



TOWN OF JACKSON

TOWN COUNCIL

AGENDA DOCUMENTATION

PREPARATION DATE: May 12, 2016
MEETING DATE: May 16, 2016

SUBMITTING DEPARTMENT: Administration
DEPARTMENT DIRECTOR: Bob McLaurin
PRESENTER: Roxanne Robinson, Assistant Town Manager

SUBJECT: Discussion of Overnight Parking/Camping

STATEMENT/PURPOSE

A member of the Council requested this item be placed on the workshop agenda for discussion.

BACKGROUND/ALTERNATIVES

A member of Council asked that this item be placed on the agenda for discussion and that the staff report from last year be provided for background information. The staff report from the May 18, 2015 meeting is attached. The item was tabled from that meeting to June 1st. At the June 1st meeting, Council directed staff to continue to discuss the issue with the Forest Service for use of the administrative site on North Cache for municipal camping. The Forest Service rejected the Town's proposal to move forward and no further direction was provided from the Council and no further actions were taken.

There are three types of campers to consider including summer workers, visitors passing through, and non-working transients. Staff's understanding is that the Council wishes to address camping for summer workers. Staff's anecdotal number of folks camping in the valley/sleeping in cars overnight is approximately 500.

In addition to the information provided for 2015, staff met and discussed the issue further and the following points/concerns were brought up in addition to those from 2015:

- Allowed in Code – Campgrounds and open fires are currently not allowed in code.
 - Should the Town Council wish to consider a temporary municipal campground for this summer, an Emergency Ordinance could be passed that allows Council to authorize a temporary summer municipal campground on a case by case basis or one that specifies a particular lot/parcel or zone where it is allowed. An additional Emergency Ordinance would need to be considered should the Council wish to allow open fires.
- BLM Land in the County – Several BLM parcels in the County where camping is allowed already.
 - There are a number of BLM parcels in the County where camping is currently allowed for 16 days at a stretch but that are not well known. One such parcel is south of the South Park Bridge and north of Evans Construction and is approximately 10 acres. Teton County is in the process of obtaining management rights for this parcel. This could be an ideal location for a temporary campground. The Teton County Commission would need to be contacted to pursue this location and this use.
- Lease/Purchase Land in County for Campground
 - A long term solution might include the Town or the Town and County jointly leasing a large tract of land in the County to create a municipal campground. The lease could be 5-10 years and we would need to install infrastructure such as electrical, water and sewer. Would definitely be an up front cost related to infrastructure provision. Could require proof of employment to camp there.
- Car Camping or Tent Camping

- Depending on the location and whether it was in a paved parking area or whether dirt or grass, the Council may want to allow tent camping only in non paved areas.
- Utilizing Existing Parks
 - If tent camping were allowed in a specific park such as Miller Park, Powderhorn, Snow King or Baux Park need to think about damage to sprinkler systems.
 - Parks are watered at night so they are available for use during the day by the public.
 - Cleaning and vandalism concerns.
- Lifting Camping Ban through out Town
 - Could consider simply lifting the ban against camping in the Town limits thereby opening up all areas of Town or camping that may include front and back yards, residents charging for camping in yards, etc.
 - Result would be that we would have camping in many places in Town and there would likely be less in the Forest.
- Purchasing Back the Conservation Easement on Karns Meadow
 - Currently restricted for many purposes including camping and dog park and events. Could consider purchasing the conservation easement to open up space for other uses.
- Utilizing Existing Parking Lots at Public Facilities
 - Restrooms and showers not available, facilities not open to the public, evening meeting concerns.
- Proof of Employment
 - The targeted group for camping would be summer workers and so we may want to establish regulations requiring proof of employment on a regular basis for any organized municipal campground so that non-working transients do not camp here and so that we are not competing with other campgrounds or hotels for visitors passing through.
- Additional trash receptacles, recycling, dumpsters, and restroom cleaning.
 - Depending on the location, may need to consider additional trash receptacles, recycling containers, dumpsters and additional rounds of restroom cleaning if the campers are utilizing public restrooms associated with parking lots, etc.
 - Should the Council select a parking lot or a site with public restrooms that are locked at night, they may want to consider unlocking them at night to allow 24 hour use, additional cleaning, and to also note that should the restroom facility be unlocked 24 hours, we will have people sleeping inside the restroom facility.
 - Would want to consider the option to be able to cite campers for sanitary violations, trash, open fires (should they be prohibited).
- Location Concerns
 - In order to allow the community the opportunity to comment on the location of a temporary municipal campground, the Council may want to specify a location or a zone where they would be allowed in the Emergency Ordinance so that the community has the opportunity to provide their input to the Council.
 - If it is allowed in current parking lots, would want to consider changing the parking regulations such that they could camp from 7:00 pm until 7:00 AM but at 7:00 AM the parking lot would need to be cleared and changed to 3 hour parking during the day to avoid folks parking/camping in the lot for 30-60-90 days straight.
 - Appearance to the public.
- Additional Potential Locations – in addition to those on the staff report from last year, Council could consider:
 - Valley Springs Location – near Swan Ponds in Teton County between Lockhart Ranch and Rafter J – requires Teton County approval.
 - BLM Site near Evans Construction – organized campground would require County approval but camping currently allowed for 16 days at a stretch.
 - Additional BLM sites throughout Teton County. – locations would need to be identified and the public educated about their location.

- South Side of START Facility and north of LVE Substation – this site would need to be graded and compacted to allow vehicles – not extremely large site.
- Home Ranch, Deloney, Parking Garage, parking lots – would need to consider the 7pm – 7am and then limited to 3 hour instead of the current allowance for overnight parking and 48 hour parking in garage and all day in parking lots.
- Parking lots at Public Facilities such as Town Hall, County Courthouse, County Admin Building, Rec Center – would need to consider the 7pm – 7am issue, the provision of restrooms, evening meetings at these locations, parking for Police and Sheriff vehicles overnight, appearance.
- Park Exaction Parcel in Teton Village – 12 acre site between old and new entrances to the village currently utilized for snow storage.
- Hog Island School Parcel – would need to work with the school district.
- Grassy Area behind current Park Maintenance Shop – would need to be cleared out during the 2 weeks of the Teton County Fair, parking may conflict with rodeo events, adjacent to neighborhoods.

Staff makes to recommendation. While staff firmly believes that all options should be explored related to the provision of housing for the workforce in the community, the issue of a temporary municipal campground has many variables involved that affect the workload, the aesthetics of the community and the quality of life for residents and guests.

The Town Council has many options, several are listed below:

1. Direct staff to prepare an emergency ordinance for the June 6 meeting to allow temporary municipal campgrounds on a case by case basis upon approval by the Town Council and to provide a more comprehensive review of the staff and fiscal impacts of creation and management of such a campground and further direct the Town Manager to pursue a location to lease a large parcel outside of Town limits for development of a municipal campground for a minimum of 5 years and ideally for 10+ years.
2. Continue the discussion until the June 1 meeting.
3. Schedule the issue for further discussion at a special meeting.
4. Take no action at this time.
5. Other.

ATTACHMENTS

Staff report from May 18, 2015.

FISCAL IMPACT

Unknown at this time.

STAFF IMPACT

Staff impact of drafting an emergency ordinance and then a regular ordinance to allow overnight camping in the Town limits on a temporary basis for codification would be notable. Implementation and enforcement once an ordinance is in place would have notable impact on the Police Department, Parks & Recreation, Planning and Building, Town Attorney and potentially Public Works and START Bus depending on placement of any temporary campground.

Pursuit of a municipal campground or overnight camping in Town parking lots may appear to be a short term solution but we would not know the long term impacts of such a decision.

Pursuit of a municipal or county campground for a 5-10 year lease on a parcel in the county might be a better long term investment of money and staff time as it could provide a solution for 5-10 years or longer.

This issue is related to the Town Council's goals of housing and transportation.

LEGAL REVIEW

Not applicable at this time. Should Council direct that ordinances be prepared, this would require legal review and preparation.

RECOMMENDATION

Staff makes no recommendation. While staff firmly believes that all options should be explored related to the provision of housing for the workforce in the community, the issue of a temporary municipal campground has many variables involved that affect the workload, the aesthetics of the community and the quality of life for residents and guests.

The Town Council may want to consider providing direction to the Town Manager to pursue the lease of a parcel in the County for development of a municipal or joint Town/County campground for a minimum of 5 years and ideally for 10+ years.

The Town Council may also want to consider providing direction to staff to contact Teton County to pursue an organized campground on the BLM parcel near Evans Construction.

SUGGESTED MOTION

Should the Council be ready to take action, a possible motion would be:

I move to direct staff to prepare an emergency ordinance for the June 6 meeting to allow temporary municipal campgrounds on a case by case basis upon approval by the Town Council and to provide a more comprehensive review of the staff and fiscal impacts of creation and management of such a campground and further direct the Town Manager to pursue a location to lease a large parcel outside of Town limits for development of a municipal campground for a minimum of 5 years and ideally for 10+ years.

Synopsis for PowerPoint (120 words max):

Background:

Time was requested on the agenda for discussion of a potential municipal campground.



TOWN OF JACKSON

TOWN COUNCIL

AGENDA DOCUMENTATION

PREPARATION DATE: May 13, 2015

MEETING DATE: May 18, 2015

SUBMITTING DEPARTMENT: Administration

DEPARTMENT DIRECTOR: Bob McLaurin

PRESENTER: Roxanne Robinson, Assistant Town Manager

SUBJECT: Municipal Campground Research

STATEMENT/PURPOSE

At the regular Town Council meeting on May 4, the Council generally consented to direct staff to conduct some preliminary research into the possibility of a temporary summer municipal campground.

BACKGROUND/ALTERNATIVES

Staff met to discuss the issue of a temporary summer municipal campground. Representatives from the Police Department, Parks and Recreation, Planning and Building and Teton County were invited to the meeting. In summary, below are the issues that were discussed:

- Allowed in Code - Campgrounds are not currently allowed anywhere per Municipal Code.
 - Should the Town Council choose to allow one for this summer, an Emergency Ordinance could be passed that allows Council to authorize a temporary summer municipal campground on a case by case basis. Staff would then need to go back and amend the Municipal Code through regular ordinance adoption to allow this into the future for temporary campgrounds.
- Porta Potty & Porta Shower Setup - \$12,000 - \$15,000 for the summer season for both a porta potty and shower setup if the property already had water/sewer and electrical.
 - If not, then it would be renting porta potties from Macy's for \$1000/mo. Not sure if able to rent porta showers.
- Camping Time Limits – Staff understanding is that Council was looking at a 90 day maximum stay (summer season) and not a 3 day limit of camping.
 - Police Department expressed potential concern if more than 5 days if the camping were free. If the camping would be paid camping, then Police would not be as concerned as campers tend to be more responsible.
- Fees
 - Could consider a monthly fee of \$100 or similar amount.
 - Could consider a nightly fee.
 - Might make campers more responsible if they are required to pay a fee.
- Campers or Tents – May want to consider tents only.
 - If campers were allowed, would need to figure out dump station or campers could leave the campground to dump and fill with water and then come back.
 - Tents Provided or Each camper provides their own tent? If the intent was for Town to provide tents, this would be a significant expense but may look nicer. Wall tents with temporary floor, require damage deposit??
- Campground Host – Would need to consider some kind of campground host to monitor activities, prevent unwanted problems, such as littering, urinating, defecating, alcohol abuse, parties, noise, etc.
 - Would need to establish authority for campground host to enforce issues and evict if necessary.

- Location Concerns – May be very difficult to locate due to compatibility issues in Town of near residential areas, concerns may arise from appearance, tent city, gateways to community, etc.
 - Land zoned Public/Semi-Public may be a possible location
- Possible locations:
 - Swan ponds – located in Teton County between Lockhart Ranch and Rafter J, no covenants or restrictions – requires Teton County approval.
 - Stilson – Teton County restrictive covenants do not allow it. JHMR’s portion probably doesn’t allow it either. On bus routes and restrooms onsite. Previous fire camp located there.
 - Sagebrush motel – no parking or easy access, Joe Rice offered.
 - Forest Service on north cache – could be ideal, water/sewer/electrical. Staff waiting to hear back from Forest Service officials about the possibility.
 - State school section out by Teton village – bus service might be a concern, property may be currently leased?
 - North side of START bus site (Karns Meadow Drive) in bouldered in area – would need portable facilities, currently dirt site.
 - Emily’s pond 200 acres?
 - BLM sites surrounding Jackson?
 - Approach Forest Service/Park Service and ask for a loop of the Gros Ventre campground for 50 spaces that could be reserved for workers who can prove employment and could stay for 90 days?
 - Karns Meadow ? – likely not allowed pursuant to restrictive covenants.

Staff makes no recommendation at this time. While staff firmly believes that all options should be explored related to the provision of housing for the workforce in the community, the issue of a temporary municipal campground has many variables involved that affect the workload, the aesthetics of the community, and the quality of life for residents and guests. Even if we are not successful in locating a site for this summer, passing an emergency ordinance and then crafting a regular ordinance for codification to allow this in the future would put us in a better position to take action prior to next summer.

An additional simultaneous approach could also include a formal request from the Town of Jackson to the Forest Service and Park Service requesting expansion of all campgrounds in the area as well as a formal request to the Bureau of Land Management (BLM) to request use of BLM property to lease property for a municipal campground.

The Town Council has many options, several are listed below:

1. Direct staff to continue to discuss the issue with the Forest Service regarding use of the administrative site on North Cache and direct staff to prepare an emergency ordinance for the June 1 meeting to allow temporary municipal campgrounds on a case by case basis upon approval by the Town Council should negotiations prove successful.
2. Continue the discussion until the June 1 meeting.
3. Schedule the issue for further discussion at a special meeting.
4. Take no action at this time.
5. Other.

[ALIGNMENT WITH STRATEGIC INTENT](#)

Housing is a critical issue for the Town of Jackson and a temporary summer municipal campground supports the Town’s Statement of Strategic intent related to Town as Heart, and Economic Sustainability.

[ATTACHMENTS](#)

None.

FISCAL IMPACT

Unknown at this time.

STAFF IMPACT

Staff impact of continuing discussions with the Forest Service is minimal. Staff impact of drafting an emergency ordinance and then a regular ordinance for codification would be notable and would include continued involvement from the Police Department, Parks and Recreation, Planning and Building and the Town Attorney.

LEGAL REVIEW

Not applicable at this time. Should Council direct that ordinances be prepared, this would require legal review.

RECOMMENDATION

Staff makes no recommendation at this time. While staff firmly believes that all options should be explored related to the provision of housing for the workforce in the community, the issue of a temporary municipal campground has many variables involved that affect the workload, the aesthetics of the community, and the quality of life for residents and guests.

SUGGESTED MOTION

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