MEMORANDUM

TO: Aspen Planning and Zoning Commission

FROM: Jessica Garrow, Long Range Planner

THRU: Jennifer Phelan, Acting Community Development Director

RE: **710/720 S Aspen Street – Planned Development Detailed Review Amendment, Commercial Resign Review Amendment, GMQS Reviews for Commercial Space and Affordable Housing, Conditional Use Review**
Resolution No.___, Series of 2015

MEETING DATE: March 1, 2016

APPLICANT /OWNER:
Lift One Lodge Aspen, LLC

REPRESENTATIVE:
Sunny Vann, Vann Associates, LLC

LOCATION:
710/720 S Aspen Street

CURRENT ZONING:
Lodge (L) Zone District with a Planned Development Overlay

SUMMARY:
The owners of the Lift One Lodge request land use reviews to change the architecture and internal configuration of the approved project.

Photo: Lift One Lodge location, looking south east.

STAFF RECOMMENDATION:
Staff recommends in favor of the change in use from private club space to commercial net leasable space, and recommends revisions to the architecture.

REQUEST OF THE PLANNING AND ZONING COMMISSION: The Applicant is requesting the following land use approvals from the Planning and Zoning Commission. Please note that this is an amendment to an approved and vested project and is subject to the provisions in the 2005 Land Use Code.

- Commercial Design Review Amendment (Chapter 26.412, and the Commercial Design Guidelines) for an amended design of a mixed-use lodge building. (The Planning and Zoning Commission is the final review authority. City Council has the option to call-up the decision.)

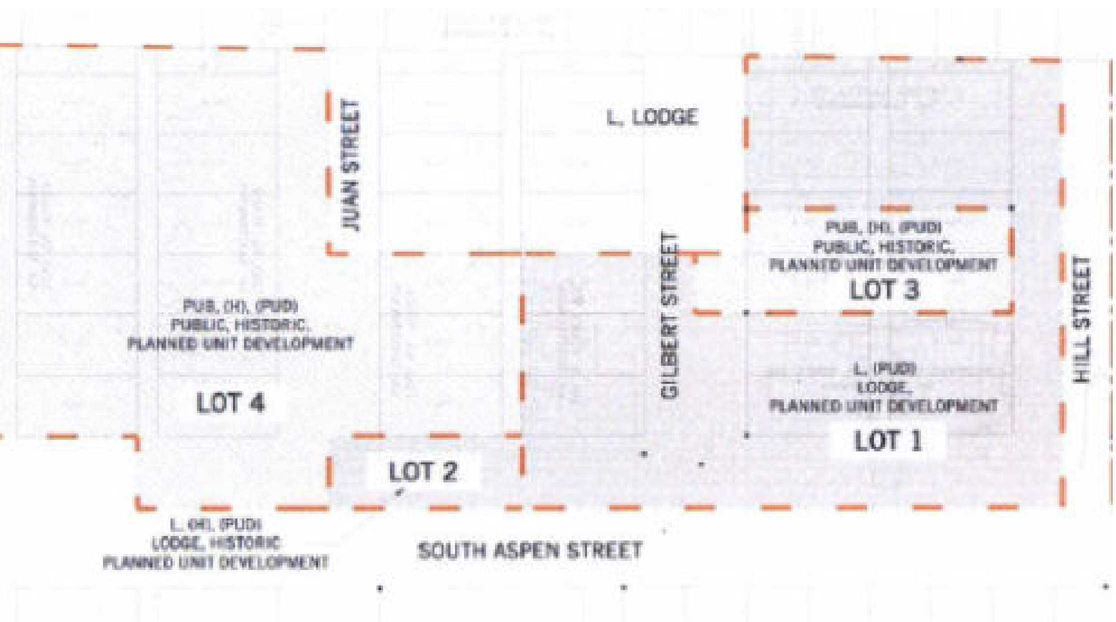
- A Planned Development Detailed Review Amendment (Chapter 26.445) to amend the design and internal configuration of an approved lodge. (The Planning and Zoning Commission is the final review authority.)

- GMQS Reviews (Chapter 26.470) for commercial and affordable housing development and allotments. (The Planning and Zoning Commission is the final review authority.)

- Conditional Use Review (Chapter 26.425) for commercial space as part of the lodge. (The Planning and Zoning Commission is the final review authority.)

BACKGROUND: In 2011, the Lift One Lodge project was approved by Ordinance 28, Series 2011. The approvals consisted of a four lot subdivision – Lot 1 containing a lodge and ski corridor, Lot 2 containing affordable housing in a rehabilitated Skiers Chalet Steakhouse, Lot 3 containing the historic Lift 1, and Lot 4 containing a relocated and rehabilitated Skiers Chalet Lodge to house an Aspen Historical Society Museum. The project was reviewed and vested in the 2005 land use code. Current vesting runs through November 28, 2018. Figure 1 shows the approved Lots. Only Lot 1 is the subject of this amendment.

Figure 1 – approved Lots 1-4 of Lift One Subdivision



Ordinance 28, Series 2011 included easements to the Aspen Skiing Company, the City of Aspen, and the property owners through Lots 1, 3, and 4 "for the purposes of constructing, operating, and maintaining a surface lift and other associated improvements necessary for uploading skiers from Willoughby Park to a point south of Lot 1 such that a skier could access Lift 1A or a relocated Lift 1A" (Section 1.1.a) and "for the purposes of constructing, operating, and maintaining a skiing corridor and associated improvements and operations necessary for skiing, including creating and maintaining acceptable snow surface conditions for skiing" (Section 1.1.b). These easements were subsequently recorded as part of the Development Agreement and Subdivision Plat, and are not proposed to change in this application. This means the skier access that was part of the original approval is being maintained and is unchanged.

A number of rights-of-way were vacated as part of the original approval. Rights-of-way are typically not included in the calculation of Net Lot Area for Floor Area calculations. The

Ordinance expressly stated that the vacated rights-of-way on Lots 1 and 2 were to be included in the calculation of Net Lot Area to offset the Ski Corridor Easement (Section 8).

Heights for the Lodge portion of the project were approved using interpolated natural grade and range from 34.60 feet to 56.00 feet.

The original approval included 5,263 sq ft of commercial net leasable space, which consisted of a 2,429 sq ft reconstruction credit and a 2,834 sq ft commercial growth management allotment. This space generated 8.77 FTEs. The lodge component and free-market residential component are not proposed to change. These spaces generated 23 FTEs and 3.35 FTEs, respectively. The original approval generated a total of 35.12 FTEs[1].

During the original approval process, the applicant committed to providing employee housing mitigation at 100% rather than the code required 60%. Ordinance 28 requires 16 FTEs be mitigated on-site through the provision of 8 dorm units on Lot 2, and allows the remaining 19.12 FTEs to be mitigated through a combination of off-site units, cash-in-lieu, and affordable housing credits.

The approved project consists of the following use mix:

Lot 1 – Lift One Lodge

- Multi-story building connected subgrade with 2 separate above grade wings.
- 22 timeshare units with 84 keys or rentable divisions. Each unit is divided into 1/8th interests for a total of 176 owner interests.
- 5 free-market units
- 163 subsurface space parking garage, with 50 spaces reserved for the public as replacement of lost parking on S Aspen St and Willoughby Park.
- 5,263 sq ft commercial net leasable space

Lot 2 – Skiers Chalet Steakhouse

- 8 dormitory-style units providing housing for 16 employees

Lot 3 – Lift One Park

- Public Park with one lift tower of the historic Lift 1 apparatus.
- Subgrade parking (park of Lot 1's subsurface parking garage).

Lot 4 – Willoughby Park

- A public park with terminal and wheelhouse for the historic Lift 1
- Historical Society Museum in the original Skiers Chalet Lodge
- Skier drop-off area
- Ski area operations

The proposed project amendment only involves the approvals for Lot 1. No changes are proposed for Lots 2, 3, or 4.

[1] 23 lodge FTEs + 8.77 commercial FTEs + 3.35 free-market residential FTEs = 35.12 total FTEs

PROPOSAL: The applicant proposes amendments to the lodge building approved on Lot 1, including architectural changes to the building and converting "associated lodge" spaces to commercial net leasable. The proposal does not increase the floor area or heights of the approved building, and in many locations results in lower building heights. In addition, the applicant proposes setback changes to the lodge – all but one setback is proposed to increase so there are larger setbacks than in the approved project. The drawings in Exhibit C.1 show the proposed changes to height and setbacks. Table 1, below, outlines the dimensions that are proposed to change as part of this amendment.

Table 1, Approved vs Proposed Lot 1 Dimensions

	Approved Dimensions	**Proposed Dimensions**
Minimum Lot Size	41,258 sq ft	41,268 (changes because of surveying error)
Lot Area for Density	19,296 sq ft	No Change
Lot Area for Floor Area	38,954 sq ft	No Change
Lodge Unit Density Standard	537 sq ft per unit	No Change
Minimum Lot Area per Dwelling Unit (free-market)	3,859 sq ft	No Change
Minimum Lot Area	19,296 sq ft	No Change
Minimum Lot Width	265 ft	No Change
Minimum Front Yard Setback	East Wing: 1 ft West Wing: 4 ft	East Wing: 0.42 ft West Wing: 6 ft
Minimum Side Yard Setback	East Wing North: 1 ft East Wing South: 1 ft West Wing North: 2 ft West Wing South: 3 ft	East Wing North: 6 ft East Wing South: 4 ft West Wing North: 5 ft West Wing South: 4 ft
Minimum Rear Yard Setback	East Wing: 12 ft West Wing: 1 ft	East Wing: 12.67 ft West Wing: 2 ft
Maximum Height	Per height Plan* East Wing: 34.6 – 44.4 ft West Wing: 37 - 56 ft *measured from interpolated grade	Per height Plan* East Wing: 29.3 – 43.75 ft West Wing: 24.9 - 53 ft *measured from interpolated grade
Total Floor Area	1.95:1, 76,141 sq ft	1.95:1, 76,123 sq ft
Lodge Floor Area	1.16:1, 45,129 sq ft	1.16:1, 45,118 sq ft
Commercial Floor Area	0.15:1, 5,698 sq ft	0.13:1, 5,220sq ft
Non-Unit Space Floor Area	0.31:1, 12,206 sq ft	0.33:1, 12,684 sq ft
Free-Market Residential Floor Area	17% of lodge FAR (0.33:1), 13,108 sq ft	17% of lodge FAR (0.33:1), 13,101 sq ft
Total Parking	163 spaces	163 spaces
Lodge Parking	42 spaces	66 spaces
Commercial Parking	6 spaces	24 spaces

Free-Market Residential Parking	5 spaces	5 spaces
Affordable Housing Parking	8 spaces	8 spaces
Public Parking	50 spaces	50 spaces
Private Lodge Members Parking	44 spaces	N/A
Other (Neighbors)	8 spaces	10 spaces

Commercial Space Changes: When the original approvals were granted, the project was owned by an entity associated with the Roaring Fork Club. As such, a number of internal spaces were to be associated with and made available exclusively to members of the Roaring Fork Club. These spaces were considered "associated lodge space" and were calculated in floor area, but did not count as commercial net leasable space because they technically were not open to the public. Because the property is under new ownership, the areas that were to be made available to the Roaring Fork Club are proposed to be repurposed as commercial net leasable space. This results in an increase of 18,413 sq ft of net leasable space, for a total of 23,676 sq ft of net leasable space in the project.[2] The applicant anticipates that the commercial space will include additional restaurant and retail spaces, spa space, locker rooms, and ski storage.

The applicant has committed to retaining the 100% employee mitigation commitment for the net increase in FTEs generated by this amendment when the code requires 30% mitigation. Complete mitigation calculations are included in Exhibit A.4. The increase in commercial space results in a net increase of 55.84 FTEs. The applicant proposes these FTEs be mitigated through a combination of off-site units, housing credits, and cash-in-lieu, consistent with the allowances in Ordinance 28, Series 2011.

The increase in commercial space also increases the parking required for the commercial space. The Land Use Code requires 1 parking space per 1,000 sq ft of commercial space. This results in 24 spaces required for the commercial component of the project.[3] The original approval included 44 parking spaces for members of the Roaring Fork Club. Because the Roaring Fork Club is no longer involved in the project, 18 of these spaces are proposed to be repurposed to meet the code required commercial parking spaces. The remaining 26 spaces are proposed to be repurposed for the lodge component and for neighbors. There is no decrease in total parking spaces provided in the sub-grade parking garage, and the changes meet the requirements of the code. Table 2, below, outlines the proposed parking reallocation.

[2] 18,413 sq ft new space + 5,263 sq ft in original approval = 23,676 sq ft
[3] 23,676 sq ft / 1,000 sq ft = 23.6 parking spaces, rounded to 24 spaces

Table 2, Approved vs Proposed Parking

	Approved Dimensions	**Proposed Dimensions**
Total Parking	163 spaces	163 spaces
Lodge Parking	42 spaces	66 spaces
Commercial Parking	6 spaces	24 spaces
Free-Market Residential Parking	5 spaces	4 spaces
Affordable Housing Parking	8 spaces	8 spaces
Public Parking	50 spaces	50 spaces
Private Lodge Members Parking	44 spaces	N/A
Other (Neighbors)	8 spaces	10 spaces

Design Changes: The applicant proposes changes to the overall architecture for the building. The basic form and scale of the buildings is maintained, while the treatment of the façade is amended to a more contemporary architecture. In addition, some rooftop deck space is proposed. The changes will not affect the skier's access easement. Approved materials include a stone base and wood cladding. The proposed design retains a stone base and wood cladding while introducing additional windows to the design. Figure 2 illustrates the approved architecture, and Figure 3 illustrates the proposed architecture. These are taken from approximately the same view angle.

Figure 2 – Approved Design, looking from southwest

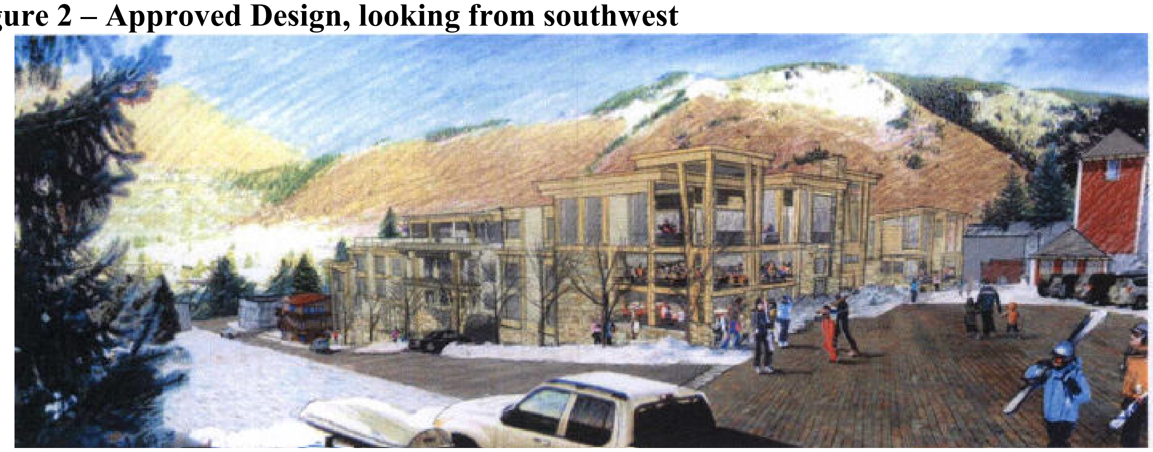


Figure 3 – Proposed Design, looking from southwest

STAFF COMMENTS: In general, staff is supportive of the proposed changes, particularly converting significant privatized space that was to be made available only to members of the Roaring Fork Club to commercial space available to the general public. The proposal does not increase the overall floor area of the project and maintains or reduces building heights. Staff recommends some changes to the architecture to be more consistent with the neighborhood. Staff comments on each required review is detailed below.

PLANNED DEVELOPMENT AMENDMENT: A Planned Development Amendment is required for the amended dimensions and design. While the overall massing of the building stays the same, there are larger setbacks in all but one setback and the height is the same or lower than what was approved. Staff believes the dimensional changes are consistent with the original approvals, and particularly supports the increased setbacks as they will provide some additional pedestrian relief, particularly along the Skier's easement between the two lodge wings. Staff does have concerns that the one setback decrease on the East Wing Front Setback (approved at 1 foot, proposed at 0.42 feet), is not large enough. Staff recommends that the setback remain 1 foot. This has been included in the Resolution.

In terms of design, the Planned Development review criteria requires the design to use materials that reduce the perceived scale of the building and enhance the visual interest of the façade. Staff is concerned that the new design is less alpine in nature than the previous design. As you go up the mountain, away from the commercial core, building designs tend to become more alpine in nature – pitched roofs, façade articulation, and less glass. While staff supports the design in terms of reducing overall heights, staff recommends the design be re-examined to better fit with the mountain context and the Skiers Chalet buildings.

COMMERCIAL DESIGN: A Commercial Design Amendment is required for the design changes that are proposed. The design is proposed to include a mix of rusticated metal, dressed stone, wood cladding, glass, and metal railings. The proposed materials are indicative of the use and the character of the area. As stated above, recommends more alpine elements in the design to better match the general character of the area, such as

- Additional façade articulation.
- A pitched roof on the eastern-most building.
- Sloping roof forms on the buildings.
- Less glazing and more of the proposed wood material

GROWTH MANAGEMENT: Growth Management Reviews are required for the additional commercial space. An allotment of 18,413 sq ft of net leasable space is requested. When combined with the FTEs generated by the other uses already approved in the project[4], this equates to 55.84 FTEs. The code requires 30% of new commercial FTEs to be mitigated, which would be 16.75 FTEs[5]. However, the applicant proposes to be consistent with the original project approval and agree to mitigate 100% of the net new FTEs generated. The original

[4] 5 free market units, 84 lodge bedrooms, and 5,263 sq ft of net leasable space were previously approved and are proposed to remain as part of the project.
[5] 55.84 FTEs x 30% mitigation rate = 16.75 FTEs

approval allowed any FTEs beyond the 16 housed in the Skiers Chalet Steakhouse to be mitigated through a combination of housing credits, off-site units, or cash-in-lieu payment. Complete employee generation and mitigation calculations are included in Exhibit A.4.

The Planning and Zoning Commission can approve the required mitigation method, after receiving a recommendation from the APCHA Board. The APCHA Board reviewed this application at their February 17th meeting and would like to see the cash-in-lieu option removed and potentially see some on-site units. The Board recommend that if on-site units are not feasible, that any off-site units be reviewed and approved by APCHA prior to acceptance as mitigation for the Lift One Lodge.

Staff recommends that the employee housing mitigation required by this amendment be satisfied through off-site units, housing credits, or cash-in-lieu (only for a fraction of an FTE), and that any off-site units be reviewed and approved by APCHA (and receive any required land use reviews) prior to issuance of the building permit for the lodge building. This requirement has been included in the Resolution. Per the original Ordinance, the 16 on-site units continue to provide the mitigation for the previously approved net leasable space, free-market units, and lodge bedrooms.

CONDITIONAL USE: A Conditional Use review is required for the proposed commercial spaces. All commercial spaces, including restaurants, retail, and spa/locker facilities are conditional uses in the Lodge (L) zone district. The amendment proposes commercial spaces that are typical of other lodges in town and in the Lodge zone district, including The St. Regis, Grand Hyatt, Sky Hotel, and Limelight. Staff supports the request, as the proposed commercial uses (restaurant, retail, spa, lockers, and rooftop bar) are typical amenities of a hotel in this area and will enhance the viability of the lodge and Aspen's resort economy.

RECOMMENDATION: Staff recommends continuation of the review to allow the applicant to make revisions to the building design.

PROPOSED MOTION: "I move to continue the public hearing for 710/720 S Aspen Street (Lift One Lodge) to March 15, 2016."

Or:

"I move to approve Resolution ____, Series 2016, approving amendments to the Lift One Lodge."

Attachments:
Exhibit A.1 – PD Review Criteria, Staff Findings
Exhibit A.2 – Commercial Design Review Criteria, Staff Findings
Exhibit A.3 – Conditional Use Review Criteria, Staff Findings
Exhibit A.4 – GMQS Review Criteria, Staff Findings
Exhibit B – Application
Exhibit C.1 – Planned Development Drawings
Exhibit C.2 – Planned Development Renderings

Exhibit D – Public Comment – includes all letters received through February 23, 2016
Exhibit E – APCHA Recommendation
Exhibit F – Draft P&Z Meeting minutes from 2/2/2016