

AGENDA

**JOINT WORK SESSION
CITY OF ASPEN PLANNING AND ZONING COMMISSIONS &
PITKIN COUNTY PLANNING AND ZONING COMMISSION
Rio Grande Meeting Room
Aspen, Colorado**

January 12, 2010

4:30 PM WORKSESSION

1. Review of the Aspen Area Community Plan update
 - a. Review of Managing Growth – Goals & Action Items

7:30 PM ADJOURN WORKSESSION

MEMORANDUM

TO: City of Aspen Planning and Zoning Commission;
Pitkin County Planning and Zoning Commission

FROM: Jessica Garrow, City Long Range Planner
Ben Gagnon, City Special Projects Planner
Ellen Sassano, County Long Range Planner

THRU: Chris Bendon, City Community Development Director
Cindy Houben, County Community Development Director

DATE OF MEMO: January 5, 2010

MEETING DATE: January 12, 4:30pm in Rio Grande

RE: Managing Growth & Economic Sustainability

BACKGROUND: It has been nearly a year since the AACP public process finished with the large group (aka “clicker”) meetings. Staff thought it would be appropriate to do a quick “year-in-review” of the process:

Jan – Feb 2009: The public process for the AACP update culminates in a series of large group meetings that draw over 400 community members.

Feb – Mar 2009: Based on the feedback received from the public process, staff wrote a draft document that then went to the P&Zs for review. After initial review, the P&Zs requested additional time to review the document, and began discussion of a new format for the draft plan.

April 2009: The P&Zs reviewed the Aspen Idea Chapter and made changes.

May – July 2009: The P&Zs reviewed the Environmental Sustainability Chapter using the new approach to formatting, and finalized the draft in late July. The P&Zs also began review of the Housing chapter and completed a philosophical discussion in June.

August 2009: Colorado Chapter of the American Planning Association awards the public process for the AACP update the Chapter’s 2009 Community Engagement Award.

August – December 2009: The P&Zs asked to review the Managing Growth and Economic Sustainability chapters before continuing review of the other topics, and agree to combine the two chapters into one.

September 2009: The city wins an “Award of Excellence for Community Participation & Community Visioning” from the City-County Communications & Marketing Association for the AACP public process.

SUMMARY OF DEC. 10 MEETING: The P&Zs have nearly completed their review of the Managing Growth and Economic Sustainability Chapter. The group completed their review of the Mitigation section on December 10th.

Over the December break staff reviewed the document and made basic grammar and spelling changes and reviewed the document for consistency. Staff took direction from the P&Z and made changes to language that reflects P&Z's discussions. Staff will review these substantive changes (see track changes in the document) at the beginning of the meeting before working on the last remaining section, "Economic Sustainability and Next Generation."

The document is attached as Exhibit A, and the "Economic Sustainability and Next Generation" section begins on page 16. All the changes made by the P&Zs have been accepted. There are some notes in the document indicating items that need to be reviewed after the group has discussed other chapters (specifically Housing and AABC/Buttermilk Area).

Upcoming Meeting Schedule:

Staff and the P&Zs reviewed the meeting schedule at the last meeting of 2009. It was agreed that the Thursday meetings did not attract enough participation from both groups. The attendees supported the idea of holding periodic half-day sessions to help work through the material in a more efficient manner. In addition to regular Tuesday meetings, Staff has scheduled five half-day sessions between now and July. The schedule is attached as Exhibit B. Staff will work with the P&Zs on the details of these sessions.

Staff has recognized that there is not a great deal of public awareness of the P&Z process to date. Staff will come to the meeting with some ideas on increasing public awareness of the process, including the previously discussed Grassroots TV program.

Housing:

The P&Zs held a number of meetings in mid-2009 on the topic of Affordable Housing. Staff wrote a draft based on those discussions, and has attached it as Exhibit C so the P&Zs have it well in advance of the January 26th meeting.

ATTACHMENTS:

Exhibit A: 1/12/10 Growth Management/Economic Sustainability Draft

Exhibit B: Meeting Schedule

Exhibit C: Housing Draft

DRAFT VISION

Definition of Growth: Growth is any increase in developed square footage, structures, jobs, population, infrastructure, or need for public services. Growth can be a result of new development, changes in uses, or fluctuations in the economy (jobs and public services).

The Aspen Area is committed to returning to sustainable land use practices that are guided by the following principles:

- Create a vibrant year-round community with an excellent quality of life;
- Control the pace of growth;
- Preserve the physical scale and historic character of our small town;
- Preserve mountain views;
- Prioritize the use of renewable over non-renewable resources and consume the least amount of non-renewable resources as possible;
- Encourage redevelopment that results in diverse lodging inventory, affordable commercial and residential uses, and discourages projects with minimal community benefit or adverse impacts;
- Encourage local-serving businesses and a diverse tourist economy;
- Develop affordable housing to provide for a critical mass of local residents, while limiting the future demand for additional affordable housing;
- Build social capital to ensure that the Aspen Area has a strong sense of community based on a high level of engagement in civic and non-profit groups, familiar personal interactions in public gathering places, and a sense of mutual respect.
- Recognize the physical limits of the Aspen Area, and that uncontrolled growth will result in a spiraling need for more affordable housing and more infrastructure, which threatens the small town character of our built environment, scenic mountain views, the natural environment, safe enjoyment of an outdoor lifestyle and the overall quality of life that sustains a healthy year-round community and visitor-based economy.

DRAFT PHILOSOPHY

The, social, economic cultural and architectural character of modern Aspen reflects a Victorian Era western mining town, a scenic Rocky Mountain landscape, the post-war foundations of skiing, summer recreation and unique cultural institutions – and a strong environmental ethic. These elements of the Aspen Area attract people from across the country and around the world and are essential to the long-term sustainability of a vibrant permanent population and diverse tourist economy.

Beginning in the mid-1970s, the Aspen Area has a long history of growth management and land use regulation centered around a desire to preserve the natural environment, a socially diverse community, the unique heritage of our built environment and broader quality of life goals. Growth management has evolved from a system originally designed to keep growth from out-pacing traditional infrastructure and fiscal capacity, to a system that also directs growth to meet changing community priorities. Both the City of Aspen and Pitkin County have used growth management and other land use tools to preserve open space and rural character, encourage a diverse lodging base and create a critical mass of permanent residents through affordable housing.

But in other ways we have fallen short of achieving important community goals: At times, our land use tools have resulted in growth that is inconsistent with the unique heritage of our built environment, the social diversity of the year-round community, the social diversity of visitors and the outdoor lifestyle and pristine views of a small town located in the Rocky Mountains. And particularly during economic boom periods, the intensity of construction has been inconsistent with a healthy year-round community and sustainable tourist-based economy.

We recognize that the original pillars of our community character evolved into a tourist-based economy, but we also recognize that in the last 20 years the development economy has become dominant, overshadowing tourism in terms of economic activity. Our responsibility is to ensure that future development is controlled in a way that avoids additional damage to the long-term health and stability of our community and to a sustainable visitor-based economy.

We need to preserve the unique visual experience of a small town in the Rockies. Even our most important community goals -- of providing affordable housing, of balancing the lodging base, of a lively downtown with a healthy balance of unique shops and restaurants -- should remain subordinate to a built and natural environment that respects pristine natural beauty along with the modest physical scale and architectural context of our town.

The tools for managing growth are intended to create a healthy balance among a variety of uses, so that one kind of use does not overshadow others. We also manage growth to ensure that it does not outpace the public sector's financial capacity and the provision of necessary infrastructure that maintains both basic public services and a high quality of life.

Our roads and water system are part of infrastructure, as are public trails, affordable housing, a balanced lodging inventory, a lively and interesting downtown, unique restaurants, historic landmarks, engaging outdoor areas, recycling programs, clean air and water, compelling special events, healthy civic & non-profit organizations, essential businesses and renewable energy systems.

We must return to sustainable growth practices and we must ensure that our land development regulations are amended to reflect our goals.

The Residential Sector

While some potential remains for the development of new dwelling units on existing vacant lots, the primary source of new construction in the future will be in the area of residential redevelopment. The track record in the Urban Growth Boundary shows that residential redevelopment typically means the demolition of existing homes and replacement with expanded homes that are almost always as large as current code allows. This trend has negatively impacted our community.

1. Pace of Construction

Intense periods of construction activity threaten our community character and the long-term sustainability of the visitor-based economy. Therefore, amending city and county codes to manage the pace of construction activity is essential. The purpose of pacing construction is to maintain a high quality of life for residents and a high quality experience for visitors by preventing traffic congestion, noise, dust, disturbances and reduction in air quality; preventing the disruption of the visual and aesthetic character of city and county neighborhoods and the downtown area through the presence of construction trailers, heavy truck parking, construction fences and disrupted landscaping.

2. House Size

The built environment is an important part of what defines a community's character and identity. The size and location of new and redeveloped homes in the Urban Growth Boundary is out of context with the unique architectural heritage of a small town in the Rocky Mountains, and disrupts pristine mountain views.

Reduction in house size and stronger regulations governing the location of homes on hillsides will preserve and maintain our quality of life by planning for a built environment that reflects historic heritage, preserves scenic mountain views, limits damage to the natural environment, reduces employment generation, limits the public financial burden of additional infrastructure and annual local government operations, prevents negative construction impacts such as traffic congestion, maintains the safety and enjoyment of our outdoor lifestyle and limits the unnecessary use of resources and unnecessary future energy use. (add number after review of house size action item)

The Lodging Sector

During the last 10-15 years, many small- to mid-sized lodges in Aspen have converted to other uses, resulting in the loss of many economy/moderate lodges. At the same time, the market has favored and the land use codes have allowed the development of large second homes and deluxe, high-end, fractional "lodge" projects. Our lodging base should be balanced to accommodate a diversity of

visitors, special events staff in order to support a sustainable visitor-based economy. The sizing of new lodges should be modest in bulk, mass, and scale. [\[review when finish aabc chapter\]](#)

We should formulate a strategy that preserves the small to mid-sized lodges that reflect Aspen's historic character. We should incentivize small room sizes, limit amenities that drive excessive job generation, and encourage a mixture of different types of inventory in lodge projects. We should encourage lodging that recognizes the downtown, skiing, the arts, and surrounding areas as an important amenity. At the same time, on-site lodging amenities that integrate visitors and residents are equally important

The Retail Sector

As reflected in past planning efforts, we remain dissatisfied with the diversity of our retail sector.

High-profile locations in the downtown have steadily converted from restaurants to retail, retail has converted to office, high rents have resulted in a continuing shift towards exclusivity and the total number of restaurants and bars has dropped substantially since 2000, contributing to a loss of vitality, diversity and balance. We have also grown concerned that businesses providing basic necessities could be replaced with different uses, as illustrated by the closing of Aspen Drug at the corner of Galena & Hyman.

While recognizing that government involvement in the commercial sector is a complex undertaking, we must identify methods and explore partnerships to retain essential businesses. Additionally, we must encourage more small shops with unique merchandise and restore a healthy diversity of unique stores and restaurants – fostering a stronger sense of vitality for both residents and visitors.

Civic & Non-Profit Sector

[The Aspen Area has a long history of support and engagement with a wide range of non-profit groups, many of which emerged from the Aspen Idea. The Aspen Area community places a high value on the wide range of opportunities to be part of civic and non-profit groups, to make new connections, and to enjoy and participate in special events.](#)

[Our non-profits are part of our community's unique identity – when one leaves, or is in danger of leaving, our identity is compromised. Our long-term quality of life and sense of community depends on the continued strength of these important and historically significant institutions.](#)

Economic Sustainability and the Next Generation

Our long-term sustainability depends largely on our ability to remain an attractive and welcoming place for future generations. The foundations of our high quality of life must be solidly in place, including skiing, summer recreation, scenic beauty, outdoor lifestyle,

strong and diverse year-round community, compelling special events, a diverse lodging inventory, our genuine architectural heritage, a vital downtown and a wide range of arts & cultural offerings.

Mitigation

The City of Aspen and Pitkin County require a range of mitigation for new development and redevelopment, including park fees, school fees, affordable housing, transportation fees and others. We must re-evaluate and strengthen our mitigation strategies to discourage the types of development and redevelopment that provide minimal public benefit. We need better information on the amount and types of impacts created by development and redevelopment, and a strategy to ensure that all impacts are offset.

The Future of the AABC: [This section will be drafted after the P&Z holds discussions on the issues of Transportation and the AABC.](#)

POLICIES AND ACTION ITEMS

The following policies and action items are adopted to address the following critical issues: 1) the Residential Sector, 2) the Lodging Sector, 3) Aspen Area Commercial Sector, 4) The AABC Area, 5) Public Sector, 6) Non-Profit Sector, 7) Mitigation, 8) Pace of Construction, 9) Economic Sustainability & the Next Generation, 10) Data Gathering.

The action items are arranged alongside the policies, so the purpose of the action item is understood. Each Policy is numbered, while the associated Action Items are lettered. For instance, Action Item “1.a” is associated with Policy “1.” Because this is a ten year plan, the action items are prioritized in terms of “immediate” (“I”) and “longer term” (“LT”), so that there is immediate progress made to implement the immediately necessary policies of this section, while still allowing for development of ideas and legislation that may further the broader policies of the plan in the long-term. The city/county department responsible for the action item is indicated as follows: Planning (“P”); Building (“B”); Attorney’s Office (“AO”); Aspen Pitkin County Housing Authority (“APCHA”); Canary Initiative (“CI”); Open Space & Parks (“OS/P”); Special Events (“SE”); and City Clerk (“CC”).

I. RESIDENTIAL SECTOR POLICIES	I. RESIDENTIAL SECTOR ACTION ITEMS
<p>1. Ensure that City and County codes with respect to the location and size of homes are consistent within the Urban Growth Boundary.</p> <p>2. Control the location and size of homes in order to:</p> <ul style="list-style-type: none"> • protect the natural visual quality of river and stream corridors and the surrounding mountainsides to preserve a scenic Rocky Mountain experience; • protect our small town community character and historical heritage; • reduce environmental degradation and excessive consumption; • limit infrastructure costs and local government operating costs; and • reduce a wide range of short- and long-term job generation impacts, including traffic congestion and demand for affordable housing. 	<p>1.a Homogenize city and county codes in the urban growth boundary area. (I-P)</p> <p>1.b Establish an inter-governmental agreement regarding annexations in the area within the urban growth boundary. (I-P) <i>[Does this mean that the city should annex out to the UBG? More explanation of this action item is needed]</i></p> <p>1.c Explore mechanisms for a joint review of all development in the urban growth boundary (I-P). <i>[If 1.a is accomplished, is this necessary?]</i></p> <p>2.a Hold a joint City-County P&Z summit that reviews the existing City and County land use codes to recommend a consistent and more effective method to implement the policy. At a minimum, this should include an examination and improvement of the following code regulations:</p> <ol style="list-style-type: none"> 1. City 8040 Greenline 2. City slope requirements (FAR, Density) 3. City and County Stream Margin Review 4. County site plan review on slopes 5. County slope requirements (FAR, Density) (I-P, OS/P, AO) <p><i>Note to include in document: The existing City and County codes are inconsistent with regard to visual quality, riparian protection, preservation of slopes, and environmental degradation, and are also ineffective in protecting these important qualities.</i></p> <p>2.b Explore prohibiting any building on slopes of 30% or greater. (I-P, AO) <i>(Neither the City nor County currently have an outright</i></p>

	<p><i>prohibition regarding building on slopes.)</i></p> <p>2.c Amend County code to reduce maximum “hard cap” for house sizes within Urban Growth Boundary from 15,000 s.f. to 7,500 s.f. (I-P) (<i>County philosophy has been to allow large homes near urban area, where services are available. A reduction of house size in the UGB may place pressure on other areas of County where house size limits would remain higher than 7,500, and would likely require the County to look at a countywide house size reduction.</i>)</p> <p>2.d Amend the City and County codes to reduce or eliminate FAR exemptions, considering aesthetic impacts (e.g. sub-grade space, garages, etc). (I – P)</p> <p>2.e Ensure that the County TDR market remains stable and healthy if changes are made to the hard cap on house sizes in the County. Scope of work would include: a) Estimate future TDR supply, b) Review potential adjustments to ensure adequate demand, such as reducing the FAR awarded for a TDR, c) Explore a sliding FAR scale for TDRs based on scenic or other value related to sending site, d) Explore potential for inter-jurisdictional TDR exchange between County and City, e) Explore other possible “awards” for receiving sites (aside from FAR). (I-P)</p> <p>Examine a new square footage buy-back program, like a Purchase of Development Rights (PDR) program or a conservation easement approach, for projects that are vested for square footage above 5,750 to encourage owners to not build more than 5,750 sq. ft. (LT-P)</p> <p>2.f Amend city and county codes to address proper solar orientation of homes, and the accommodation of renewable energy structures. (I-P, B, CI)</p>
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<p>II. LODGING SECTOR POLICIES</p> <p>1) Lodging development or redevelopment should be designed to encourage interaction between visitors and residents through promotion of local businesses and lodge amenities.</p> <p>2. Lodging development or redevelopment downtown should be modest in bulk, mass, and scale. <u>(staff note: review this when we get to AABC area conversation)</u></p> <p>3) Encourage the development or redevelopment of lodging to maintain a diverse lodging inventory.</p> <p>4) Prevent the further loss of lodging inventory.</p>	<p>II. LODGING SECTOR ACTION ITEMS</p> <p>1.a Amend the land use code and design guidelines to require that any on-site amenities be conveniently accessible and welcoming to both visitors and residents.(I-P)</p> <p>2.a Use the City’s 3-D model of the downtown area to illustrate the kind of development that existing zoning and the City’s Lodging & Commercial Design Guidelines would result in. (I-P)</p> <p>2.b Define “modest” and amend zoning based on the findings of 2.a. (I-P)</p> <p>3.a Research examples of entry level lodging with small rooms, like a youth hostel (e.g. Paris, London, Tokyo). (I-P)</p> <p>3.b Explore the potential for city fee abatements and limited public financing with regard to the development/redevelopment of moderate/economy lodging. (I-P)</p> <p>3.c Explore amending the land use code to allow for different types of lodging, like bed and breakfasts, in city residential neighborhoods. (LT – P)</p> <p>3.d Encourage flexibility in unit sizes and configurations that can respond to seasonal and economic change. (I – P)</p> <p>4.a Amend City code to eliminate the provision for new multi-family free market residential as a single use in Lodge Zone District. (I-P)</p> <p>4.b Explore allowing the conversion of existing multi-family free-</p>
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	market buildings to lodging uses. (I-P)
<p>III. ASPEN AREA COMMERCIAL POLICIES</p> <p>1) Ensure that the City’s new Commercial Design Standards and Historic Preservation Guidelines will result in development that reflects the context of architectural heritage in terms of site coverage, mass, scale and form and will maintain a diversity of heights.</p> <p>2) Facilitate and assist businesses providing basic products and necessities so they are maintained in the long-term.</p> <p>3) Encourage a commercial mix that is balanced, diverse, unique and vital by employing a combination of methods.</p>	<p>III. ASPEN AREA COMMERCIAL ACTION ITEMS</p> <p>1.a Use the City’s new 3-D model of downtown area to test Commercial Design Guidelines and Historic Preservation Guidelines to ensure they implement the policy. (I-P) (<i>Commercial Design Guidelines were adopted in 2007, but have never been applied to an actual development proposal.</i>)</p> <p>1.b After completing Action Item 1.a, amend the Commercial Design Standards and Historic Design Guidelines and zoning as needed to implement the policy. (I-P)</p> <p>2.a Identify basic products and necessities and establish working group including representatives of City, ACRA, Aspen Retail Association and other groups or individuals to conduct outreach with property/business owners providing essential products in an effort to explore succession planning, including cooperatively-owned stores. (LT-P)</p> <p>2.b Explore potential for adopting criteria to identify an “Essential Public Service” with regard to private sector retail. (I-P)</p> <p>3.a Conduct a comprehensive review of methods to implement the policy for the commercial sector. Identify the most effective combination of methods outlined in the action items below. (I-P)</p> <p>3.b. Establish the scope of a Market Demand Study with the intent of generating an informed and productive future debate regarding the stated goal of a “balanced, diverse, unique and vital” commercial mix. The scope of work should identify the level of demand for a range of retail/services, for both local residents as well as visitors, including the ratio of local spending out-of-town. (I-P)</p>

<p>4) Encourage the use of 3-D technology to better understand existing conditions and for scenario planning in the AABC Area.</p>	<p>3.c Explore Growth Management incentives for non-prime commercial space including basements and alleys. (I-P)</p> <p>3.d Explore amending SCI Zone District to allow for some limited amount of retail and restaurants, on a conditional use basis, taking advantage of the north-of-Main Street geographic locations of this zone district, with the intent of catering to the local population. (I-P)</p> <p>3.e Explore code changes to allow restaurants by right on the Pedestrian Malls, while requiring retail to gain conditional use approval on the Pedestrian Malls. (I-P)</p> <p>3.f Identify what types of business are at or past the saturation level in the downtown and consider a system to prevent over-saturation, including quota, zoning etc.) (I-P)</p> <p>3.g Explore commercial mitigation program, setting aside some ratio of space at lower rents or rental rates based on percentage of sales, with a limited list of uses. (I-P)</p> <p>3.h Explore adopting an Existing Use Zone District in specific areas in order to prohibit new businesses from displacing existing uses. Explore option of allowing a change in use via a conditional use process connected with a limited and specific list of uses. (I-P)</p> <p>3.i Explore the potential to use public sector or non-profit owned commercial spaces to implement policy. (I-P)</p> <p>4.a. Pitkin County ComDev should obtain funding to establish a 3-D model of the AABC Area, and the training necessary for scenario planning. (I-P)</p>
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<p>IV. AABC AREA POLICIES</p> <p>1) <u>Ensure that comprehensive transportation services are in place as part of any substantial new development in the West of Aspen Corridor.</u></p> <p><u>Add in policy related to lodging after AABC area conversation.</u></p>	<p>IV. AABC AREA ACTION ITEMS</p> <p>1.a Establish Pitkin County AABC Sub-Area Master Plan for West of Aspen Corridor to end of airport runway. <i>(This is anticipated to be completed as part of the AACP update.)</i> (I-P)</p>
<p>V. PUBLIC SECTOR POLICIES</p> <p>1. Ensure that existing civic review bodies are part of the review process for public projects.</p> <p>2. Ensure that the PUD and COWOP process results in tangible community benefits and does not damage the built environment through mass and scale that significantly exceeds land use code standards.</p>	<p>V. PUBLIC SECTOR ACTION ITEMS</p> <p>1.a Amend COWOP section of City code to include full P&Z review of projects, as if proposal were a Conceptual & Final PUD. (I-P)</p> <p>2.a Review City and County Planned Unit Development (PUD) and COWOP chapters with the intention of strengthening language to require strong and demonstrable community benefits in perpetuity in exchange for any dimensional variance, and limit the capacity to exceed land use code standards. (I-P)</p> <p>2.b Conduct a comprehensive study of PUD and COWOP projects from the past 5 years regarding the code in place at the time and what was approved (dimensional standards, community benefits, etc). (I-P)</p>
<p>VI. NON-PROFITS POLICIES</p> <p>3. Non-profit organizations should be regulated the same way as the private sector.</p> <p>1. <u>Maintain the legacy of the Aspen Idea by preserving and enhancing our quasi-civic buildings and spaces. (Given Institute, Silverlining Ranch, Historic</u></p>	<p>VI. NON-PROFITS ACTION ITEMS</p> <p>1.a. Review the code to ensure consistent treatment of non-profits and the private sector.</p> <p><u>1.a Explore amendments to the municipal code, community partnerships, and other methods that ensures the longevity of our non-profits and civic spaces. (I-P, City Manager, County Manager, non-</u></p>

<p><u>Society, Aspen Institute, ACES) (see also Aspen Idea Chapter)</u></p>	<p><u>profit groups, etc)</u></p> <p><u>1.b Address the potential loss of civic buildings and spaces, like the Given Institute and Silverlining Ranch, through a variety of methods including public-private partnerships. (I-P, City Manager, County Manager, non-profit groups, etc)</u></p>
<p>VII. MITIGATION POLICIES</p> <p>1. Ensure that new residential development and residential redevelopment mitigates all reasonable housing impacts directly related to the development or redevelopment, consistent with CRS 29-20-104.5.</p>	<p>VII. MITIGATION ACTION ITEMS</p> <p>1.a Conduct a comprehensive review of all residential mitigation options. The action items below reflect a range of studies needed for this review to quantify the impacts. (I-P)</p> <p>1.b City and County shall conduct updated study on job generation impacts of part-time and full-time residential development and redevelopment, including consideration of different property types and neighborhoods. (I-P, APCHA)</p> <p>1.c Create a “mitigation menu” based on the job generation study, including:</p> <p>1.c.i Explore incentivizing the provision of on-site affordable housing. This could include prioritization in receiving a building permit, points in growth management, and other tools. (I – P, APCHA)</p> <p>1.c.ii Recalculate City and County cash-in-lieu payment amount to reflect the job generation study, as well as the cost of providing off-site affordable housing, including the “soft” costs of locating developable property, design, planning, public process, identifying buy-down properties etc. (I-P, APCHA)</p> <p>1.c.iii Review potential for establishing an official list of deed-</p>

<p>2. Use mitigation as a tool to create lodging that results in a diverse lodging inventory.</p>	<p>restricted housing projects and potential buy-down properties that developers could buy into to mitigate their affordable housing impacts. Property owners developing or redeveloping single-family or duplex homes may choose from the list to fulfill mitigation requirements. A payment calculation would still be made based on net new square footage, and would determine from which list they could choose. (I-P, APCHA)</p> <p>1.c.iv Explore the creation of public-private partnerships to fulfill mitigation obligations through the creation of affordable housing. (I-P, APCHA)</p> <p>1.c.v Consider amending the code to allow for the creation of housing credits that developers can buy for their own mitigation (I – P)</p> <p>1.c.vi Amend the City ADU program to require mandatory occupancy when used as mitigation for housing impacts. (I-P)</p> <p>1.d City should examine County’s fee/mitigation policy regarding resident occupied homes. (I-P, APCHA)</p> <p>2.a Conduct a comprehensive study of job generation associated with lodging development. (I-P)</p> <p>2.b Examine city and county codes to revise housing mitigation requirements based on the results of the study. Examine how mitigation policies could encourage flexibility in unit sizes and configurations and other elements that create a diverse lodging inventory. (I-P) <i>(Current city code includes a sliding scale that reduces mitigation for development or redevelopment with small average room size and limited on-site amenities.)</i></p>
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<p>3. Ensure that general fees fully mitigate for impacts. (Staff note: this intends to address fees that are taken at time of building permit.)</p>	<p>2.c Conduct a comprehensive study of lodge projects from the past 5 years regarding the lodging incentive code in place at the time and what actually happened (occupancy, rates, etc).</p> <p>3.a Review existing impact fees in the city and county with regard to schools, parks, roads, stormwater etc. (LT-P, AO)</p>
<p>VIII. GROWTH MANAGEMENT & PACE OF CONSTRUCTION POLICIES</p> <p>1) Ensure the Growth Management Quota System captures all types of growth and redevelopment and that the level of construction activity does not degrade the quality of life based on the following principles:</p> <ul style="list-style-type: none"> • Regulate the pace of residential demolition and replacement (“scrape and replace” development) • Place higher community value on older properties that have not undergone significant changes • Respect quiet enjoyment of our neighborhoods • Create an objective, fair growth management and pacing systems • Discourage increases in home size • Encourage deed restricted housing • Encourage net zero emissions • Encourage “Essential Commercial” • Encourage diverse lodging inventory • Encourage increases in Social Capital 	<p>VIII. GROWTH MANAGEMENT & PACE OF CONSTRUCTION ACTION ITEMS</p> <p>1.a Amend the City and County codes to adopt similar systems that manage the level of construction activity on an annual basis. Items to explore when creating the system should include:</p> <ol style="list-style-type: none"> i. A “target” year determined to be acceptable in terms of construction activity, to be used as baseline for building permit cap. ii. A “sunset” that is tied to specific infrastructure improvements or other accomplishment that ensures improved quality of life. iii. Exemption for certain development, including creation of affordable housing, conversion of free-market housing to affordable housing, and projects that apply for a building permit and act on it within 1 year of a development order. iv. Explore establishing a list of objective community benefits including, but not limited to, the bulleted list that may earn “points” under a pacing system to move them toward the “head of the line.” v. Establish a sliding scale of “points” in a pacing system, including awarding points for older homes that move them closer to the “head of the line.” <i>(This is a rational method of connecting the ability to obtain building permits with</i>

	<p><i>older structures that are more in need of redevelopment, while disincentivizing the environmentally irresponsible practice of demolishing and replacing newer, fully-functional structures. Considering that long-time local property owners tend to sell their homes “as is,” to be redeveloped by the buyer, this sliding scale also addresses the concerns of long-time local property owners who are concerned that a pacing program will lower their property values in the eyes of potential buyers.)</i></p> <p>vi. The role of vested rights as a tool in a pacing system. (I – P, AO)</p> <p>1.b Revise the current Growth Management Quota System to include quotas for residential demolition and replacement and/or adopt a pacing system to limit the number of building permits for residential demolition and replacement. (I – P, AO)</p> <p>1.c Explore establishing an objective “points” system in growth management and/or a pacing system for all development that encourages community benefits. (I – P, AO)</p> <p>1.d Update the Growth Management Quota System to reflect the employment and mitigation studies conducted (see Mitigation Action Items in Section VII). (I – P)</p>
<p>IX. ECONOMIC SUSTAINABILITY AND THE NEXT GENERATION POLICIES</p> <p>1) Ensure that the Aspen Area is an attractive place to live, work, visit and play for the “next generation” by increasing awareness of this sustainability issue and encouraging collaboration between the public</p>	<p>IX. ECONOMIC SUSTAINABILITY AND THE NEXT GENERATION ACTION ITEMS</p> <p>1.a Establish working group with representatives of non-profit groups, institutions, City, County, ACRA, APCHA, Aspen Retail Association, CCLC, lodging sector, repeat visitors, second homeowners, full-time residents, Wilderness Workshop or other environment groups etc. to</p>

<p>sector, private sector, non-profits and local institutions.</p> <p>2) Ensure Aspen remains relevant in the future by looking forward and being a leader in attracting new people and events and formulating new ideas.</p> <p>3) Utilize downtown as an attractive amenity that draws people to take advantage of existing public spaces and considers new physical configurations for events and programming.</p>	<p>generate recommendations for implementing this policy. (LT-P)</p> <p>1.b Working group should identify long- and short-term strategies, plans and programs that reflect an “enlightened self-interest” and a collaborative investment in the sustainability of the visitor-based economy. (LT-P)</p> <p>1.c Working group should explore the potential of creating 12-15 or more “vacation packages” that each contain an element of mind, body and spirit at different price-points and different times of year in an effort to rediscover and communicate the Aspen Idea to future generations. (LT-P)</p> <p>1.d Explore the need for new lodging that caters to the next generation of guests. (LT-P)</p> <p>1.e Explore the creation of an “Aspencorps” that allows younger generations to learn skills and donate their time in Aspen (i.e. volunteer with non-profits, SkiCo, government, etc) (LT-P)</p> <p>2.a Stay current on new ideas by looking forward and enabling an environment that allows new ideas to come forward. (I - SE)</p> <p>2.b Conduct field trips that explore Aspen’s place in the world (i.e look at what other resort communities like Steamboat Springs, Park City, etc are doing). Hold a Sister Cities roundtable to share ideas. (I – P, SE)</p> <p>3.a Study how public spaces can be better utilized for activity. This should include physical modeling, examining recommendations in DEPP, and analyzing physical infrastructure needed for events. (I - P)</p> <p>3.b Explore dedicating more public right-of-way for periodic events /</p>
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	<p>programming (like farmer’s market, winterskol) that increase animation in the downtown. (I – P, CC)</p> <p>3.c Increase collaboration between City Special Events, SkiCo, and others who hold events. (LT – SE)</p>
<p>X. DATA GATHERING POLICIES</p> <p>1) Track future trends in various population segments for the UGB to inform future public policy discussions.</p> <p>2) Improve capability for projecting population segments in the mid-and long-term future.</p>	<p>X. DATA GATHERING ACTION ITEMS</p> <p>1.a Use Population Segment Chart as a starting point to establish reliable, repeatable methodology for tracking UGB population segments. Require yearly updates as part of city and county annual reports. (I-P)</p> <p>2.a Review recent build-out studies within the UGB and complete as necessary. When job generation studies are completed (see Section VII 1.b), combine with build-out reports, Census tracking and State Demographer’s Office to improve our ability to project growth/decline in future population segments and for other planning purposes.</p>

P&Z Review Schedule for AACP

- Tuesday, January 12, 4:30pm – 7:30pm in the Rio Grande meeting room – **Managing Growth**
- Tuesday, January 26, 4:30pm – 7:30pm in Sister Cities – **Housing**
- Friday, February 5, 9am – 1pm in Sister Cities – **Housing**
- Tuesday, February 9, 4:30pm – 7:30pm in the Rio Grande meeting room – **Housing, Historic Preservation**
- Tuesday, February 23, 4:30pm – 7:30pm in Sister Cities – **Historic Preservation**
- Tuesday, March 9, 4:30pm – 7:30pm in the Rio Grande meeting room – **Historic Preservation**
- Friday, March 12, 9am – 1pm in Sister Cities – **Transportation**
- Tuesday, March 23, 4:30pm – 7:30pm in Sister Cities - **Transportation**
- Tuesday, March 30, 4:30pm – 7:30pm in Sister Cities – **Transportation**
- Tuesday, April 13, 4:30pm – 7:30pm in the Rio Grande meeting room – **Transportation, AABC**
- Tuesday, April 27, 4:30pm – 7:30pm in Sister Cities – **AABC**
- Friday, May 7, 9am – 1pm in Sister Cities – **AABC**
- Tuesday, May 11, 4:30pm – 7:30pm in the Rio Grande meeting room – **AABC**
- Tuesday, May 25, 4:30pm – 7:30pm in Sister Cities - **AABC**
- Tuesday, June 8, 4:30pm – 7:30pm in the Rio Grande meeting room – **Lifelong Aspenite**
- Thursday, June 17th, 9am – 1pm in Council Chambers – **Lifelong Aspenite**
- Tuesday, June 22, 4:30pm – 7:30pm in Sister Cities – **Lifelong Aspenite, Parks**
- Tuesday, June 29, 4:30pm – 7:30pm in Sister Cities – **Parks**
- Friday, July 9, 9am – 1pm in Council Chambers – **Review**
- Tuesday, July 13, 4:30pm – 7:30pm in the Rio Grande meeting room – **Review of Document**
- Tuesday, July 27, 4:30pm – 7:30pm in Sister Cities – **Review of Document**

DRAFT AACP HOUSING CHAPTER

VISION

In a resort environment, affordable housing lays the foundation for a strong, authentic and genuine year-round community. It is also a cornerstone for a reliable local workforce, and helps relieve pressure on a challenged regional transportation system. Continuing to create deed-restricted housing is necessary to safeguard our sense of community, strengthen the workforce and minimize transportation impacts.

PHILOSOPHY

We know what a strong and thriving year-round community can be: It means the “lights are on” in neighborhoods, it means we have a reasonable chance to stay here for the long-term, forming lasting friendships and becoming part of local groups and institutions, it means the school system is a social center for families, that after-work recreation programs are strong and healthy, that there are identifiable places where local residents tend to congregate and enjoy each others company. There is a shared value placed on quality of life and enjoyment of the outdoors, there is passion and engagement to shape our own future through healthy debate. A strong, year-round community gives Aspen an authentic local identity that is experienced and appreciated by visitors on the street, in favorite gathering places, on the lifts. Community is communal; it goes both ways. People give their time to volunteer and receive appreciation and a sense of community in return.

Affordable housing is the foundation for a strong community in a resort environment. Past community plans have used the phrase “critical mass” to describe the number of year-round residents needed for a strong and sustainable year-round community. Simply put, we know it when we see it, and we’re not there yet.

We continue to believe, as was stated in the 2000 AACP, that, “Our housing inventory should bolster our economic and social diversity, reinforce variety, and enhance our sense of community by integrating affordable housing into the fabric of our town. A healthy social balance includes all income ranges and types of people. Each project should endeavor to further that mix and to avoid segregation of economic and social classes by project.” (Page 25, Philosophy section of Housing chapter)]

Today, there is acknowledgment that continuing economic pressures in the Aspen area and downvalley require ongoing efforts to expand the affordable housing program, to safeguard and build upon the year-round community that exists today. We also understand that there are limited opportunities for further new development in this geographical “bowl” at the top of the Roaring Fork Valley.

We believe that “A buy-down program that preserves the existing housing stock for working residents must accompany new *affordable* housing production.” (Page 26, Philosophy section of Housing chapter, *italics* have been added by P&Z to original quote)

Creating a foundation of community means pursuing the development of new affordable housing as well as a new, comprehensive and strategic effort to convert existing structures for this purpose. Both of these goals present serious challenges and should properly be the subject of ongoing discussion.

POLICIES AND ACTION ITEMS

The following policies and action items are adopted to address the following critical issues: 1) healthy workforce, 2) community diversity, 3) role of the public sector, 4) new construction 5) private sector mitigation, 6) ADU & CDU programs, and 7) a sustainable housing inventory.

The action items are arranged alongside the policies, so the purpose of the action item is understood. Each Policy is numbered, while the associated Action Items are lettered. For instance, Action Item “1.a” is associated with Policy “1.” Because this is a ten year plan, the action items are prioritized in terms of “immediate” (“I”) and “longer term” (“LT”), so that there is immediate progress made to implement the immediately necessary policies of this section, while still allowing for development of ideas and legislation that may further the broader policies of the plan in the long-term. The government department or agency responsible for any given action item is indicated as follows: Aspen/Pitkin County Housing Authority (“APCHA”); Planning (“P”); Building (“B”); Environmental Health (“EH”); Canary Initiative (“CI”); Capital Asset Department (“CA”).

<p>I. HEALTHY WORKFORCE POLICIES</p> <p>1) Ensure the provision of affordable housing opportunities for a broad spectrum of workers that make the community function.</p>	<p>I. HEALTHY WORKFORCE ACTION ITEMS</p> <p>1.a Create Community Housing Working Group representing local governments, all Aspen Area taxing districts and large to small employers to identify common interests, coordinate planning for new construction and/or buy-down activities and explore financing models. Emphasize flexibility to accommodate a range of partners on a project-by-project basis. Identify inducements necessary to make this an effective program that is attractive to taxing districts and employers, including small- and mid-sized entities. (I – City Manager, County Manager, APCHA, ACRA, Taxing Districts, SkiCo, etc)</p> <p>1.b Study the potential for replicating the model used by Aspen Volunteer Fire Department for lease of units, with partial return to renter for down payment program.</p>
<p>II. COMMUNITY DIVERSITY POLICIES</p> <p>1. The housing program should contribute to improving social diversity in the Aspen Area.</p>	<p>II. COMMUNITY DIVERSITY ACTION ITEMS</p> <p>1.a Conduct a study determining the profile of existing affordable housing residents, including age, income, family status etc., relying on existing survey information and other information sources if necessary. (I - APCHA)</p> <p>1.b Establish a database that can be continually updated to illustrate the demand profile of those who are bidding on affordable housing (sale and rental), using same measures as above. Establish standardized waiting list for all rental housing facilities to contribute to this database. (I - APCHA)</p> <p>1.c Rely on studies above (1.a-b) to determine profile of new housing</p>

<p>2. Ensure the community is prepared for the growing phenomenon of employees retiring in affordable housing by exploring the adverse impacts and productive opportunities related to this issue.</p>	<p>product or buy-down acquisitions, including unit type, category, rental v. sale, seasonal – based on the need for a healthy workforce and social diversity in the Aspen Area. (This has been done on an informal basis to date.) (LT - APCHA)</p> <p>1.e Investigate options to provide greater flexibility for movement of existing users within APCHA inventory to accommodate shifts in household/family needs. (LT - APCHA)</p> <p>2.a Establish reliable data on the trend of employees retiring in affordable housing. (LT – APCHA)</p> <p>2.b Explore the opportunity for a new senior housing development that ranges from independent living to assisted living. (LT – Housing Frontiers Committee)</p> <p>2.c Establish an Active Retiree Database that includes a list of retirees and their talents/skills, along with a list of volunteer and part-time/full-time “help wanted” opportunities to match people with activities/jobs. (LT – APCHA, ACRA)</p>
<p>III. ROLE OF PUBLIC SECTOR POLICIES</p> <p>1. Establish a comprehensive buy down program that preserves existing housing stock.</p>	<p>III. ROLE OF PUBLIC SECTOR PROGRAM ACTION ITEMS</p> <p>1.a Conduct a comprehensive study that establishes Buy-Down Program priorities. Priorities should be determined using criteria such as types of unit, locations, cost, functionality, durability, energy efficiency, rental v. sale, potential for seasonal use, etc. The study should address concerns about buying one unit in a free market building, where assessments can be costly. (I-APCHA)</p> <p>1.b Use the study to identify buy-down opportunities for a range of large to small entities, including local government, non-profits and the</p>

<p>2. New development should focus first on publicly-owned land in order to encourage private sector partnerships.</p> <p>3. Strike a community-supported balance between a new buy-down program and new housing development.</p> <p>4. The public sector should partner with private sector businesses, non-profits, including small- and mid-sized employers to build new housing units.</p>	<p>private sector. (I-APCHA)</p> <p>1.c Leverage real estate community to make bi-annual recommendations to buy-down program list, based on developed criteria. (LT – APCHA)</p> <p>1.d Explore private sector equity-sharing model to allow for employer and employee shared ownership stakes. (This may be applicable to new construction as well.) (LT – City Manager, County Manager, APCHA)</p> <p>2.a All public entities in the Aspen Area shall coordinate to establish a New Affordable Housing Starts Plan which reflects an updated prioritized inventory of existing publicly-owned land that is useable for affordable housing. Priorities should be determined using criteria such as types of unit, locations, cost, functionality, durability, energy efficiency, rental v. sale, potential for seasonal use, etc. (LT – APCHA City, County, USFS, etc.)</p> <p>3.a Use the Buy-Down Program study (1.a) and the New Affordable Housing Starts plan (2.a) to establish a Housing Master Plan that reflects community priorities and fiscal responsibility. <i>(Criteria used for evaluation will be identical for buy-down and new development opportunities, including but not limited to types of unit, locations, costs, functionality, durability, energy efficiency, rental v. sale, potential for seasonal use.)</i> (LT – City Manager, County Manager, APCHA)</p> <p>4.a Create Community Housing Working Group representing local governments, all Aspen Area taxing districts and large to small employers to identify common interests, coordinate planning for new construction and/or buy-down activities and explore financing models. Emphasize flexibility to accommodate a range of partners on a</p>
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	<p>project-by-project basis. Identify inducements necessary to make this an effective program that is attractive to taxing districts and employers, including small- and mid-sized entities. (LT – City Manager, County Manager, APCHA, ACRA, Taxing Districts, SkiCo, etc)</p>
<p>IV. NEW CONSTRUCTION POLICIES</p> <ol style="list-style-type: none"> 1. Ensure that new Affordable Housing is compatible with the massing, scale and character of the neighborhood, at the same time optimizing density on-site to the extent it realistically fits with the site and the neighborhood. 2. Ensure that new Affordable Housing emphasizes functionality and durability/longevity with a focus on energy efficiency, safety and the use of environmentally responsible materials and equipment. 3. Ensure fair and equal treatment of affordable housing and free market regarding development review and post-construction regulations. 4. Complete Burlingame Ranch Affordable Housing Development. <i>(Staff Comment: While specific projects aren't typically referenced in policy sections, resource experts suggested that because of its size and significance, the project should be included in the AACP record, largely to outline the</i> 	<p>IV. NEW CONSTRUCTION ACTION ITEMS</p> <ol style="list-style-type: none"> 1.a Amend the city and county land use codes to establish policies 1 and 2 as standards of review for new affordable housing development. (I – P) 1.b Amend city Residential Design Standards to ensure that <u>all new development</u> is compatible with the massing, scale and character of the neighborhood. 2.a Amend Housing Guidelines to establish standards for materials, equipment and utility systems that emphasize durability and environmental stewardship. Allow for amendments to keep pace with technological improvements. (I – APCHA) 3a. Apply city and county rules equally according to the overall constraints of the neighborhood, such as prohibitions on pets and parking regulations etc. (Past examples re: Bavarian, Ullr ...) (I – P) 4a. Resolve total unit count with a vote of Burlingame homeowners on amending declarations if necessary. 4b. Complete design based on input from citizen groups such as the current Burlingame homeowners, 2008 CBTF, Performance Audit and CEG recommendations, and attain a bid proposal for development.

<p><i>Action Items needed to complete the project. This also makes it a distinct item, separate from the proposed New Affordable Housing Starts plan – see next section, Role of the Public Sector / Action Items.)</i></p>	<p>4c. Seek voter authorization for bond financing for proposed development.</p>
<p>V. PRIVATE SECTOR MITIGATION POLICIES</p> <p>1. New development should “do no harm” by offsetting all employee generation, while allowing for partial exemptions for projects with community benefits.</p>	<p>V. PRIVATE SECTOR MITIGATION ACTION ITEMS</p> <p>1.a City and County shall conduct updated study on job generation impacts of part-time and full-time residential development and redevelopment, including consideration of different property types and neighborhoods. (I-P, APCA)</p> <p>1.b Explore establishing an objective “points” system in growth management and/or a pacing system for all development that encourages community benefits. Development that offers critical community benefits may be partially exempt from full mitigation. (I – P)</p> <p>1.c Amend APCA Housing Guidelines to establish an increased rate for payment-in-lieu of housing that reflects the cost of development. (LT - APCA)</p>
<p>VI. ADU & CDU POLICIES</p> <p>1. Ensure that the Accessory Dwelling Unit (ADU) Program results in a substantially higher rate of occupancy.</p>	<p>VI. ADU & CDU ACTION ITEMS</p> <p>1.a For existing and potential future ADUs and CDUs, create an updated database of inventory including current rate of rental, establish system to match willing owners with housing applicants. (I – APCA, P)</p> <p>1.b Conduct a comprehensive re-evaluation of City ADU Program and County Caretaker Unit Program to determine overall effectiveness.</p>

	<p>Study will include contacting ADU owners to explore effective incentives for higher rate of rental, and investigating legal capability of requiring mandatory occupancy. (LT – APCA, P)</p> <p>1.c Determine whether new incentives or occupancy requirements are effective in generating a substantially higher rate of rental, or discontinue ADU program. (LT – APCA, P)</p>
<p>VII. SUSTAINABLE INVENTORY POLICIES</p> <ol style="list-style-type: none"> 1. All existing deed-restricted housing units should be maintained for the longest possible term regarding functionality, with an emphasis on the use of durable, environmentally responsible materials. 2. Existing deed-restricted housing development that carries an expiration on its deed-restrictions should be converted to apply in perpetuity. 3. Demonstrate fairness and equal treatment by ensuring that users are complying with APCA rules and regulations 	<p>VII. SUSTAINABLE INVENTORY ACTION ITEMS</p> <ol style="list-style-type: none"> 1.a Create incentives for affordable housing residents to improve the energy efficiency and safety of their units. (I – APCA, CI/EH, B) 1.b Conduct an inventory study that sets priorities for public maintenance program. (LT – APCA) 2.a Identify all deed-restricted housing development that carries an expiration on its deed-restrictions, such as Centennial, Castle Ridge, and conduct negotiations to convert the deed restrictions to apply in perpetuity. (LT -- APCA) 3.a Identify steps necessary to improve APCA’s ability to enforce. (LT -- APCA)