

2022 Annual Indicator Report

April 15, 2022

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The Jackson/Teton County Comprehensive Plan, adopted in 2012 and updated in 2020, sets a community vision based on 3 Common Values of Community Character: Ecosystem Stewardship, Growth Management, and Quality of Life. It also establishes an adaptive management program that requires the community to regularly ask: *Are we living our values?*

An Indicator Report is produced every year as a check-in on the community's progress toward achieving our Vision and goals. Through the annual presentation and analysis of indicators tied to our Common Values, we can better understand how we are measuring up to Comprehensive Plan goals and inform annual Work Plans to direct progress where it is most needed.

The annual Indicator Report and Work Plan are reviewed concurrently so that trends identified in the Indicator Report can be considered when prioritizing future actions and resource allocations in Work Plan.

This report begins with a discussion of the effects of the COVID-19 pandemic on the indicators and data in 2020 and 2021. Next there is a brief discussion of efforts to develop data sources and methodologies for indicators identified in the updated Comprehensive Plan that have not yet been established. Next, we examine Planning Staff's overall perspective and high-level takeaways on the data reported this year. Finally, each of the three Common Values is assessed by analyzing its associated indicator data.

What is an Indicator?

An indicator is a measurable data metric that can be monitored annually to provide insight on how well our community is achieving agreed-upon community values.

Each indicator should be relevant to a chapter goal of the Comprehensive Plan, reliably accessible annually, and understandable to the community.

Unpacking 2020, the Pandemic Era, and Looking Ahead

The 2021 Indicator Report was the first opportunity to look back and attempt to quantify the initial impacts of the COVID-19 pandemic on our community. At the same time, the 2021 report introduced several new indicators and revised methodologies that were outcomes of the 2020 Comprehensive Plan update. As with past indicator reports, not all data sources used to produce this report provide data through the most recent year, and consequently, some indicators lag behind others or use projections that will be replaced in the following year's report when finalized data is available.

The pandemic has produced data challenges throughout the country, as the pandemic impacted the reliability of estimates, surveys, and existing methodologies. The Census Bureau was challenged to collect American Community Survey data in 2020 and has chosen to not report standard ACS 1-year estimates for 2020 due to concerns about data quality standards and nonresponse bias. The changes in travel and work behaviors initiated by the pandemic, as well as the swings in jobs and hiring, meant that 2020 data, and some 2021 data, broke dramatically with existing patterns and trends. These shifts in behavior may signal a need to reconsider the underlying methodology and assumptions behind some of our indicators. For example, the Effective Population indicator is based on assumptions about second home occupancy that were challenged by changes

in behavior at the outset of the pandemic. As a result, the Effective Population indicator is not reported for 2020, and staff will look to assess the effectiveness of the model moving forward.

But it is also important to be patient and recognize that some 2020 data points deserve an asterisk and should be evaluated within larger patterns. As with each year's indicator report, the analytical emphasis should be on *overall trends* more than on the results of any individual year. With the pandemic not yet over, it will likely continue to have noticeable effects in our indicators for years to come. The broader questions to be considered are: what results are short-term pandemic effects and what trends are here to stay?

For example, newly available jobs and employment data from the Bureaus of Economic Analysis and Labor Statistics confirm that the total number of jobs in 2020 declined for the first time since 2009, led by contractions in the hospitality sector. These contractions were most significant in the spring and summer of 2020, with some rebound in fall and winter that appears to have continued into 2021. This temporary decline in jobs in 2020 had cascading effects on other indicators, especially the calculation of the percentage of workforce living locally. The 2020 Percentage of Workforce Living Locally indicator shows an increase of 6% from 2019, however, we should be cautious not to celebrate that result, as we know that 2020 was not representative of the larger and long-term employment picture in our community. See that indicator for additional discussion of the 2020 result, the 2021 projection, and the 2021 Housing Needs Assessment findings.

Last year, initial 2020 data revealed the emergence of certain immediate pandemic impacts, particularly related to travel and lodging, vehicle miles traveled and transit ridership, and housing costs. Some of these effects were accelerations of existing trends (rising housing costs), others were breaks with recent patterns. This year's report offers the opportunity to assess a more comprehensive set of data for 2020 as well as initial 2021 data to enhance the picture of the pandemic era in our community.

With the combination of continued pandemic uncertainty, inflation, and labor shortages, additional volatility can be expected in future years. This report will be an important tool in assessing what new trends are establishing and what effects are short term aberrations emerging from the pandemic and related factors.

Developing New Indicators

The update to the Comprehensive Plan adopted in 2020 reevaluated the indicators that are tracked and reported annually. It also directed a shift from tracking policy-related indicators to tying indicators directly to specific goals identified in each Comprehensive Plan chapter. The updated Comprehensive Plan has identified some indicators that have not yet been developed, and staff intends to initiate projects to develop methodologies and data sources for these remaining indicators.

In summer 2021, staff began collecting data to track cost of living and multimodal travel times. This effort involved recording prices of a variety of goods and services in the community to establish price baselines for comparison in future years. The methodology for this price survey was derived from the Cost of Living Index (coli.org), published by the Council for Community and Economic Research. Staff intends to continue to collect this data annually and refine the results and methodology to begin reporting changes to the cost of living in future indicator reports. Staff also began efforts to track travel times for different modes (single occupancy vehicle, START Bus, bicycle, e-bike) across designated local and commuter travel routes in the winter and summer. This preliminary data will provide a baseline but will be enhanced by improvements to START Bus travel tracking and additional, future transportation studies. These preliminary efforts and data are not included in this year's report.

Several of the remaining indicators will be developed by new Town and County staff in coming years. Specifically, the hiring of the Regional Transportation Planning Administrator in 2022 will help to bolster the development of new and enhancement of existing transportation indicators, including travel time and mode

share comparisons. Similarly, the Town is in the process of hiring an Ecosystem Stewardship Coordinator, and the FY2023 Work Plan includes a task for that position to develop a set of indicators related to the Comprehensive Plan Community Value of Ecosystem Stewardship, including indicators of: Health of Native Species, Water Quality, Access to Natural and Scenic Resources, and Air Quality.

Are We Living Our Values?

The 2022 Indicator Report offers a deeper dive into the trends of recent years and the effects of the post-2020 era on the community and provides an opportunity to analyze with data the patterns and trends that the community may be feeling on the ground. Staff has identified the high-level takeaways below.

Residential Vacancy is Declining. The number of vacant units in the community, including units for occasional use (second homes) has been declining since 2012, when there were 2,591 vacant units. The decline accelerated in 2020, with 1,215 vacant units (a 53% decrease since 2012). Over the same period, our lodging occupancy has continued to grow in shoulder seasons along with increases in residential unit production, annual greenhouse gas emissions, and vehicle miles traveled. The decline in vacancy should be monitored moving forward, as the character of our community may be starting to shift from seasonal to year-round, leading to more people in the valley full time year-round without a connection to new construction or job growth.

Housing Costs Continue to Rise. The intensity in housing sales initiated in 2020 did not cool off in 2021. Last year, the median sale price for a home (townhomes, condos, detached single-family) in the community was \$1,840,000, up from \$1,450,000 in 2020 and \$1,025,000 in 2019 (26% and 80% increases respectively). According to the Jackson Hole Report, the median price for a single-family home was \$3,000,000, which has more than doubled since 2017. Regarding rentals, data compiled by the Jackson Teton/County Affordable Housing Department shows that market rents for studio apartments rose 30% from Q4 2019 to Q4 2021, while rents for 3-bedroom apartments rose 11% over the same period.

Residential Growth is Diversifying and Producing More Units. With 236 new units produced in 2021 (the largest year since 2006), and 676 units produced over the last 3 years, the community is experiencing a residential building boom. The large quantity of units produced is being driven by a more diverse set of housing products. In 2021, 141 apartments, 29 attached single-family dwellings, and 65 detached single-family dwellings were built. Apartment and attached housing products have grown in recent years, even as demand and production of detached single-family homes has remained high. Simultaneously, the Workforce and Affordable Housing incentive tools adopted in the Town of Jackson in 2016 are proving to be successful in producing deed-restricted housing units.

Growth is in the Right Locations. The Comprehensive Plan's core Growth Management goal aims for more than 60% of growth to occur in complete neighborhoods. In 2021, 79% of new residential units were built in Complete Neighborhoods, a single year high since 2002. This reflects continued success in directing development out of ecologically sensitive and scenic rural areas and into areas with amenities and infrastructure since the adoption of the Comprehensive Plan in 2012. Existing development potential suggests that this trend will continue, with 61% of future residential units located in Complete Neighborhoods.

Transit Ridership Significantly Impacted by COVID-19. Despite the arrival of vaccines and a surge of tourism in 2021, START transit ridership was lower in 2021 than in 2020, which was bolstered by a pre-pandemic January and February. While ridership recovered in subsequent months compared to 2020, 2021 ridership was only 47% of 2019 levels. After a steady trend upward in riders leading into 2020, how and when will ridership return?

Greenhouse Gas Emissions are Accelerating. While short-term changes to travel and commuting patterns in 2020 resulted in a slower increase in GHG emissions, commercial air travel and vehicle miles traveled rebounded in 2021, with associated emissions estimates setting new highs. Per capita emissions are also growing, suggesting these increases are not just due to our growing effective population. Despite enhancements in efficiency, the growth of natural gas usage since 2018 has been a key contributor to increased emissions over the past three years. The impact of the growth of inefficient (large square footage, detached single-family) residential units on emissions estimates is not quantified in the model but should be considered.

Common Value 1: Ecosystem Stewardship

Preserving and protecting the area's ecosystem is the core of our community character and economy. Monitoring our impacts on the ecosystem annually is an important way to ensure our growth does not compromise the health of the ecosystem. These indicators are intended to help us monitor whether we are growing as a community in a way that still preserves the abundant wildlife, quality of natural resources and scenery, open space, and climate long into the future.

- Health of Native Species
- Conservation vs. Subdivision of Rural Open Space
- Water Quality
- Access to Natural and Scenic Resources
- Greenhouse Gas Emissions
- Air Quality

Ecosystem Stewardship Indicators

The following indicators are identified in the Comprehensive Plan to assess and monitor the Ecosystem Stewardship goals of Chapters 1 and 2. During the GMP and Comprehensive Plan update, new indicators were identified to track the community's progress toward those goals. Consequently, some new indicators have not yet been developed and are not reported this year.

The updated Comprehensive Plan includes strategies to develop an Ecosystem Stewardship target related to the Adaptive Management Program and to develop indicators to track the achievement of the Chapter 1 goal: *Maintain healthy populations of all native species and preserve the ability of future generations to enjoy the quality natural, scenic, and agricultural resources that largely define our community character.* Development of these indicators is identified as a task for the Ecosystem Stewardship Coordinator position in the FY2023 Work Plan.

The community has had success protecting habitat by limiting subdivision and development in Rural Areas in recent years and directing growth to Complete Neighborhoods. However, greenhouse gas emissions have been rising steadily since 2012 and were not significantly slowed by the onset of the COVID-19 pandemic.

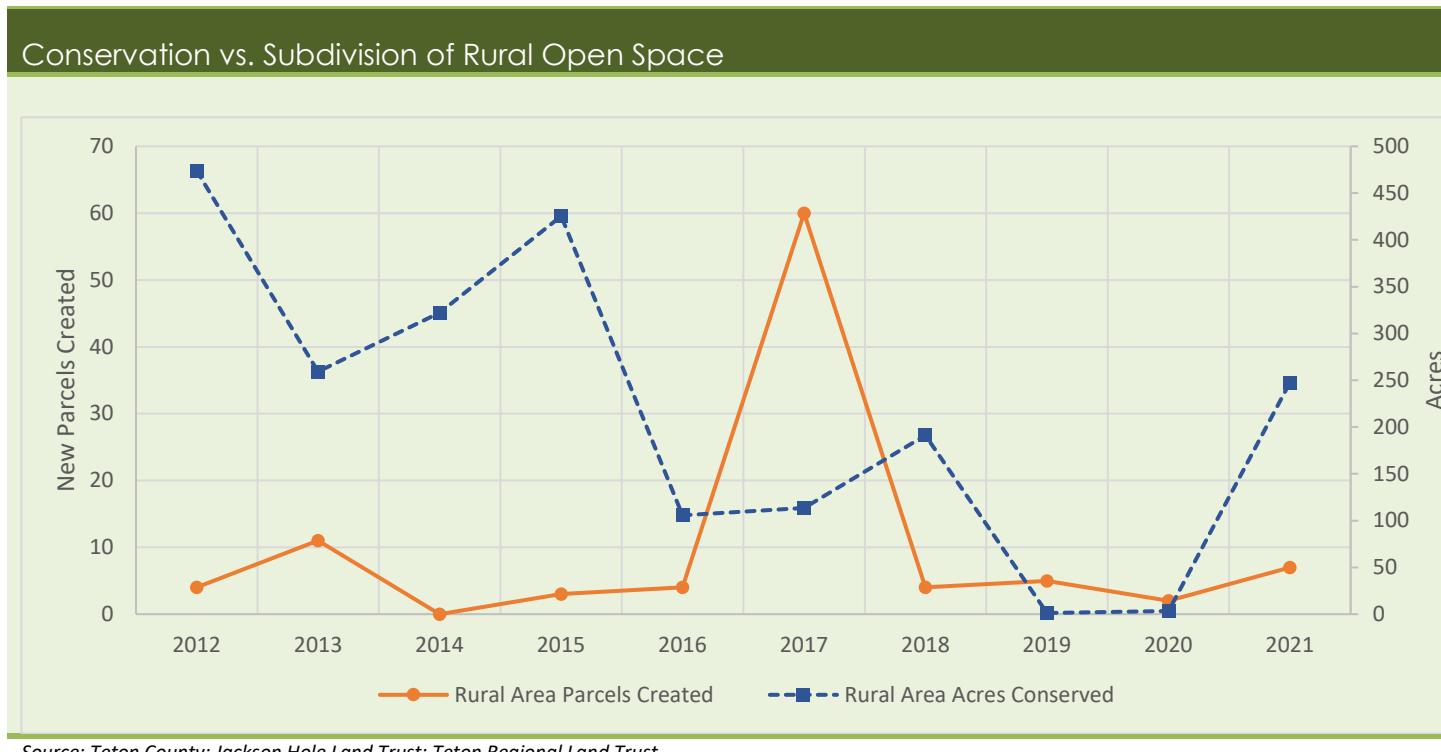
Indicators to Be Developed

- Health of Native Species
- Water Quality
- Access to Enjoyment of Natural and Scenic Resources
- Air Quality

Conservation vs. Subdivision of Rural Open Space

Monitoring permanently conserved land and subdivision of rural areas is an indicator of the community's progress in preserving areas of wildlife habitat, natural resources, scenic resources, and agricultural character. The goal of the Comprehensive Plan is to conserve more than subdivide rural acres. This indicator also reports rural area development potential removed via zoning changes and conservation easements as well as new parcels created in rural areas.

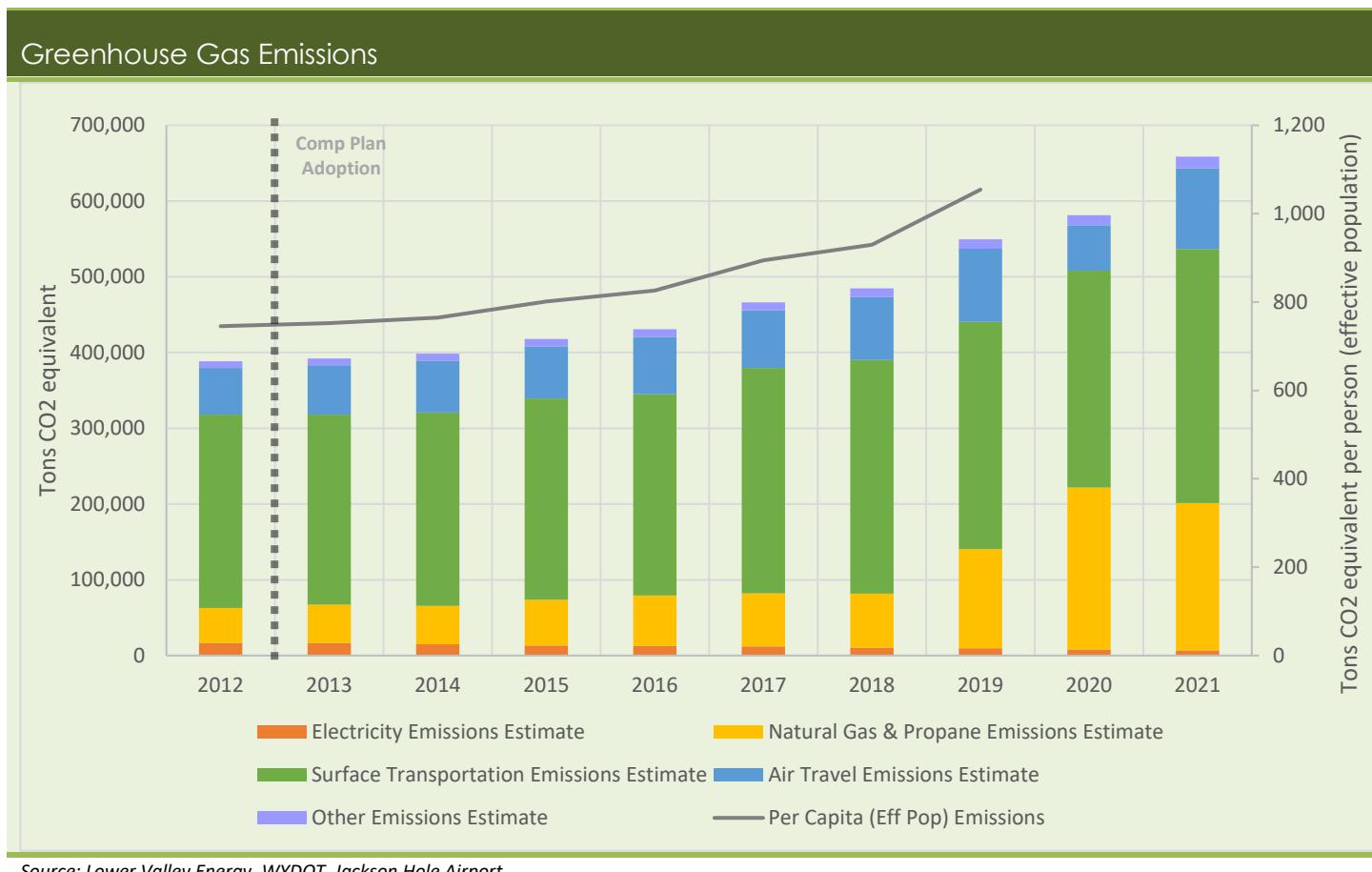
- Goal: More Conservation than Subdivision of Rural Areas
- Chapter 1: Stewardship of Wildlife, Natural Resources and Scenery
- Trends and Takeaways
 - Both subdivision and conservation of rural areas had been relatively low in recent years, following the changes to the Rural zoning subdivision allowances in 2016. This was an expected outcome of the effort, which also decreased development and subdivision potential in rural areas.
 - However, in 2021, 248 acres were added under conservation easements through the Jackson Hole Land Trust.
 - New land division in rural areas has primarily come through 35 acre and family exemptions, with fewer than 7 new parcels created each year since 2018. With the limited amount of additional subdivision occurring in rural areas, we are likely to continue to see more growth occur in Complete Neighborhoods.



Greenhouse Gas Emissions

This new indicator estimates the overall greenhouse gas (GHG) emissions in the community, considering a variety of sources that include air and surface transportation and residential and commercial energy usage. It is based on and benchmarked to the Yellowstone-Teton Clean Cities Greenhouse Gas Emissions inventories conducted in 2008 and 2018.

- Goal: Emit less greenhouse gases than we did in 2012.
- Chapter 2: Climate Sustainability
- Trends and Takeaways
 - Emissions have trended upward over the past 10 years, with faster growth since 2018 due to significant increases in emissions from additional natural gas usage with the expansion of natural gas infrastructure in Teton County. Simultaneously, emissions from electricity continue to decline with increases in efficiency.
 - Despite our growing effective population, the growth of per capita emissions over this period indicates that these emissions increases are not solely tied to our growing effective population.
 - Adjustments to electricity and gas usage data from Lower Valley Energy in 2021 have revealed that the onset of the COVID-19 pandemic in 2020 did not result in declines in emissions, as reported in the 2021 Indicator Report. Despite the declines in commercial air travel and vehicle miles traveled in 2020, GHG emissions were bolstered by natural gas usage. The resumption of “normalcy” in 2021 resulted in new emissions highs and increased surface and air transportation emissions.



Common Value 2: Growth Management

Responsible growth management means proactively planning for the community we want – with rural open spaces and high-quality Complete Neighborhoods that enhance walkability and vitality. It also means proactively adapting to population growth in a way that preserves our community vision. The following indicators monitor where development and growth are occurring, whether we are achieving our goals to keep buildout levels below 1994 buildout levels, and what initiatives are being undertaken to address growth in our community.

- Location of Growth
- Buildout
- Workforce Housing Pipeline
- Percentage of jobs, housing, shopping, education, and cultural activity in Town
- Growth by Use

Growth Management Indicators

The following indicators are identified in the Comprehensive Plan to assess and monitor the Growth Management goals of Chapters 3 and 4.

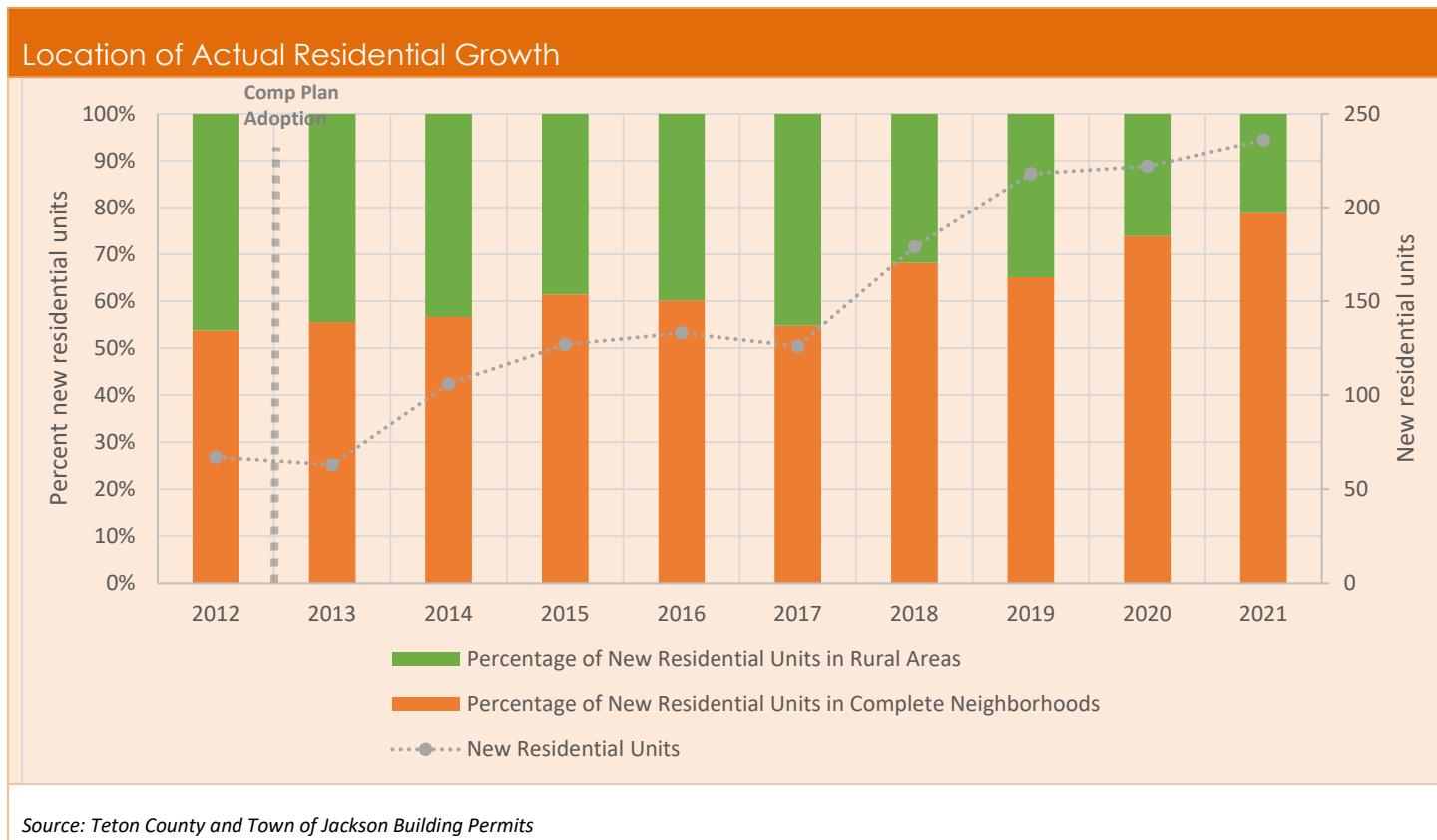
The community has continued to have success managing growth, even though growth and development have increased over recent years. Residential growth is meeting the Comprehensive Plan target of more than 60% in Complete Neighborhoods, and the type of residential growth has diversified with increases in apartments and attached townhomes and condos which offer greater levels of affordability than detached single family residences. Looking ahead, the community is well positioned to continue building on recent success, with 61% of potential residential growth remaining in Complete Neighborhood areas.

The community has also ramped up production of deed-restricted Workforce and Affordable residential units in recent years, and the Workforce Housing Pipeline suggests that more development of restricted and rental units is on the way.

Location of Growth

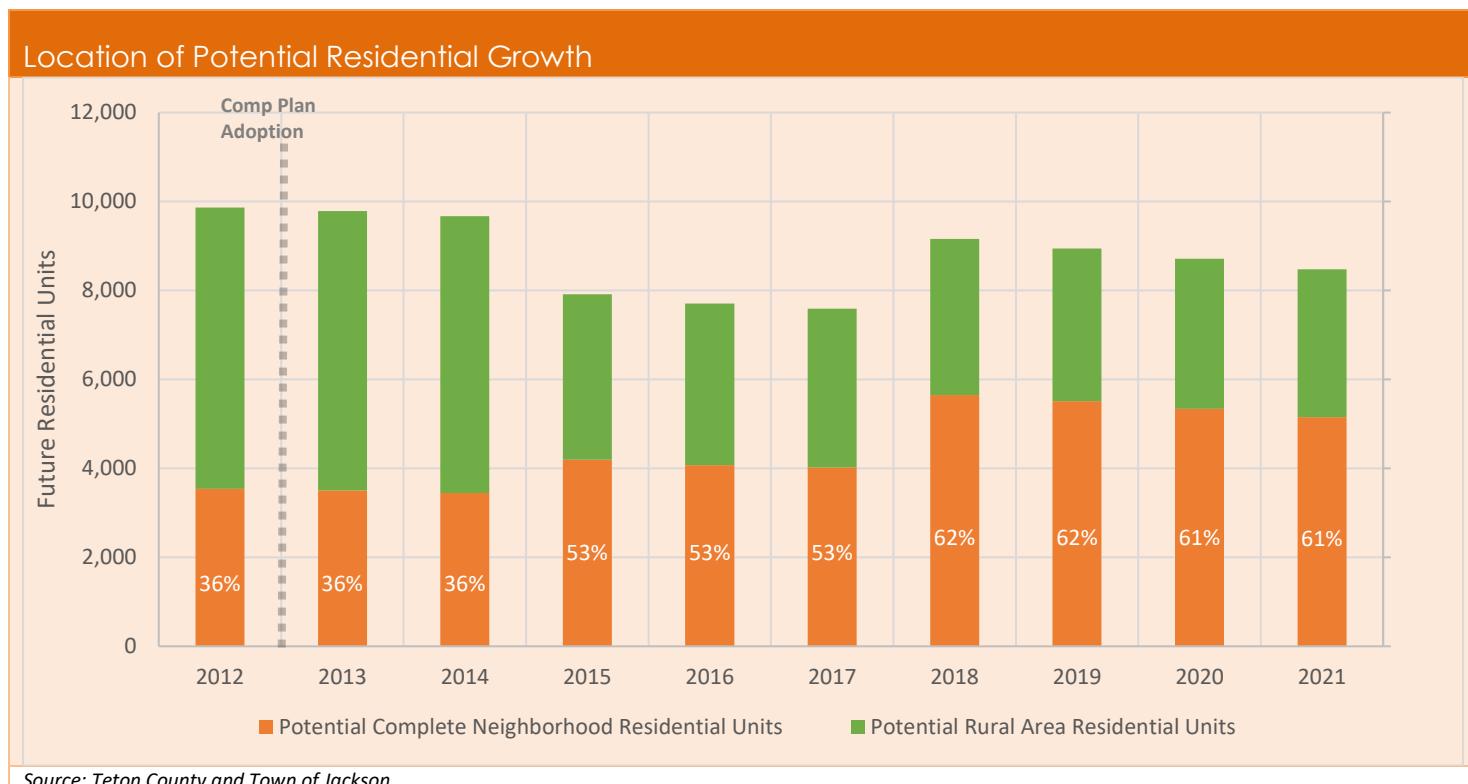
Locating growth in Complete Neighborhoods indicates the community's ability to direct growth out of areas of habitat, scenery, and open space and into areas of infrastructure, amenities, and vitality. Location of Growth is a key target established in the Comprehensive Plan to track Growth Management. The goal is for at least 60% of growth to occur in Complete Neighborhoods. This indicator includes two metrics: Location of Actual Growth and Location of Potential Growth. Location of Actual Growth measures residential unit completions by location while Location of Potential Growth tracks the remaining development potential allowed by zoning across Complete Neighborhoods and Rural Areas.

- Goal: $\geq 60\%$ of future growth in Complete Neighborhoods
- Chapter 3: Responsible Growth Management
- Trends and Takeaways
 - Location of Actual and Potential Growth are key community successes since adoption of the Comprehensive Plan in 2012, when less than 60% of actual and potential growth was in Complete Neighborhoods.
 - In 2021, 79% of residential units built were in Complete Neighborhoods, a single-year high going back to 2002.
 - Since hitting a low of 63 units in 2013, new residential units have risen consistently, with the trend continuing in 2021 with 236 new residential units.
 - Apartments and attached units enabled through Town of Jackson zoning are driving a significant amount of the residential unit development in recent years.
 - Location of Potential Growth remains at 61% in Complete Neighborhoods and 39% in Rural Areas. The Complete Neighborhood potential growth percentage is expected to decline over time if units continue to be built at high rates in Complete Neighborhoods compared to Rural Areas, as we have seen in recent years.



Definition of Potential	
Potential = Buildout - Built	
(LDRs applied to all parcels as if vacant)	(What is actually on the ground)

The location of growth *potential* (defined as buildout minus what is already built) forecasts where future growth will occur based on remaining allowances. Growth potential decreases as units are built. Potential is also impacted if buildout allowance is increased or decreased. The way to shift the location of growth potential is to reduce buildout in a Rural Area and/or increase it in a Complete Neighborhood (or vice versa). For example, allocating additional buildout potential in Northern South Park with new zoning would increase the percentage of potential residential growth in Complete Neighborhoods.



Amount of Allowed Growth (Buildout)

Buildout measures the change in the maximum amount of development permitted throughout the community. Change in buildout is determined by:

1. Changes to Jackson/Teton County zoning regulations;
2. Conservation easements and other restrictions on the development of a property;
3. Transfers of property ownership from a private party to federal ownership and vice versa; and
4. Use of the Workforce Housing Floor Area Bonus (2-for-1 Bonus), Deed Restricted Housing Exemption, and Planned Residential Development (PRD) incentives.

To maximize use of the incentives, units produced using incentive tools only get counted as an increase in buildout upon project approval. The residential unit count in the last row of the table is the number of units that are available for future use of the incentives. The incentives cannot be used if their use would make the last row greater than zero.

- Goal: \leq 2012 Buildout
- Chapter 3: Responsible Growth Management
- Trends and Takeaways
 - 2,088 residential units remain in the buildout pool. 57 units (46 workforce, 11 market) were approved in 2021 using the Town of Jackson 2:1 Workforce Housing Density Bonus Tool and Floor Area Exemption for Deed-Restricted Housing. Additional projects that will take advantage of this bonus in 2022 are currently in the works, including the Jackson Street Apartments.

Changes in Buildout			
Year	Residential Units	Lodging Units	Nonresidential Floor Area
1994-2011	-564	?	?
2012	-32	0	0
2013	-12	0	0
2014	-14	0	0
2015	-2,195	-317	-451
2016	-76	89	94,379
2017	15	0	-30,651
2018	127	0	32,477
2019	5	-22	-9,339
2020	39	0	-8,102
2021	55	0	0
2012-2021	-2,088	-250	78,313

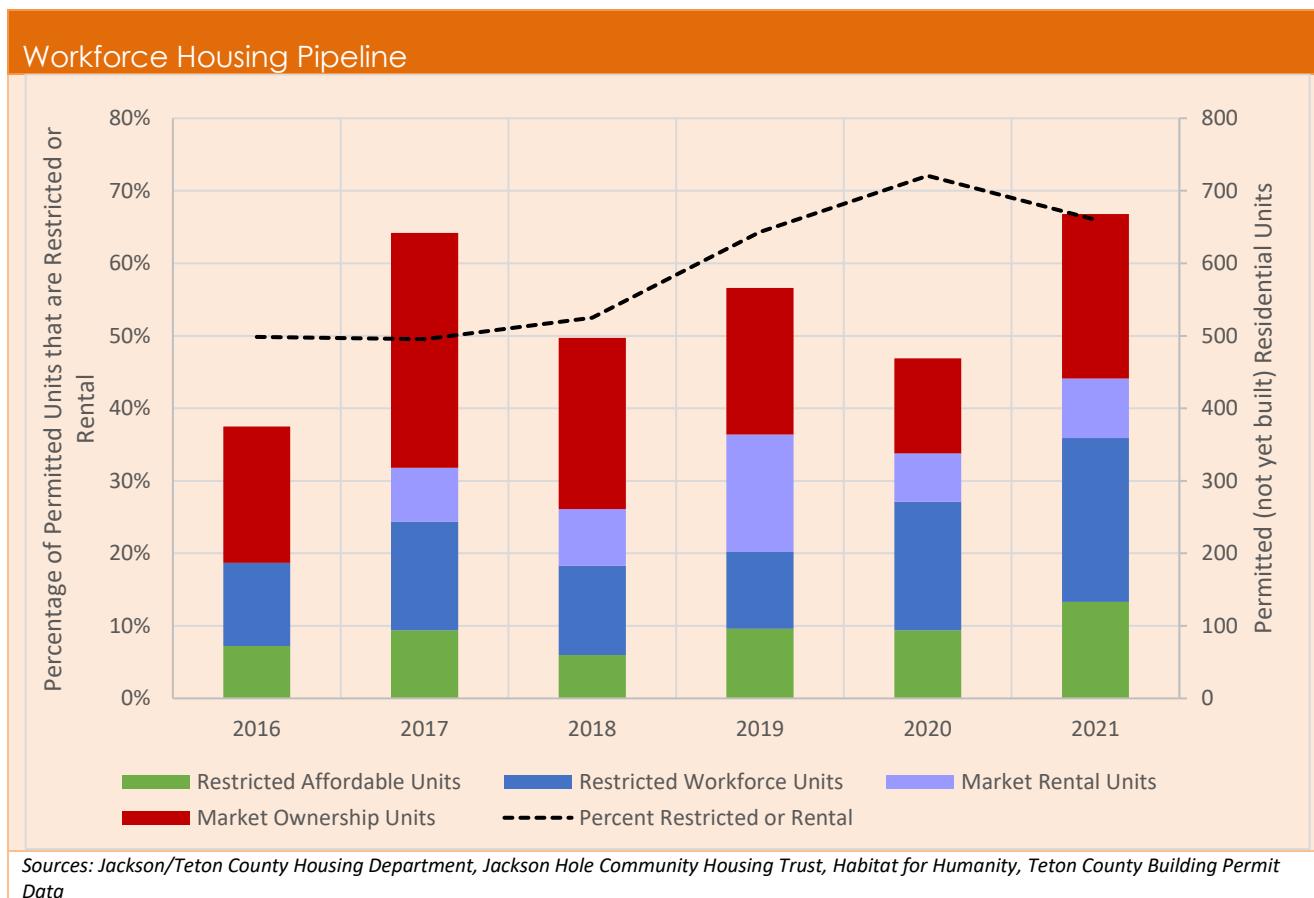
Source: Teton County and Town of Jackson

Maximum Buildout (2012 allowances)				
Maximum Buildout (2012)	Potential units	Built units	Development Pool	
	6,388 units	11,299 units	2,088 units	
	(LDR allowances applied to parcels that have not yet been realized)	(What is actually on the ground)	(Development entitlements that have been removed from buildout since 2012)	

Workforce Housing Pipeline

Workforce Housing Pipeline tracks units with initial approvals that have not yet been built. It is a new indicator in 2021 but has been reported in the Housing Supply Plan since 2017. Given that housing affordability is one of the primary causes for loss of local workforce, it is useful to see the expected units in development and whether they are rentals and/or restricted. The Workforce Housing Pipeline includes residential applications in the Town and County that have received Sketch Plan, Development Plan, or Building Permit approval.

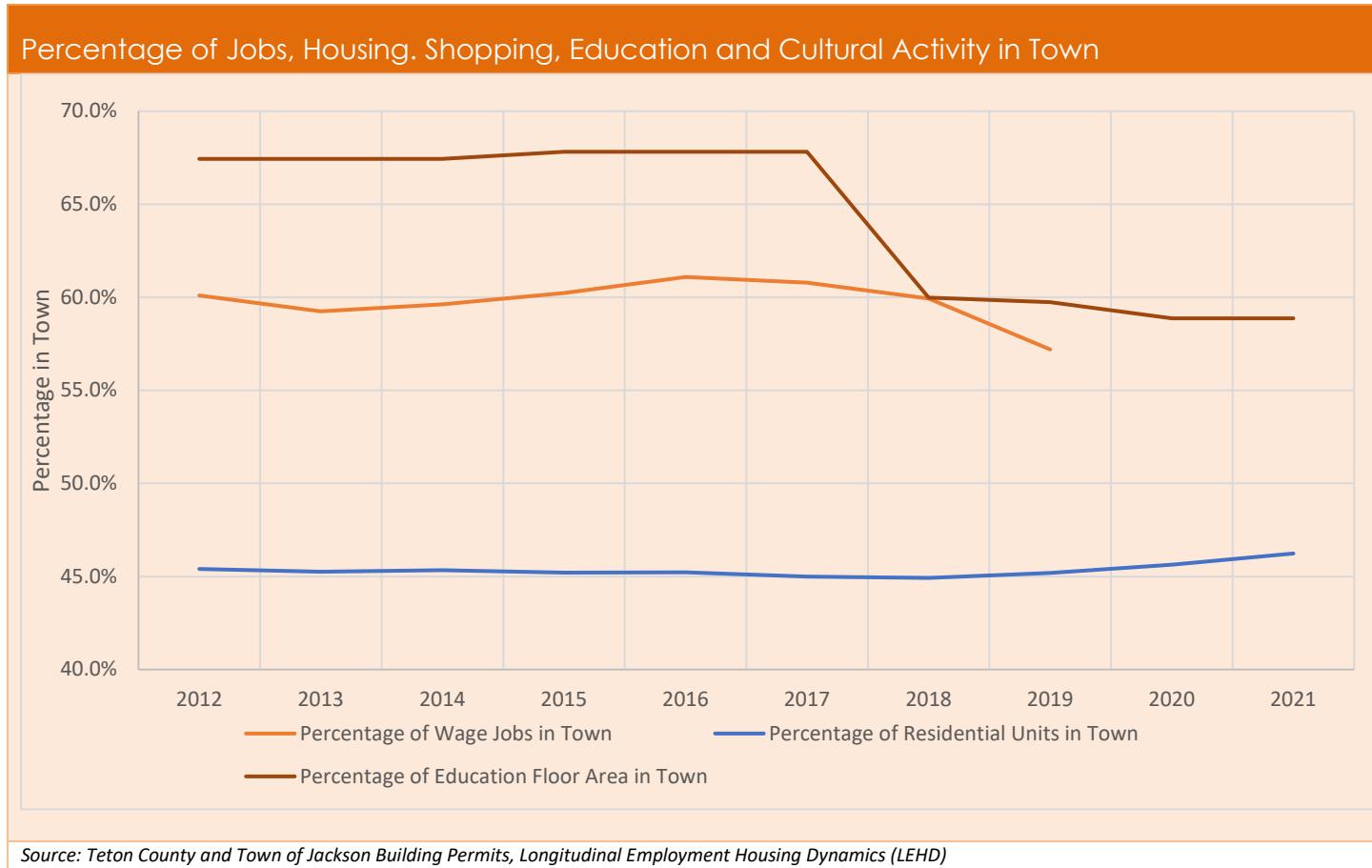
- Goal: Monitor
- Chapter 3: Responsible Growth Management
- Trends and Takeaways
 - As of the end of 2021, 668 units were in the housing pipeline; the highest number of units since reporting began. 66% of those units are either deed-restricted or rental units, which is down from the high mark (72%) set in 2020 but constitute more overall units: 441 vs. 338.
 - 226 permanently deed-restricted Workforce units and 133 permanently deed-restricted Affordable units are currently in the pipeline, together making up more than 50% of units in the pipeline going into 2022.
 - Much of the market ownership share of the pipeline (227 units) consists of single-family dwellings in the County, which saw very high building permit activity in 2021. Per the findings of the 2021 Nexus Study, this type of residential development (large, single-family) has the most significant impacts on the community through job generation. This increase follows a consistent decline in market ownership units in the pipeline from 2017 through 2020.



Percentage of Jobs, Housing, Shopping, Education & Cultural Activity in Town

This is a new indicator for 2021 that is used to ensure that the community is meeting the Comprehensive Plan Chapter 4 goal that the Town of Jackson will continue to be the primary location for jobs, housing, shopping, educational and cultural activities. Methods for tracking retail sales and cultural activity need to be developed.

- Goal: \geq 2012 levels
- Chapter 4: Town as the Heart of the Region – The Central Complete Neighborhood
- Trends and Takeaways
 - The percentage of jobs in town declined in 2019 by 3% after remaining relatively steady since 2012. This appears to be driven by a rise in accommodation and food services jobs outside of the Town. The full impact of the COVID-19 pandemic on job locations is still not yet clear due to lagging data, however, overall jobs, particularly in accommodation and food services industries, did decline in 2020, which may have additional effects on this this metric in the short term.
 - The construction of Munger Mountain Elementary School has decreased the percentage of educational floor area in Town.
 - Construction of apartments and other attached units in the Town has sparked an increase in the percentage of residential units in Jackson after remaining relatively flat since 2012. Single family detached units continue to be built throughout the County, but the residential production in the Town is now outpacing the County growth.



Amount of Growth by Use

Growth by Use measures the different types of development occurring in Teton County. It illustrates, for example, whether the development that has occurred in the last several years has primarily consisted of residential unit growth, lodging unit growth, or non-residential floor area growth. It is not tied directly to a chapter goal, but it is an important indicator for assessing Common Value 2 and is used to identify when to initiate the new Adaptive Management Program. The 5% growth in residential units triggered in 2017 initiated the Growth Management Program and the subsequent Comprehensive Plan update. The new trigger is 7% residential unit growth from the 2020 count.

Staff has identified the need to track and breakout short-term rental eligible properties from residential units and conventional lodging units retroactively and moving forward. As of the publication of this report, the number of short-term rental permits issued in the Town of Jackson was 195.

- GMP Trigger: 7% Residential Growth from 2020
- Common Value 2: Growth Management
- Trends and Takeaways
 - The community's residential unit mix continues to diversify, with 141 apartments and 29 attached single-family dwellings added in 2021.
 - The number of apartments has grown 28% (by 437 units) since 2012, which is the greatest percentage increase in that time among residential unit types.
 - Despite the growth of apartments and attached single-family units, detached single-family residential units have still grown 12% since 2012, which accounts for 732 new units, the highest amount of any unit type.
 - Change of use remodels and redevelopment led to an overall decline of 7,633 sf of non-residential, non-lodging floor area in 2021, however, some of that loss can be attributed to the addition of 100 units of lodging and associated floor area. Since the end of 2012, residential floor area and lodging units have grown 7.56%, while residential units have grown nearly twice as fast.

Growth by Use						
Use	2021	Growth Since	Growth Since 2012		10-Year Growth	
	Growth	2020	Amount	%	Amount	%
Non-Residential Floor Area						
Agriculture	6,096	0.6%	23,476	2.3%	23,476	1.7%
Outdoor Recreation	3,300	0.9%	46,071	13.5%	46,071	13.5%
Restaurant/Bar	-3,058	-0.7%	35,853	8.4%	35,853	8.4%
Office	-17,123	-1.3%	40,362	3.2%	53,968	4.2%
Retail	7,373	0.5%	77,994	5.2%	77,994	5.2%
Industrial	-8,370	-0.5%	141,474	10.2%	154,425	11.1%
Institutional	4,149	0.2%	238,310	11.8%	268,268	13.3%
Non-Residential Floor Area	-7,633	-0.1%	603,540	7.6%	660,055	8.3%
Residential Units						
Agriculture	2	0.9%	8	3.8%	8	3.8%
Detached Single Family Dwelling	65	1.0%	732	12.3%	781	13.2%
Attached Single Family Dwelling	29	1.4%	234	12.7%	248	13.5%
Apartment	141	7.6%	437	28%	441	28.3%
Mobile Home	-1	-0.3%	-1	-0.3%	-1	-0.3%
Residential Units	234	2.1%	1,402	14.3%	1,469	14.9%
Guesthouse	40	4.2%	228	29.9%	240	31.4%
Lodging						
Conventional Lodging Units	100	1.6%	434	7.4%	460	7.8%
Lodging Units	100	1.6%	434	7.4%	460	7.8%

Source: Teton County and Town of Jackson

Common Value 3: Quality of Life

The first two Common Values of the Comprehensive Plan – Ecosystem Stewardship and Growth Management – protect the natural character and the physical character of the community. The third Common Value – Quality of Life – protects the emotional aspect of our character. We identify as a diverse community with many different lifestyles and employment opportunities. We value the ability for all residents to have access to a spectrum of employment opportunities, affordable housing, and safe, efficient transportation. The indicators below evaluate our progress towards achieving the Quality of Life vision outlined in the Comprehensive Plan.

Quality of Life Indicators

The following indicators are identified in the Comprehensive Plan to assess and monitor the Quality of Life goals of Chapters 5, 6, 7, and 8. During the GMP and Comprehensive Plan update, new indicators were identified to track the community's progress toward those goals. Consequently, some indicators have not yet been developed and are not reported this year.

The COVID-19 pandemic had noticeable impacts on transportation levels in 2020 and 2021. This impact appears to have affected public transportation disproportionately, with major decreases in START Ridership in 2020 that rebounded in 2021 but remain low. Vehicle miles traveled, which declined slightly in 2020 compared to previous years, reached new highs in 2021.

Housing costs continue to increase faster than wages, an existing trend exacerbated by the pandemic and its effects. However, the past few years have also seen successes in the production of additional deed restricted housing, which is helping to retain local workers in our community even as jobs have grown.

Indicators to be Developed

- Travel Time (SOV vs. Walk/Bike/Bus)
- Level of Service

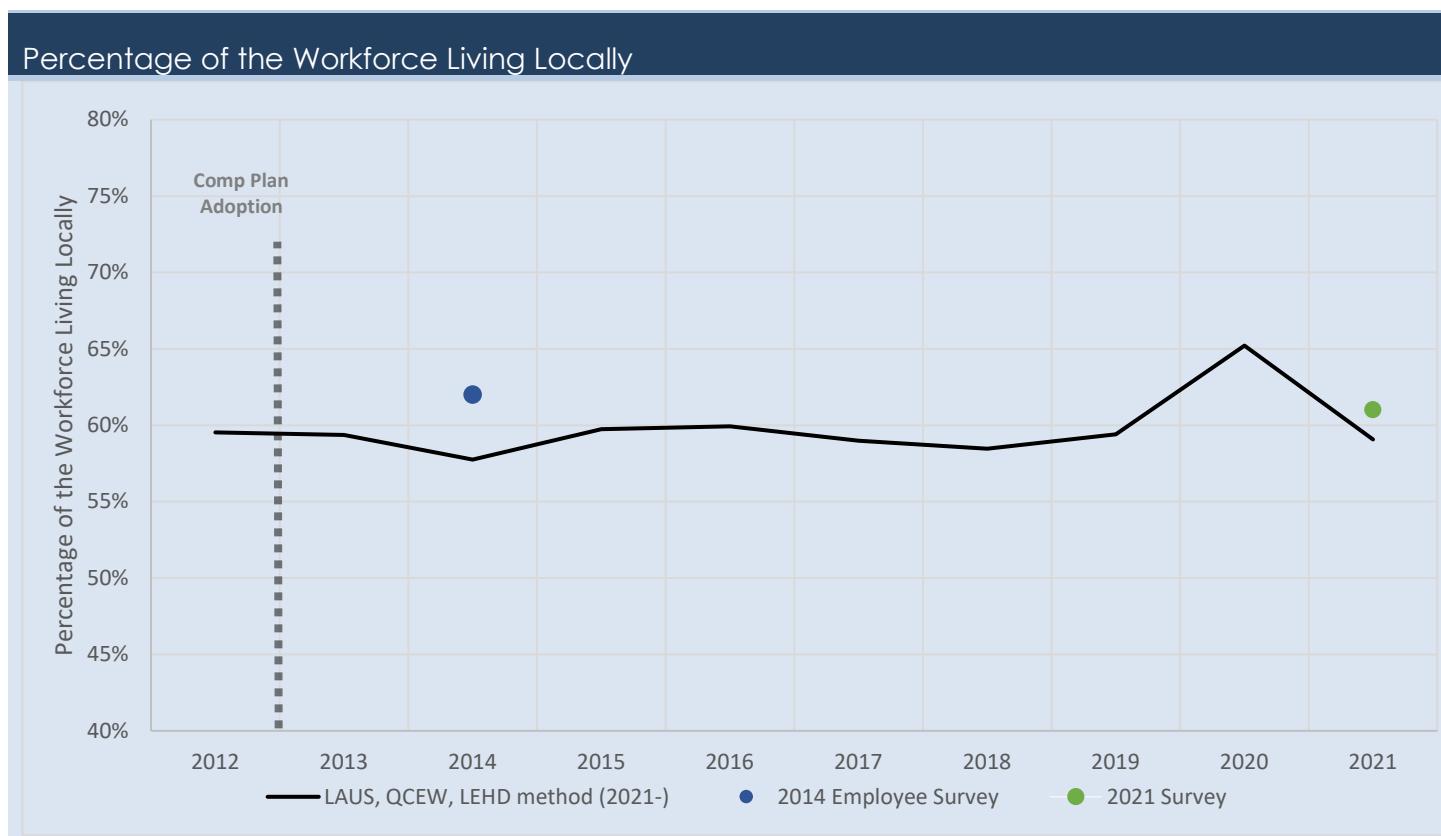
- Local Workforce
- Housing Stock Profile
- Annual Growth Rate Comparison
- Lodging Occupancy
- Jobs by Industry
- Capital Project Group Benchmarks
- Travel Time
- START Ridership
- Active Transportation Mode Share
- Wildlife Vehicle Collisions
- Level of Service
- Effective Population

Local Workforce Percentage

The Comprehensive Plan establishes a goal of ensuring at least 65% of the workforce lives locally to maintain the “community first, resort second” character of the valley. When the community identified loss of local workforce as an important issue in the early 1990s, over 85% of the workforce lived locally. The percentage of the workforce living locally is the primary target for achieving the Quality of Life envisioned in the Comprehensive Plan. A “local worker” is defined as a member of the local workforce who lives in Jackson Hole, as opposed to commuting from neighboring communities like Star Valley, WY or Teton Valley, ID.

Beginning this year, a new methodology is being used to calculate this indicator. The previous methodology, which was benchmarked against the 2014 Regional Housing Needs Assessment and the 2005 Local Housing Needs Assessment, is also reported. The 2021 Housing Nexus Study and Regional Housing Needs Assessment will provide data to ground truth this indicator.

- Goal: ≥ 65% of the workforce living locally
- Chapter 5: Local Workforce Housing
- Takeaways and Trends
 - The percentage of the workforce living locally has generally remained stable just below 60% since 2012, indicating that local housing is keeping pace with the additions of new jobs. However, future retirement of long-time, local workers presents a significant threat to this stability.
 - In 2020, the data is showing that the indicator spiked to 65%, up from 59% in 2019. However, the spike in the percentage of workforce living locally in 2020 is due to the pandemic effects on data inputs. The number of jobs in the community declined in 2020, compared to previous years, meaning that the denominator in this equation shrank. The number of jobs also fluctuated significantly throughout 2020. The 2020 number should not be interpreted as a success, but as an aberration because of the dramatic effects of the pandemic on businesses and behavior in 2020.
 - To illustrate the irregularity of 2020 data on the long-term trend, staff has included the 2021 projection, using preliminary employment data that will be refined over the next two years. However, even with this preliminary data, the trend line is returning to ~59% in 2021, consistent with the past decade’s trend. The Housing Needs Assessment was also conducted in September 2021, and like past assessments, offered the opportunity to ground truth the indicator and methodology. The Housing Needs Assessment is reporting that 61% of the workforce is living locally. It should be noted that this percentage fluctuates throughout the year with the number of jobs and that historically the summer season has had the highest percentage of workforce living locally.

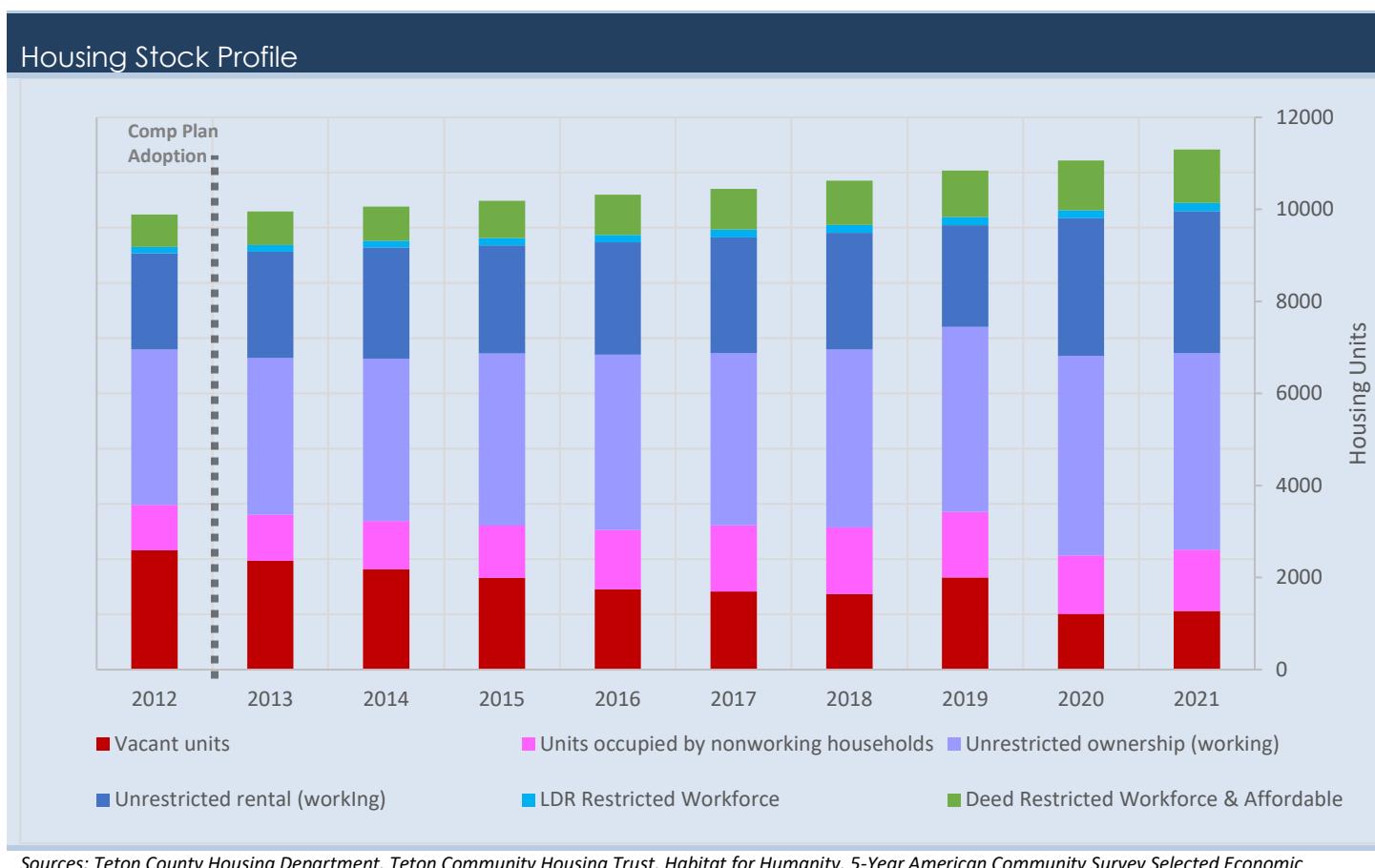


Source: US Bureau of Labor Statistics, US Bureau of Economic Analysis, US Center for Economic Studies

Housing Stock Profile

The Housing Stock Profile shows the status and tenure of the existing housing stock. Given that housing affordability is one of the primary causes for loss of local workforce, it is important to understand the types of residential units that are occupied by the workforce in relation to the type of development being built.

- Goal: Monitor
- Chapter 5: Local Workforce Housing
- Trends and Takeaways
 - 2021 results are partially forecasted due to a one-year lag in data and may change due to impacts of the 2020 data on the forecast.
 - Vacancy declined noticeably in 2020, to 1,215 units, and is forecast to increase slightly in 2021. However, vacancy has been declining since 2012, when nearly 2,600 units were vacant. This trend means that more people are present in the community full-time, but it also speaks to the lack of housing inventory and escalating price pressures. The largest category of vacant units, per the ACS data, in our community is seasonal, recreational, or occasional use (i.e. vacation homes), so these vacant units are not generally available for use as housing for locals.
 - The total number of units has been increasing, with faster gains in recent years, driven in part by higher numbers of attached units like condominiums and apartments.



Sources: Teton County Housing Department, Teton Community Housing Trust, Habitat for Humanity, 5-Year American Community Survey Selected Economic Characteristics

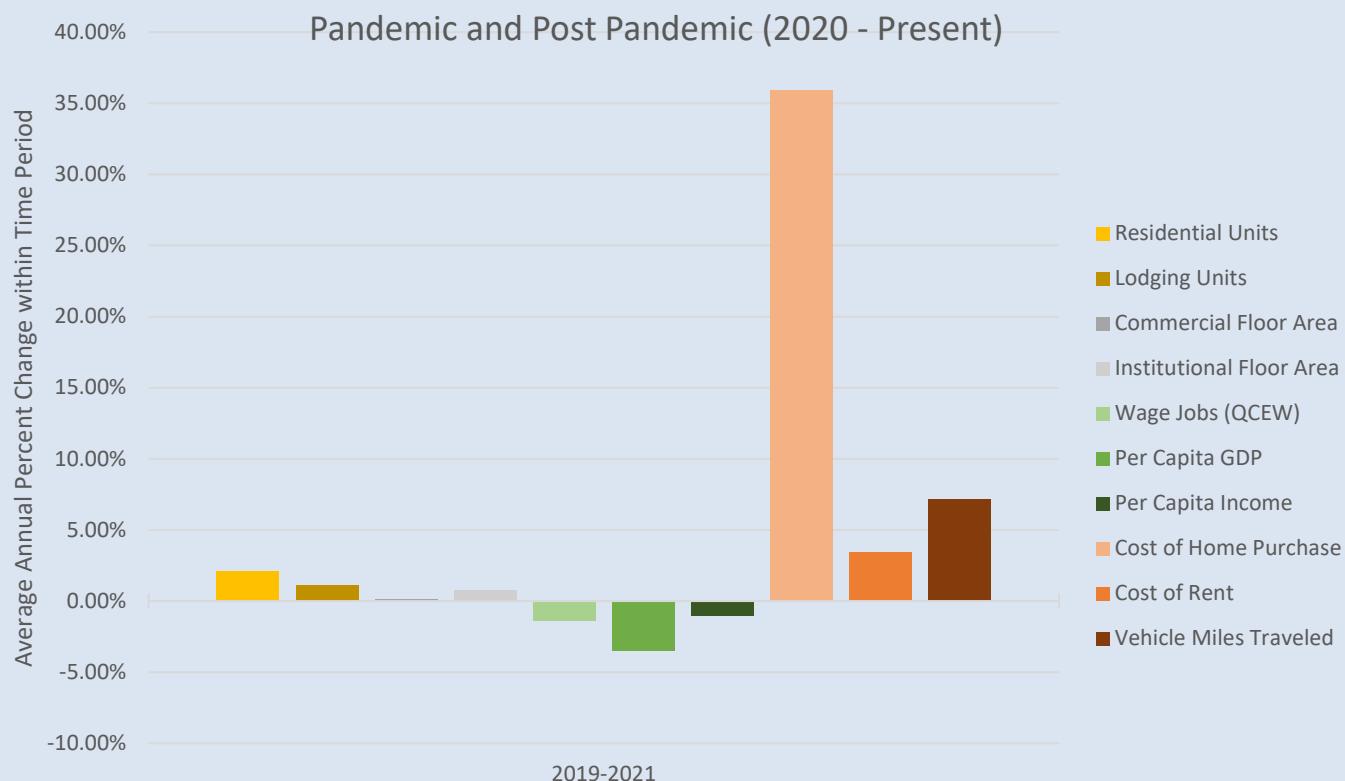
Annual Growth Rate Comparison

The Annual Growth Rate Comparison Indicator measures the average annual rate of change for a variety of different indicators and metrics. Categories include physical growth (residential units and floor area), effective population and jobs, per capita income and GDP, cost of rent and home purchase metrics, and vehicle miles traveled. The indicator is used to compare the growth rate between metrics (e.g. jobs and residential units, or effective population and vehicle miles traveled) to gain insight into how changes to indicators correlate with one another. Beginning with the 2021 Indicator Report, the comparison is broken out into four charts by economic eras: the 2002-2008 real estate boom, the 2008-2012 Great Recession, the 2012-2019 Post-Recession Recovery, and the COVID and post-COVID era beginning in 2020. It is more useful to analyze the average growth rates across these eras to understand the overarching trends associated with each. Due to delays in data and effects of the pandemic on existing methodologies, effective population data is not reported for the COVID and post-COVID era chart this year. Note the differences in the scale of the axes between the four charts below.

Former indicators, Housing Affordability and Vehicle Miles Traveled, have been incorporated into this updated indicator.

- Goal: Balance | Monitor
- Chapter 6: A Diverse and Balanced Economy
- Takeaways and Trends
 - Over the past two years, the cost to purchase a home (median home price / median income) has increased an average of 36% annually, with housing prices continue to skyrocket from 2020 into 2021. Between 2012 and 2019, the annual cost of a home purchased increased an average of 4.67% annually.
 - The cost of rent relative to incomes increased by 15% from 2019 to 2020, and is showing an average increase of 3.4% annually between 2019 and 2021. However, the 2021 median income is a HUD projection and could be high, which would indicate a higher rate of annual change when numbers are revised.
 - Wage jobs in 2021 largely recovered from losses in 2020, when jobs decreased nearly 11%, but 2021 figures remained lower than 2019 counts. The simultaneous growth in residential units in this time, including a large number of attached and restricted units, may offer an opportunity for local housing production to regain ground after trailing job growth from 2012 to 2019.
 - Despite a decline in 2020, vehicle miles traveled averaged an annual increase of 7.2% between 2019 and 2021, driven by large increases in 2021. For comparison, VMTs increased an average of 3.8% annually between 2012 and 2019.
 - Future refinements to the effective population indicator should provide additional clarity into the relationship between our seasonal, full-time, and visitor populations and the noted increases in VMTs.

Average Annual Growth Rate Comparison

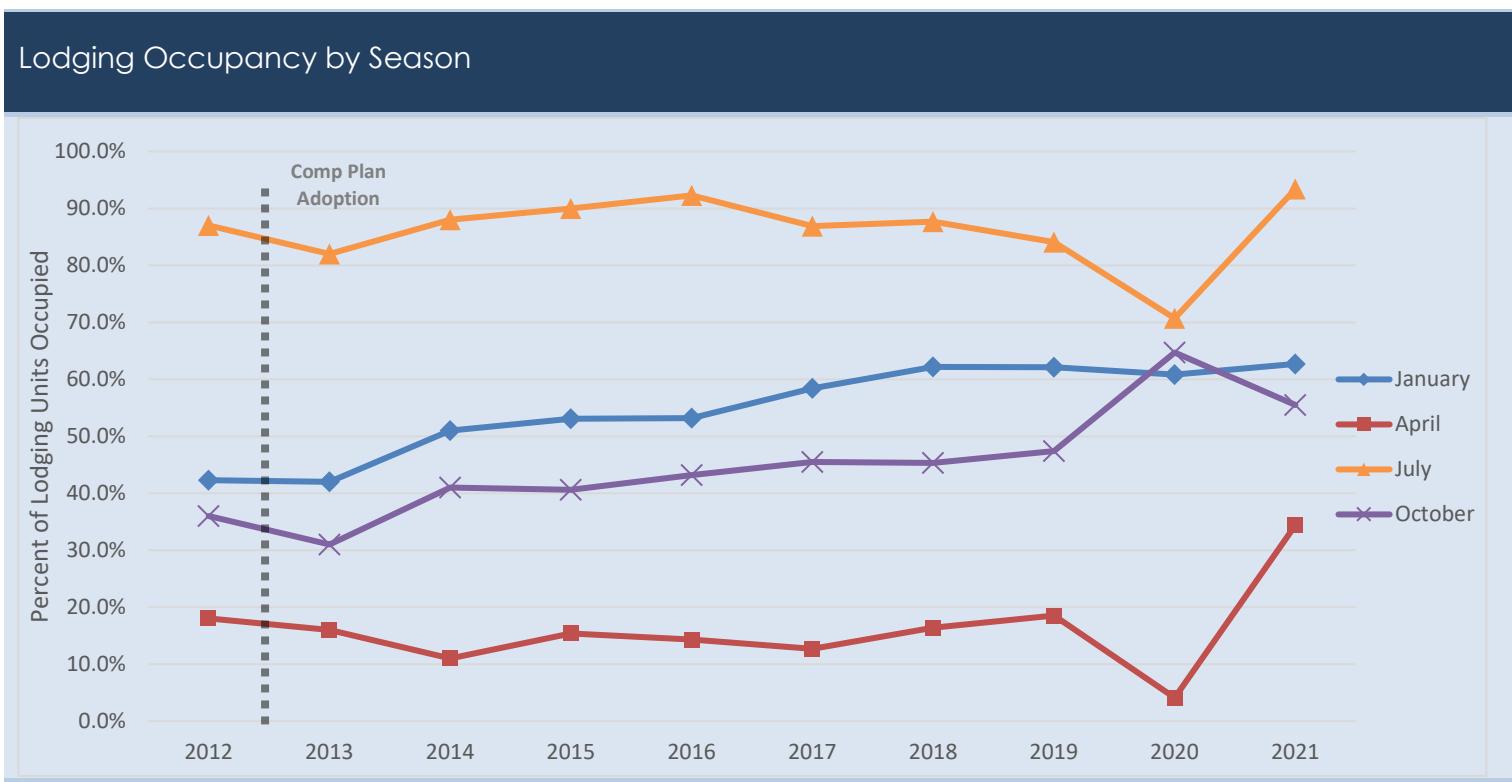


Source: Town of Jackson, Teton County, American Community Survey, US Bureau of Economic Analysis, US Bureau of Labor Statistics, US Department of Housing and Urban Development, WYDOT.

Lodging Occupancy by Season

Lodging Occupancy by Season measures the percentage of lodging units that are occupied in Teton County. In 2020, some lodging facilities did not open due to the COVID-19 pandemic. The Jackson Hole Chamber of Commerce's data reflects occupancy as a percentage of open facilities.

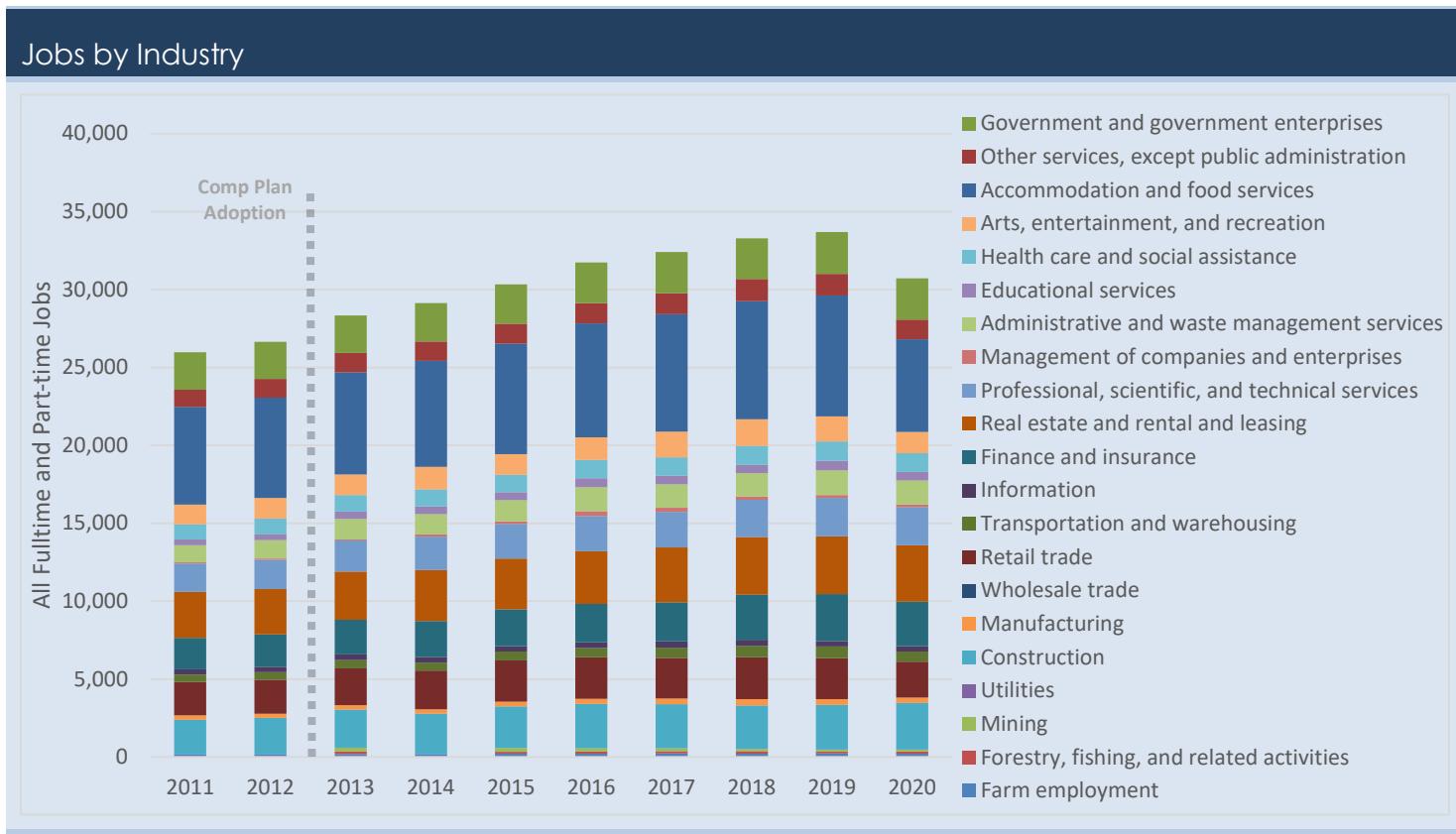
- Goal: Increase Shoulder Season Occupancy
- Chapter 6: A Diverse and Balanced Economy
- Takeaways and Trends:
 - After declining sharply in 2020 due to pandemic-related restrictions, lodging occupancy in April and July both rebounded sharply, setting new highs of 34% and 93% occupancy respectively.
 - October occupancy remained high compared to previous years, at 56%, although it did decline from a 2020 high of 65%. Shoulder season occupancy had been steadily growing and appears to have been accelerated by the pandemic. This trend in shoulder season occupancy should continue to be monitored, as our community appears to be shifting increasingly to a year-round economy and year-round effective population.
 - Global travel restrictions and pent-up demand may have boosted 2021 travel to Jackson Hole. It will be important to monitor these rates in coming to years to determine if these more dramatic shifts will be lasting.



Jobs by Industry

Jobs by Industry measures the diversity of employment opportunities in the community. It shows not only when there was growth and decline in employment opportunities but also variability in different employment sectors.

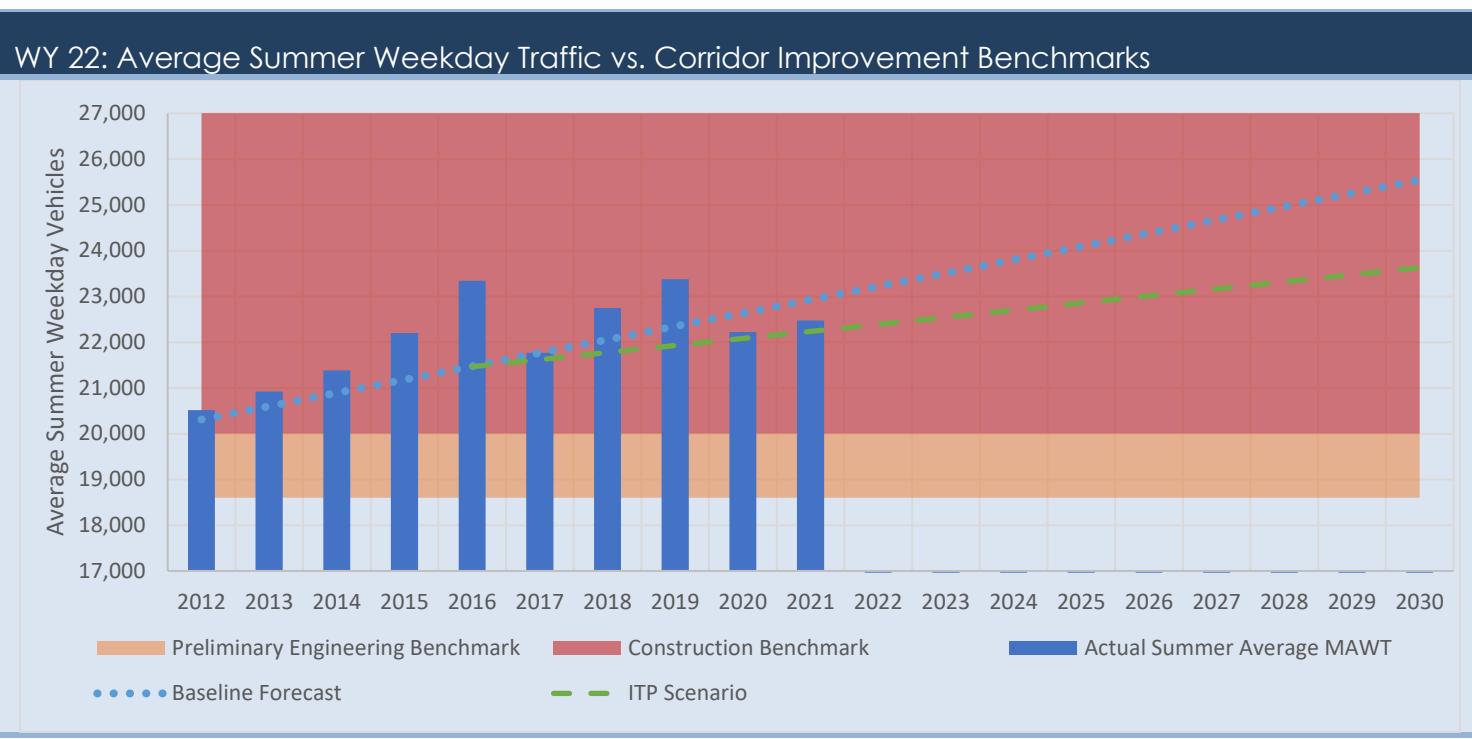
- Goal: Diversity | Monitor
- Chapter 6: A Diverse and Balanced Economy
- Takeaways and Trends
 - After rising steadily since the economic rebound following the Great Recession, jobs declined in 2020, driven in large part by declines in the accommodation and food services industries. The Bureau of Economic Analysis is reporting 31,040 full time and part time jobs in 2020 in Teton County.
 - Early indications from other data sources show that jobs recovered in 2021, but not to 2019 levels. The 2021 Housing Needs Assessment has identified that nearly 15% of would-be jobs were unfilled, representing a significant signal of continued wage job growth if housing and other conditions can support it.



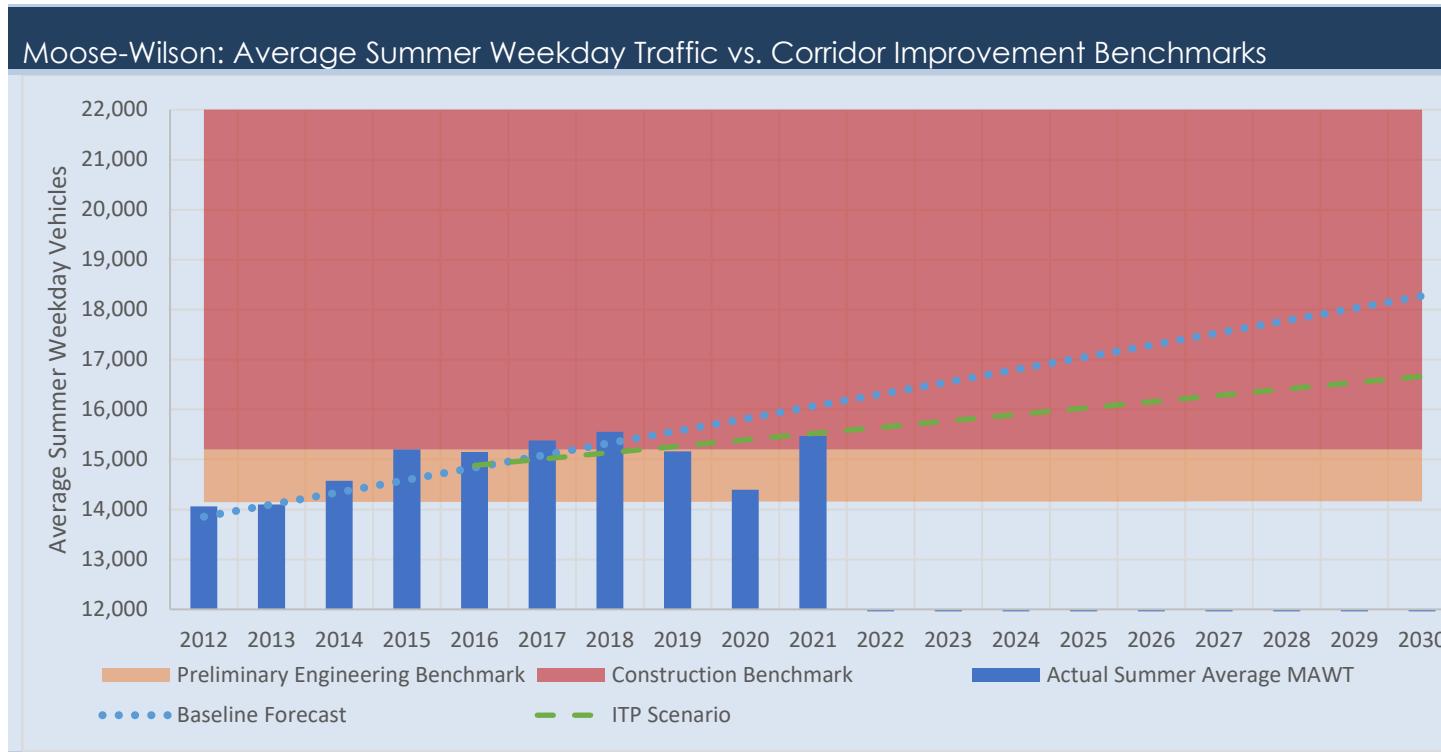
Capital Project Group Benchmarks

The Capital Project Group Benchmarks are a series of 3 indicators that monitor the number of vehicles per day on Highway 22, the Moose-Wilson Road, and US 89 against corridor improvement benchmarks identified in the Integrated Transportation Plan (ITP). Once these benchmarks are reached, a suite of capital improvement projects in the respective road corridor is triggered.

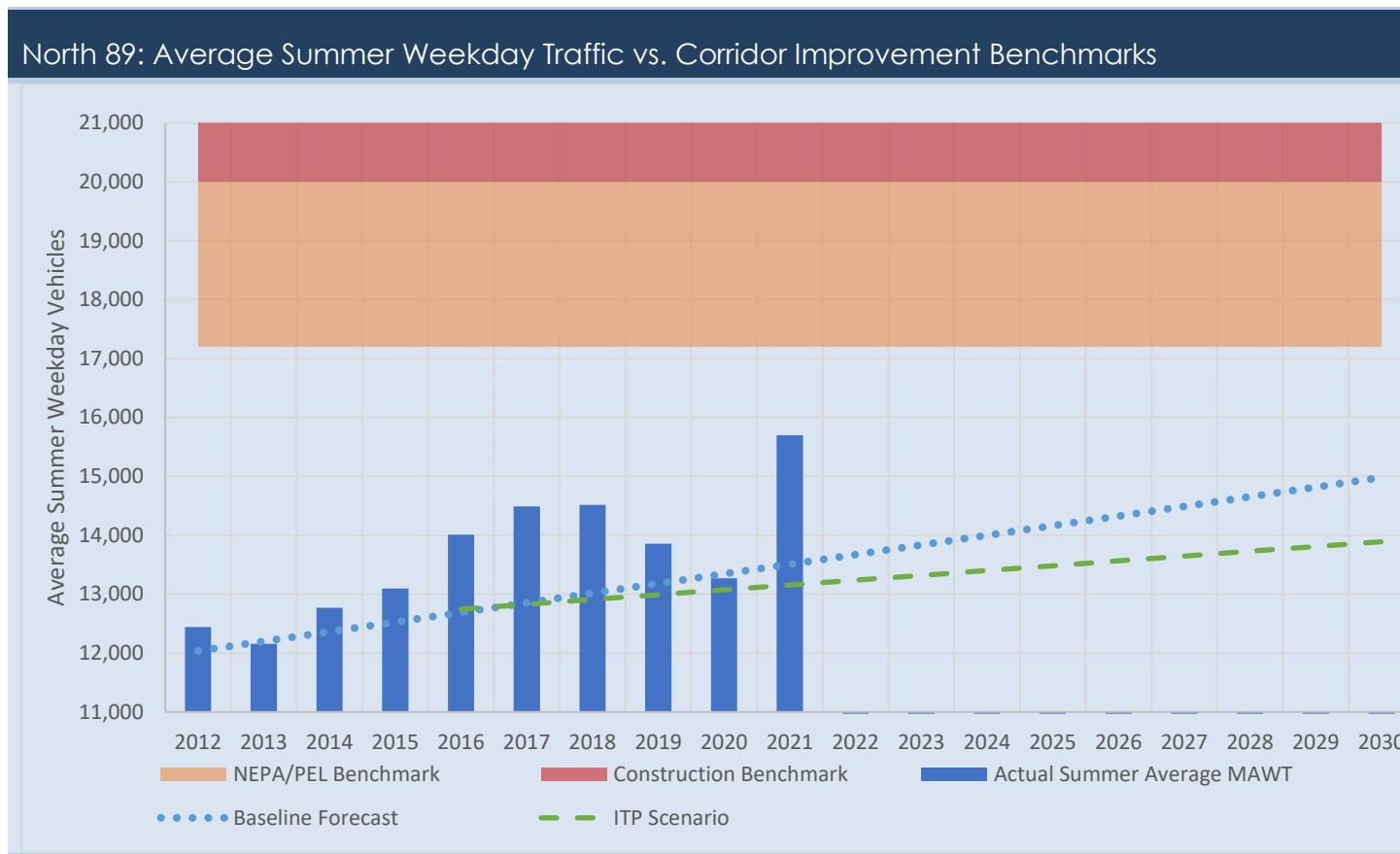
- Goal: Monitor
- Chapter 7: Multimodal Transportation
- Trends and Takeaways
 - After declines in summer weekday traffic in 2020, driven in part by declines in jobs and commuters and visitors, summer weekday traffic rebounded in 2021.
 - North Highway 89 saw the largest increase, with 15,700 average summer weekday vehicles. That is the highest count recorded for North Highway 89 and may reflect a significant jump in tourists visiting the national parks from Jackson in summer 2021, consistent with the record visitation reported by the National Parks Service (NPS).
 - Highway 22 and Moose-Wilson Road summer traffic rebounds were more modest and remained below the ITP baseline forecast. These trends should be monitored moving forward to better understand if post-2020 vehicle travel behaviors are impacting usage of these roads.



Source: WYDOT



Source: WYDOT

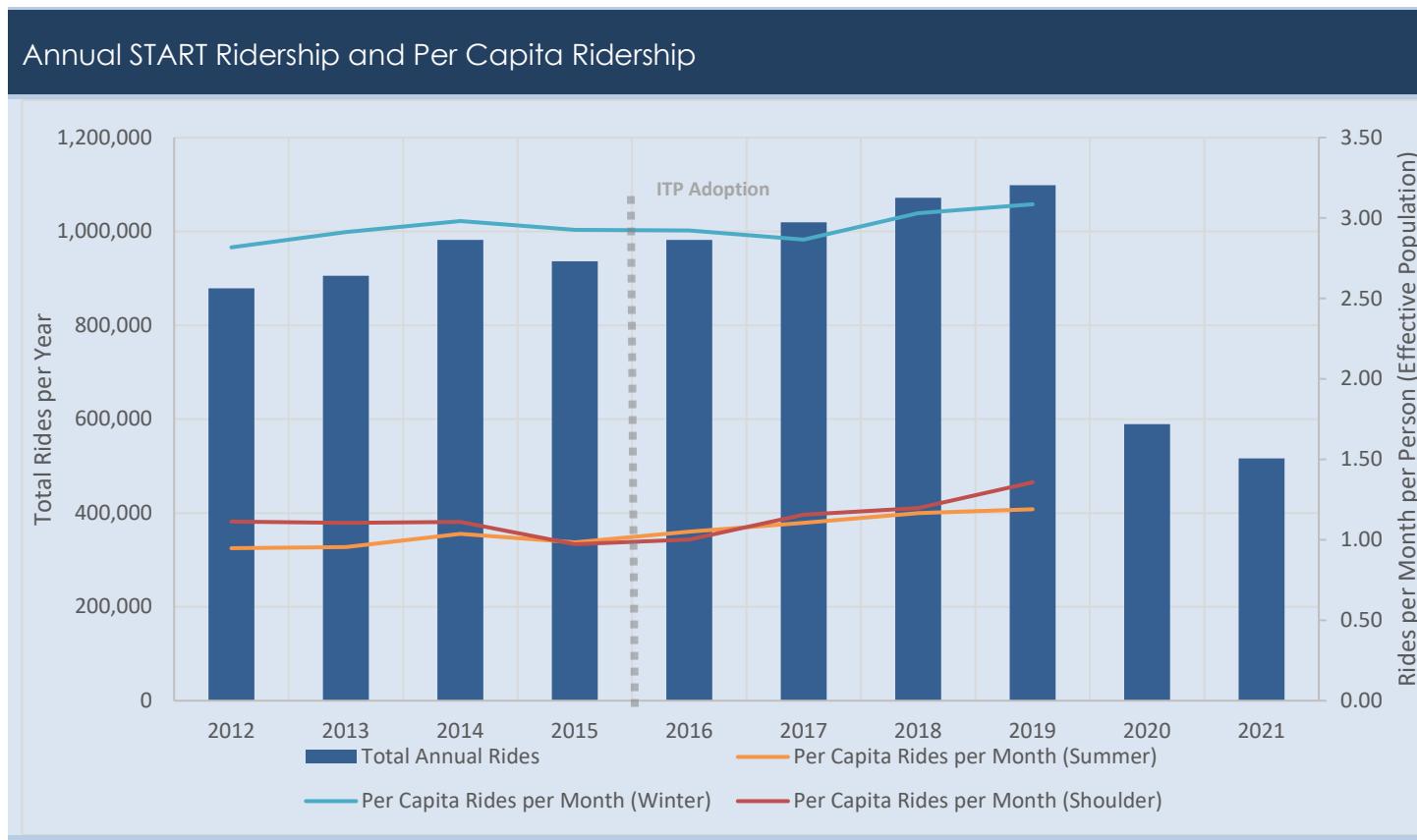


Source: WYDOT

START Annual Ridership

START Annual Ridership measures the annual number of trips made on public transit.

- Goal: ≥ 3.6 million riders in 2035.
- Chapter 7: Multimodal Transportation
- Trends and Takeaways:
 - The decline in ridership driven by the pandemic continued from 2020 into 2021, with even fewer annual riders. Since growing steadily from 2011 to 2019, ridership fell to 516,512 in 2021.
 - Numbers in 2020 were somewhat bolstered by the pre-pandemic ridership in the first three months of the year during the ski season. 2021 showed increases in ridership compared to 2020 from April through December (post-vaccine availability), but these increases still trail pre-pandemic levels.
 - Per capita ridership is not reported in 2020 due to challenge of current effective population methodology to capture 2020 behavior and population effects.

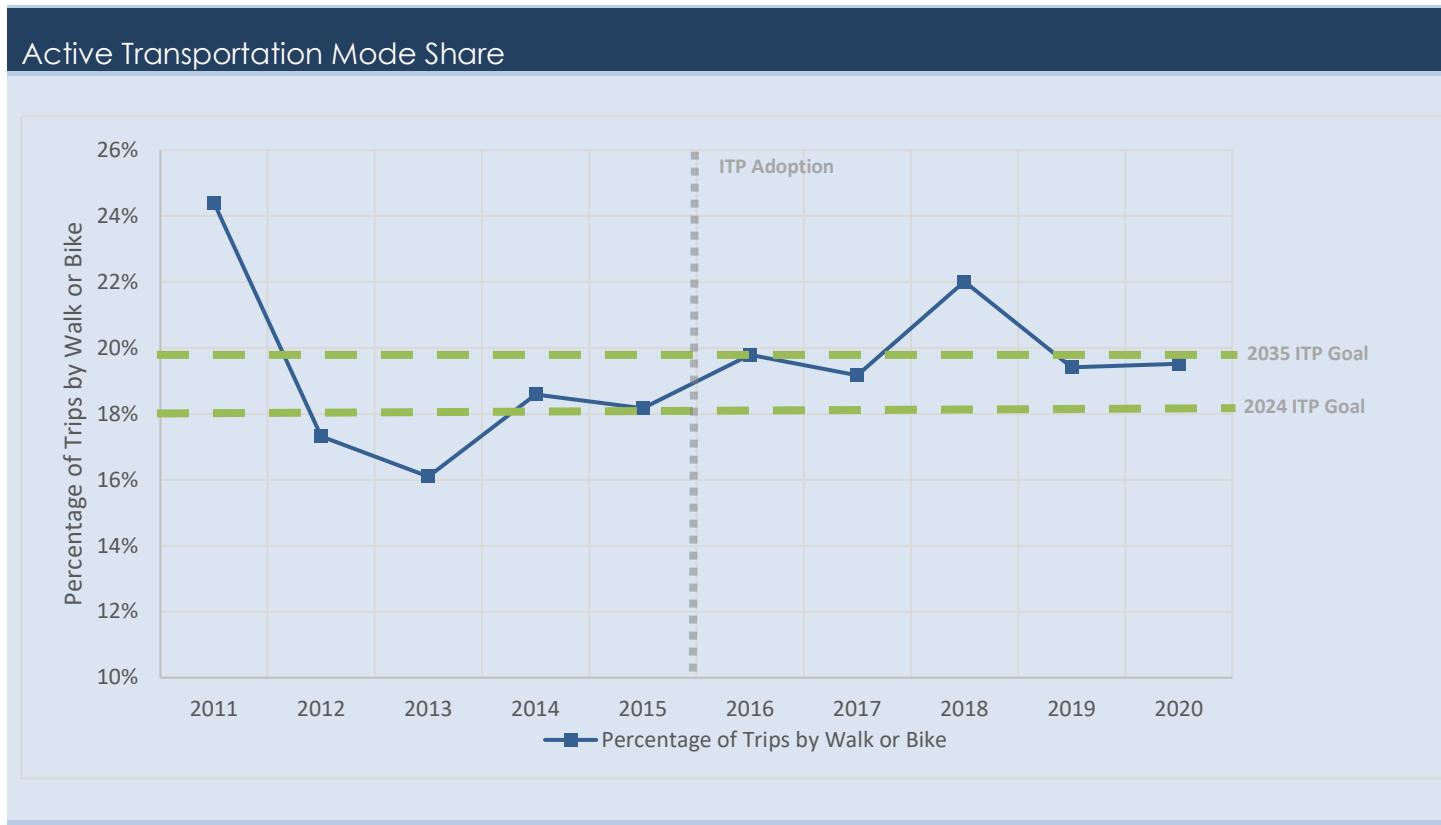


Source: START

Active Transportation Mode Share

Active Transportation Mode Share measures the percentage of trips made by walking or cycling. The Integrated Transportation Plan identified active transportation mode share goals of 18% by 2024 and 20% by 2035.

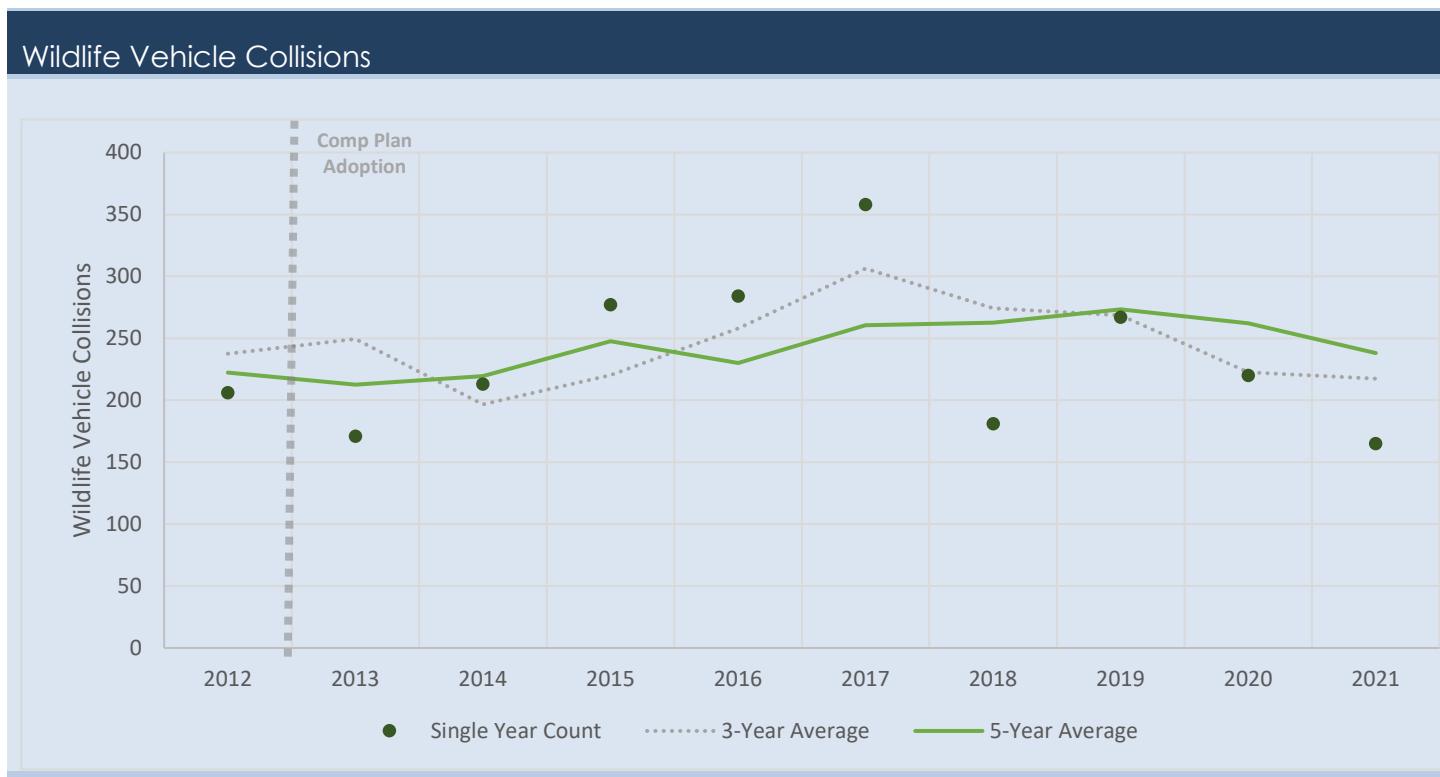
- Goal: $\geq 20\%$ by 2035
- Chapter 7: Multimodal Transportation
- Trends and Takeaways:
 - Interestingly, the active transportation mode share was relatively flat from 2019 to 2020, suggesting no major pandemic effects, despite the declines in transit ridership and vehicle miles traveled. 2021 data should provide additional insight into the pandemic's impact on active transportation.
 - After trending upward consistently from a low point in 2013, the active transportation mode share fell 2.5% from 2018 to 2020. This is still above the goal set in the ITP for 2024 but is back below the 2035 goal of 20%.
 - Additional data sources may be available for further review and assessment of the reliability of this data next year, as the Regional Transportation Planning Administrator looks to compile more robust transportation indicators in 2022.



Wildlife Vehicle Collisions

Wildlife vehicle collisions are an indicator measuring the impacts of physical development and transportation growth on wildlife movement. It is also a measurement of the community's ability to provide safe wildlife crossings. The WVC Indicator follows the biological year (May through April) rather than the calendar year.

- Goal: < 2012 level (206 collisions)
- Chapter 7: Multimodal Transportation
- Trends and Takeaways:
 - Following a steady increase in collisions from 2012-2017, the trend of the past 4 years has been downward, with both the 3-year and 5-year trendlines now indicating a shift. The decline in monthly average weekday traffic in 2020 may have effects on both the 2020 and 2021 collisions due to the overlap of the biological and calendar years. However, traffic rebounded in 2021 and next year's report should provide further clarity on the community's overall progress in reducing wildlife vehicle collisions.



Effective Population

Effective population indicates the day-to-day number of people in Teton County, considering not only permanent residents, but also commuters, seasonal residents, seasonal workers, and visitors. Effective population is an important indicator to monitor because it more accurately represents the number of people who are impacting community facilities and resources in Teton County, and is the number used when calculating per capita metrics. It is not tied directly to a Comprehensive Plan chapter goal.

The COVID-19 pandemic's widespread impacts on travel and commuter behavior, business closures and job losses, and other factors in our community have called into question the accuracy of the existing methodology for measuring effective population for 2020. Certain underlying assumptions in the model that were defensible prior to the pandemic may need to be reassessed moving forward, such as benchmarking second home occupancy rates to traditional lodging occupancy rates. The dramatic changes in jobs and employment brought about by the rapid closures in spring 2020 and the ensuing recovery also make 2020 a challenging year for analysis.

Planning staff has decided not to report a 2020 Effective Population or related per capita metrics in this year's report, due to a lack of confidence in the existing methodology to accurately capture 2020 effective population.

To analyze the accuracy of the existing methodology for 2020 Effective Population, staff reviewed additional community population data sources. The Jackson Hole Travel and Tourism Board (TTB) contracts with Placer.ai to monitor cell phone data in the Town of Jackson and the national parks to attempt to understand approximately how many people are in the community on a given day. Planning staff analyzed daily average changes in the TTB data from 2019 to 2020 by season to assess high level population effects of the pandemic in 2020:

- Town of Jackson Resident numbers increased 25% in summer, 10% in shoulder seasons, and 7% in winter
 - o These increases could reflect less travel by locals out of the community but also could indicate a higher or more consistent occupancy of second homes in Jackson in 2020 compared to previous years.
- Town of Jackson Visitor numbers decreased only 1.5% in summer, 20% in shoulder seasons (driven by the spring closures), and 13% in winter.
 - o Notably, lodging occupancy was down 16% in July 2020 compared to July 2019, however, the Travel and Tourism Board data suggests that visitors to Jackson declined at a significantly smaller rate in the same span. This may suggest increases in visitors occupying other types of accommodations, or even passing through Town but not spending the night in the community.

The population patterns that developed in 2020 diverged from the underlying assumptions of the current Effective Population methodology. It will be important to monitor the current methodology, TTB cellphone data, and other data sources in next year's Indicator Report to evaluate the Effective Population indicator moving forward. This will include determining if 2020 was an aberration or if post-2020 changes to travel, commute, and hiring patterns will have lasting effects that require the development of a new methodology for calculation of effective population.