

Chapter 2 ADMINISTRATIVE STRUCTURE

ROLES OF COMMISSIONS/ADVISORY BOARDS

The City of Sault Ste. Marie is governed under the Commission-Manager form of municipal government. The City Commission is the ultimate authority for all City functions and programs, including those of parks and recreation. The Community Services Board reports to the City Manager, who then reports to the City Commission. The City Commission has final control over the parks and recreation program through the budget process, through specific approvals required for expenditures over \$10,000, and through directives given to the City Manager.

The Community Services Board is the prime City agency responsible for the City parks and recreation program. Functions of the Parks and Recreation Department are handled through the City's Community Services Board, established under the authority of PA 156 of 1917. The Board has been in existence in its present form since 1973. It consists of nine members appointed by the City Commission for three-year terms.

The Community Services Board is established to:

“Act as advisory board to the City Manager and advise the City Manager concerning all phases of a parks and recreation program for the City, including the control of the Pullar Community Building; and including all activities, receipts, expenditures, supervision, and control of the parks and recreation system and the Pullar Community Building of the City.”

The Community Services Board also has the function and duty to recommend to the City Manager the hiring of any employees as may be necessary to properly carry out the functions of the Board. The Board is further empowered to establish the overall policies and long-range programming of parks and recreation functions of the community, all with the consent of the City Manager. The City Manager's

decisions are final, unless overruled by the City Commission.

While the Community Services Board is primarily responsible for overseeing the parks and recreation program, there are four other City boards that periodically overlap into recreation and at least two outside entities that become directly involved in providing recreational services to the City residents.

Within the City, the Planning and Development Commission has the most direct overlap, and this is only in the planning function. It is empowered by the State and City Commission to “prepare and adopt a Master Plan for the physical development of municipality, such Master Plan to address the general locality, character, extent, and proposed use of...recreational facilities” (among a long list of other specific uses). The Planning Commission has had primary interest in the Recreation Plan itself, with its main focus being on incorporating recommendations from the Parks and Recreation Department and from other outside sources into the comprehensive Master Plan, in addition to insuring that no conflicts with the Recreation Plan exist. Because of the relatively settled issue of facility locations, very few, if any, conflicts have arisen.

The direct involvement of the Planning Department staff in the writing of the recreation plan has also helped to insure compatibility between departments. Ultimately, the Planning and Development Commission approves the Recreation Plan under its Master Plan umbrella, thus giving formal authority as part of the City Master Plan. The Planning and Development Commission is also authorized by the City to issue “findings of consistency” with the Master Plan for any specific project initiated by any City agency. This mechanism provides a safeguard to the City Commission that all forthcoming projects have been planned for, anticipated, and fit into the urban structure.

Other City boards that have occasional overlap with the Community Services Board and the Parks and Recreation Department are the Downtown Development Authority, the Economic Development Corporation, and the Historical Development

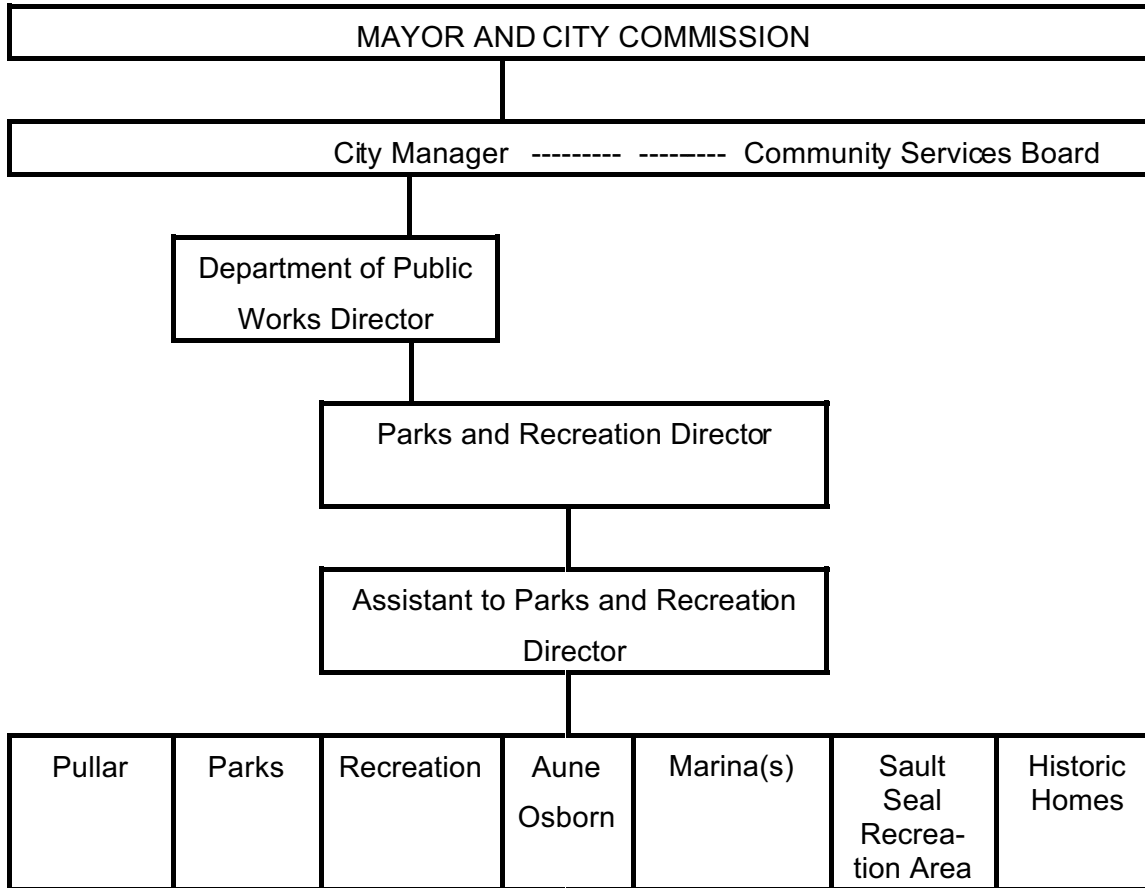
Commission. In the case of the Downtown Development Authority and the Economic Development Corporation, the overlap of joint interest may exist for a specific project from time to time. For example, the Economic Development Corporation played a part in the development of the Alford Park Project, and the Downtown Development Authority was actively involved in the creation of a mini-park in the downtown area. The Historic Structures Management Committee, as well as the non-profit Le Sault de Sainte Marie Historic Sites, Inc. and the Sault Ste. Marie Foundation for Culture and History, are primarily interested in the development of the Sault's historic structures on Water Street as outlined in the *Gray and Pape Study*. It is expected that these agencies, along with the City Historical Development Commission, are likely to continue to take the lead in historical development, allowing the Community Services Board to play a more indirect supporting role.

DEPARTMENT/STAFF DESCRIPTION AND ORGANIZATIONAL CHART

The operational functions of the parks and recreation system are handled through the City's Parks and Recreation Department. The department currently has a full-time equivalent manpower level of 8, including the Parks and Recreation Director, Assistant to the Director, and Department Secretary/Bookkeeper/Cashier. This staff handles the primary maintenance and operations of the City's recreational system. The Parks and Recreation Department also employs approximately 26 part-time/seasonal employees. In the summer, there is a park security officer based at Sherman Park. In the winter, eight people per shift are needed in order to operate the Sault Seal Recreation Area (formerly Minneapolis Woods).

Table 2-D below shows the Parks and Recreation Department Organizational structure and the relationship between the Department, the Community Services Board, the City Manager, and (Mayor and) City Commission.

**TABLE 2-D
PARKS AND RECREATION DEPARTMENT ORGANIZATIONAL
STRUCTURE**



Parks and Recreation Policies and Procedures

It is the policy of the Parks and Recreation Department to adhere to all policies and procedures as outlined in the City of Sault Ste. Marie Personnel Manual. The personnel policies apply to all regularly scheduled employees serving the City 20 hours or more per week and receiving pay checks from the finance department as authorized by the City Manager.

The City of Sault Ste. Marie is an equal opportunity employer and will not unlawfully discriminate on the basis of race, color, sex, religion, national origin, marital or veteran status, the presence of a medical condition or handicap, height, weight, or any other protected status.

The City of Sault Ste. Marie expects its employees to maintain a certain level of conduct and exhibit a high degree of personal integrity at all times. This not only involves sincere respect for the rights and feelings of others, but also demands that both in the employee's business and personal life they refrain from any behavior that might be harmful to themselves, their co-workers, the City of Sault Ste. Marie, and the general public. Conduct, while on and off the job, affects the City's reputation. Therefore, the City encourages the highest standards of professionalism at all times. The City promotes a drug and alcohol free work place.

The facilities managed by the Parks and Recreation Department operate on a seasonal basis. Summer facilities such as Sherman Park and Harvey Marina open on May 15 of each year and close on October 15. Kaines Rink and Sault Seal Recreation Area, the winter recreation facilities, open as weather permits.

ANNUAL AND PROJECTED BUDGETS FOR OPERATIONS, MAINTENANCE, CAPITAL IMPROVEMENTS, AND RECREATION PROGRAMMING

At the onset, it should be noted that a large portion of the park and recreation facilities available to the City are not an on-going maintenance burden to the City through the City tax system. The State and Federal governments maintain the facilities within the City under their jurisdiction, including the Corps of Engineers' Brady Park and Soo Locks Park, the State MDOT Rest Area, and, until this season, the DNRE's Algonquin Ski Trail. Due to State budget cutbacks, the Sault Ste. Marie Chamber of Commerce is organizing a local effort to maintain the Algonquin Ski Trail.

The Sault Area Public Schools, Lake Superior State University, and the Sault Tribe of Chippewa Indians maintain the facilities on their property, including two elementary schools, the secondary school complex athletic field, the LSSU Norris Center, and the Tribe's Chi Mukwa (Big Bear) Arena complex. Several City-owned facilities are maintained as part of lease agreements with private parties; including Kemp Marina, Aune-Osborn Campground, and the Municipal Golf Course. In

addition, the I-500 track is prepared for its annual race through volunteer efforts and the Malcolm Park complex is predominantly maintained through the efforts of various clubs and associations that have a direct interest in specific ball fields.

The remaining City parks, including the Pullar Building, Kaines Rink, and all of the outdoor parks are maintained through the funding available through the composite Park and Recreation Budget. The City, through the Parks and Recreation Department, also assists with the oversight of the historic structures along Water Street, although the main seasonal operation of these homes is undertaken by historical groups.

Table 2-A below shows the actual annual expenditures for operations and maintenance of various recreation facilities from FY 2004/05 through FY 2008/09 and the adopted budget which projects total expenses for FY 2009/10. The salary costs of the Parks and Recreation Department are spread between the Pullar and Recreation columns. Sault Seal Recreation Area also has its own salary budget. The total budget generally exceeds \$1,000,000 per year over this period and it is projected that it will remain at similar levels.

**TABLE 2-A
PARKS AND RECREATION EXPENDITURES FOR
OPERATIONS AND MAINTENANCE**

Fiscal Year	Harvey Marina	Aune Osborn Camp-ground	Municipal Parks	Pullar Stadium	Recreation	Sault Seal Recreation Area	Kemp Marina	Historic Homes	TOTAL
2004/05	\$4,629	\$13,335	\$333,165	\$276,934	\$157,885	\$68,280	\$165,875	\$8,099	\$1,028,202
2005/06	\$5,403	\$23,291	\$286,759	\$296,164	\$128,530	\$72,014	\$135,720	\$7,054	\$954,935
2006/07	\$4,864	\$16,753	\$358,584	\$338,564	\$140,453	\$45,181	\$128,017	\$13,177	\$1,045,593
2007/08	\$8,784	\$6,922	\$339,770	\$316,099	\$141,720	\$99,948	\$132,699	\$24,779	\$1,070,721
2008/09	\$4,968	\$7,112	\$378,173	\$373,681	\$142,039	\$92,208	\$158,980	\$22,210	\$1,179,371
2009/10 Projected	\$8,700	\$20,000	\$358,434	\$355,779	\$164,203	\$112,610	\$145,000	\$31,100	\$1,195,826

Table 2-B below shows annual expenditures for recreation related capital outlay and recreational programming from FY 2004/05 through FY 2008/09. Over the period from fiscal years 2004/05 through FY 2008/09, approximately \$1.7 million was spent on capital outlay projects. The capital outlay by year on the table below numbers do not include all these expenses as some of the project cost numbers were not readily available by year. Capital outlay or expenditures for capital improvement projects varies from year to year and relies significantly on grant funding and private sources. The projected pending expenditure for capital projects, including grant and private funding, underway in 2009/10 is \$620,000. This figure does not include the pending \$280,000 Ashmun Bay Dredging Project which may not be included until 2010/11. The budgeted annual recreational programming funding to be distributed among various recreational groups is \$36,700 for FY 2009/10, up from \$30,501 in 2005. It is projected that recreational programming funding will remain in the range of \$35,000 annually.

**TABLE 2-B
PARKS AND RECREATION EXPENDITURES FOR
CAPITAL OUTLAY AND RECREATIONAL PROGRAMMING**

Year	2004/05	2005/06	2006/07	2007/08	2008/09	TOTAL
Recreational Programming	\$30,501	\$29,500	\$34,500	\$35,000	\$32,808	\$162,309
Capital Outlay	\$8,819	\$78,288	\$426,909	\$251,719	\$195,141	\$960,876

CURRENT FUNDING SOURCES

A wide variety of funding sources exist for implementing the Recreation Plan. Many of these are Federal or State programs specifically targeted to recreation, but there are also several programs that can help to address recreational needs from the perspective of transportation, economic development, or housing. In addition, there are several local sources that have been used, which will continue to play an important role in the implementation of the City Recreation Plan.

An overview of these resources is summarized below. Specific details of each program are available at the City Department of Planning and Development, which acts as the City's grant agency.

FEDERAL AND STATE RECREATION GRANT PROGRAMS

The following eight programs are targeted at recreational facilities and are actively engaged in local grants or development activities.

Michigan Natural Resources Trust Fund (MNRTF)

This fund is an outgrowth of the Michigan Land Trust Fund and was established in October 1985. The MNRTF is targeted at providing financial assistance for the purpose of acquiring land or rights in land for recreational uses or protecting land because of its environmental importance or scenic beauty. The fund can also be used for the development of public recreational facilities, however no more than 75% of the annual fund expenditures can be for this purpose. The funds are obtained from oil, gas, and mineral sales, leases and royalties on state-round lands. Funding is based on 25% local match (minimum) with no minimum or maximum grant limit for acquisition projects. Development projects require a minimum of \$15,000 in grant funds and cannot exceed \$500,000. Applications are due annually by April 1 with a secondary deadline in August for acquisition applications only. The MDNR administers this program.

Waterways Program

The Waterways Program is a Michigan program administered by MDNRE using revenues obtained from boating fees throughout the state. Grants are available to local communities to assist in the overall program objectives of providing launching sites, mooring and marine facilities and the related pump-out, toilets, lighting, electrical, and parking services for the boating public. Grant funds are based on a 50/50 local/state match, and the funds can be used for planning/engineering as well as construction activities. Applications are due in February for construction projects.

Michigan Coastal Management Program

This is a federal program administered by the MDNRE. The program provides grant funds to local communities on a 50/50 local match basis for projects that advance the program's goals of protecting sensitive coastal resources such as sand dunes or wetlands, control of development in erosion and flood hazard areas, creation or

enhancement of public access in coastal areas, urban waterfront redevelopment and historic preservation or restoration. The program will fund site design and planning, engineering and low cost construction projects, such as boardwalks, stairways, interpretive displays, trails and coastal historic building restoration. The grant limit is \$50,000 and applications are due in April or May of each year.

Land and Water Conservation Fund (LAWCON)

The Land and Water Conservation Fund was created by the US Congress in 1965 and provides funds to buy land and develop facilities for outdoor recreation. The program is administered through the MDNRE. Funding is based on a 50/50 local federal match, and is a competitive process based on criteria included both in the federal law and in the Michigan Statewide Outdoor Recreation Plan. Application forms are available February 1st of each year and the pre-application deadline is April 1st of each year. Funding is dependent upon Congressional allocation.

MCACA Cities, Townships and Villages Program

The Michigan Council for Arts and Cultural Affairs provides funding for arts and cultural projects and institutions, historical organizations and projects, publicowned facilities, etc. Applications are due May 1 and require a 50% local match.

Trails Program

The Recreation Division of the MDNRE is implementing a statewide trail system using internal MDNRE funds, approximately over 3.9 million annually. These funds can be combined with other funds such as the Michigan Natural Resources Trust Fund or MDOT programs to accomplish trail projects of both statewide and local interests.

Transportation Enhancement Program

The Michigan Department of Transportation (MDOT) administers the Transportation Enhancement Program, which provides funding for non-motorized facilities, transportation aesthetics, and historic preservation among other activities. A minimum 20% local match is required. Application due dates vary.

LOCAL FUNDING RESOURCES

Several local funding sources are available to assist in the implementation of the Recreation Plan.

Augusta Hursley Seal Trust Fund

The City of Sault Ste. Marie became the recipient of a substantial sum of money in 1983 as a result of being named beneficiary in the will of Augusta Hursley Seal, a long-term resident who passed away on November 7, 1983. The bequest was in the form of stock which, when sold, exceeded one million dollars. In her will, Mrs. Seal specified that the bequest be used:

“...For the exclusive purpose of the expansion of its present recreation system, playground, and parks, or the acquisition on new recreation sites as the City shall determine in its sole discretion, for the use and benefit of the people of Sault Ste. Marie, Michigan.”

The City subsequently created a blue ribbon “Advisory Committee Regarding the Financial and Legal Management of the Seal Estate” which met between February and August 1984, and which resulted in the creation of the Augusta Hursley Seal Trust in March of 1985; subsequently approved by the City electors on June 10, 1985 as a charter amendment.

The Seal Trust is structured to permanently protect the principal and to provide an annual distribution of the interest income to the City for permitted recreational projects. Various restrictions apply on both the amount made available as well as the amount that can be spent on any one project in a given year.

City General Fund

The City provides annual funding for the maintenance of the City’s parks and recreation facilities out of the general fund. In FY 2008/09 over \$625,000 was expended for the various components of the recreation program over and above the amount of user and concession fees received. A similar amount is projected for FY 2009/10. The general fund is also a potential source for development projects,

although at the present time overall City general funding is limited due to cutbacks in State revenue sharing and increasing health insurance costs.

User Fees and Concession Fees

User fees and charges have traditionally played a large role in the financing of the recreation program. The revenues from user fees for FY 2008/2009 totaled \$550,657. Projected revenues for FY 2009/10 total \$579,000, both fairly substantial increases over the \$458,017 in revenue in FY 2004/05. Most of the user fees and concession fees come from ice rental fees, campground concession fees, and leases and marina docking fees. The City continues to consider implementing an entrance fee program for Sherman Park, and is reviewing the feasibility of a boat-launching fee.

Table 2-C below shows the FY 2004/05 through FY2008/09 actual and FY2009/10 projected levels of user fee and concession revenues.

**TABLE 2-C
RECREATION USER FEE AND CONCESSION REVENUES**

FACILITY	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10 Projected
Pullar Building	\$129,323	\$132,769	\$137,443	\$142,336	\$134,888	\$169,200
Kaines Rink	\$5,697	\$4,158	\$4,647	\$4,540	\$6,704	\$6,100
Aune Osborn Campground	\$108,634	\$111,182	\$111,879	\$162,768	\$154,053	\$155,600
Harvey Marina	\$13,248	\$20,759	\$17,338	\$17,982	\$20,265	\$19,600
Sherman Park	\$13,268	\$14,524	\$12,955	\$15,453	\$15,150	\$17,900
Sault Seal Area	\$61,207	\$56,528	\$49,076	\$82,799	\$74,263	\$70,600
Kemp Marina	\$126,640	\$124,209	\$104,749	\$113,085	\$145,334	\$140,000
Historic Homes	\$0	\$109	\$182	\$1,249	\$0	\$0
TOTAL	\$458,017	\$464,238	\$438,269	\$540,212	\$550,657	\$579,000

Targeted City Funds

There are occasional situations that occur when the sale of City real estate is dedicated to a specific park or project area. Prior to 2005, this occurred with the sale of a land to Locks Boat Tour Enterprise and the proceeds, \$100,000 +/-, were

dedicated for public purposes in the immediate area and used for the Kemp Marina project. More recently, the proceeds from the conservation easement transaction with Wal-Mart are being used for the Rotary Park Project.

General Obligation Bonds or Revenue Bonds

Projects may occasionally be financed through the use of the municipality's bonding authority, or through one of its creators. An example of this was the expansion of the municipal golf course, which was financed in part through a bond issue by the Sault Ste. Marie Building Authority. Golf course revenues provide the income stream to retire the bonds. The same process was used to help finance the Kemp Marina Project.

Osborn Trust Fund

The interest earnings on the Osborn Trust Fund, established in 2003, are to be used for public purposes relating to the interpretation, presentation, research, preservation, education and development of the City's history and historical heritage. An amount of \$11,000 - \$25,000 in revenue is projected per year. Funding is approved by the City Commission based on recommendations from the City's Historical Development Commission.

THE ROLE OF VOLUNTEERS AND PRIVATE GROUPS

The Sault has had a long history of active financial participation by private groups, businesses, individuals and non-profit organizations in the accomplishment of specific recreational projects. Groups as diverse as the Sault Area Sportsmen's Club, PTO's, the Sault Foundation for Culture and History, Edison Sault Electric Company, the Pullar Recreation Committee, the Sault Country Club, Project Pride, Project Playground, Project Park, the Kaines Rink Committee, Le Sault de Sainte Marie Historic Sites, the Sault Tribe, the Community Foundation, service clubs, sports associations and individuals have contributed hundreds of thousands of dollars to such projects as new boat ramps, a museum, Pullar and Kaines Rink restoration efforts, a major athletic field renovation, marina development, historic homes rehabilitation, park and trail benches, waterfront walkways, golf course

expansion, the University's Norris Center recreation building, elementary school playground development, and ball field development. One of the most privately supported projects is the ongoing improvement of the Sault Seal Recreation Area (formerly Minneapolis Woods), also known as Project Park.

Private non-profit groups also run the annual Salmon Derby and I-500 Snowmobile Race. The active participation by the community in the development of recreational facilities in the Sault is impressive and significant, and many of the facilities the community now enjoys would not have been possible without this participation.

The various community recreational programs would not be possible without volunteers who organize and oversee the programs. The City provides recreational programming funding annually in support of such activities as baseball, softball, hockey, soccer, football, swimming, ice skating, and others.

RELATIONSHIPS WITH OTHER AGENCIES

Sault Area Public Schools

The Sault Area School Board (and the Community Schools Program) is a large and potentially more significant partner in recreational services than it has been in the past. Under the Community Schools program, a number of evening and weekend activities are offered that benefit the Sault population; including karate, knitting, tennis, golf, interior decorating, crocheting, sewing, exercise, painting, quilting, scuba diving, boating skills, cake decorating, and swimming as well as certain academic skills such as foreign languages and typing.

The school system has a number of facilities that are increasingly used by the public at large. The large soccer field area behind the school and the athletic field have potential for further community use outside of specific events. The partnerships with the City in the development of playground equipment at the elementary school sites in the City have opened the doors for expanding this cooperation, such as indoor basketball at the elementary gymnasiums. The City and the Sault Area Schools continued their partnership in the City's continued leasing of the former tennis court area by the high school as the site for the City's skate park. The two

entities continue to work cooperatively in the construction of a trail system and other development of the Minneapolis Woods (Sault Seal) area by the high school.

Lake Superior State University

The Norris Center, expanded to include the student activities center indoor track and fitness area, is a significant recreation asset to the City. The wide array of indoor courts, swimming pool, diving pool, and exercise rooms are available to the public on a membership basis or on a daily user fee basis. Recognizing that the main purpose of these facilities is to serve the university students, the public must yield to first-use by the university itself. Nevertheless, there are many ways to strengthen the ties with the City and to make the facilities more accessible to the general public, especially the indoor pool, a high priority among the community's recreational needs.

Chi Mukwa (Big Bear) Arena

The Chi Mukwa (Big Bear) Community Recreation Center is owned and operated by the Sault Ste. Marie Tribe of Chippewa Indians. There are two ice rinks housed in the facility in addition to features such as various health clubs, sporting events, youth programs, fitness classes, and multiple social events.