

Chapter 2

Administrative Structure

City of Jackson & Jackson County Joint Recreation Plan

Authorization

The authority to provide public park systems and recreation programs is granted by the State of Michigan. Jackson County and the City of Jackson currently operate under the authority of two separate public acts:

- **Jackson County** — Jackson County’s park system is established under the authority of Public Act 261 of 1965, *County and Regional Parks (MCL 46.351 et seq)*. The act allowed for the creation of the Jackson County Parks and Recreation Commission, under the control of the Jackson County Board of Commissioners.
- **City of Jackson** — The City of Jackson’s park system is established under the authority of Public Act 156 of 1917, *Recreation and Playgrounds (MCL 125.51 et seq)*. The act allowed for the creation of the City of Jackson Parks and Recreation Commission and the Ella Sharp Park Board, both under the control of the Jackson City Council. The act also allows for the recreation millage through Jackson Public Schools.

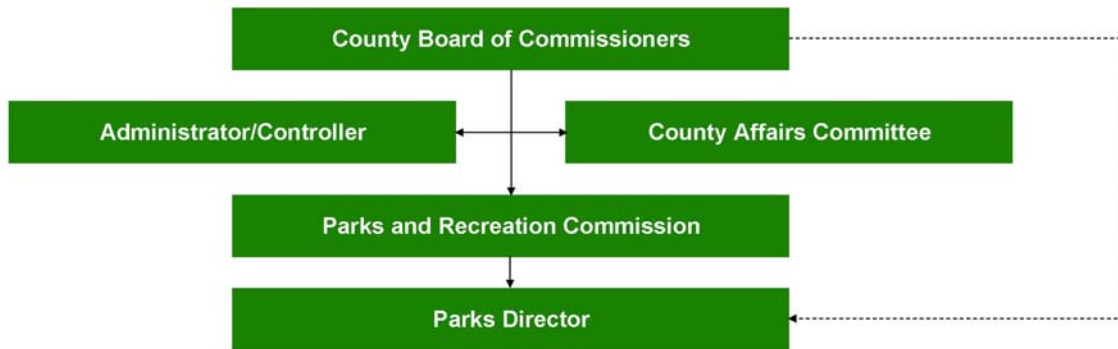
Organizational Structure

The following bodies are involved in the provision of recreation facilities and programs:

Jackson County

The Jackson County Parks and Recreation Commission is responsible for planning, constructing, maintaining, programming, and administering all county parks. The Commission is also charged with studying various recreation needs, advising the Jackson County Board of Commissioners on recreation issues, and making appropriate budget requests (see the organizational chart).

JACKSON COUNTY ORGANIZATIONAL CHART



The following members comprise the Parks and Recreation Commission:

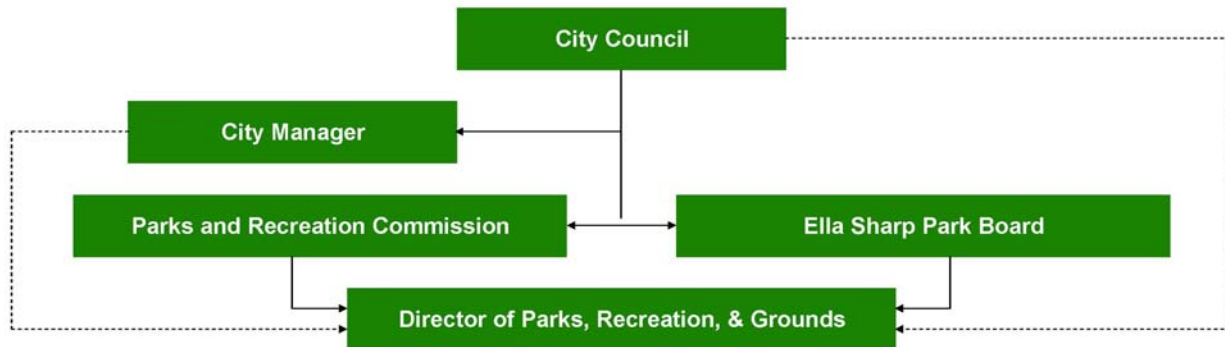
- The Chair of the Road Commission, or a Road Commissioner designated by the Chair;
- The County Drain Commissioner, or an employee designated by the Commissioner;
- A member of the Region 2 Planning Commission residing in Jackson County, since a county planning commission does not exist; and
- Seven members appointed by the County Board, including at least one but not more than three County Commissioners.

The Parks Director reports to the Parks and Recreation Commission. The director is in charge of 7 full-time employees and 53 seasonal employees. The Jackson County Parks Association, the Friends of the Falling Waters Trail, the Cascades Park Foundation, and Cascades Inc. volunteer their services to the park system.

City of Jackson

The Ella Sharp Park Board is responsible for planning, constructing, maintaining, programming, and administrating Ella Sharp Park and the City of Jackson Parks and Recreation Commission is responsible for all other city parks. The Board and the Commission are also charged with studying various recreation needs, advising the City Council on recreation issues, and making appropriate budget requests (see the organizational chart).

CITY OF JACKSON ORGANIZATIONAL CHART



The Ella Sharp Park Board of Trustees is comprised of the following members:¹

- 1 member of the City Council appointed by the Council; and
- 4 city residents appointed by the Mayor and confirmed by City Council.

The following members comprise the Parks and Recreation Commission:

- 1 member of the City Council and 4 city residents appointed by Council;
- 1 member of the Jackson Public Schools’ Board of Education and 3 school district residents appointed by the Superintendent and approved by the Board; and
- 3 ex-officio members (e.g., the City Manager, the Chair of the City Planning Commission, and the Superintendent of Jackson Public Schools).

The City’s park system is administered in conjunction with its cemetery and forestry programs within the Department of Parks, Recreation, and Grounds. The Director reports to the Parks and Recreation Commission and the Ella Sharp Park Board as well as the City Manager and City Council. The Director is in charge of the 11 full-time employees and 320 seasonal employees who maintain parks and provide recreation programs. Approximately 200 adults volunteer to coach youth sports each year and service groups volunteer to help with park cleanup.

¹ Please note that three of the four city residents appointed to the Parks and Recreation Commission are also appointed to serve as members of the Ella Sharp Park Board.

Joint Recreation Planning

In response to identified recreation needs, the Jackson County Board of Commissioners and the Jackson City Council decided to cooperate in the development of the joint recreation plan and to commission a joint operations study which will investigate opportunities for the joint provision of parks and recreation services. The County Board and City Council formed a Joint Oversight Committee to develop the City of Jackson and Jackson County Joint Recreation Plan and the City of Jackson and Jackson County Joint Operations Study (see the organizational chart).

JOINT OVERSIGHT COMMITTEE ORGANIZATIONAL CHART



The following members comprise the Joint Oversight Committee:

- The Chair of the Jackson County Board of Commissioners and the Director of the County's Parks Department;
- The Mayor of the City of Jackson and the Director of the City Department of Parks, Recreation, and Grounds; and
- The Vice-Chair of the Township Supervisors Association.

Jackson's City Manager, the Jackson County Administrator/Controller and the Chairs of the Jackson County Parks and Recreation Commission and the City of Jackson Parks and Recreation Commission also participate in Joint Oversight Committee discussions. The official from the local Township Supervisor's Association represents the views and concerns of the townships. Region 2 Planning Commission staff assists and advises the Joint Oversight Committee.

Parks and Recreation Budgeting

The parks and recreation budgets of Jackson County and the City of Jackson illustrate a substantial commitment to their park systems and recreation programs:

- **Jackson County** — The park system's operating budget for 2009 was \$1,633,640. However, the operating budget decreased in 2010 due to the loss of three (3) full-time employees and will remain fairly constant after that. The capital budget for the park system was \$75,000. It is important to note that the capital budget for the park system fluctuates on an annual basis, based upon allocations from the County Board and any grants and/or donations secured for a specific project.
- **City of Jackson** — The park system's operating budget for 2009-2010 was \$2,881,158 and it is anticipated that the budget should remain fairly constant in future years. The capital budget for the park system was \$169,827.² It is important to note that the capital budget for

² The capital budget for the park system fluctuates on an annual basis, based upon allocations from City Council.

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Sources of Funding

Jackson County and the City of Jackson utilize a variety of funding sources to maintain their park systems and recreation programs:

- **Jackson County** — The following funding sources are utilized by Jackson County’s Parks Department for recreation purposes:
 - general tax fund dollars;
 - user fees for golfing, camping, pavilions; and other attractions;
 - rental income from weddings, concession stands, and other businesses; and
 - grants and donations awarded for specific projects.
- **City of Jackson** — The following funding sources are utilized by the City of Jackson’s Department of Parks, Recreation, and Grounds for recreation purposes:
 - general tax fund dollars;
 - recreation program millage through Jackson Public Schools;
 - user fees for golfing, skateboarding, and other facilities and recreation programs;
 - the Ella W. Sharp endowment fund; and
 - grants and donations awarded for specific projects.

General tax fund dollars are used by the County and the City for the maintenance of their park systems, including the cost of producing this Plan. The rent generated by concession stands and other commercial vendors contribute to the maintenance of the county system. Revenues from an endowment fund contribute to the maintenance of the City’s Ella Sharp Park. The user fees charged for various facilities (i.e., golfing, camping, skateboarding, pavilions, etc.) contribute to the maintenance of those and other facilities within the park systems. Finally, a millage through Jackson Public Schools — and the user fees charged for recreation sessions and sports seasons — fund the recreation programming provided by the City.

Grants are sought from various state, federal, and philanthropic sources for the acquisition of parkland and the development of a specific park, facility (e.g., trails, playgrounds, picnic shelters, sports facilities, etc.) or program. Donations from the general public and various service organizations for a specific park, facility, or program are also accepted. A portion of the local match required of most grants may also come from the general fund or donations. Many grants for parks and recreational facilities are likely to come from the Michigan Department of Natural Resources through the Michigan Natural Resources Trust Fund and the Land and Water Conservation Fund³ Grants for trails (e.g., non-motorized transportation) are likely to come from the Michigan Department of Transportation through the Transportation Enhancement Program⁴

The Michigan Transportation Fund Act (Act 51) states that “a reasonable amount, but not less than 1% of” funds allocated to the state or a county, city, or village “shall be expended for construction or improvement of non-motorized transportation services and facilities.” That set-aside can be used to fund “an improvement in a road, street, or highway which facilitates non-motorized transportation . . . or improvement of a sidewalk in a city or village, or any other ap-

³ This is a Federal program administered locally by the State of Michigan.

⁴ Ibid.

propriate measure.” The Michigan Department of Transportation, the Jackson County Road Commission, the City of Jackson, and the various villages within the county receive funding through Act 51. Coordination with those entities could result in the expenditure of Act 51 funds on non-motorized projects proposed within this document.

Relationships with Other Recreation Providers

Jackson County and the City of Jackson are not the only suppliers of parks and recreational opportunities to City and County residents.

Schools

Local school districts are significant suppliers of parks and recreational opportunities to their students and boosters as well as the general public. The following school districts maintain recreation facilities within Jackson County (see the School Districts map):

- Columbia School District
- Concord Community Schools
- East Jackson Community Schools
- Grass Lake Community Schools
- Hanover-Horton School District
- Jackson Public Schools
- Michigan Center School District
- Napoleon Community Schools
- Northwest Community Schools
- Springport Public Schools
- Vandercook Lake Public Schools
- Western School District

Those districts — which also provide recreation programs to their students — are part of the Jackson County Intermediate School District (ISD). The ISD provides educational services to residents and local school districts, including some recreation facilities. A millage through the Jackson Public Schools funds recreation programs through the City of Jackson.

The following school districts, which cover portions of Jackson County, provide recreation programs to their students although they maintain no recreation facilities within the county:

- Albion Public Schools
- Chelsea School District
- Homer Community Schools
- Leslie Public Schools
- Litchfield Community Schools
- Manchester Community Schools
- North Adams-Jerome Schools

Local, County, State Government and Private Providers

Some of the villages and townships within Jackson County also maintain parks, trails, and recreation programs. The same is true for the surrounding counties and municipalities. Jackson County and the City of Jackson participate with the other local governments within the county in the planning for and provision of recreation facilities as evidenced by the Jackson County Regional Trailway Study 2002.

The State of Michigan provides a variety of recreational facilities in the form of state game, wild-life, and recreation areas; state historic parks; and state parks in and around the county. Jackson County cooperated with the Michigan Department of Natural Resources in the recent establishment of the Falling Waters Trail. A variety of private entrepreneurs and quasi-public agencies also provide recreation facilities and programs in and around the Township.

Please refer to Chapter 3 for a more detailed description of recreation facilities in Jackson County and the City of Jackson.

JOINT RECREATION PLAN
JOINT OPERATIONS STUDY

CITY OF JACKSON &
JACKSON COUNTY

SCHOOL DISTRICTS

SCHOOL DISTRICTS

- DISTRICTS WITHIN THE JACKSON INTERMEDIATE SCHOOL DISTRICT (ISD)
- DISTRICTS OUTSIDE THE ISD

BOUNDARIES

- PROPERTIES & PARCELS
- POLITICAL BOUNDARIES

HYDROLOGY

- LAKES & PONDS
- RIVERS, STREAMS, & DRAINS

