind and on the side wall nearest to the toilet? Yes No  NA

Is the toilet seat 17 to 19 inches high?  Yes No NA

#### Sinks

Does one sink have a 30-inch wide by 48-inch deep clear space in front? Yes No  NA

*19 of the 48 inches of the required depth may be under the sink.*

Is the sink rim no higher than 34 inches? Yes No  NA

Is the bottom of the sink at least 29 inches above the floor? Yes No  NA

Can the faucet be operated with one closed fist? Yes No  NA

Are soap dispensers, other dispensers, and hand dryers 48 inches high or less and usable with one closed fist? Yes No  NA

Is the mirror mounted with the bottom edge of the reflecting surface no more than 40 inches high? Yes No  NA

**Drinking Fountains**

Is there at least one fountain with clear floor space of at least 30 by 48 inches in front?	Yes	No	Ⓝ
Is there one fountain with its spout no higher than 36 inches from the ground, and another with a standard height spout?	Yes	No	Ⓝ
Are controls mounted on the front or on the side near the front edge, and operable with one dosed fist?	Yes	No	Ⓝ
Does the fountain protrude no more than 4 inches into the circulation space?	Yes	No	Ⓝ

**Comments for Priority 3** Explain or describe the transition plan for any “no” responses. Attach an extra sheet, if necessary:

Portable Restrooms are placed in the festival field for all concerts. An additional portable restroom is placed at the back of the stage for artist use. Handicap accessible portable restrooms are in place during all concerts, however washing sinks and water fountains have not been made available to date. Instead hand sanitizing stations are available. When Phase II construction is complete, all accessibility laws, rules, and guidance will be adhered to ensure accessibility in restroom and facility spaces.

Jefferson County Parks and Recreation Commission

2016 Parks Master Plan

<https://www.jeffersoncountywv.org/home/showpublisheddocument/12094/636193115742730000>

