



Lake County Resilience Action Plan

Sponsored by Freeport-McMoRan



Picture: Diana Lange



Picture: Jenny Buddenborg

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Prepared by Better City, LLC, August 2022



Executive Summary

The Lake County Resilience Action Plan was created through a collaborative effort to identify the most critical risks faced by the community, along with action plans to preemptively mitigate major risks.

Risks in this plan are defined as the exposure of the community to danger of shocks and disruptions that affect the lives of community members and operations of public and private services. Risks include both natural disasters or human-made disruptions (such as the closure of a large employer or shifts in population trends). Community stakeholders identified twenty risks and then prioritized the risks based on Likelihood of Occurrence, Severity of Impact, and Ability to Influence.

Five risks were ranked as Major or Catastrophic in severity, Certain or Probable in Occurrence, and Medium to High in ability to influence. This plan outlines strategic pre-incident actions to enhance Lake County's resilience to these five risks—enabling the community to anticipate, withstand, and bounce back from or avoid shocks.

Priority 1: Community Connectivity. Lake County benefits from a diverse population, however there is disconnection between local organizations and the ethnic minority groups they serve. Resilience strategies are to involve the youth as leaders in creating community connectivity, and by creating a county-wide Equity Diversity and Inclusion plan.

Priority 2: Expand Commercial Tax Base. The anticipated closure of the Climax Mine will drastically impact the amount of property tax the community collects to support public services. Resilience strategies are focused on expanding the commercial property tax base through new development, including the creation of a development vision plan, land assemblage and facilitation of development, development of a new hotel, and facilitating community driven investment and initiatives to fill service gaps.

Priority 3: Nonprofit Collaboration. Local nonprofits play a large role in the local economy, from providing jobs to serving needing community members. In order to create efficiency and support these organizations, resilience strategies include creating an ecosystem map and shared support resources, and conduct a targeted poverty study to identify why high poverty levels remain despite improved economics—and help organizations as they address multi-generational challenges faced by the community.

Priority 4: Climate Resilience. Climate change has exacerbated the likelihood and severity of the risk of wildfires across Colorado. While a wildfire could potentially devastate the community, there are tactics to both prevent wild fires and reduce the damage caused if one occurs. Resilience strategies are focused on making the community a Firewise and Fire Adapted Community.

Priority 5: Cyber Security. The best way to prevent data breaches and cyber attacks are through proactive prevention. The resilience strategies include building an awareness of what is already being done in the region to prevent cyber crime, and how the community can utilize best practices and existing protective programs.

Project Background

Freeport-McMoRan (Freeport) is a publicly-traded (FCX) international mining company and owner of the Climax Mine in Lake County, Colorado. Freeport has a long-established commitment to building resiliency and well-being in the communities adjacent to their mines. Freeport initiated the Lake County Resilience Action Plan as a pilot program to support the community as it collaboratively identified its most critical risks and create action plans to address them. The project was led by the Leadville Lake County Economic Development Corporation (LLCEDC) and facilitated by Better City, LLC, an economic development consulting firm.

The Better City consultants worked closely with the Core Team, Brain Trust, Mobilization Team, and a wide variety of stakeholders to create this plan. (See Appendix A.)

The Core Team, an informal group who represent the local project sponsor, board members, city staff, and county staff, helped identify key community stakeholders to interview, coordinated meetings, reviewed and identify risk severity on the risk matrix, and provided direction for the resilience action plan during regularly held meetings.

The Brain Trust, an informal group with diverse areas of expertise, served a sounding board and advisers on how risks would impact their industries. These thought leaders assisted in identifying recommendations for each risk.

The Mobilization Team, a formal group of community stakeholders from a broad cross-section of organizations that will be involved in implementation, selected and prioritized the risks and strategies in this Action Plan.

The plan's objective is to provide recommendations for specific actions to enhance the resilience of Lake County - making it better prepared to withstand future shocks.

Key Data Points

Population: 7,845

- 535 new residents since 2010
- Housing shortage isn't driven by increase in residents

Labor Force Participation Rate: 69.60%

- Nearly identical to State's rate of 69.50%
- No evidence of disproportionate number of workers staying out of the workforce due to lack of daycare

Commuting Outside County for Work: 80.9%

- Despite near-historic unemployment rates

Poverty: 13.5%

- Approximately 1% decrease from 2019 (14.6%)
- Colorado rate: 9%
- Unemployment rate: 2.5%
- Median Household Income: \$65,858 - 30% increase from 2019

Racial & Ethnic Diversity of Population: 30%

- Close to 70% of students are minorities

Sources: ACS 2020, BLS 2019, DCC 2020 Lake County School District, State of Colorado

Risk Overview

Severity Rating
Severe Risk
Major Risk
Moderate Risk
Low Risk

Potential risks are ranked on the “Severity of Impact” matrix based on the likelihood of occurrence and the severity of impact as determined by community input.

The potential risks in the upper right quadrant (in red) are those that identified as the most likely to occur as well as having the most severe consequences should they occur.

The severity rankings from above are plotted against the community’s ability to mitigate or prevent negative outcomes in the “Ability to Mitigate” matrix.

Recommendations in the Action Plan address risks that were ranked as severe with medium and high ability to influence.

**Climate change was divided into sub-categories of effects*

Mitigation Rating
Addressed in this plan
Monitor
Respond when needed

Likelihood of Occurrence	Severity of Impact			
	Low	Medium	Major	Catastrophic
Frequent or Certain			Disconnection in Community	Mine Closure & Property Tax Decline
Probable	Geo-political Events	Mine Shafts, Social Vulnerability	Workforce Shortages, Cyber Attacks, Wildfire*	Recession
Possible		Supply Shocks, Severe Weather*	Housing, Drought*	
Unlikely	Landslide	Civil Unrest, Rapid Major Population Change	Food Insecurity	
Rare	Major Gas Leak	Dam Failure		

Severity	Ability to Mitigate		
	Low	Medium	High
Severe Risk	Workforce Shortages, Recession	Cyber Attacks, Disconnection in Community, Wildfire*	Mine Closure & Property Tax Decline
Major Risk	Drought*	Housing, Mine Shafts, Food Insecurity	Social Vulnerability
Moderate Risk	Geopolitical Events, Civil Unrest, Severe Weather*	Rapid Major Population Change, Supply Shocks	
Low Risk	Dam Failure	Major Gas Leak, Landslide	

Risks to Monitor

The risks that were rated as severe with low ability to influence, major with a medium ability to influence, and moderate with a high ability to influence are identified as Moderate overall risks. No specific actions are recommended for risks in this category, but it is deemed important to provide a brief explanation of each and to monitor the risks for future developments.

Workforce Shortages

With unemployment near historic lows at 2.5%, there is an acute shortage of workers. Many businesses are struggling to maintain staffing levels sufficient to operate their businesses. With the majority of Lake County workers commuting out of the County for work and with transportation costs soaring, it is counter intuitive that local businesses are not able to recruit workers. More study and analysis is needed to determine what is driving the preference of out-of-county employment for local workers.

Recession

Economic shocks, such as recessions, cross geographical or jurisdictional boundaries; so there is always a possibility of disruption to the local economy (businesses, jobs, wages, etc.) due to external factors. It would be worthwhile for the community and broader region to identify best-practices in preparation to withstand and recover from an unexpected economic shock.

Housing

Lake County has the most affordable housing in the region, however Lake County is experiencing rising housing costs that are impacting the region, state, and country—therefore attainable housing is an important issue for the community. Attainable housing is not addressed in this Action Plan since there is a concurrent planning effort underway specifically focused on the issue of attainable housing.

Mine Shafts

There are abandoned, unsecured mine shafts within the county. These mine shafts are a safety hazard, and finding and securing old mine shafts is an ongoing initiative that has been underway over the last 20+ years with Lake County Open Space Initiative partners like Colorado Division of Reclamation, Mining, and Safety.

Food Insecurity

Food deserts are defined by the USDA as areas where people have limited access to a variety of healthy and affordable food. According to the [USDA's Food Access Research Atlas](#), most of Lake County qualifies as a food desert. While there is one grocery store in Lake County, and many residents also shop in adjacent counties, the food desert status indicates that impacts on food supply or cost would create a large challenge for the county's residents—especially those with low income. A wide variety of disruptions (global pandemics, severe weather, or supply and shipping issues) create risk for food security. As needed, the St. George's food pantry and a program under the Senior Center (Meals on Wheels, and other lunches, etc) could help fill needs and identify solutions in the case of a disruption.



Picture: Diana Lange

Resilience Strategies

The risk matrices on page 4 were used to identify which risks to address through strategic actions in this plan.

The groups involved in the planning process (Mobilization Team, Core Team, and Brain Trust) identified strategies to address the actionable risks that align with the community’s priorities.

These strategies are initiatives to bolster Lake County's ability to withstand or minimize negative impact from severe events. The following sections explain the actionable risks and provide the step-by-step actions for community leaders and groups to enact the strategies and create a resilient future.

Risk	Priority	Strategies
Disconnection in Community	1. Community Connectivity	<ul style="list-style-type: none"> • Equity Diversity and Inclusion Student Research Project • County EDI Plan
Mine Closure & Property Tax Decline	2. Expand Commercial Tax Base	<ul style="list-style-type: none"> • Commercial Development Vision Plan • Housing Development and Land Assemblage • Tabor Opera House Hotel Development • Facilitate Development of Commercial Properties • Community Driven Investment & Initiatives
Social Vulnerability	3. Nonprofit Collaboration	<ul style="list-style-type: none"> • Nonprofit Ecosystem Map • Poverty Study • Shared Support Resources
Climate Change	4. Climate Resilience	<ul style="list-style-type: none"> • Achieve Firewise & Fire Adapted Community goals
Cyber Attacks	5. Cyber Security	<ul style="list-style-type: none"> • Identify Current Efforts • Enroll in the Protective Security Advisor Program • Ongoing Prevention

“Resilience is the ability not only to bounce back but also to “bounce forward” – to recover and at the same time to enhance the capabilities of the community or organization to better withstand future stresses.”

– Urban Land Institute



Picture: Bob Dmyt

Priority 1 – Community Connectivity

Integrating and including all residents in the economic and social fabric of the community will become increasingly critical for social cohesion and economic resilience. Lake County has 30% racial and ethnic diversity, and 70% of public school students are minorities. (See Appendix B.)

Community members report that there are very few people from these minority communities in leadership positions and their voices are heard largely through third party organizations. There have been commendable outreach efforts but in conversations directly with members of those communities they revealed that they still feel marginalized and don't see a pathway to become more involved.

The resiliency of the community will be enhanced through ensuring that there are many more representatives from historically marginalized and underrepresented community members involved in decision-making and participating actively in all aspects of the community. Diverse voices bring unique and essential perspectives to the table, improve the quality of decisions and directions, and ensure greater community involvement.

Lake County recognizes how essential it is to be a diverse and inclusive community. When all community members are valued and involved, the community will better be able to retain and attract residents and to benefit from diverse perspectives and input. The recommendation is to take an intentional approach to inclusion and dig deep to understand how to expand the involvement of all members of the community.

Action	Lead(s)	Resources	Timeline
EDI Student Research Project	Full Circle, Lake County	Lake County Community Fund, OEDIT Artss in Society Grant	Short
County EDI Strategic Plan	Lake County	Lake County Community Fund, Boettcher Foundation Colorado, Summit Foundation, Better City	Medium

Equity, Diversity, & Inclusion Student Research Project

Extend the Hotspot Mapping Program (a research project program facilitated by Full Circle for High School Students) into a summer program for research projects focused on Equity, Diversity, and Inclusion (EDI). Students would then work with Lake County to identify ways to implement their findings within the community.

This initiative enables students to conduct research, present their findings, and put their ideas into action. Youth would take a lead role in enhancing the culture of EDI in the community the community, working with local nonprofits and public leaders and staff.

Action Steps

Leads: Full Circle (Planning Projects),
Lake County (Implementing Projects)

- High school program coordinator: develop the program
 - Develop a time frame for the training, research, and final community presentation, and establish program goals
- Project Leads: meet before launching to:
 - Identify what the County Administrators would need to transition the study to implementation (such as project summary, estimated funding, data, impact, goal monitoring, measurements, etc.)
 - Set clear expectations for implementation (such as the process to implement, maximum projects selected for implementation, the studies that would not qualify, etc.)
- Full Circle: Launch and run summer research program
 - Each project should identify a community need regarding equity, diversity, and inclusion, and identify strategy to meet that need
- LLCEDC & County: Implement Senior Research Project
 - Facilitate presentation of findings to stakeholder groups
 - Assist with selecting projects to implement and coordinating roles with student researchers
 - If the students identify a way to use public art or an art program to bring attention to or address DEI in the community, seek OEDIT Arts in Society Grant funding to support the implementation
 - The Leadville Historic Preservation Commission can partner with students on public art initiatives.

Resources	Use
Lake County Community Fund	Max Award: N/A Deadline: Annual
OEDIT Arts in Society Grant	Max Award: \$35K Deadline: Summer 2023



County EDI Strategic Plan

Undertake a county-wide Equity, Diversity, and Inclusion (EDI) Strategic Plan.

Lake County desires to be more inclusive and has several organizations working toward that goal. This EDI Plan will help leaders within the community understand cultural and socioeconomic differences and how to apply EDI in their work.

The plan should identify obstacles and impediments to greater inclusion of historically underrepresented and under-resourced communities, and provide strategies and metrics to make Lake County a beacon of inclusivity and integration.

In demonstration of its commitment to Lake County, Better City will provide the EDI Strategic Plan at no cost to the County.

Project Approach

- Leverage existing County EDI efforts and coordinate community engagement with EDI Committee.
- Create an Evaluation Matrix to measure Lake County’s current efforts against best practices.
- Identify opportunities for improvement and County strengths.
- Create Action Plan with recommendations to improve EDI and enhance community connectivity.
- Refine the process and partners for the EDI student research projects, potentially including CMC as a project partner.

Action Steps

Lead: Lake County

- Identify County Project Sponsor, Project Team, & EDI Committee Members
 - Include members with diverse perspectives based on color (BIPOC), ethnicity, economics, gender, beliefs, etc.
- Gather Research for Consultants
 - Identify the sources that would have historical events of diversity, equity, and inclusion
 - Provide any web links, newspaper articles, historical videos, etc.
- Establish Plan Objectives
 - Identify or expand on the “why” for this plan (e.g. “To build connectivity for underrepresented groups within the county”)
 - Identify ways for nonprofit organizations to work together on community wide initiatives.
- Launch Strategic Plan
 - Identify Key Stakeholders
 - Pursue funding for implementation, as needed
 - Create a Press Release
 - Ensure that this process is language inclusive, share ways to get involved, and properly communicate information to all residents (especially to those residents that are typically not as connected)

Resources	Use
Better City	Consulting Services
Boettcher Foundation Promise of Colorado	Max Award: N/A, Deadline: 2022.09.15
Summit Foundation Grant Program	Max Award: \$10K, Deadline: 2022.10.06
Lake County Community Fund	Max Award: N/A, Deadline: Annual



Picture: Chris Schmitz

Priority 2 – Expand Commercial Tax Base

Freeport-McMoRan’s Climax mine is projected to close around 2043. The closure of the mine will heavily impact the county’s revenue, since the assessed valuation on the mine (including real, personal, and mine by proceeds) equates to about 50% of the total valuation in the county. The Climax Mine paid \$6.1 million in taxes in 2021—so the County needs [approximately \\$243 million](#) of new commercial development to offset the gap that will be created by the mine's closure.

Offsetting the property tax decline is a major priority for the county. The strategy is to support and facilitate development of commercial properties to add to the county’s property tax base.

Action	Lead(s)	Resources	Timeline
Commercial Development Vision Plan	LLCEDC	USDA RPIC, OEDIT CDBG	Short
Housing Development and Land Assemblage	City of Leadville, Lake County	Brownfield Site Assessment, DOLA Infrastructure & Strong Communities, DOLA Transformational Affordable Housing Grant, DOLA IHOI, Enterprise Zone, Opportunity Zone, TIF, Affordable Housing Tax Credit, NMTC	Medium
Tabor Opera House Hotel Development	Tabor	State Historical Fund, Brownfield Site Assessment, EPC, C-PACE, Enterprise Zone, Opportunity Zone, TIF, HTC, NMTC	Medium
Facilitate Development of Commercial Properties	LLCEDC	HTC, NMTC, TIF, LIHTC	Long
Community Driven Investment & Initiatives	Lake County Community Fund	CIF Specialist, SBDC Business Support Resources, USDA RBDG, OEDIT Rural Jump-Start Program, Enterprise Zone, Opportunity Zone, TIF, NMTC	Long

Commercial Development Vision Plan

Create a Commercial Development Vision Plan for Leadville.

Lake County’s population is expected to [grow 9% from 2020 to 2023](#) (an increase of 673 residents), which means now is an ideal time to strategically plan for the type of growth the community desires. As the population grows it is critical for Lake County and City of Leadville to have funds to continue providing essential public services. Public revenues will contract when the mine closes, so new commercial development is needed to new property tax revenue to fill in the gaps.

Outlining the vision and guidelines for commercial properties (1) gives the County control over the aesthetics and culture created by growth, and (2) provides a vision to attract developers and spur new commercial development.

A case study of a similar initiative is Ogden, Utah in the early 2000’s. The City of Ogden had experienced significant decline and disinvestment, yet they decided to brand the city as a hub for outdoor recreation. Prior to this vision Ogden was not considered a key location for outdoor recreation—despite their proximity to ski resorts, trails, and river. Thanks to this clear vision and branding the City of Ogden began a targeted campaign to attract development and businesses which aligned with the city’s vision. Ogden presented itself as an ideal location for these businesses since the city’s vision and the mission of these businesses were aligned. Within a decade Ogden attracted millions of dollars of investment in their downtown, including recreation center anchors, retailers, offices, hotels, and manufacturing companies who specialize in outdoor gear—aligning with the city’s brand while creating new jobs. (See Appendix D.)

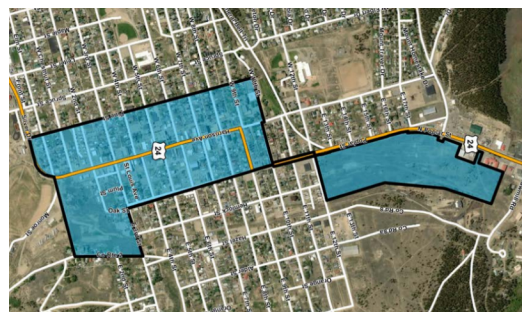
Ogden’s vision was instrumental in enticing developers to invest in the city; and the commercial development plan for Leadville should be created to accomplish the same goal. The City of Leadville needs a clearly articulated brand that will resonate with developers and businesses, and that will create cohesive and complimentary development across Leadville.

Action Steps

Lead: LLCEDC

- Obtain funding for Commercial Development Vision Plan (estimated to cost approximately \$60,000)
- Create a Commercial Development Vision Plan for Leadville, including an evaluation of available properties, design standards, and parcel-specific project plans
- Create a development marketing brochure
- Post the plan and marketing brochure on the LLCEDC Website and promote the development opportunities in Leadville

Resources	Use
USDA RPIC	Max Award: \$250K Deadline: Fall 2023
OEDIT CDBG	Max Award: \$20K/job Deadline: Rolling



Housing Development and Land Assemblage

Develop housing and then provide opportunity for residents living in select areas to do a housing swap, providing these residents with new housing and assembling parcels with previously blighted residential structures along major roads. Advertise assembled land for commercial development.

There are blighted residential properties located along Highway 24—the commercial thoroughfare that runs through Leadville. Prime opportunities for commercial development would be available if residents were able to relocate nearby. LLCEDC can facilitate commercial development by first developing alternative housing, then providing the opportunity for these residents to swap their old housing for new, and then providing the assembled properties along Highway 24 to commercial developers. This provides multiple benefits, including improved housing for residents who volunteer for the swap, removal of blight, and creating space for new commercial development.

A challenging first step to this project is identifying space for new housing. Additionally, there is not a well established market for commercial and industrial properties. Because of these challenges, this project is likely to require more time to germinate than the other recommendations.

Action Steps

Leads: City of Leadville & Lake County

- Develop housing specifically for property swaps for residents in select areas
 - Housing must appeal to these residents, with sizes and layouts that suit their preferences
- Identify blighted homes along Highway 24
- Advertise swap opportunity to residents in target areas
 - Swaps should occur on a first-come voluntary basis
- Assemble lots for commercial development

Resources	Use
CDPHE Brownfield Site Assessment	Max Award: N/A, Deadline: Rolling
DOLA Infrastructure & Strong Communities	Max Award: N/A, Deadline: TBD
USDA RPIC	Max Award: \$250K, Deadline: Fall 2023
DOLA Transformational Affordable Housing, Homeownership, and Workforce Housing Grant Program	Gap funding for acquisition, rehabilitation and new construction of affordable housing
DOLA IHOI	Grants to local governments to develop affordable housing
CDOT Small Multimodal & Economic Resiliency Projects	Max Award: N/A Deadline: ASAP (Rolling while funding lasts for public spaces & downtown vibrancy projects)
LLCEDC Enterprise Zone	Tax credit for businesses
OEDIT Opportunity Zone	Deffer/decrease capital gains
LLCEDC TIF	Increased taxes from development used to subsidize the new development
CHFA Affordable Housing Tax Credit	Tax credit for affordable housing projects
CHFA NMTC	Tax credit for equity investments

Tabor Opera House Hotel Development

Develop a boutique, historic-themed hotel adjacent to the Tabor Opera House.

The Tabor Opera House was built in 1879 historically had a hotel attached to it. Developing a new hotel would be symbiotic with the renaissance of the Opera House—helping pay for capital improvements while also providing overnight accommodations for patrons. The project concept is to put the lodging adjacent to the Tabor, where a gas station is currently located. Building a hotel that is physically connected to the Opera House will provide the opportunity to creatively use historic tax credits to close project funding gaps in the development of a new hotel and provide essential upgrades to the Opera House, such as HVAC.



Picture: Google Earth

Building new lodging attached to the Tabor will provide visitors a convenient place to stay overnight. Additionally, it will provide spillover capacity for neighboring tourist communities—which increases the opportunity for the County/City to benefit from the Accommodation Tax.

Action Steps

Lead: Tabor Opera House

- Secure agreements with property owners - including the Tabor Opera House, Neighboring Lifetime Fitness, and the gas station
- Obtain a permanent easement for the Tabor's upper balcony egress
- Secure consultant for historic tax credits
- Create project pro-forma
- Apply for historic tax credits
- Develop incentive package using TIF
- Create Request for Qualifications and market the project to developers
- Select developer and draft legal agreement



Picture: Jenny Buddenberg

Resources	Use
State Historical Fund General Competitive Grant	Max Award: \$250K, Deadline: 2022.10.03
State Historical Fund Non-competitive Planning Grant	Max Award: \$15K, Deadline: Rolling
CDPHE Brownfield Site Assessment	Max Award: N/A, Deadline: Rolling
USDA RPIC	Max Award: \$250K, Deadline: Fall 2023
CEO EPC	Capital upgrades funded by future cost savings
CEO C-PACE	Financing tool for energy efficiency
LLCEDC Enterprise Zone	Tax credit for businesses
OEDIT Opportunity Zone	Defer/decrease capital gains
LLCEDC TIF	New tax revenue subsidizes new development
OEDIT HTC	Tax credit for historic redevelopment
CHFA NMTC	Tax credit for equity investments

Facilitate Development of Commercial Properties

Organize and track the development of commercial and industrial properties. Make developments easily available for developers by packaging and incentivizing properties.

Not many commercial properties in Lake County are listed as available on commercial real estate sites. Creating a database of properties and coordinating with property owners to update listing status will enable the Leadville Lake County Economic Development Corporation to facilitate new development and business attraction.

Action Steps

Lead: LLCEDC

- Coordinate with property owners and create a property database
 - Include industrial park properties
- Encourage property owners with vacant buildings to list their property on LoopNet or otherwise make available
- Post and keep current available properties on the LLCEDC website
- Create project-specific pro formas
- Recruit developers



Picture: CoStar

Resources	Use
State Historical Fund General Competitive Grant	Max Award: \$250K, Deadline: 2022.10.03
USDA RBDG	Max Award: \$10K-\$500K, Deadline: Fall 2023
USDA RPIC	Max Award: \$250K, Deadline: Fall 2023
CDOT Small Multimodal & Economic Resiliency Projects	Max Award: N/A Deadline: ASAP (Rolling while funding lasts)
OEDIT CDBG	Max Award: \$20K/job, Deadline: Rolling
State Historical Fund Non-competative Planning Grant	Max Award: \$15K, Deadline: Rolling
CDPHE Brownfield Site Assessment	Max Award: N/A, Deadline: Rolling
DOLA Infrastructure & Strong Communities	Max Award: N/A, Deadline: TBD
CEO EPC	Capital improvement upgrades funded by future cost savings
CEO C-PACE	Financing tool for energy efficiency
OEDIT Rural Jump-Start Program	Incentivize new businesses start in or move into area
OEDIT Colorado First and Existing Industry Customized Job Training Programs	Training Grant
CDLE WIOA	Training Assistance
LLCEDC Enhanced Enterprise Zone	Tax credit for businesses
OEDIT Opportunity Zone	Deffer/decrease capital gains
LLCEDC TIF	New tax revenue subsidizes new development
OEDIT HTC	Tax credit for historic redevelopment
CHFA NMTCL	Lake County Resiliency Action Plan 15

Community Driven Investment & Initiatives

Facilitate the development of community facilities or initiatives to provide community amenities where the market demand is not large enough to support a private venture.

There are a variety of amenities that the community desires, but the local market size is not sufficient for the projects to be economically viable. An example is a recreational center, where the cost is prohibitively large to spread across a small number of residents. Pursuing community investing to facilitate the development of needed community amenities—bringing charitable or public dollars to help close project funding and profitability gaps.

Community investing is a way to channel public and private investment to support initiatives in a specific community. Community investment strategies direct public and private investments to address local problems including needed services (health, food, education, child care, transit, jobs, housing), economic development (quality job creation, infrastructure development), and sustainable communities (mixed use/income smart growth, environmentally focused community investment).

A venture (nonprofit or for-profit) can raise capital from their community either directly or indirectly. The direct approach is sometimes referred to as investment crowdfunding, a term that includes both direct public offerings and Title III Regulation Crowdfunding. Indirectly, a venture can be funded by a Community Investment Fund (CIF). CIFs help to empower communities by allowing community members, anyone of virtually any economic class, to invest in a community fund which in turns invests in ventures, revitalization projects or other mission driven enterprises. CIFs allow communities to build wealth through a cycle of investment, growth, profit (returned to community investors), and reinvestment.

[There are multiple types of CIFs, and they can be structured so as to be exempt from the regulatory burdens of the Investment Company Act](#)—making them simple and cost effective to implement on a community scale. (CIFs must comply with securities laws to raise fund capital and can do so using community capital strategies such as direct public offerings or a Reg A+ offerings.) According to [Community Investment Funds - A How-To Guide for Building Local Wealth, Equity, and Justice](#) a community-friendly investment fund (CIF) has three essential characteristics:

- Local sourcing: Capital for a CIF should come from people living in the community
- Local investing: The CIF should put capital exclusively into local projects
- Local decision making: A board of people broadly representative of the community should decide how to deploy the capital

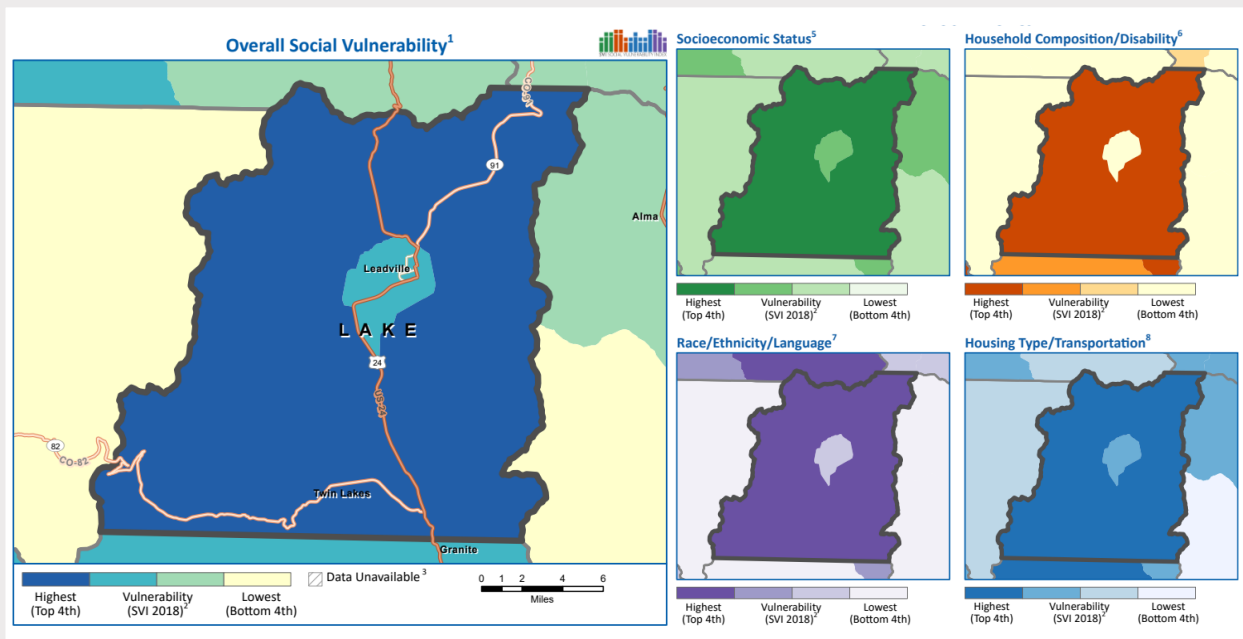
In addition to utilizing funds from local investors, a community investment strategy can “expand the boundaries of the community investment system by...[tapping or leveraging] existing or potential resources and assets. These resources may be previously unidentified financial subsidies from local or national philanthropies or local, state or federal grants from unfamiliar sectors that can be combined with existing community investment activity” ([Community Investment: Focusing on the System](#)).

Action Steps

Lead: Lake County Community Fund

- Identify gaps in services (grocery store, community rec center, etc.) that are unlikely to be filled based on expected market returns
- Compile inventory of potential projects that could be pursued using community based investment
- Establish a Community Investment Fund or some other type of community investing program to fund local projects

Resources	Use
SBDC Business Support Resources	Advertise Program
USDA RBDG	Max Award: \$10K-\$500K, Deadline: Fall 2023
OEDIT Rural Jump-Start Program	Incentivize new businesses start in or move into area
Enterprise Zone	Tax credit for businesses
OEDIT Opportunity Zone	Deffer/decrease capital gains
LLCEDC TIF	New tax revenue subsidizes new development
CHFA NMTC	Tax credit for equity investments
CIF Specialist	To consult and assist with establishing fund



Priority 3 – Nonprofit Collaboration

The Center for Disease Control Social Vulnerability Index (CDC SVI) 2018 depicts the [social vulnerability within a Lake County’s census tracts at 0.3692 \(low to moderate\) in Leadville, and 0.9112 \(high\) in the unincorporated county](#). A community's social vulnerability may determine how well it fares in a disaster, as the socially vulnerable are often less prepared and have more difficulty recovering. Nonprofits in Lake County can play a significant role in helping socially vulnerable populations.

Leadville has 52 tax-exempt 501(c)(3) organizations (nonprofits) (per [Colorado Secretary of State](#), Jan 2020); and of the nonprofits in Lake County, only 26 have assets and revenue of \$1 or more (per their most recent [IRS filing](#)). Based on a comparison of nonprofits with \$1+ in revenue across the state, Leadville has 4.5 times more tax-exempt organizations per capita than the state of Colorado overall.

Nonprofits rely on fundraising, which requires administrative overhead for grant applications and administration. Stakeholders expressed interest in enhancing efficiency through collaboration and shared resources among nonprofits to enhance their capacity.

This strategy is to understand in detail the Lake County nonprofit ecosystem to 1) identify potential areas of collaboration between local nonprofits and local and regional public agencies, 2) to develop a comprehensive understanding of the core causes of persistent, generational poverty in the County and to develop strategies to address those root causes and 3) to find ways to support nonprofits through collaboration and shared resources.

Action	Lead(s)	Resources	Timeline
Nonprofit Ecosystem Map	Lake County Community Fund	DOLA EIAF, OEDIT Nonprofit Resources, Boettcher Foundation Colorado, Summit Foundation, Lake County Community Fund	Short
Poverty Study	Lake County Community Fund	DOLA REDI	Short
Shared Support Resources	Lake County Community Fund	Heart of Colorado Regional Leadership Committee	Medium

Nonprofit Ecosystem Map

Map the local nonprofit ecosystem. Delineate different missions, responsibilities and roles filled by the various nonprofits, and learn what their funding needs are.

The objective of this strategy is to clearly identify which organizations are filling what community needs, and should also include an analysis of public programs.

Action Steps

Lead: Lake County Community Fund

- Secure DOLA REDI grant to conduct a survey of nonprofits to understand each’s role and function
- Identify the nonprofits in the community
- Conduct study and develop a map of the ecosystem

Resources	Use
DOLA Energy and Mineral Impact Assistance Fund (EIAF)	Max Grant: \$750,000 Deadline: 2023.03.01
OEDIT COVID-19 Business and Nonprofit Resources	Max Grant: Varies Deadline: Varies
Boettcher Foundation Promise of Colorado Summit Foundation Grant Program	Max Award: N/A Deadline: 2022.09.15
Lake County Community Fund	Max Award: \$10K Deadline: 2022.10.06
	Max Award: N/A Deadline: Annual

Poverty Study

Conduct a poverty study to understand core causes of poverty within Lake County, and identify service gaps and strategies for helping lift these residents.

The poverty rate within the county is 10.6% – higher than the statewide average of 9%, and 47.5% of those in poverty are age 35-64. If anything, the true levels of poverty are probably dramatically understated because the cost of living used to calculate the nationally-standardized poverty income level is based on housing costs that are significantly lower than in Leadville. The intractable persistence of poverty – especially in a time of low unemployment and rising wages, is perplexing. Neither the local nonprofits nor the community leaders have a clear understanding of the causes of the perpetuated, generational poverty.

Action Steps

Lead: Lake County Community Fund

- Identify community sponsor/ project lead
- Identify funding sources, including matching funds
- Apply for grants
- Execute study
- Involve nonprofits in data collection and facilitation of input from affected community members

Resources	Use
DOLA Rural Economic Development Initiative (REDI)	Max Grant: \$150,000 Deadline: 2022.09.30

Shared Support Resources

Create shared support resources as a follow-up to the nonprofit ecosystem map.

If there are multiple nonprofit organizations in Lake County that would benefit from and be interested in sharing resources to reduce costs and improve efficiency, then creating a shared support resource program would be an effective way to support these institutions.

This strategy is subsequent to the ecosystem map, as that strategy is needed to identify the form of this strategy.

- If the primary needs for nonprofits center on funding, the shared support resource could be a grant writer and or compilation of grant writing resources and database of potential grants.
- If the primary needs for nonprofits are administrative support, support resources would take the form of tools, training, or potentially personnel hired to support multiple organizations.
- If there are multiple cross-organizational needs, the shared support resources should provide assistance to all relevant areas.

The actual planning and implementation of this strategy have the potential to be very broad or narrow according to the needs of the nonprofits, and should be coordinated with nonprofits to ensure that the shared support resources are considered helpful by the organizations they are intended to serve. The intention is to assist nonprofits by supporting sustainable funding efforts and improve their efficiency. The success of the nonprofit sector is important to the overall resilience of Lake County.

Action Steps

Lead: Lake County Community Fund

- Identify needs for shared support resources
- Plan types of shared support resources, according to the needs of the nonprofits and the capability of the County
- Secure shared resources, such as:
 - Grant writer, administrative support, database of funding opportunities, tools or software, template proposal or marketing materials, cooperative opportunities for healthcare, retirement, marketing, accounting, etc.
- Identify the level of support needed, the approximate work load for personnel or cost of tools
- Secure funding for shared resources
- Implement shared resources for nonprofits

Resources	Use
Heart of Colorado RLC Collaborate & Network	Collaborate



Priority 4 – Climate Resilience

Colorado, like the rest of the planet, is undergoing significant climate change. Colorado has experienced increasingly warmer temperatures in recent decades, and [significant further warming is expected in Colorado, by another 2.5°F to 6.5°F by 2050](#) based on projections from Global Climate Models. Impacts include earlier springs and hotter summers, even up in the mountains. Climate projections indicate that wildfires will increase in frequency and severity as a consequence of continued warming.

Proper wildfire mitigation will protect the community from destruction that can wreck havoc on individuals and the entire community. The Forest Service and County have created a wildfire mitigation plan for the Lake County area and there is a coordinated approach to employing tactics to mitigate the spread of wildfires. While the Forest Service is responsible for the majority of the fire prevention to be done in the County on federally-owned land, there are County-owned and privately-owned properties that still require mitigation.

This strategy involves provide funding to support the current mitigation plans, and to provide informational resources and communication to homeowners, landlords and residents.

Action	Lead(s)	Resources	Timeline
Firewise & Fire Adapted Community	Lake County BOCC	DNR Arkansas River Watershed Collaborative, CSFS FRWRM, CSFS Resources & Best Practices, CSFS Local Government Mitigation Incentives, USDA Community Wildfire Defense Grant, CSFS Mitigation Income Tax Subtraction, DHS Ready	Short

Firewise & Fire Adapted Community

Promote community-wide participation in the use of technology, policy, and practices that minimize the loss of life and property to wildfire, independent of firefighting efforts, by implementing the Firewise USA program.

The National Fire Protection Association (NFPA) oversees a grassroots, community-based wildfire preparedness program called Firewise USA. Firewise USA serves as a framework for neighbors to learn about their fire risks and take mitigative actions to protect their communities.

There are [five steps](#) to earn recognition as a Firewise community:

1. Create a board or committee or residents and other local stakeholders interested in wildfire protection
2. Obtain a written wildfire risk assessment from the state forestry agency or local fire department that identifies risky areas and recommendations for improvement
3. Create an action plan to be updated every 3 years that identifies community education and mitigation activities
4. Host an outreach and education event that addresses items from the action plan
5. Track the hours and financial investments from the community in wildfire mitigation

In addition to implementing the Firewise program, Lake County should strive to be a Fire Adapted Community. While there is no specific 'designation' or checklist associated with becoming a Fire Adapted Community—there are many resources and recommendations provided by the U.S. Forest Service and the [Fire Adapted Communities Learning Network](#) to support Fire Adapted Community goals.

“Fire adaptation means communities take mitigation actions so they can live with wildfire without harm and without extensive wildfire suppression efforts. The U.S. Forest Service developed, supports, and promotes community fire adaptation.

A key component of community fire adaptation is that there isn't one silver bullet that reduces risk; there are many tools that, when used together and strategically, reduce risk. And it's not the responsibility of one agency or group to mitigate; it's the responsibility of everyone who lives and works in the community.”

– [U.S. Forest Service](#)

Lake County recently revised their [Community Wildfire Protection Plan](#) in collaboration with the U.S. Forest Service, Colorado State Forest Service, Leadville/Lake County Fire Rescue Department, and Colorado Mountain College. Efforts are underway to incorporate select goals from the Community Wildfire Protection Plan into the County's [Hazard Mitigation Plan](#) revision. These include Funding Requests, Neighborhood Treatments, Priorities for Promoting Community Involvement, Monitoring Plan, and Location-specific Planning and Implementation Projects.

Action Steps

Lead: Lake County Board of County Commissioners

- Create board or committee to oversee the local Firewise program
- Coordinate with the Colorado State Forest Service, local fire department, Colorado Mountain College, and Colorado State University Extension Service
- Identify hazard areas
- Coordinate with applicable partners to update GIS mapping tools
 - Share updated GIS resources with the community
- Conduct community outreach, share information and resources, and obtain buy-in from residents
 - Provide education and outreach to all subdivisions
- Identify outreach and grant opportunities for administration, management and grant writing
- Develop plan for Emergency Management Coordination
- Conduct additional planning, as needed, for Radio and Emergency Services communication improvement, dry hydrant exercising, evacuation planning, and post-fire flooding preparation
- Provide fire safety training for school students
- Work to become a recognized Firewise community

Resources	Use
CSFS Forest Restoration & Wildfire Risk Mitigation Grant Program (FRWRM)	Max Grant: N/A Deadline: 2022.10.19
CSFS Wildfire Mitigation Resources & Best Practices Grant Program	Max Grant: N/A Deadline: Fall 2023
CSFS Wildfire Mitigation Incentives for Local Government	Max Grant: N/A Deadline: Spring 2023
DNR RMRI Upper Arkansas - Lake County: Lake County CWPP Fuels Reduction Project	Max Grant: \$500,000 Deadline: Awarded
USDA Community Wildfire Defense Grant	Max Grant: \$10M Deadline: 2022.10.07
CSFS Mitigation Income Tax Subtraction	Advertise Program
DHS Ready	Advertise Program



Priority 5 – Cyber Security

In recent years, data breaches and personal privacy of data has become an important issue for state and local governments, businesses, and private residents. Cyber-criminals could target critical infrastructures—such as electric grids, telecommunications, and transportation infrastructure—which would wreak havoc on the community. Cyber security protects all categories of data from theft and damage. Industry and residential data is considered a high priority for safety.

Lake County leaders identified cyber security as an priority to achieve for a more resilient community. Lake County, like other communities, has had hackers interfere with City Council and work session meetings; which underscores the risk that cyber security poses to the community.

Lake County has been working to get financial systems and other systems into an online cloud-based format for continuity of operations, and institutional knowledge purposes. By being proactive to guard against cyber attacks, this strategy provides the community with protection from a potential threat.

Action	Lead(s)	Resources	Timeline
Enroll in the PSA Program	LLCEDC	CISA Cybersecurity Awareness Program, CISA PSA	Short
Ongoing Prevention	LLCEDC	CIS MS-ISAC, CISA Shields Up	Short

Enroll in the Protective Security Advisor Program

Utilize the free [Protective Security Advisor \(PSA\) Program](#) to enhance Cyber Security within the County.

PSAs are trained critical infrastructure protection and vulnerability mitigation subject matter experts who advise and assist state, local, and private sector officials and critical infrastructure facility owners and operators.

Action Steps

Lead: LLCEDC

- Identify current efforts among city staff, business owners and residents for cyber protection.
- Contact the Colorado PSA Advisor, [Hory Maes](#) to arrange for a risk assessment
- Conduct a risk assessment of critical infrastructure assets and potential cyber security issues in the County
- Conduct an advertising campaign every October for Cybersecurity Awareness Month to ensure residents are provided information on personal cybersecurity measures.

Resources	Use
CISA Cyber-security Awareness Program	Advertise Program
CISA Protective Security Advisor Program (PSA)	Collaborate

Ongoing Prevention

Enroll in the State of Colorado’s ongoing prevention program. This program provides alerts, warning signs, and safety information to organizations that enroll.

Action Steps

Lead: LLCEDC

- Register law enforcement, public safety/first responders, government, school personnel and private sectors through the Colorado Information Analysis Center
- Coordinate with the Division of Human Services, Clerk, Finance, Courts when putting together the cyber security plan
- Subscribe to Shields Up Alerts for prevention information and emergency updates

Resources	Use
CIS Multi-State Information Sharing & Analysis Center (MS-ISAC)	Join as Member
CISA Shields Up	Subscribe & Utilize

Appendix A

Stakeholder Engagement

The Better City consultants worked closely with the Core Team, Brain Trust, Mobilization Team, and a wide variety of stakeholders to identify the risks and strategies in this plan.

The Core Team: Informal group of individuals who represent the local project sponsor, board members, city staff, and county staff. The team helped identify key community stakeholders to interview, coordinated onsite meeting locations, reviewed and identify risk severity on the risk matrix, and provided direction for the resilience action plan during regularly held meetings.

The Brain Trust: Informal group of individuals who have specific expertise, are diverse and serve as a sounding board and advisory. The brain trust gathered during mobilization team meetings to provide their insights for risks that impacted their industry (such as nonprofit resilience, wildfires, tax base stabilization, cyber security resilience, and community connectivity) Each individual was considered a thought leader in their field and available for one-on-one conversations to provide specific recommendations for each risk.

The Mobilization Team: Formal group of community stakeholders who represent a broad cross-section of organizations that will be involved in ultimate implementation. This team includes the core team and the brain trust, to review the final risk list, narrow down risks and strategies, and rank strategies in a list of highest priority for the action plan.

Name	Organization	Core Team	Brain Trust	Mobilization Team
Jason Hall	President of EDC/ Alpine Gift Shoppe	•	.	•
Laurie Simonson	City Administrator, City of Leadville	•		•
Nancy Bailey	Leadville Lake County Economic Development Corporation	•		•
Nell Wareham	Manager, Strategic Community Development Freeport-McMoRan	•		•
Tim Bergman	County Manager, Lake County	•		•
Benjamin Cairns	Vice President & Campus Dean of CMC Leadville & Salida, EDC Board		•	•
Josh Adamson	Leadville Airport Manager		•	•
Sarah Dae	Executive Director The Tabor Opera House		•	•
Maria	Citizen		•	
Stephanie Stonp	Citizen		•	
Dan Dailey	Fire Chief			•
Jeff Fiedler	Lake County Commissioner			•

Appendix A Stakeholder Engagement

Stakeholder interviews were conducted from April 4 - May 4, 2022. There were 18 total interviews conducted as one-on-one conversations with a wide variety of community members, and one group meeting with Full Circle, a local nonprofit. Some interviews were coordinated by the Core Team, while others were organic and informal conversations with residents and employees to talk about their personal experiences, risk, and challenges within Lake County. These conversations provided perspective on the data and prior studies reviewed for this process.

Interview participants, listed below, were asked about what they considered risks to the community, industry challenges and opportunities, lessons learned from the COVID-19 pandemic, major events that have impacted the community, and specific anticipated impacts of the mine closure. The input from these interviews was critical in identifying the priorities and strategies that are contained in this plan.

Name	Organization
Nancy Bailey	Leadville Lake County Economic Development Corporation
Nell Wareham	Manager, Strategic Community Development Freeport-McMoRan
Benjamin Cairns	Vice President & Campus Dean of CMC Leadville & Salida, EDC Board
Sarah Dae	Executive Director The Tabor Opera House
Dan Dailey	Fire Chief
Jeff Fiedler	Lake County Commissioner
Bob Hartzell	Trustee at Colorado Mountain College
Brett Antczak	Hospital CEO
Christian Luna-Leal	Leadville City Council
David Crisman	Delaware Hotel Investor
Emily Olsen	Executive Director, Cloud City Conservation
Fransico Tharp	Leadville City Council
Fritz Howard	Owner of Melanzana
Gloria Perez	Department of Human Services Wrap Around Supervisor
Greg Teter	Parkville Water District
Heather Evans	Sr. Data Analyst, Colorado Springs Utilities
Jeremiah Grantham	Ambulance Director St. Vincent Hospital
John McMurtry	Lake County Community Fund
Kristi Galarza	Housing Coalition Facilitator, Build a Generation
Mabel Bogear	Emergency Management Coordinator
Sarah Mudge	Lake County Commissioner
Tamara Jenlink	Race Director
Wendy Wyman	Previous School Superintendent

Appendix B Data

History

- Lake County was one of the original 17 counties created by the Colorado legislature on November 1, 1861.
- In 1877 Leadville became a silver boom town.
- Leadville became one of the second largest cities in Colorado in the 1880s.
- Leadville had a thriving community with a wealthy income; until the Sherman Silver Purchase Act was repealed in 1893 and the Matchless Mine was closed. The closure of the Matchless Mine resulted in a loss of 90% of jobs, causing economic devastation for the town.

Geography

- The fourth smallest County in Colorado by area at 377 square miles; of which 7 square miles is water.
- Average altitude is 6,800 feet, with the highest natural point in Colorado and the entire Rocky Mountains of 14,433 feet at Mount Elbert.
- Arapahoe County and Eagle County Colorado are the Counties with the highest inflow of migration into Lake County. [U.S. Census Bureau County- To-County Migration Flows (2015-2019)]

Demographic

- Lake County has 7,845 residents, with a daytime population of 6,032. [2020 U.S. Census Bureau, American Community Survey, TableID: B01003, B080604]
- Since 2010 approximately 535 new residents have been added to the population. [2020 U.S. Census Bureau, Decennial Census Counts]
- Lake County's population is expected to grow 9% from 2020 to 2023 (an increase of 673 residents). [State Demographers Office]
- Lake County has 30.1% racial and ethnic diversity. [U.S. Census Bureau 2020 ACS 5-year estimates, Table B03002]
- Close to 70% of public-school students are minorities. [Lake County School District].

Housing

- Approximately 17 housing units have been built since 2014. 93 units were built since 2010. [2020 U.S. Census Bureau, American Community Survey Table ID: B25034]
- 27.67% of total household units built in Lake County are vacant. [2020 U.S. Census Bureau, American Community Survey Table ID: DP04]
- 76.28% of homeowners have single-family, detached units, and 12.54% own Mobile Homes. [2020 U.S. Census Bureau, American Community Survey Table ID: DP04]
- Average household size is 2.36 for all units rented/owned. [2020 U.S. Census Bureau, American Community Survey Table ID: B25010]
- Household burden (% of income spent on housing) is higher for renters vs. owners. [2020 U.S. Census Bureau, American Community Survey Table ID: S2503]

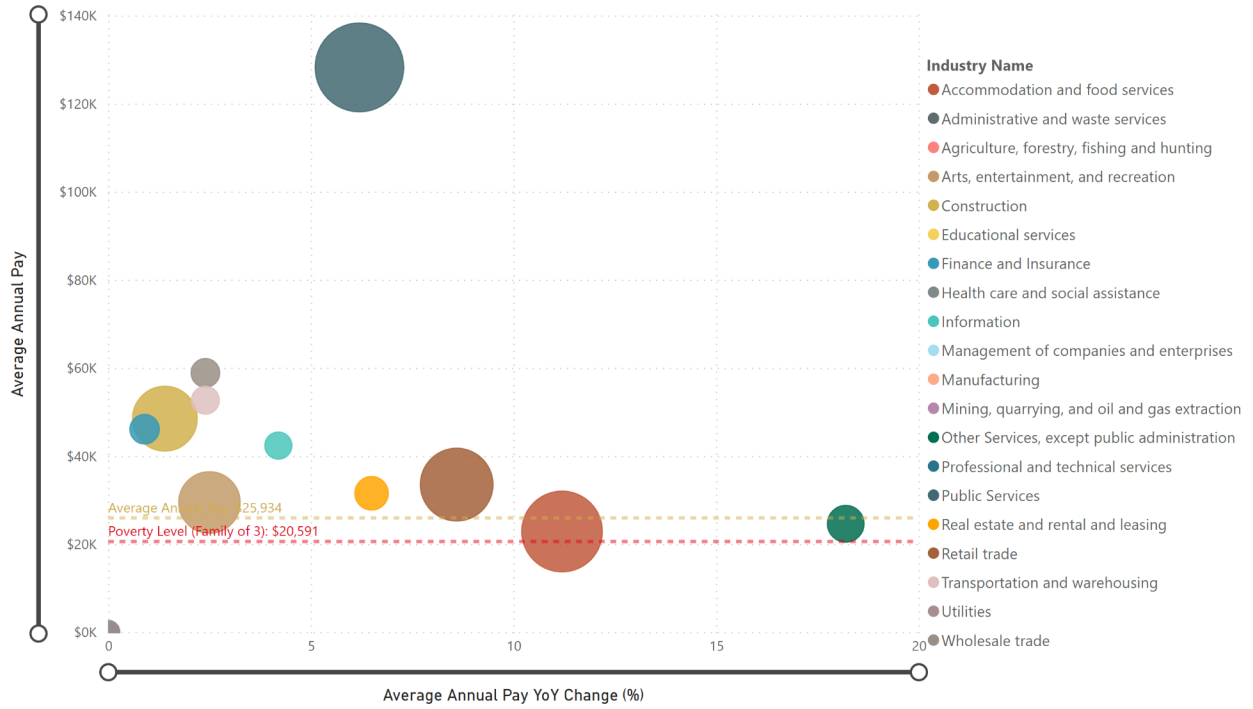
Workforce & Economy

- Nearly 23% of residents have a high school degree and 28.49% have a bachelor's degree. [2020 U.S. Census Bureau, American Community Survey Table ID: S1501]
- The labor force participation rate in Lake County is 69.6% [2020 U.S. Census Bureau, American Community Survey TableID: DP03], nearly identical to the state rate of 69.5% [2020 Colorado Department of Labor and Employment]
- Approximately 80% of county residents commute outside of the county for work. [2019 U.S. Census On The Map, Inflow/Outflow Analysis]
- 62.27% of commuters travel 30 minutes or more to work. [2020 U.S. Census Bureau, American Community Survey Table ID: S0801]
- Lake County's poverty rate is 13.5%. [2020 U.S. Census Bureau, American Community Survey Table ID: S1701]
- The poverty rate of Lake County is higher than the state of Colorado's rate at 9%. [2020 U.S. Census Bureau Colorado Quick Facts]
- 2021 saw 159 new business applications [U.S Census Bureau County Level Annual Business Applications]
- The median household income is \$65,858. [2020 U.S. Bureau, American Community Survey TableID: DP03]

Note from anecdotal input: Lake County is a bedroom community with a workforce that serves neighboring resort communities. Lake County Community Coffee community stakeholders share employment concerns about filling open positions. In 2022 Lake County had not yet reached the pre-pandemic unemployment levels. Lake County is also higher than the national and state level unemployment rates. When offered opportunities within Lake County without language barriers, a living wage and training could help lower the unemployment rate and lower the commuting travel time for county residents.

Graph 1: Annual Wages by Industry, Location Quotient

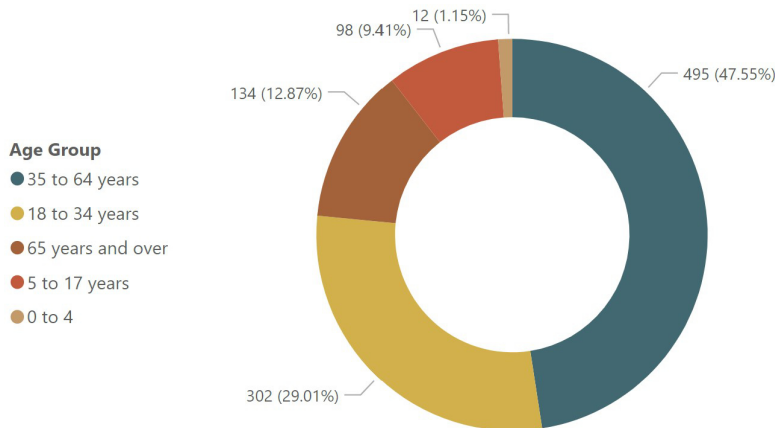
Bureau of Labor Statistics,
Quarterly Census of
Employment and Wages,
Better City



Graph 2: Poverty

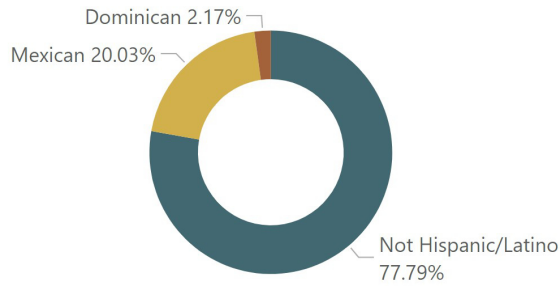
Estimate by Age Group

U.S Census Bureau,
American Community Survey
TableID: S1701



Graph 3a: Race and Ethnicity

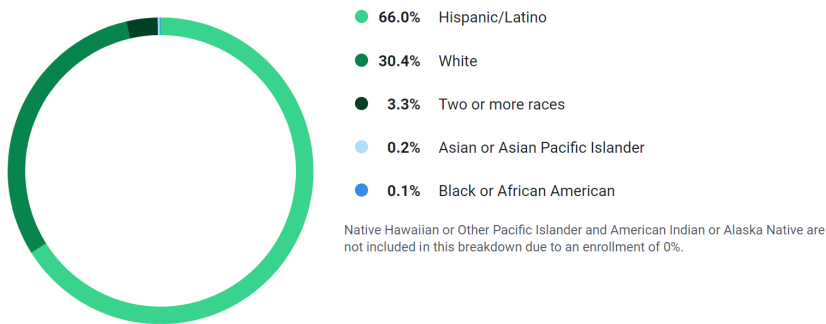
Hispanic/Latino Origin



U.S Census Bureau,
American Community Survey
TableID: B03001

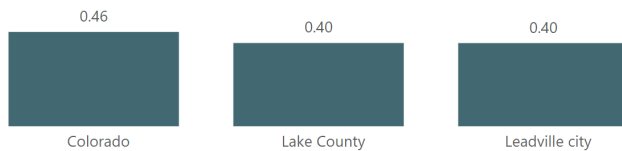
Graph 3b: Lake County School District Enrollment

Enrollment by Diversity



Graph 4a: Income and Earnings

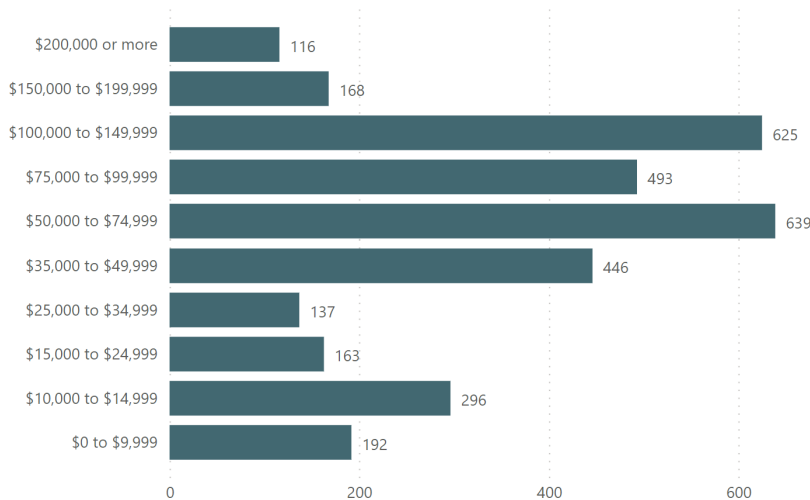
Gini Index Comparison (Lower means more income equality)



U.S Census Bureau,
American Community Survey
TableID: B19083

Graph 4b: Income and Earnings

Household Income and Earnings by Bucket

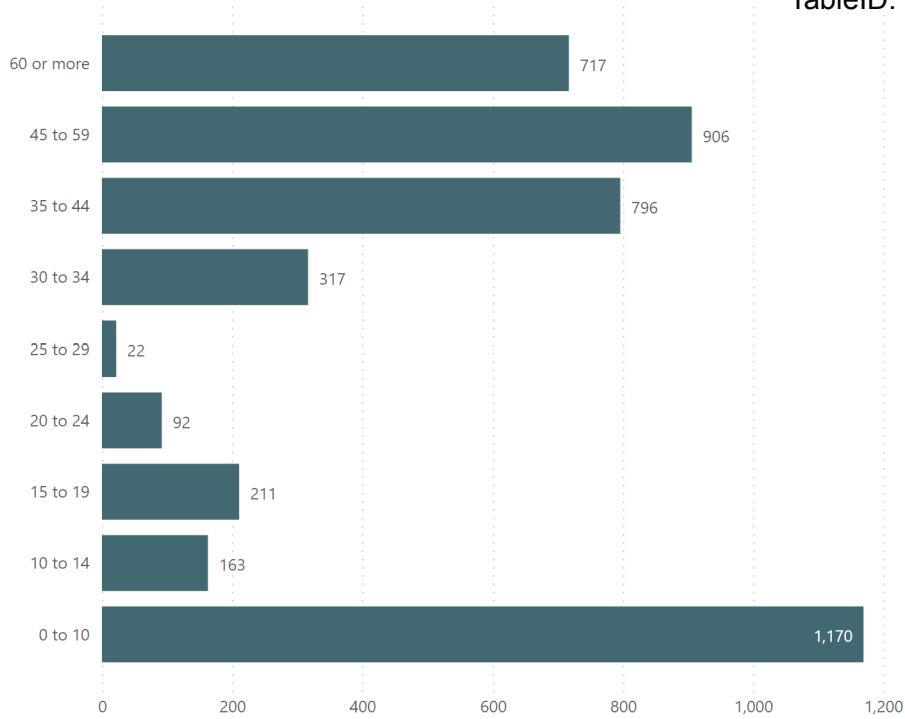


U.S Census Bureau,
American Community Survey
TableID: DP03

Graph 5: Commuting

Commute Time to Work

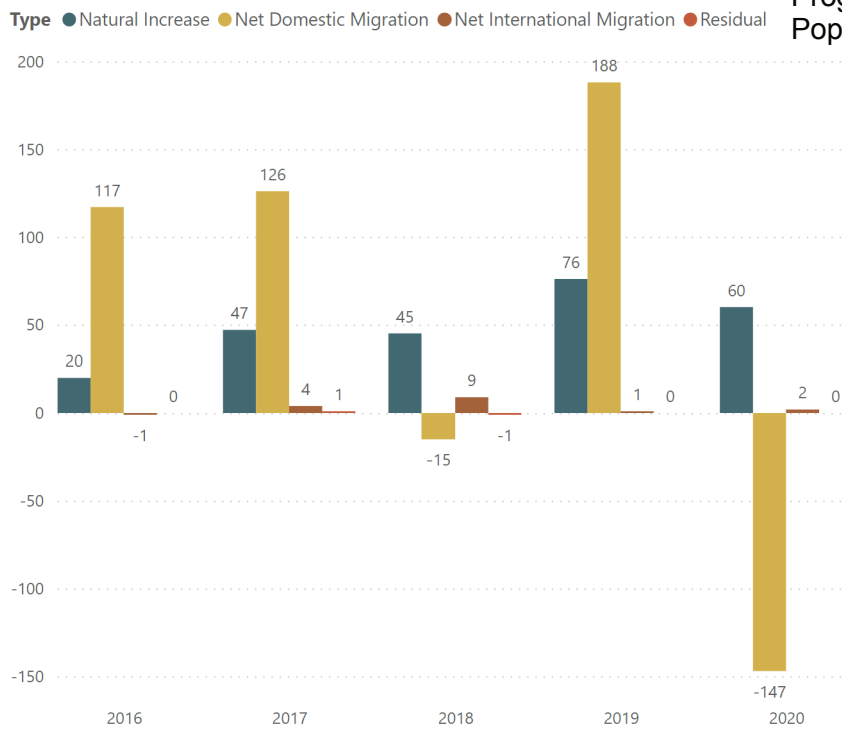
U.S Census Bureau,
American Community Survey
TableID: S0801

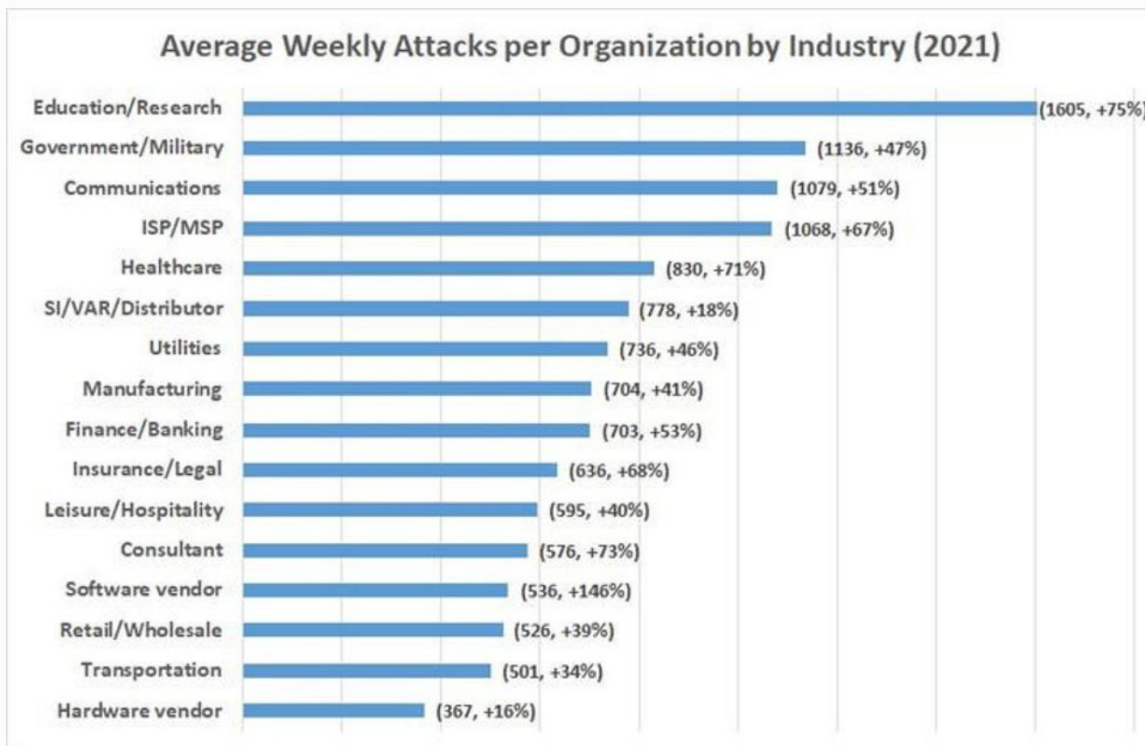


Graph 6: Population

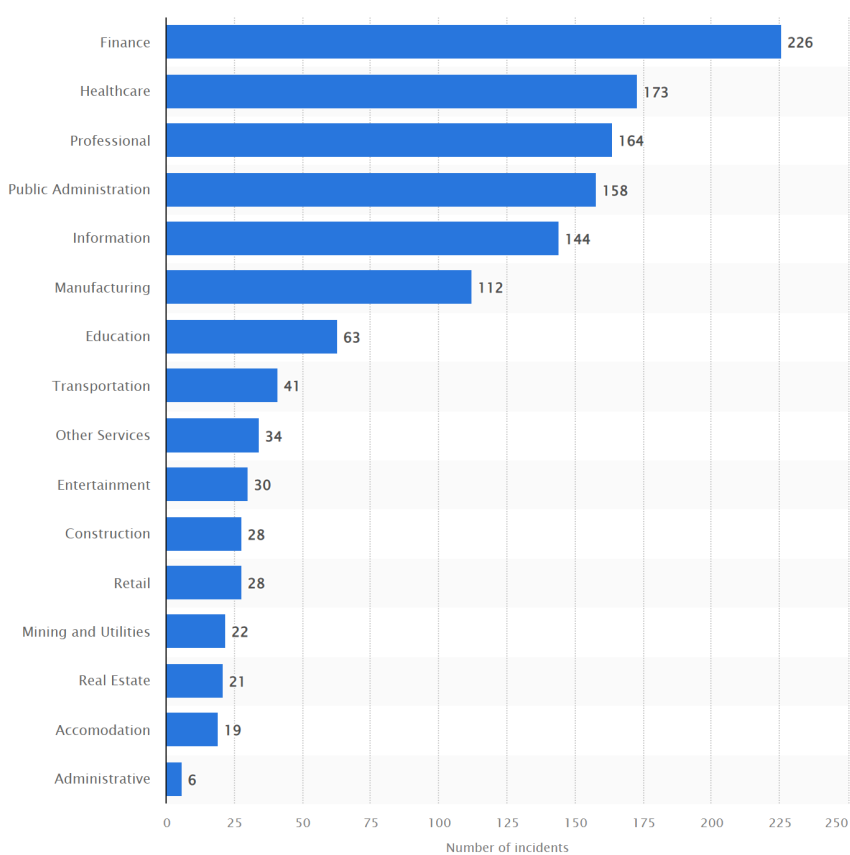
Components of Population Change

U.S Census Bureau,
Population Estimates
Program, Components of
Population Change





Cyber-attacks per organization by Industry in 2021 CHECK POINT SOFTWARE





Picture: Diana Lange

Appendix C Past Studies

Five past studies that relate to economic development and community resiliency in the City of Leadville and Lake County were reviewed to ensure that knowledge and findings from past studies were incorporated into the *Lake County Resilience Action Plan*. These past studies are listed below.

Elevate Leadville & Lake County Policy Recommendations

Lake County Economic Development Strategic Plan

Request to Economic Development Administration-Department of Commerce Planning Grant for Broadband Infrastructure Study, Lake County, Colorado.

Housing Feasibility Study (2016)

Leadville Lake County Economic Development Corporation
Labor Market Update

Appendix D Case Study



From 2020 to 2012, Ogden, Utah rebranded itself as a “center for outdoor recreation”, effectively attracting development and businesses that created a local outdoor recreation industry cluster. The city recruited over \$1.2 billion of new investment; 6,000 jobs including major brands such as Salomon, Rossignol, Atomic, and Descente; and redeveloped over 130 acres of blighted downtown.



The City of Ogden recruited developers and structured two catalytic destination attractions including an \$18 million, 2,300 seat, state-of-the-art 13-screen maple movie theater and the Salomon Center, a multiple-use, privately-run urban recreation center. The 148,000 square foot, \$19.5 million Salomon Center is a public-private partnership that includes a vertical wind tunnel, FlowRider indoor surfing, 50-foot indoor boulder and rope climbing wall, arcade, 32-lane bowling alley, billiard room, miniature golf, bumper cars, restaurants and more. The center also houses a multi-purpose health and fitness center, indoor track, basketball and racquetball courts, whirlpool, steam room and sauna. These two anchors have become destination attractions for the region and a significant driver of foot traffic to nearby restaurants and retailers. They also provide unparalleled recreational and entertainment amenities for urban dwellers.



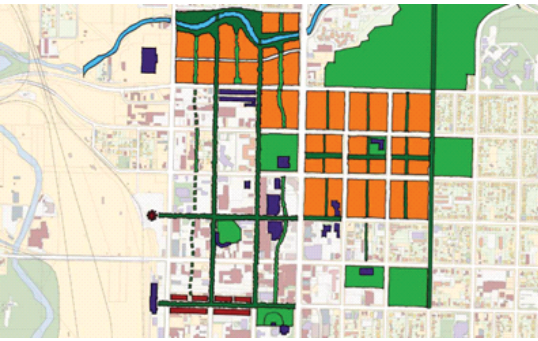
Immediately adjacent to the two anchor redevelopments noted above, the City of Ogden catalyzed The Junction, a \$30 million 116,000 square foot retail, office, and 92-unit multi-family mixed use development. These additional uses created density and balanced day and night activity for retailers and restaurants.



The City of Ogden recruited tenancy and developers to construct a \$10.5-million, 65,000 Wells Fargo and a \$21.8M, 109,000 SF IRS office buildings. These new downtown office tenants support the local restaurants by providing lunch patrons and day-time vibrancy. In addition, new hospitality projects were undertaken to bring additional night-time vibrancy to the district. These included a new 120-room, \$14.0M Hilton Garden Inn.

Connectivity enhancements were planned and developed to create cohesiveness among the various downtown sub-areas. These included the Ogden River corridor and Nine-Block planning areas. Establishing a vibrant downtown core and providing connectivity to the surrounding sub-areas led to an increase in demand for residential and commercial uses in periphery neighborhoods. This included a multi-million dollar 60-acre three-phase riverfront redevelopment project (the Riverbend) comprised of townhomes, multi-family, retail, and office space currently in development with a public and grant funded \$8 million river restoration project.

Each of these projects provided additional demand drivers and complementary, synergistic uses for existing businesses. The 25th Street historic district was preserved by addressing economic demand drivers through surrounding redevelopment and by adaptively re-using ground floor space to accommodate curated retailers with offices and residential uses above.



Appendix E Resource List

Grants

Priority	Organization	Program	Max Award	Deadline	Description
1 & 3	Boettcher Foundation Colorado	Promise of Colorado	N/A	2022.09.15	Grants for organizations and initiatives that strive to innovate and create positive change in Colorado communities.
1 & 3	Summit Foundation	Summit Foundation Grant Program	\$10,000	2022.10.06	Grants for 501(c)(3) organizations located or have active programming in Summit County Colorado.
1 & 3	Lake County Community Fund (LCCF)	Lake County Community Fund	Varies	Annual	Grants to support Leadville/Lake County community nonprofits' initiatives.
1	Colorado Office of Economic Development & International Trade (OEDIT)	Arts in Society Grant	\$35,000	2023 - Summer	Funding for arts projects that engages a social issue. Must have a project in which artists, organizations, and a target community work together to address a problem or social justice issue.
2	State Historical Fund	General Competitive Grant	\$250,000	2022.10.03	There are two competitive grants, General and Mini. The grants vary by request amount, application deadline, review process, and award announcement date.
2	US Department of Agriculture (USDA)	Rural Business Development Grants (RBDG)	\$10K-\$500K	2023 - Fall	Funding for projects to benefit small and emerging businesses in rural areas. Uses include project planning, feasibility studies, acquisition, development, renovation, machinery, equipment, etc.
2	US Department of Agriculture (USDA)	Rural Placemaking Innovation Challenge (RPIC)	\$250K	2023 - Fall	Funding to provide planning support, technical assistance and training. Plans can preserve cultural and historic structures or support development of housing and recreational spaces.
2	Colorado Department of Transportation (CDOT)	Small Multimodal & Economic Resiliency Projects	\$150,000	ASAP (Rolling while funding lasts)	Funding for small multimodal transportation projects that support downtown vitality, encourage economic development, and that imagine innovative uses of public spaces.

Appendix E Resource List

Priority	Organization	Program	Max Award	Deadline	Description
2	Colorado Office of Economic Development & International Trade (OEDIT)	Community Development Block Grant Planning and Feasibility Studies Grant (CDBG)	\$20K per job	Rolling	Funding to plan economic development projects that create or retain permanent jobs.
2	State Historical Fund	Non-competative Planning Grant	\$15,000	Rolling	The Planning grant can include any planning documents which will help the project move forward, giving projects more flexibility to prepare for future physical work.
2	Colorado Department of Public Health & Environment (CDPHE)	Brownfield Site Assessment	N/A	Rolling	Properties with real or perceived contamination can be rehabilitated by the Brownfield Program. Cleanup plan reviews, site assessments, tax credits, revolving loans, and project funding.
2	Colorado Department of Local Affairs (DOLA)	Infrastructure & Strong Communities	N/A	TBD	Grants for selected communities to invest in infill infrastructure projects that support affordable housing and are within or adjacent to a downtown area, core business district, etc.
3	Colorado Department of Local Affairs (DOLA)	Rural Economic Development Initiative (REDI)	\$150,000	2022.09.30	Funding for job creation and retention, capacity building, economic resilience, and entrepreneurial ecosystems.
3	Colorado Department of Local Affairs (DOLA)	Energy and Mineral Impact Assistance Fund (EIAF)	\$750,000	2023.03.01	Funding for COG to receive technical assistance such as: project staff, planning support, project-specific support (e.g., grant writing, project development), and regional studies and plans.
3	Colorado Office of Economic Development & International Trade (OEDIT)	COVID-19 Business and Nonprofit Resources	Varies	Varies	OEDIT partnered with the legislature to pass 12 bills that appropriated \$228 million in funding to support economic recovery efforts. See link for up-to-date information about each program.
4	Colorado State Forest Service (CSFS)	Forest Restoration & Wildfire Risk Mitigation Grant Program (FRWRM)	N/A	2022.10.19	Funding for capacity and forest health treatments to reduce the risk of wildfire to people, property and infrastructure in the wildland-urban interface.

Appendix E Resource List

Priority	Organization	Program	Max Award	Deadline	Description
4	Colorado State Forest Service (CSFS)	Wildfire Mitigation Resources & Best Practices Grant Program	N/A	2023 - Fall	Support to conduct outreach among landowners in high wildfire hazard areas.
4	Colorado State Forest Service (CSFS)	Wildfire Mitigation Incentives for Local Government	N/A	2023 - Spring	Match revenue for forest management or fuels reduction, or for local governments to expand existing, long-term programs dedicated to forest management and wildfire mitigation.
4	Colorado Department of Natural Resources (DNR)	RMRI Upper Arkansas - Lake County: Lake County CWPP Fuels Reduction Project	\$500,000	Awarded	The Rocky Mountain Restoration Initiative (RMRI) is a stakeholder-driven collaborative initiative aimed at increasing the resilience of our forests, communities, recreation opportunities, etc.
4	US Department of Agriculture (USDA)	Community Wildfire Defense Grant	\$10M	2022.10.07	Grant assists communities plan and mitigate against the risk created by wildfire by restoring and maintaining landscapes, creating fire adapted communities, and improving wildfire response.

Incentives

Priority	Organization	Program	Description
2	Colorado Energy Office (CEO)	Energy Performance Contracting (EPC)	Energy Performance Contracting (EPC) is a creative model for funding and implementing capital improvement upgrades, which allows entities to use future cost savings to fund projects.
2	Colorado Energy Office (CEO)	Colorado Commercial Property Assessed Clean Energy (C-PACE)	A financing tool that allows commercial and multifamily property owners to finance qualifying energy efficiency, water conservation and renewable energy improvements for existing and newly constructed properties with repayment of the financing through a voluntary assessment on the owner's property tax bill.
2	Colorado Office of Economic Development & International Trade (OEDIT)	Rural Jump-Start Program	The Rural Jump-Start Program incentivize new businesses start in or move into rural, economically distressed areas and hire new employees. To be eligible, businesses cannot compete with similar businesses in the county or adjacent economically distressed county. The program provides both a grant and tax credit to businesses.
2	Colorado Office of Economic Development & International Trade (OEDIT)	Colorado First and Existing Industry Customized Job Training Programs	Grants for companies expanding in or relocating to Colorado for training delivered to net new hires. The program is jointly administered by the Colorado Community College System (CCCS) and the Office of Economic Development and International Trade (OEDIT) and managed through participating colleges.
2	Colorado Department of Labor & Employment (CDLE)	Workforce Innovation & Opportunity Act (WIOA)	Training assistance for short-term training programs that lead directly to "in demand" jobs. Training programs include classroom training, on-the-job training, internships, or apprenticeships.
2	Colorado Department of Local Affairs (DOLA)	Transformational Affordable Housing, Homeownership, and Workforce Housing Grant Program	Assist developers and local governments in creating more affordable housing through gap funding for acquisition, rehabilitation and new construction projects.
2	Colorado Department of Local Affairs (DOLA)	Affordable Housing Development Incentives Grant (IHOI)	Provides grants to local governments to develop one or more affordable housing developments in their community that are livable, vibrant, and driven by community benefits.

Priority	Organization	Program	Description
2	Leadville Lake County Economic Development Corporation (LLCEDC)	Enhanced Enterprise Zone	Tax credits from 3-10% on equipment and personal property purchased for businesses, a \$2,500 credit per employee that is hired, up to \$50,000 for rehabilitating vacant commercial buildings and much more.
2	Colorado Office of Economic Development & International Trade (OEDIT)	Opportunity Zone	A means of investing deferred capital gains from another sale (business, stock, home, etc.) into a project in our OZ area. Investments held for 7+ years pay 15% less on the gain, investments held for 10-40+ years pay NO capital gains taxes.
2	Leadville Lake County Economic Development Corporation (LLCEDC)	Tax Increment Financing (TIF)	TIF captures the increase in property taxes resulting from new development and diverts that revenue to subsidize the new development.
2	Colorado Office of Economic Development & International Trade (OEDIT)	Historic Tax Credits (HTC)	Tax credit program awards up to \$10 million per year. Half of the money is designated for smaller projects up to \$2 million and the other half of the money is designated for larger projects over \$2 million. The maximum tax credit that can be reserved or issued for a property in any calendar year is \$1 million.
2	Colorado Housing & Finance Authority (CHFA)	Affordable Housing Tax Credit	Tax credit provides equity for affordable housing projects.
2	Colorado Housing & Finance Authority (CHFA)	New Market Tax Credits (NMTC)	The NMTC Program attracts private capital into low-income communities by permitting individual and corporate investors to receive a tax credit against their federal income tax in exchange for making equity investments in specialized financial intermediaries called Community Development Entities.

Other

Priority	Organization	Program	Description	Use
2	Small Business Development Center (SBDC)	Business Support Resources	Resources and counseling for small businesses.	Advertise Program
3	Heart of Colorado Regional Leadership Committee (RLC)	Collaborate & Network	Develop shared agreement on a pressing cross-sector issue the RLC can work on and bring regional partners to the table to lead transformational change.	Collaborate
4	Colorado State Forest Service (CSFS)	Mitigation Income Tax Subtraction	Colorado landowners with property located in a wildland-urban interface (WUI) area may qualify to receive a tax subtraction for the costs of wildfire mitigation work.	Advertise Program
4	US Department of Homeland Security (DHS)	Ready	Resource website with information that helps community members plan and prepare for disasters.	Advertise Program
5	Cybersecurity & Infrastructure Security Agency (CISA)	Cyber-security Awareness Program	Sign up to learn how you can spread cybersecurity awareness across the country to people of all ages. Organizations and individuals will learn about CISA services, programs, and products and how they can use them to advocate and promote cybersecurity within their organizations and to their stakeholders.	Advertise Program
5	Cybersecurity & Infrastructure Security Agency (CISA)	Protective Security Advisor Program (PSA)	Resiliency subject matter experts who engage with local government partners and private sector community stakeholders to protect critical infrastructure. PSA helps coordinate vulnerability assessments, training, provide information sharing, etc.	Collaborate
5	Center for Internet Security (CIS)	Multi-State Information Sharing & Analysis Center (MS-ISAC)	Incident response and remediation support by a team of security experts and develop tactical, strategic, and operational intelligence, and advisories that offer actionable information for improving cyber maturity.	Join as Member
5	Cybersecurity & Infrastructure Security Agency (CISA)	Shields Up	Free cybersecurity services and tools, and subscription to any or all of the National Cyber Awareness System products for access to timely information about security topics and threats.	Subscribe & Utilize

Appendix F Grant Template

This appendix provides basic narrative text that can be used as a starting point when putting together grant applications. A section is provided with narrative for each of the priorities in the Action Plan, along with some narrative on Mine Shafts.

The narrative is divided into sections often found in grant applications, including:

Community Challenges/Needs: Some of the backgrounds of the challenges often addressed by the organizations/programs that will be seeking funding. Narrative that provides a persuasive argument that there is a need.

Efforts Underway or Accomplished to Address the Challenges/Needs: Grantors like to see that there is already some positive momentum in addressing the needs that the funding will go towards. It shows that the project does matter to the community/organization and that there is likely to be follow through with the project.

Beneficiaries & Community Benefits: Every grant asks who the project/program they are funding will serve. While the nonprofits will have to adjust slightly according to their specific projects, there are generally both immediate beneficiaries and more widespread ones.

Geographic Area & Community Demographics: Almost every grant will ask for information about the community. Include both normal demographic information, and some detail about the community and area that is unique to them.

Since this information is the same for all projects, see Appendix B Data for this information along with sources. Note, as the data will vary from year-to-year, and grant applicants should be sure to use up-to-date statistics.

Community Connectivity

Community Challenges & Needs: Lake County has 40% racial and ethnic diversity (non-white population plus ethnic minority groups) [2020 U.S Census Bureau American Community Survey TableID: B03001], and close to 70% of public-school students are minorities [Lake County School District]. These minority groups need to be connected and involved in the community.

Approximately 80% of residents commute outside of the county for work. [2019 U.S. Census On The Map, Inflow/Outflow Analysis] and further communication about the work opportunities available within the county will enhance the quality-of-life standards and enhance time spent within the community.

Efforts Underway or Accomplished to Address the Challenges/Needs: There are several nonprofits and government programs dedicated to strengthening underserved communities and their social and economic mobility. Full circle operates a Hotspot Mapping Group Project for high school students to stay connected within the community and learn about widespread community issues. The Department of Human Services has a Wrap Around Program to help families and children in Lake County build resilience to enhance their quality of life. Get Outdoors Leadville strives to enhance equitable access to culturally informed and enriched outdoor opportunities. Lake County Community Fund is adopting a project to train and educate residents for committee and board roles.

Beneficiaries & Community Benefits: Enhances the quality of life for each resident, strengthens and enhances a culturally inclusive community for resident retention and growth.

Program will specifically benefit the minority groups by increasing their involvement and ensure they are represented as essential members of the community.

Expand Commercial Tax Base

Community Challenges & Needs: The Climax mine is projected to close around 2043. The closure of the mine will heavily impact the county's revenue, since the assessed valuation on the mine (including real, personal, and mine by proceeds) equates to about 50% of the total valuation in the county. The Climax Mine paid \$6.1 million in taxes in 2021—so the County needs [approximately \\$243 million](#) of new commercial development to offset the gap that will be created by the mine's closure.

Since 2010 the population has grown by approximately 535 new residents. [2020 U.S. Census Bureau, Decennial Census Counts]. Only 17 housing units have been built since 2014, and with a 9% population growth expected from 2020 to 2023 it is important to identify strategies and secure funding for housing that provides sufficient quality and quantity to meet the community's needs.

Efforts Underway or Accomplished to Address the Challenges/Needs: The county is aware that the Climax Mine will close in the future, and there is a Mine Closure Fund that has received allocations annually to offset the impacts of the mine's closure. The current balance is at \$3,224,039 [Lake County Colorado Assessors Office] and is expected to grow until the mine closure in 2043. These funds are used as financial insurance for basic county services to be offered in the future in the event of a rapid decline in valuation upon Climax Mine Closure.

Beneficiaries & Community Benefits: Allows residents and stakeholders to get ahead of developers and envision the future of the county. Developers benefit from stronger incentive packages. Residents located in commercial areas benefit from voluntary options for quality housing. Business benefit by an increased availability for commercial spaces.

The entire county will benefit from new commercial development because the property taxes from these buildings will help to support the county's tax base, which in turn enables the county to continue to provide the public services necessary for community members and the efficient working of the local government.

Non-profit Collaboration

Community Challenges & Needs: Nonprofits help support the disadvantaged communities within Lake County. From 2019-2020 the Nonprofit sector has seen a 12.5% decline in employment and a 5.3% decline in the number of establishments [2020 Bureau of Labor Statistics, Quarterly Census of Employment and Wages]. By strengthening and sharing resources nonprofits can focus more of their resources on fulfilling their missions.

Leadville has 4.5 times more nonprofits per capita compared to the State of Colorado, and there are 5.1 times more tax-exempt organizations that have filed on or after Jan 2020 with assets and revenues greater than 0 dollars than the State of Colorado [IRS Data]. The density of nonprofits within the community shows the large role nonprofits play in Lake County.

Efforts Underway or Accomplished to Address the Challenges/Needs: Lake County Community Fund serves as an essential tool for many nonprofits within the area and a fiscal agent for programs not housed under a 501(c)(3). The Community Fund's team of one gathers funding sources and more for the nonprofit sector in Lake County.

Lake County's 2020 poverty rate is 13.5%, a 1% decrease from 2019. The poverty rate is higher than the state of Colorado's rate at 9%. This demonstrates that while progress is being made, there is still a ways to go to reduce poverty in Lake County.

Beneficiaries & Community Benefits: Underprivileged community members benefit from the services provided through Lake County's Nonprofits. Nonprofits benefit as they receive administrative and funding support to stabilize their revenue and expenses.

Climate Resilience

Community Challenges & Needs: Colorado has experienced increasingly warmer temperatures in recent decades, and [significant further warming is expected in Colorado, by another 2.5°F to 6.5°F by 2050](#). Climate projections indicate that wildfires will increase in frequency and severity as a consequence of continued warming.

Lake County Fire Department has limited staff to defend against aggressive / state-wide wildfires. These efforts would need to be combated with out-of-county firefighters to contain and put out. Communication with homeowners, landlords, and residents is also a challenge. Resources, guidance, and communication can enhance wildfire prevention efforts by helping the community adopt the National Fire Protection Association's Firewise Community strategies.

Efforts Underway or Accomplished to Address the Challenges/Needs: Lake County Fire Department and the Board of Commissioners are working on mitigation efforts with the Colorado Forest Services. Hazard areas have been identified for priority wildfire prevention efforts; and mitigation planning is underway.

Beneficiaries & Community Benefits: Homeowners, landlords, and residents benefit from mitigation efforts, knowledge, and tools as property and lives are protected. County and City staff benefit from additional financial support, manpower, and resources.

Cyber Security

Community Challenges & Needs: In recent years, data breaches and personal privacy of data have become important issues for communities across the country. Lake County has marked this as a priority within the resilience action plan to protect all categories of data from theft and damage. Public administrations are among the top four industry sectors most targeted for cyber-attacks. Considering that public administration is one of the highest employers and wages earned it's important to protect the security of information for the overall economy and residents.

Efforts Underway or Accomplished to Address the Challenges/Needs: The County is currently undergoing a project with the National Cybersecurity Center, Crown Jewels Analysis. This program identifies “crown jewels”—the assets that if they fail to perform as intended leads to failure of one or more of an organization’s mission objectives.

Beneficiaries & Community Benefits: County and business database protection will protect data and infrastructure that supports residents and customers.

Mine Shafts

Community Challenges & Needs: During the peak of the silver mining boom in Leadville, there were many mine shafts dug around the county. These have been left unfilled, and these abandoned mine shafts are both dangerous and costly to find and mitigate. Fire staff and city officials have reported individuals falling into the shaft and the cost of the manpower to rescue. Not only is it dangerous for residents and visitors but it takes the limited staff available away from primary duties.

Efforts Underway or Accomplished to Address the Challenges/Needs: While there have been discussions surrounding the mitigation of abandoned mine shafts, no definitive actions have occurred to begin the effort.

Beneficiaries & Community Benefits: Visitors and residents alike will benefit from increased safety and the ability to enjoy the outdoors without the danger of accidentally falling into a mine shaft.

Appendix G Acronyms

ACS	American Community Survey
BLS	Bureau of Labor Statistics
BIPOC	Black Indigenous People of Color
BOCC	Board of County Commissioners
CDBG	Community Development Block Grant
CDC SVI	Center for Disease Control Social Vulnerability Index
CDLE	Colorado Department of Labor & Employment
CDOT	Colorado Department of Transportation
CDPHE	Colorado Department of Public Health & Environment
CEO	Colorado Energy Office
CHFA	Colorado Housing & Finance Authority
CHSEM	Colorado Division of Homeland Security & Emergency Management
CIF	Community Investment Fund
CIS	Center for Internet Security
CISA	Cybersecurity & Infrastructure Security Agency
CMC	Colorado Mountain College
COVID-19	Coronavirus Disease of 2019
C-PACE	Colorado Commercial Property Assessed Clean Energy
CSA	Community Supported Agriculture
CSFS	Colorado State Forest Service
DAO	Decentralized Autonomous Organizations
DCC	Decennial Census Counts
DHS	US Department of Homeland Security
DNR	Colorado Department of Natural Resources
DOLA	Colorado Department of Local Affairs
EDC	Economic Development Corporation
EDI	Equity, Diversity, & Inclusion

EIAF	Energy and Mineral Impact Assistance Fund
EPA	Environmental Protection Agency
EPC	Energy Performance Contracting
FCX	Freeport-McMoRan Ticker Symbol
FRWRM	Forest Restoration & Wildfire Risk Mitigation Grant Program
HMGP	Hazard Mitigation Grant Program
HTC	Historic Tax Credits
HVAC	Heating, Ventilation & Air Conditioning
IHOI	Affordable Housing Development Incentives Grant
LCCF	Lake County Community Fund
LIHTC	Low Income Housing Tax Credits
LLC	Limited Liability Corporation
LLCED C	Leadville Lake County Economic Development Corporation
MS-ISAC	Multi-State Information Sharing & Analysis Center
NFPA	National Fire Protection Association
NMTC	New Market Tax Credits
OEDIT	Colorado Office of Economic Development & International Trade
PSA	Protective Security Advisor Program
RBDG	Rural Business Development Grants
REDI	Rural Economic Development Initiative
RLC	Heart of Colorado Regional Leadership Committee
RMRI	Rocky Mountain Restoration Initiative
RPIC	Rural Placemaking Innovation Challenge
SBDC	Small Business Development Center
TIF	Tax Increment Finance
USDA	US Department of Agriculture
WIOA	Workforce Innovation & Opportunity Act