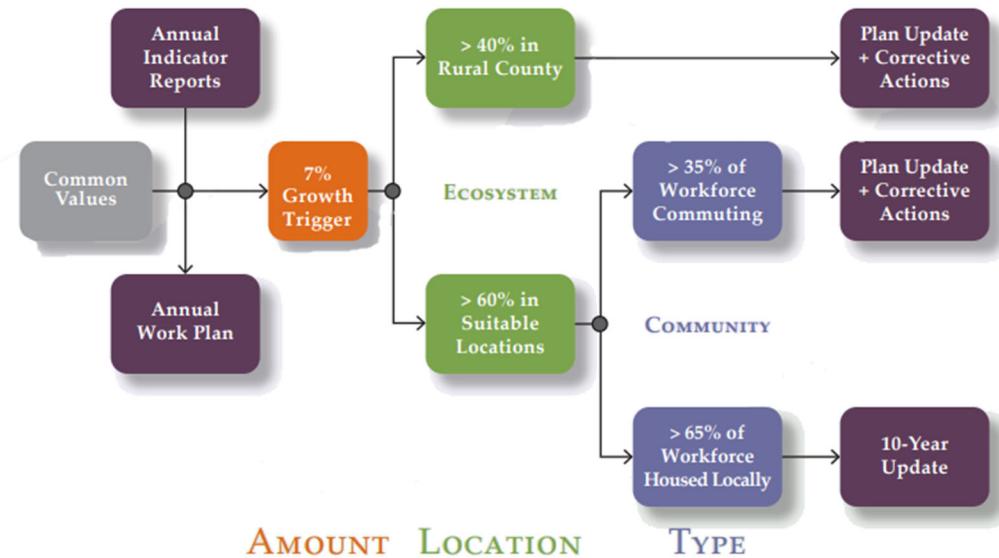




# 2024 Annual Indicator Report

March, 2024

# Adaptive Management Program



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 tracks a review trigger and key targets to identify when corrective action is needed. While Comprehensive Plan review is only triggered by 7% residential growth, an Indicator Report is produced every year to monitor community.



Growth in residential units is our trigger for Comprehensive Plan review because residential growth is relatively steady year to year and 7% growth allows for policy changes to be implemented before issues are rediscussed.

By tracking indicators tied to our Common Values, we can answer the question:

*Are we living our values?*

*Growth Management: Yes*

We are unequivocally living our growth management values. Since adoption of the Comprehensive Plan in 2012, 65% of development has been in Complete Neighborhoods – already developed areas with existing infrastructure. This protects habitat, scenery, and natural resources while providing needed housing for our community. Looking forward, 65% of units with a building permit and 61% of unbuilt potential is in Complete Neighborhoods as well. It took 7 years for policy change to affect physical change, but the location of development has successfully shifted.

In addition to building in the right place, 32% of housing units built since 2012 have been permanently protected for the workforce. Looking forward, the more permanently affordable and workforce units are in the pipeline than ever before. This has allowed us to maintain a steady 60% local workforce since 2012 despite job and housing cost growth, but not climb back to the goal of 65% (2006 level). The 2016 shift in approach to housing has nearly tripled the production of permanently protected units compared to the 7 years prior.

It appears very likely that the 2026 Indicator Report will trigger a Comprehensive Plan review, which will show growth in the desired location and a maintenance of a 60% local workforce, if not the desired rebound to 65%.

### *Ecosystem Stewardship: Partially*

We continue to excel in land conservation. In addition to building new units in the right place, we are conserving more habitat, scenery, and open space than we develop.

Regarding other aspects of ecosystem stewardship, we have room to improve. Greenhouse gas emissions continue to rise in total and per capita, despite aspirations to the contrary. The soon to be adopted Water Quality Management Plan also identifies several water quality improvements. But adopting a plan for improvement and supporting its implementation bodes well for future success as we have seen with our growth management and housing action efforts.

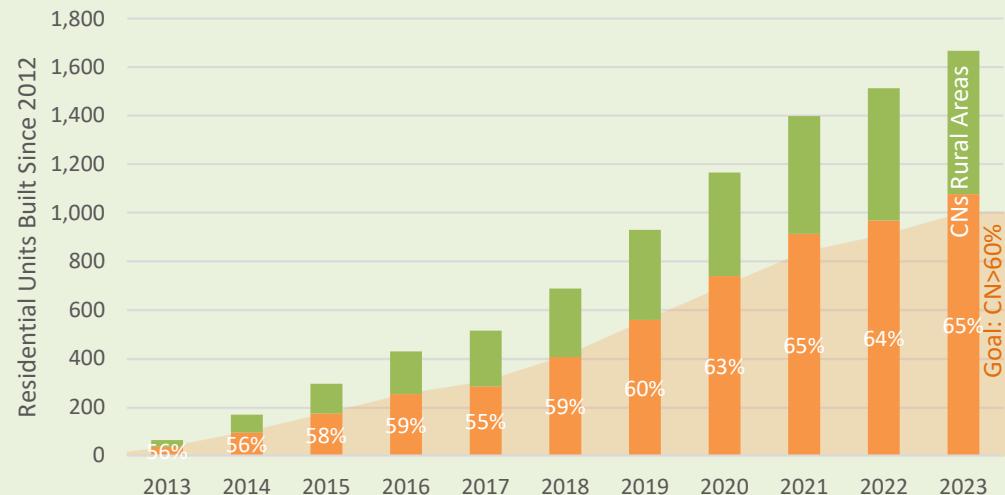
### *Quality of Life: Partially*

As mentioned above, efforts to provide housing opportunities have successfully maintained a local workforce, stopping but not reversing the pre-2012 local workforce decline. The Housing Needs Assessment calls for continued production of permanently protected units if we hope to meet the demand from job growth and pending retirement. Please see the [Housing Supply Plan \(HSP\)](#) for more detail.

While we are rising to the challenge of housing production, wealth growth in the community continues to drive up the price of housing and housing stress remains pervasive in studies of community health. Jobs and wages continue to grow, but not enough to make housing (or childcare, see [HSP](#)) affordable to local workers without additional support.

We have not achieved the transportation mode prioritization or mode shift goals identified in the Integrated Transportation Plan. However, dedication of resources through the [Regional Transportation Work Plan](#) is a step toward future success. Other service level goals have not been identified for monitoring.

### **Ecosystem Target: Residential Growth in Complete Neighborhoods**



At least 60% growth in Complete Neighborhoods indicates protection of natural and scenic resources in Rural Areas and increased ability to provide service to new units.

Source: Teton County and Town of Jackson Building Permits

### **Community Target: Maintenance of a Local Workforce**

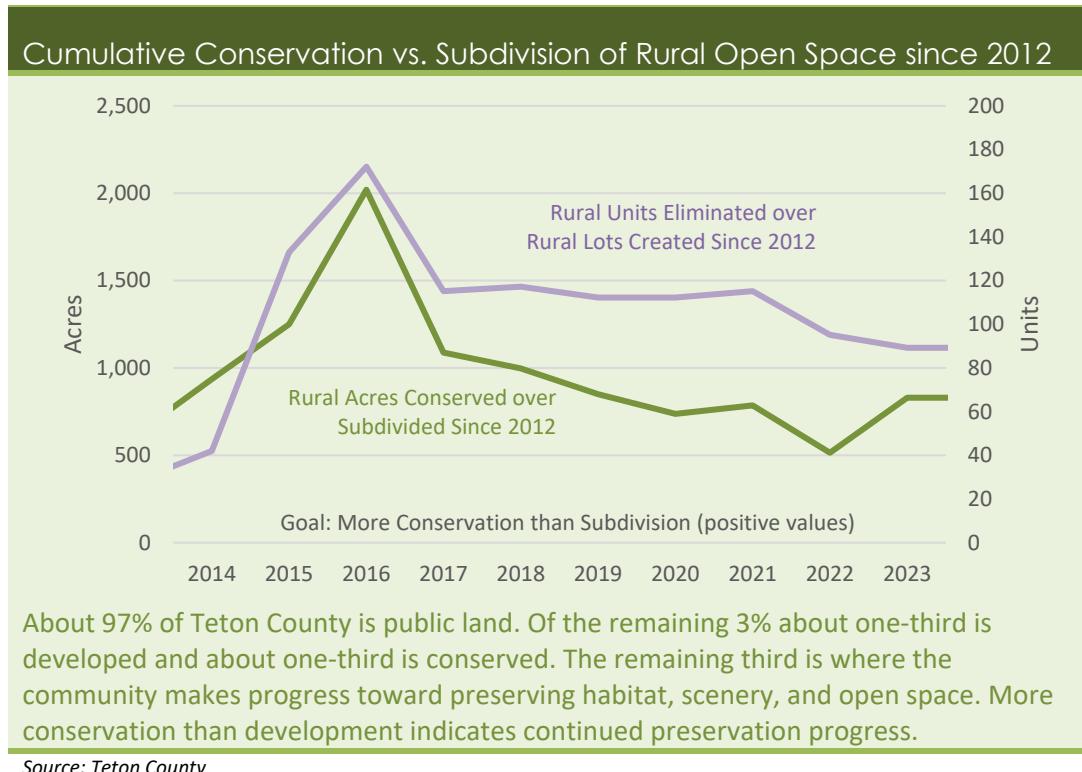


Maintenance of a local workforce indicates balance between job and housing growth and the ability of the community to provide for one of its most basic needs – shelter.

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

# Common Value 1: Ecosystem Stewardship

Preserving and protecting the area's ecosystem is the core of our community character and economy. As a result, we must monitor our impacts to ensure our growth does not compromise the health of the ecosystem. Since adoption of the Comprehensive Plan in 2012, we have achieved our location of growth goals, but not our greenhouse gas (GHG) emission goals. We are just setting our water quality goals and beginning to monitor air quality and health of native species.



Land conservation is how we have historically measured ecosystem stewardship, and where we continue to excel. With implementation of the Water Quality Management Plan and identification of other ecosystem stewardship indicators we will have a more holistic picture of our ecosystem stewardship in future years.

## What was new in 2023?

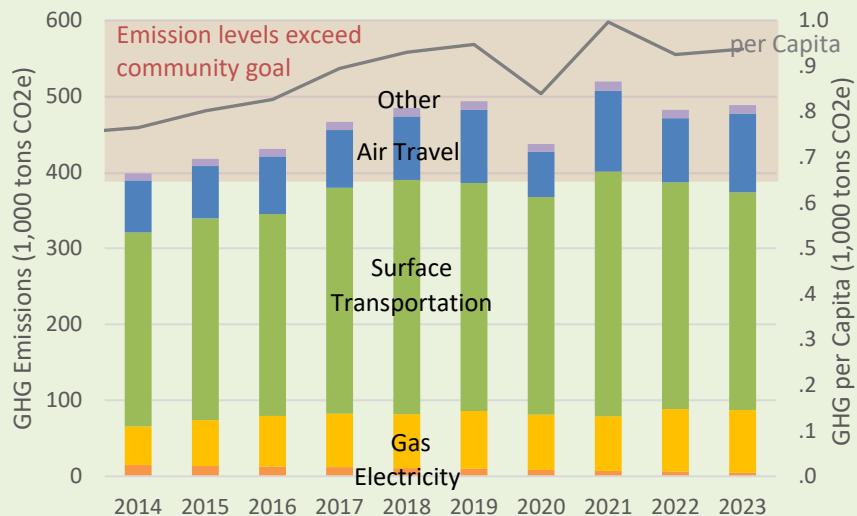
- 4 conservation easements totaling 327 acres were recorded on Fall Creek Road.
- GHG emissions are up because of an increase in air travel vs 2022 when the airport was temporarily closed.
  - 2023 emissions in other sectors are flat to 2022.
- The work that informed the Water Quality Master Plan can be incorporated into this report in future years.
- Progress is also being made on the identification of native species health and air quality indicators.

## Where are we in 2024?

- Conservation continues to outpace development in rural areas of habitat, scenery, and natural resources.
- Exempt land divisions, especially family divisions, continue to be the primary form of rural subdivision.
- As noted in the Growth Management section, actual and potential development remains concentrated in Complete Neighborhoods, out of habitat and scenery.
- GHG emissions remain well above the Comp Plan goal of 2012 levels, and nowhere near the Town goal of net zero.
- Per capita GHG emissions are also up, indicating that the emissions growth is a function of growing consumption, in addition to population growth.
- Wildlife vehicle collisions (see p.10) remain relatively flat, varying with valley snowfall. Implementation of the Wildlife Crossings Master Plan should have a positive impact.



## Greenhouse Gas Emissions



Climate change as the result of greenhouse gas (GHG) emissions is one of the greatest threats to the health of native species. Limiting GHG emissions limits our contribution to climate change while we become more resilient. Per capita emissions indicate whether emissions are a function of more people or more consumption per person.

Source: Lower Valley Energy, WYDOT, Jackson Hole Airport

## Water Quality

The Water Quality Management Plan includes historical data and monitoring plans. Also, the Town Ecosystem Stewardship Administrator is developing an annual Ecosystem Health Report that will include water quality indicators.

Source: TBD

## Health of Native Species

The Town Ecosystem Stewardship Administrator is developing an annual Ecosystem Health Report that will include native species indicators.

Source: TBD

## Air Quality

The Town Ecosystem Stewardship Administrator is developing an annual Ecosystem Health Report that will include air quality indicators.

Source: TBD

## Access to Natural & Scenic Resources

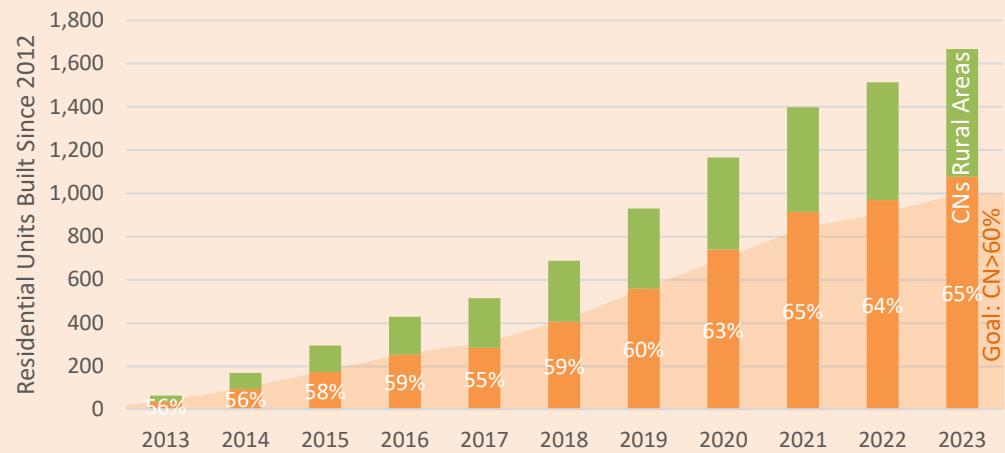
Indicator methodology yet to be established

Source: TBD

# 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. We monitor the amount, location, and type of growth to ensure we are getting, and will continue to get, what we have planned for. We are achieving our goals for location and type of growth without having to increase the overall amount of growth allowed.

## Location of Actual Residential Growth since 2012



At least 60% growth in Complete Neighborhoods indicates protection of natural and scenic resources in Rural Areas and increased ability to provide service to new units

Source: Teton County and Town of Jackson Building Permits

In 2023, 154 units were added. This is a rebound from the 2022 slow down related to COVID construction delays. The pipeline indicates that the rebound will continue. We met our goal of building 60% of new units in complete neighborhoods in 2019; and as of 2023, 65% of units have been built in the areas identified for growth. Our vision is to shift the location and type of growth without increasing overall growth. To do this, units removed from rural areas were used to fill a workforce housing incentive pool. Tools that draw from the pool will expire when the pool is empty.

## What was new in 2023?

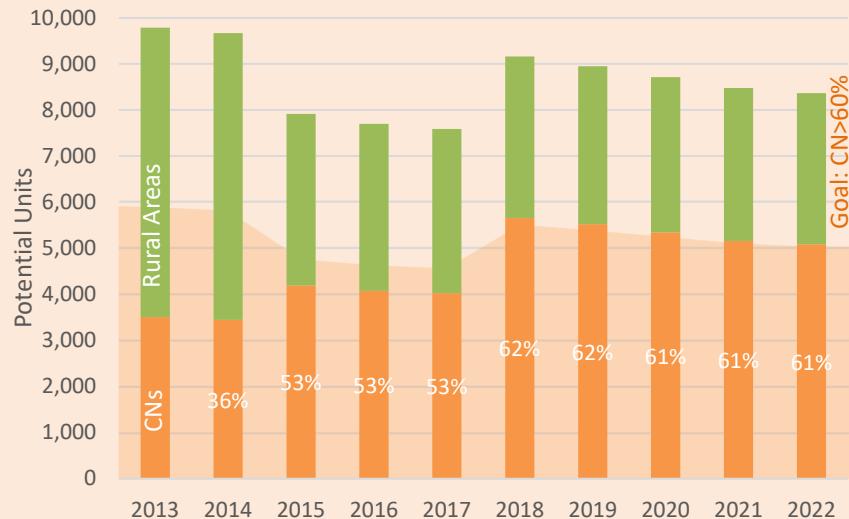
- The workforce housing pipeline is at a new peak, driven by all-time high for both affordable and workforce permanently protected unit applications.
- Approval of Northern South Park drew 1,319 units out of the workforce housing bonus pool (March 2024).
- The County added industrial potential to the BP.

## Where are we in 2024?

- 65% of units built since Comp Plan adoption have been in Complete Neighborhoods (55% 2002-2012).
  - 51% of units have been built in Town.
- The increase is a function of reduction in the annual number of units built in rural areas of habitat, scenery, and open space (72 to 54); coupled with an increase in annual Complete Neighborhood units (91 to 98).
- 61% of zoning potential is in Complete Neighborhoods
- With approval of Northern South Park the workforce housing bonus pool has 555 units remaining.
  - Current applications would draw another 234 units if approved. Pre-application has been requested for another 89 units. (Leaving 232 units if all approved)
  - At current application rates the pool will be drawn nearly dry by the next Comp Plan review.
- Since 2012, allowed nonresidential, nonlodging floor area has increased by 134,365 sf, exceeding our goal not to increase potential by less than 1%.
- Since 2012, allowed lodging has decreased by 228 units, meeting our goal of no increase.
- The percentage of jobs, homes, and educational floor area in Town has been flat for 5 years.



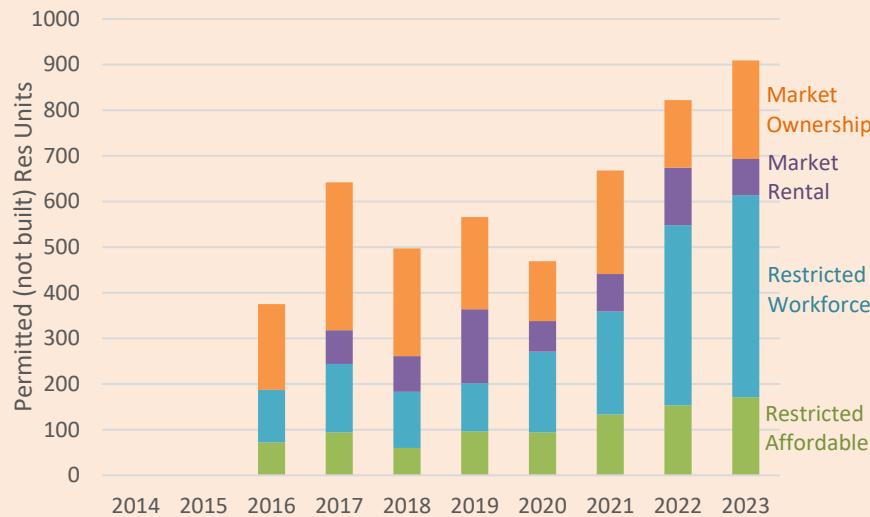
## Location of Potential Residential Growth



Potential growth is equal to the calculation of what could be built under the LDRs minus what already exists. It indicates where future growth will occur.

Source: Teton County and Town of Jackson

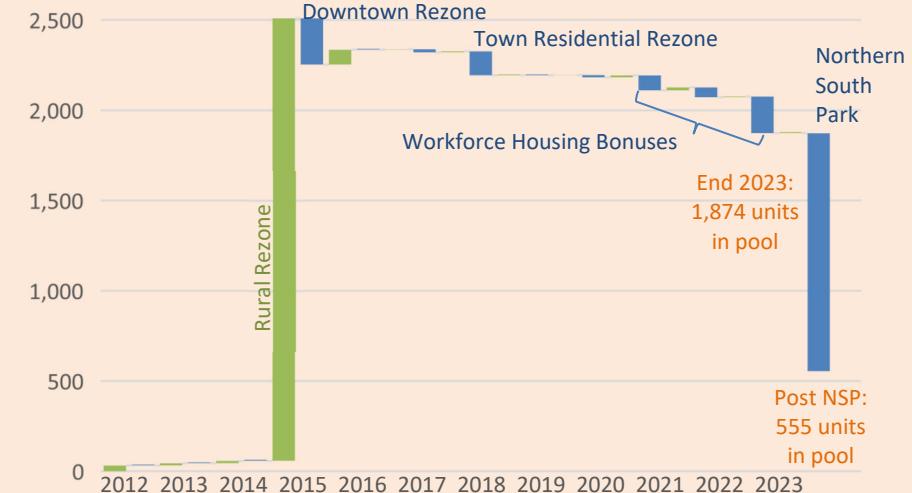
## Workforce Housing Pipeline



The workforce housing pipeline is a leading indicator of the amount, location, and type of growth we will see in the next 1-5 years. The pipeline grows with more applications, but also longer review and construction times per unit.

Sources: Jackson/Teton County Housing Department, Jackson/Teton County Building Permits

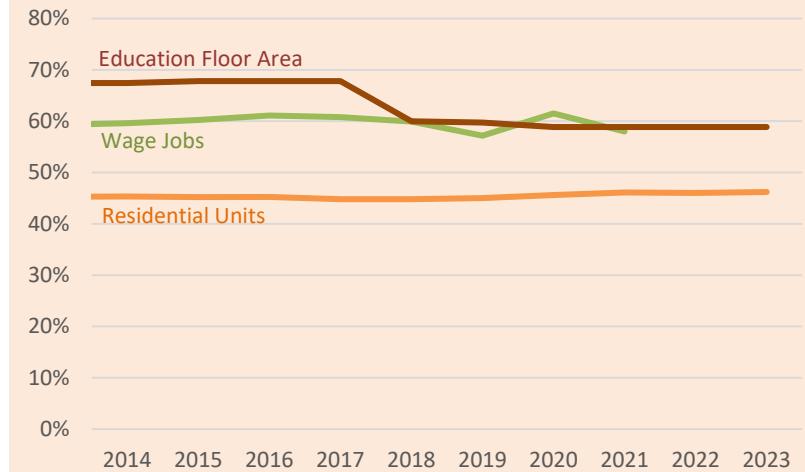
## Bonus Incentive Pool Additions & Draws 2012-Today



The Town and County each have workforce housing incentives that allow bonus density. To meet the Comp Plan goal of not increasing allowed development, the bonuses draw out of a capped pool. Units are added to the pool (green) by conservation or downzone; they are drawn from the pool (blue) by upzone or use of a bonus tool.

Source: Teton County and Town of Jackson

## Town Jobs, Housing, Shopping, Education, & Cultural Activity

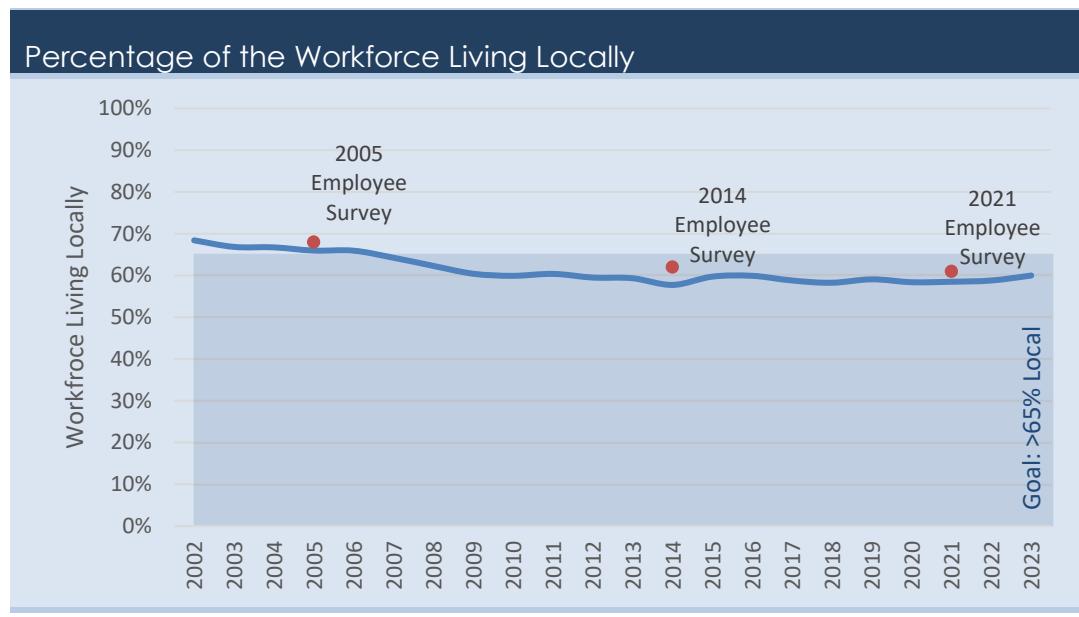


Maintaining the proportion of jobs, housing, shopping, education, and cultural activity in Town indicates maintenance of Town as the Heart of the community.

Source: Jackson/Teton County Building Permits, LEHD

# Common Value 3: Quality of Life (Housing, Economy, Level of Service)

Our third Common Value – Quality of Life – protects our wellbeing. 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. Through great effort, we have maintained a local workforce in the face of job growth and significantly decreased affordability.



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

The percentage of the workforce living locally is our indicator of quality of life because it encompasses the jobs housing balance, our ability to overcome decreasing affordability, and our ability to provide a basic need for the economic contributors of the community. We have maintained 60% of the workforce living locally since 2012, but not recovered from the 2002-2012 decline. This is due to efforts to provide significantly more housing opportunities, and likely supported by the growth in higher paying finance and real estate jobs during the pandemic.

## What was new in 2023?

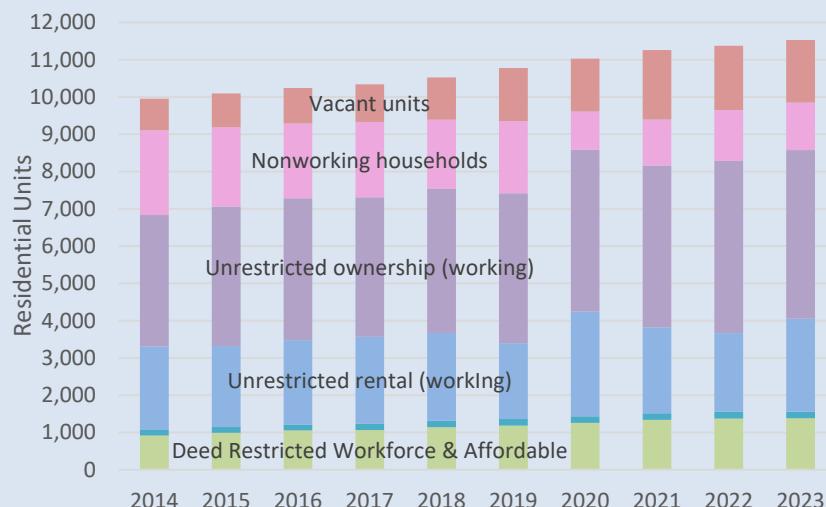
- The percentage of units occupied by the workforce (market or restricted) continues to grow and reached 74% in 2023.
- Lodging occupancy seems to have returned to 2014-2019 trends after the volatility of the pandemic.
- The 2020 increase in long-term rental and drop in vacant second homes have each returned to pre-pandemic levels.
- Recreation, accommodations, and service jobs have recovered to pre-pandemic levels.

## Where are we in 2024?

- There are fewer units occupied by nonworking households such as retirees, and more units that are second homes – held vacant on purpose. This may just be a refining of the Census Bureau dataset, but is worth watching.
- Relatedly, we have yet to see the housing demand from retirement projected in the 2021 housing needs assessment; it would be indicated by growth in vacant units or nonworking households and a corresponding drop in unrestricted working ownership households. It may still be coming and is worth watching.
- Winter and shoulder season lodging occupancy has grown 11-17 percentage points since adoption of the Comp Plan and creation of the TTB.
- Job growth in the information, finance, insurance, and real estate sectors continues to be strong.



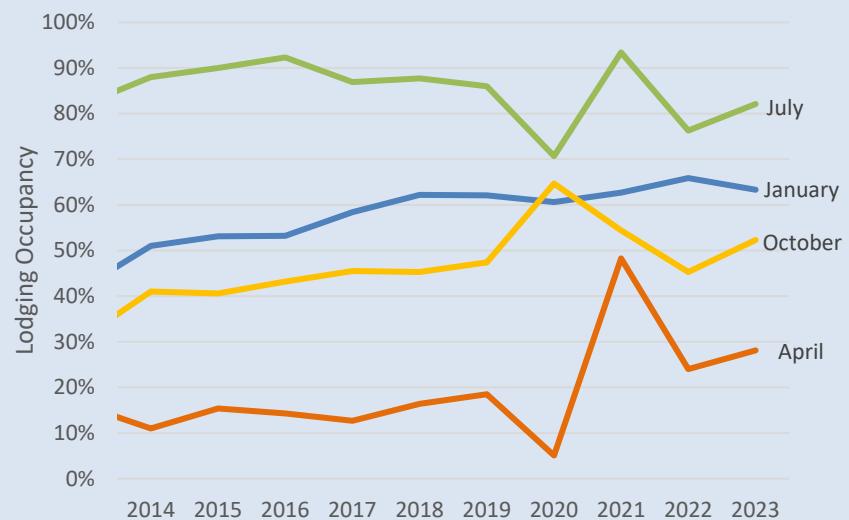
## Housing Stock Profile



Our housing stock profile allows us to track how units are being occupied to understand whether we are achieving the right type of growth.

Sources: Teton County Housing Department, 5-Year ACS

## Lodging Occupancy by Season



Lodging occupancy by season is an indicator of the strength and stability of the tourist economy and is still a strong predictor of economic activity.

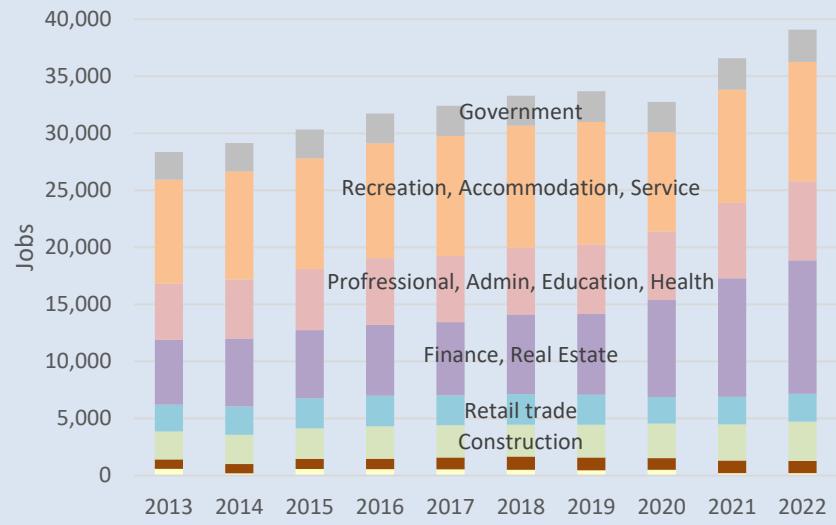
Source: Jackson Hole Chamber of Commerce

## Level of Service

Indicator methodology yet to be established

Source: TBD

## Jobs by Industry

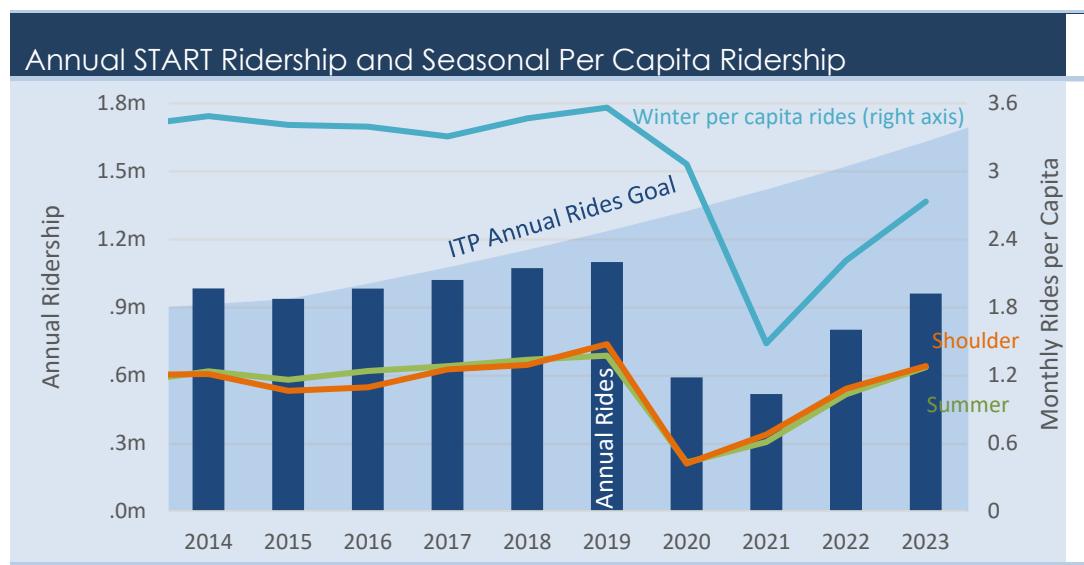


Jobs by industry indicates the diversity of our economy.

Source: Bureau of Economic Analysis

# Common Value 3: Quality of Life (Transportation)

The community's goal is that travel by foot, bike, or transit will be more efficient than by single occupancy vehicle. Increasing transit ridership is the primary method identified in the Integrated Transportation Plan (ITP) for reducing vehicle miles traveled in the community. However, the aggressive transit goals in the ITP were severely impacted by the pandemic. As a result, traffic continues to grow at expected, or greater, rates because mode shift has not yet occurred.



Source: START

Future reports will look at travel time by mode share as the primary indicator of implementation of our mobility vision to prioritize modes other than the single-occupancy vehicle. For now we look at START ridership and active transportation to indicate whether we are making alternate mode choices. The ITP also identifies the traffic volumes that represent design and construction benchmarks on our major corridors. Highway 22 remains past due for improvement. Summer weekday traffic is used as the benchmark because it is the peak, but it does not always reflect winter experiences.

## What was new in 2023?

- Per capita START ridership in summer and shoulder has nearly recovered to pre-pandemic levels.
- Per capita winter START ridership had only made back about half of its pandemic loss in winter 2023, but is looking stronger in winter 2024.

## Where are we in 2024?

- Walking and biking continue to account for over 20% of trips and are trending up.
- Wildlife vehicle collisions vary with snowfall but are at about the level they were at 10 years ago; implementation of the wildlife crossings master plan will hopefully lead to a decline.
- The corridor improvement benchmark charts show the average summer weekday traffic along with traffic benchmarks for engineering or improvement design (orange) and construction (red). They also show projected growth with and without implementation of ITP mode shift.
  - North highway 89 traffic is growing faster than expected even without mode shift
  - Highway 22 traffic is growing faster than was expected even without mode shift.
  - Moose-Wilson Road summer traffic was impacted by roadwork being done in the summers of 2022 and 2023.



## Travel Time by Mode

The source of this information would be subscription to a data provider (such as HERE or Inrix) or calling the Google API. The Regional Transportation Planning Administrator is identifying the best and most cost-effective source.

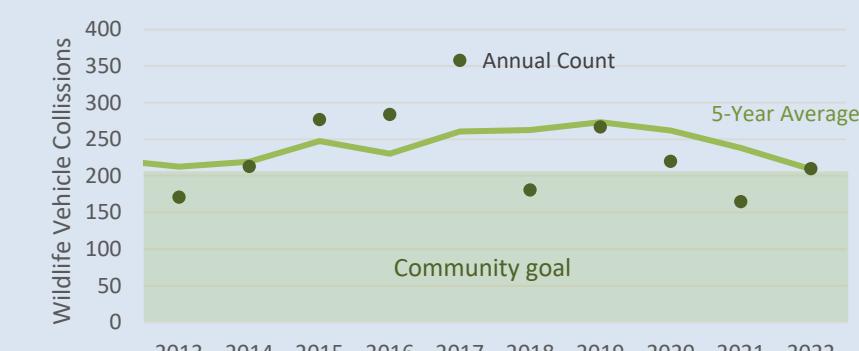
Source: Google

## Active Transportation Mode Share



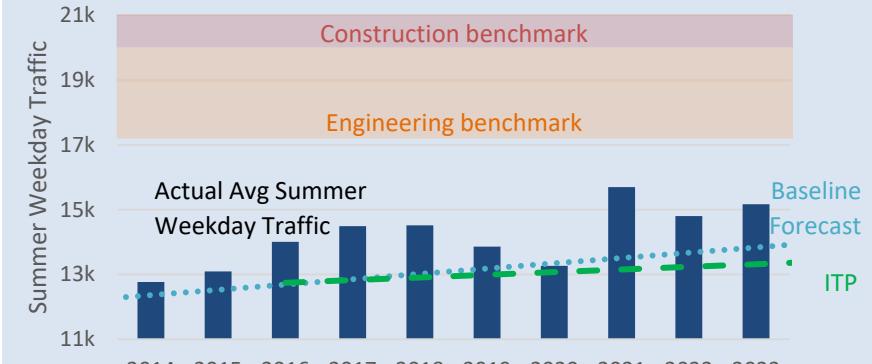
Source: American Community Survey

## Wildlife Vehicle Collisions



Source: Jackson Hole Wildlife Foundation

## North 89 Corridor Improvement Benchmarks



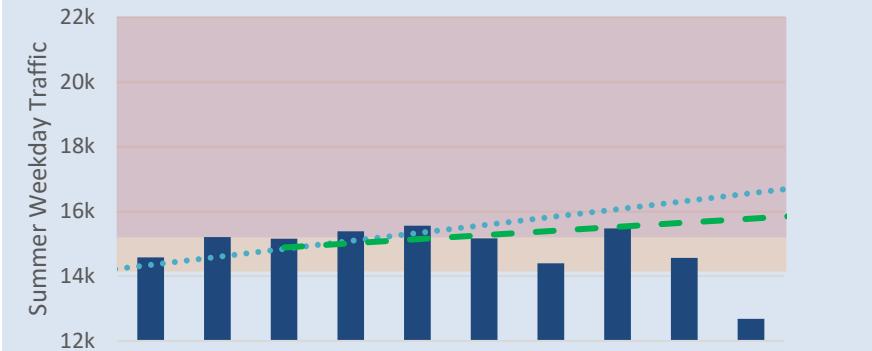
Source: WYDOT

## WY 22 Corridor Improvement Benchmarks



Source: WYDOT

## Moose-Wilson Corridor Improvement Benchmarks



Source: WYDOT

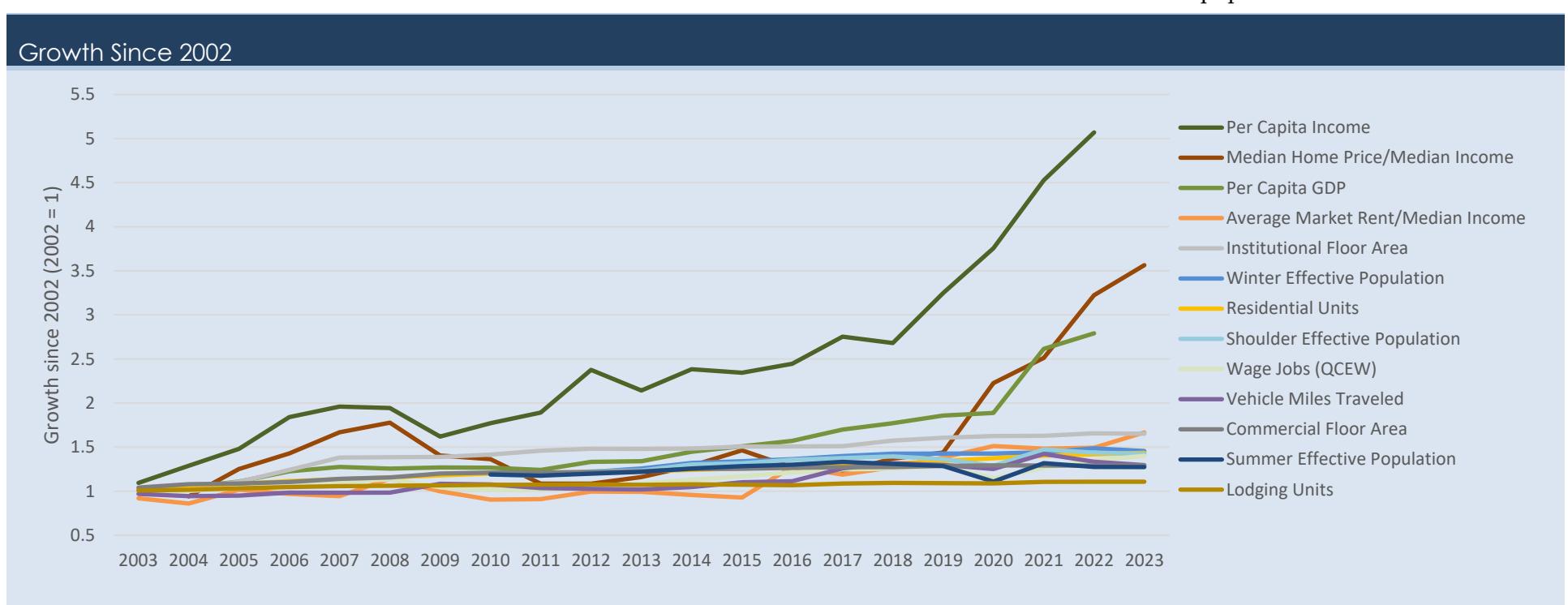
# Common Value 3: Quality of Life

## Growth Rate Comparison

Relative growth is an indicator of how the community is changing. Comparing how aspects of the community change are correlated inspires implementation ideas and questions that help the community progress. Using a 2002 baseline for the primary chart provides visual context for the enormous wealth growth that has occurred in the past 20 years, and a reminder that the wealth growth did not start with the pandemic period, even if it accelerated during the pandemic. Since 2012 the fastest growth has been in home cost, per capita income, GDP, and rent cost. Job and traffic growth have tracked together since 2012 and significantly outpaced physical development and population growth.

### What was new in 2023?

- Prior to 2015, rent was relatively flat to wages; since 2015 the cost of rent has grown significantly. Rent is the largest cost of living and rent cost should be monitored.
- Job and traffic growth have outpaced residential and nonresidential growth.
- The gap between job/traffic and population growth may be non-overnight tourist activity, which is not included in effective population



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.

