



ELEVATE

LEADVILLE & LAKE COUNTY
POLICY RECOMMENDATIONS

HOLLY CANFIELD . MARY CODDINGTON
SARAH DUNMIRE . CAITLIN JACOBSHAGEN . ELLA SANDERS

TABLE OF CONTENTS

Executive Summary 3

Exitsting Conditions 4

Concept Plan 14

Recommendations 22

Implementation 29

Appendicies 30

EXECUTIVE SUMMARY

Nothing in a community works in isolation; each piece of the puzzle needs to be healthy and functioning to support not only local residents, but also the other elements in the community. The policy recommendations in this report bring together concepts from various plans already drafted for Leadville and Lake County. While there are many great ideas and recommendations within the existing plans and assessments, the recommendations presented here address critical gaps and represent the most pressing needs.

Housing



With a median annual income of around \$46,000, it is important for Lake County and Leadville to preserve affordable housing options as the area experiences growth. Many effective policies are already being suggested by the Lake County Housing Coalition and will be ripe for implementation within the coming years. As these measures are taken, decision makers must also consider the livelihood of residents in manufactured home communities and preserving this as an affordable housing option.

Economy



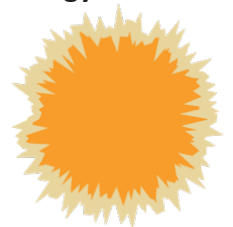
Leadville and Lake County's current economy is dependent on the mining industry, which is expected to close by 2038. Additionally, the County does not offer enough jobs with wages that compare to surrounding communities and has therefore become a bedroom community with the majority of the residents out-commuting daily for work. Although there have been various efforts for business attraction and retention, a strategic marketing campaign is needed. It is recommended for Leadville/Lake County to choose a specific industry cluster to focus business attraction efforts. There have been various industry clusters already identified as possibilities. Prioritizing business attraction within the chosen industry cluster will offer more job opportunities for residents at higher wages and diversify the local economy with multiple industries related to the cluster for a long term, stable economy.

Transportation



According to the Leadville Comprehensive Plan, maintaining and enhancing pedestrian and bike mobility are among the top priorities for the community. Results from the 2017 Community Vision Survey also highlighted the need for continuous and adequate sidewalks for people of all ages and abilities. By utilizing several strategies, the City of Leadville and Lake County can achieve these goals by; supporting the dense character with complete street options for people of all ages and abilities, providing economic opportunity with transportation options that connect people to places of work and basic services, and by promoting livability with active transportation options that promote health and connectivity.

Energy



Affordable energy is an important aspect of preserving livability in Leadville and Lake County. The first phase of this project describes the current context of energy efficiency and solar energy in Lake County. The next phase provides an overview of eight recommendations for decreasing energy use and cost through energy efficiency and solar energy. The final phase explores one of the eight recommendations in greater detail. This primary recommendation is to establish a solar group-buy program to reduce the cost of installing solar panels.

EXISTING CONDITIONS

This report will focus on the policies and regulations that are currently in place and those that could be adopted to facilitate growth and livability in Leadville and Lake County. Considering feedback from stakeholder meetings and recommendations from the various plans relating to Leadville and Lake County, this report concentrates on four focus areas:

**Comprehensive Housing
Economic Diversity
Complete Transportation
Energy**

HOUSING

A comprehensive housing plan encompasses strategies to provide housing options for residents at all levels of area median income. This allows for a community that supports a healthy diversity of age ranges, occupations, and household sizes.

Exhibit 1: Policy Matrix

In order to understand the current housing context in the area, it is important to establish which services and programs are currently offered, which are being considered, and who is implementing each

The policy matrix below is designed to serve as a tool for the city and county as a quick reference to highlight housing strategies that are currently used in the community or that might be of benefit in the future; it indicates who “owns” the strategy and includes non-profits that participate in housing work in the area.

The policy matrix is divided into four sections: policies targeted for unit production, those targeting preservation of existing affordability, tenant protections and support policies, and individual asset building policies. Both rental and ownership opportunities are addressed throughout. This matrix is not an exhaustive list of all policy options and is intended to be revisited and revised periodically.

Current Housing Strategies

One way to analyze the outcome of the affordable housing strategies in place is by looking at the differ-

	Leadville		Lake County		Other Entities
	Existing	Under Consideration	Existing	Under Consideration	
Production Policies					
STR Tax					
Inclusionary Zoning					
Land Banking					
Public Land Dedications					
Community Benefit Agreement					
Impact Fees/Linkage Fees					
ADUs					
Preservation Policies					
Manufactured Home Zoning District					
Rent Stabilization					
Manufactured Home Rent Stabilizations					
Deed Restrictions					
Land Trusts					
Tenant Protection and Support Policies					
Rental Assistance					UAACOG
Property Tax Abatement					
Tenant Counselling					
Proactive Code Enforcement					
Asset Building Policies					
Homeowner Assistance Programs					UAACOG
Home Rehab Assistance					C4/ UAACOG
Public Private Partnerships					EDC

EXISTING CONDITIONS

ent levels of area median income (AMI), identifying who is served by which policies, and assessing how effective those policies are at meeting the need. Currently in Lake County there is a gap in housing options for people earning between 80% AMI and 120% AMI. The resources available for people earning less than 80% AMI are limited and do not meet the current need for housing at these income levels.

Housing choice vouchers are currently administered through UAACOG and address the needs of people earning below 80% AMI. There are 19 vouchers available for Lake County and 98 people on the waiting list. This waiting list is currently closed so there is no indication of how many people are actually in need of this support.

The Tabor Grand Hotel Apartments and Mount Massive Manor are both multi-unit affordable complexes in Leadville that provide 61 units combined, Mount Massive Manor focuses specifically on senior housing.

There are several efforts already underway that will shape the future of housing in the area. Some of these include: the adoption of short term rental fees, inclusionary zoning, and an overhaul of land use codes.

In addition to these efforts the Lake County Housing Coalition participated in the Outreach and Engagement Forum in Durango, Colorado. State offices, including Housing Colorado, the Department of Local Affairs, the Department of Housing, and the Colorado Housing Finance Authority, are providing information on the newly passed housing bills as well as collecting local opinions on how existing programs are working and where additional funding could be most useful.

In July of 2019 a Housing Action Plan was presented to the Lake County Housing Coalition. This plan, based on several meetings with the coalition and other stakeholders, suggests mechanisms to address creating and preserving affordability for both rental and ownership opportunities, it offers recommendations

for establishing a consistent funding stream, and it suggests a potential governance structure for housing work in Lake County and Leadville.

Manufactured Home Communities

An important source of affordable housing in Leadville and Lake County is manufactured home communities. According to the Lake County Housing Needs Assessment, 16% of the housing stock in Lake County are manufactured homes. Additionally, research conducted by the Colorado Health Foundation has found that almost half of school children in Lake County live within a manufactured home community. For this reason, focusing on the preservation of these communities is highly important.

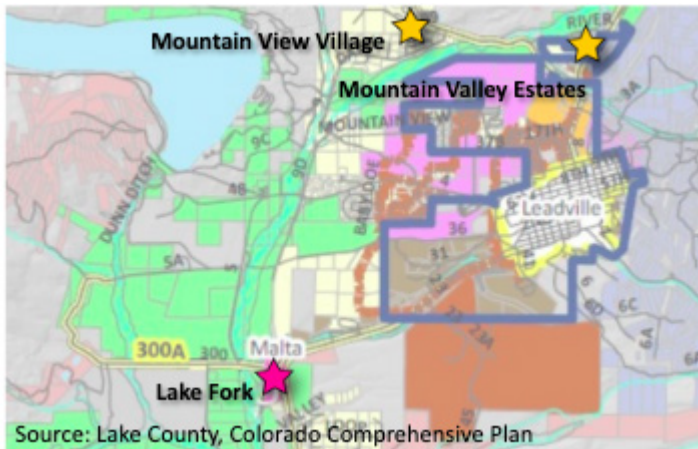
While these communities can be enjoyable, affordable places to live, there are also challenges specific to manufactured home community residents that are not experienced in a traditional residential area. Residents of these communities may either own or rent their home; however, all residents rent the land that their homes sit on. Most manufactured home communities are owned by large ownership companies that are often times located in other parts of the country. Additionally, all manufactured home communities within Lake County are zoned as Commercial. The residents' lack of land ownership and the zoning of this land as Commercial creates vulnerability for those living in these communities; at any time, a landowner could decide to sell the land for a more lucrative business use.

Compounding this vulnerability is the sordid history of the relationship between landowners and residents. Surveys conducted by Lake County Build a Generation at two manufactured home communities in Lake County found that excessive fees, response to maintenance requests, and unexpected rent increases have been issues in recent years. Until recently, these injustices have been difficult to report because there were very few ordinances pertaining to manufactured home communities or systems for reporting. The Colorado Mobile Home Park Act, passed in 2016, created

EXISTING CONDITIONS

a list of ordinances to govern the landlord-tenant relationship within manufactured home communities. However, this act lacked any kind of specific enforcement tools. In May 2019, the Mobile Home Park Oversight Act was passed to give this regulatory power

Exhibit 2: Future Land Use Map



to local governments and the Department of Local Affairs (DOLA). This Act will allow DOLA to register and more closely regulate ownership of these lands and will give cities and counties the right to enact specific ordinances to govern the landlord-tenant relationship.

There are three major manufactured home communities in Lake County: Lake Fork, Mountain Valley Estates, and Mountain View Village, as seen in Exhibit 2 above.

ECONOMIC DIVERSITY

The City of Leadville is the only incorporated municipality within Lake County; therefore, the local economy is shared between both jurisdictions. Lake County has a total of 2,333 employees, as shown in Exhibit 3. Mining is the largest industry in Lake County with about 17 percent of the total employment. The second largest industry is education, representing 15 percent of the total employment, and is closely followed by public administration.

Exhibit 3: Lake County Employment by Industry, 2018

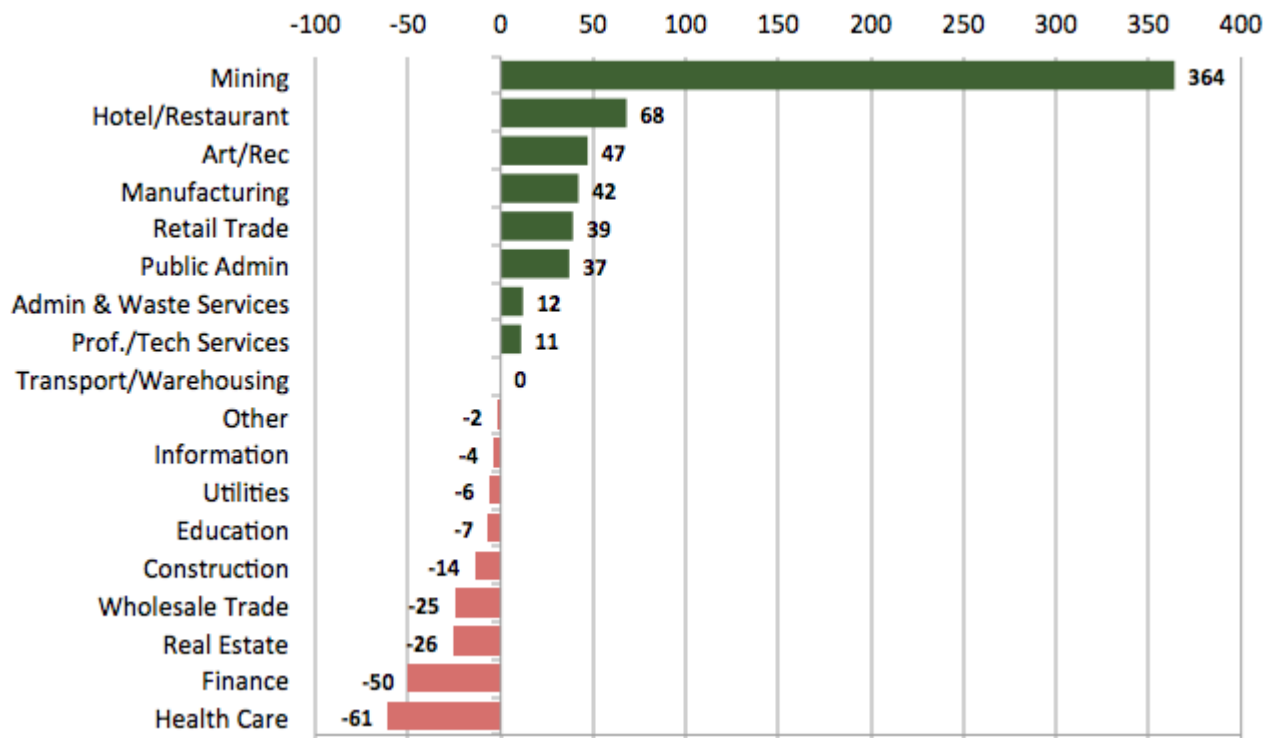
Industry	Total	% Total
Mining	393	16.8%
Education	345	14.8%
Public Admin	338	14.5%
Hotel/Restaurant	287	12.3%
Retail Trade	209	9.0%
Construction	162	6.9%
Art/Rec	152	6.5%
Health Care	130	5.6%
Manufacturing	72	3.1%
Admin & Waste Services	57	2.4%
Prof./Tech Services	39	1.7%
Other	36	1.5%
Transport/Warehousing	26	1.1%
Real Estate	21	0.9%
Utilities	20	0.9%
Wholesale Trade	19	0.8%
Finance	17	0.7%
Information	10	0.4%
Total	2,333	100.0%

Source: QCEW

Employment growth by industry in Lake County from 2000 to 2018 is shown below in Exhibit X. Overall, about half of all industries have declined over this time period. The largest decline has been health care by 41 employees. Alternatively, mining has shown the largest growth with an increase of 364 employees. This is due to the Climax Molybdenum Mine reopening in Lake County and Leadville region in 2012. The mining industry should not be relied upon in the local economy, for it is a boom and bust industry with profitable highs as well as extreme lows. The mining of natural resources is not a stable economic driver. Additionally, the mines in Leadville and Lake County are anticipated to close by 2038. The other industries that have grown over the 18 year time period have largely been tourism industries including hotels and restaurants, arts and recreation, and retail trade, as

EXISTING CONDITIONS

Exhibit 4: Lake County Employment Growth by Industry, 2000-2018



Source: QCEW

shown in Exhibit 4 above.

In order to diversify the industries and economic drivers of the region, the focus must shift to a cluster of specific industries that are related. This can be done by analyzing the region's economic strengths. Suggested target and emerging industry clusters have been identified for Lake County. The targeted and emerging industries and markets that are listed below were identified through the current Leadville Lake County Economic Development Corporation's Lake County Economic Development Strategic Plan and the Colorado Office of Economic Development and International Trade's (OEDIT) Colorado Blueprint Plan.

Targeted and Emerging Industries and Markets

Lake County Economic Development Strategic Plan

- Location Neutral/Remote Workers
- Recreation/Adventure Tourism/Hospitality
- High-altitude Testing
- Outdoor Experiential Based Education

- Health and Wellness
- Film Production
- Twin Lakes Development
- Downtown/Mainstreet
- Housing Development (Workforce)

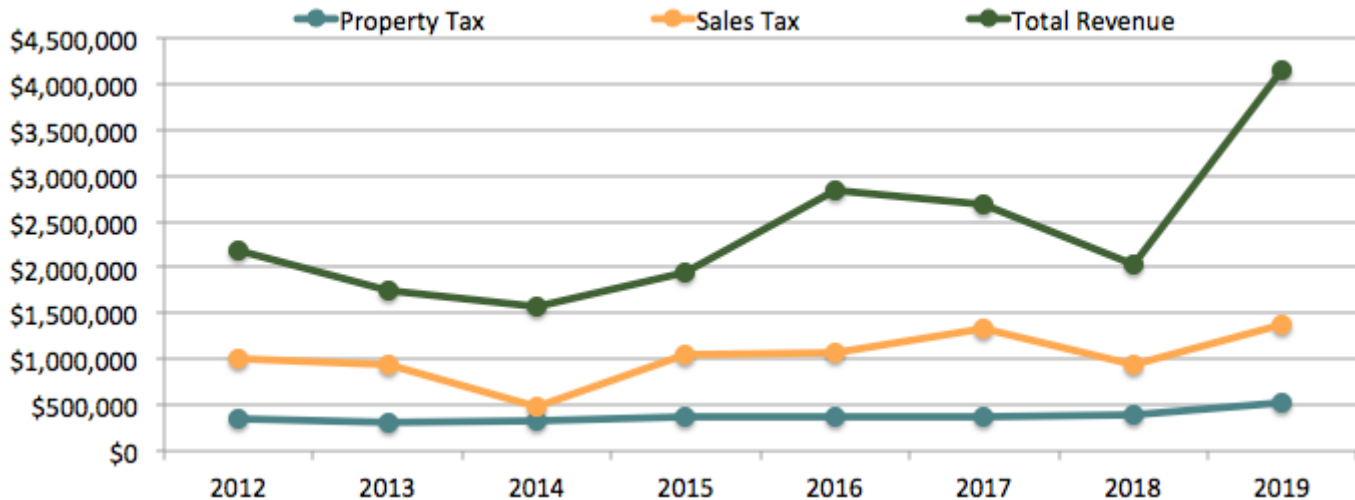
OEDIT Colorado Blueprint

- Health and Wellness
- Tourism and Outdoor Recreation
- Food and Agriculture
- Infrastructure Engineering
- Financial Services

The City of Leadville's revenue trend has increased over the recent years. On average sales tax comprises about \$1 million in revenues, which accounts for about 43 percent of the total revenues, as shown in Exhibit 5. Property tax comprises about 16 percent of total revenues. Combined, the sales tax and property tax represent the majority of the revenues for Leadville. This is common in other Colorado towns and mountain communities.

EXISTING CONDITIONS

Exhibit 5: Leadville Revenue Trend, 2012-2019



Source: City of Leadville

The City of Leadville does not have a sales tax, but Lake County has a 4% sales tax, as shown below, in Exhibit 6. This tax is collected at the county level and then is remitted back to Leadville for the amount collected within the City. The combined total sales tax for items and services paid for within the City of Leadville and Lake County is 6.9 percent.

The leading entities supporting economic development are the Leadville Lake County Chamber of Commerce, Leadville Lake County Economic Development Corporation, and Leadville Urban Renewal Authority (LURA). These entities focus on business attraction,

for the local business community. The Chamber offers memberships to businesses which includes marketing support.

Leadville Lake County Economic Development Corporation offers free resources for existing and new businesses in Lake County to create a better business climate.

Leadville Urban Renewal Authority (LURA) was recently created with the LURA Board established in 2017 and the LURA plan adopted in 2019. The boundaries of the LURA are shown across in Exhibit 7 and include 372 parcels totaling 330 acres of land. The LURA includes Harrison Avenue and about a block to the east and west. Additionally, the Railyard property in the northern area of the City was deliberately included. This property is currently under construction for development. The site plan includes mixed-use development of residential, retail, and office. The Railyard redevelopment is anticipated to be the first application as well as the main driver of tax increment financing (TIF) for the LURA. The revenues received from TIF through the LURA can be used for public improvements for commercial and residential properties within the LURA boundaries.

Exhibit 6: Sales Tax Rate, 2019

Jurisdiction	Tax Rate
City of Leadville	N/A
Lake County	4.0%
CO State	2.9%
Total	6.9%

renetion, and expansion, as well as funding mechanisms for ways to strengthen the local economy.

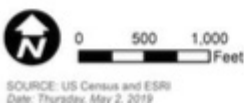
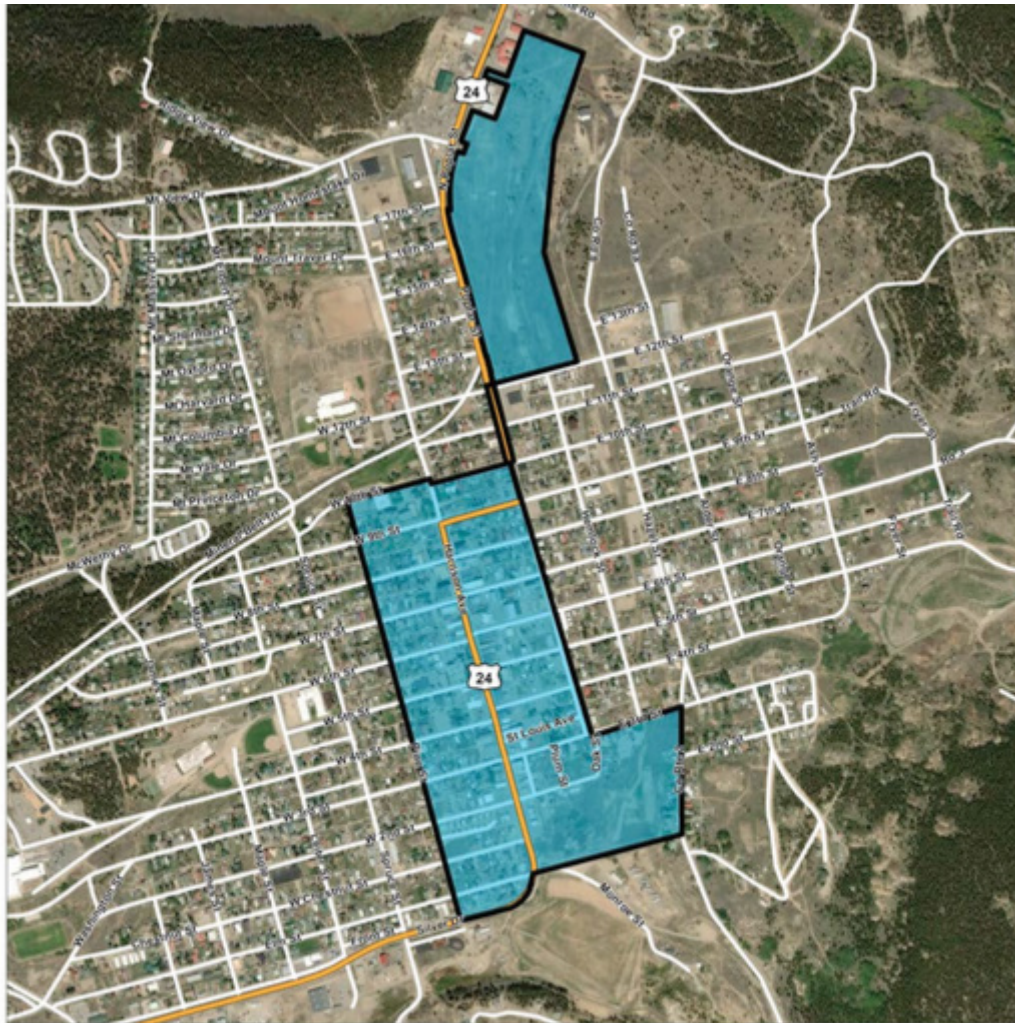
Leadville Lake County Chamber of Commerce is led by a board of directors and aims to be the principal voice

Current Business Incentives

There are various incentives in Lake County and

EXISTING CONDITIONS

Exhibit 7: Leadville Urban Renewal Authority Boundary



Central Leadville Urban Renewal Plan Area Boundary



Leadville to encourage new businesses to locate in the area as well as support existing businesses. These incentive options range from the local level to the federal level of incentive programs.

Enhanced Enterprise Zone

All of Lake County is in an enhanced enterprise zone. This program offers state income tax credits for business that locate and develop in economically distressed areas. Benefits through this program include tax credits from 3 to 10 percent on equipment and personal property purchased for businesses, \$2,500

credit per employee hired, and up to \$50,000 for rehabilitating vacant commercial buildings.

Opportunity Zone

Lake County, with the exception of Leadville, is in an opportunity zone. An opportunity zone is a federal tax incentive for investors to invest in low-income communities.

Tax Increment Financing (TIF)

The Leadville Urban Renewal Authority (LURA) was recently established and there will be funding available after applicants take part in the program. TIF revenues can be used for public improvements for commercial and residential properties within the LURA boundaries.

Federal and State Historic Tax Credits

There is a Historic Landmark District within Leadville that allows for buildings within the district to be eligible for federal and state historic tax credits.

Main Street Program & Community Vision

The City of Leadville is a local affiliate member of the National Main Street Center, Main Street America and has been a member of the Colorado Department of Local Affairs (DOLA) Main Street Community beginning in 2015. Leadville receives grant money annually through this program from DOLA to be used for improvements along Harrison Avenue. The Main

EXISTING CONDITIONS

Street Steering Committee has goals to ensure Leadville a vibrant, sustainable and complete downtown. A Community Vision Survey was completed by the City of Leadville in 2017 to identify specific goals for the program and existing gaps currently in Downtown Leadville. The top four responses are listed below and exemplify priority areas for investment within downtown.

Community Priorities, 2017

1. Visual Sense of Place (Maintain storefronts & displays, community gatherplace, twinkle lights)
2. Breakfast Restaurant
3. General Use Stores (grocery, hardware, & drug stores)
4. History & the Environment (green building retrofitting)

TRANSPORTATION

An important policy goal for Leadville and Lake County is to improve mobility through creating a complete transportation network. While there have been countless plans with great policy recommendations, there has been a difficulty in implementing these plans into policy.

Capital improvement planning is the primary driver of policy implementation for transportation infrastructure. Because the rights of way in Leadville and Lake County are owned at the state, county, and city level, there are 3 different regulatory bodies implementing capital improvements. First, CDOT is responsible for Highway 24, which is also Harrison Avenue, among other names. Improvements to this right of way are funded through the State Highway Tax and implemented by CDOT. In 2018, CDOT incorporated the crosswalks and bike lanes along Harrison Avenue, and in Summer 2020, they intend to improve ADA access, repave, and resurface along Highway 24 from Poplar Street to McWethy Drive.

The City of Leadville currently has no capital improvements fund. Capital improvements, such as the planter boxes along Harrison Avenue, are financed through grant funding. Along private developments, the city is reliant upon private developers to provide public infrastructure. Additionally, the paving study referenced in the Leadville Comprehensive Plan will be taking place this year and could present an opportunity to create financing mechanisms and policies for future capital improvements identified in this study.

At the county level, there are several funds that are used to finance capital improvements. Every 3 years, the Lake County Planning Commission creates a Capital Improvements Plan with specific projects. Additionally, the county supports capital improvement projects through supporting local community partners in their work. Along with funding from the county, these organizations rely on other private and public grants. As the city and county continue to think about connecting the area and improving mobility, the Complete Streets Policy currently being crafted by the Complete Streets Coalition will be essential in establishing ownership and actionable policies to improve public infrastructure.

Lastly, the existing transit network in Lake County is sparse. Currently, both the EcoTransit and Lake County Link act as commuter lines from Lake County to Vail and Frisco. Both run two routes in the morning and two in the evening. There is also a bus service for seniors managed by the Lake County Public Health Department that takes seniors to doctor visits by appointment. There is definitely a need for a local transit service; however, there have been concerns from residents about the implications of adding public transit infrastructure and increased property taxes. These concerns will be addressed in our next phase, looking at case studies showcasing how transportation concerns have been addressed in other small communities.

EXISTING CONDITIONS

ENERGY

In an effort to maintain the affordability of living in Leadville, it is important to consider the cost of energy. Retrofitting older buildings to be more energy efficient can save on energy usage and energy costs for residents in Leadville. Installing solar panels can save even more in the long run. Lake County and the City of Leadville have each made some modest strides in improving energy efficiency, but the greatest strides have been made by the Cloud City Conservation Center (C4), a local non-profit. The following section provides an overview of the existing policies and programs focused on energy efficiency and solar in Lake County and Leadville.

Leadville

The City of Leadville has no regulations concerning energy efficiency in buildings. However, the city does



have a few incentives. Recently, the city upgraded streetlights to be more energy efficient. They also support C4's work in energy efficiency and have hired C4 to do energy audits on city buildings in an effort to save money on energy costs.

Lake County

The Lake County Land Development Code has a few small sections that relate to efficient energy use. One of the Design Criteria that applies to all new development is, "To the extent possible buildings shall be oriented to take advantage of solar energy." The planned

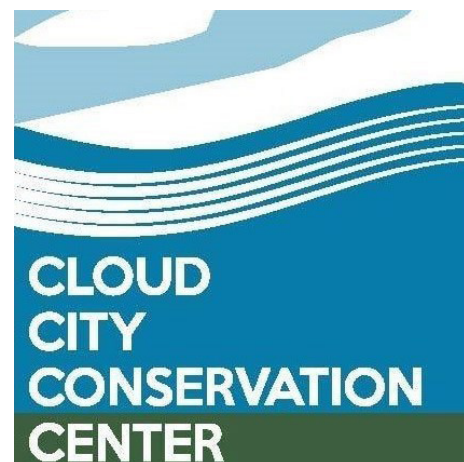
Railyard Leadville development embodies this criterion. The development's website explains that lots and buildings will be designed to take advantage of pas-



sive solar heating. In general, however, the wording of this criterion could potentially be easy to get around. This is because it can be difficult to determine if it is actually impossible to orient a building a certain way. The Land Development Code also considers the need for efficient land use layouts in order to conserve energy. Lake County has also adopted the 2006 International Energy Conservation Code.

Cloud City Conservation Center

Most of the work concerning energy efficiency in buildings in Lake County is being done by the non-profit Cloud City Conservation Center, or C4. One of C4's past projects was the creation of a plan for energy and sustainability in Lake County. In collaboration with leaders from the public, private, and non-profit sector, C4 created the Lake County Energy and Sustainability Plan in 2011. Collaborators included representatives from the City of Leadville, the Governor's



EXISTING CONDITIONS

Energy Office, Lake County, the Building Performance Institute, Colorado Mountain College, High Country Conservation Center, the Rocky Mountain Institute, Saunders Company, Lake County School District, Solar Thermal, and Xcel Energy.

C4 also works with Energy Smart Colorado, a local nonprofit, to improve homes and help Lake County residents save on energy. Residents who want to participate can either call or sign up at the organization's website. An auditor then contacts them to schedule a home visit to complete an assessment. Auditors are Building Performance Institute certified. During the assessment, auditors perform various tests, including ones that find air leaks and less effective sections of insulation, as well as safety tests. The cost of the assessment is about \$50, though it does vary. Residents also get an energy savings kit as part of the assessment process. After the assessment, C4 helps residents with getting advice, contractors, rebates, financing, and quality assurance checks. This program is available for residents of all income levels.

In addition to providing advice to participants and

a list of local contractors on their website, C4 and Energy Smart Colorado provide loans for projects to improve energy efficiency in homes. Loans are between \$1000 and \$25,000. Interest rates are fixed and between 3.75% and 8.5%. To qualify, residents must own the house and have a credit score of at least 580. Financing is available to buy materials for DIY projects. Projects that focus on improving air sealing, insulation, foundations, basements, walls, crawlspaces, heating, water heating, doors and windows, and photovoltaic solar systems are all eligible for financing.

Over 250 residents have participated in this program over the last 7 years. This indicates that there is an interest in reducing energy use and costs within the Lake County community. However, it is common for participants to wait 2-3 years after getting an energy audit before doing any home upgrades.

There is an income qualified version of this program, Colorado's Affordable Residential Energy (CARE) Program. This program specifically helps lower-income households become more energy efficient. Applicants

Exhibit 8: Solar Farm



EXISTING CONDITIONS

that qualify get a home energy assessment and free home upgrades that improve energy efficiency. Energy Outreach Colorado accepts and approves applications for CARE. Nearly 75 residents have participated in CARE over the past 4 years. On average, CARE participants save about \$300 per year, though savings can be as high as \$1,000 per year.

In addition to energy efficiency, Lake County residents have also demonstrated an interest in solar energy. For example, there is a Lake County Community Solar Array. It was developed by the solar garden developer Clean Energy Collective. They have worked on many community solar gardens throughout Colorado. The array, located in Leadville, is made up of 1,639 panels and has produced over 3 million kilowatt hours of energy during its lifetime. The project's current total customer savings is over \$590,000. Shares in the community array are currently sold out.

Solar

The capacity to build large solar arrays in Leadville is limited by the size of feeder wires that connect the town to the substation. There is currently a community solar array within Lake County, but to build many more, the feeder wires will need to be replaced. Residential solar, however, is not impacted by this limitation.

C4 educates residents on solar energy by providing information on their website, including how solar works, local solar panel installers, cost of installing, and financial and environmental benefits of solar. Their website also has a link to the Lake County Solar Road Map.

The Lake County Land Development Code has a few protections for residents who have installed or want to install solar panels. First, applications for construction, reconstruction, or alteration of a building or structure can be denied if the proposal would "significantly reduce access to sunlight for any solar energy device installed on or in or under construction on or in any neighboring buildings or other structures." Second, the installation of solar energy devices cannot be prevented solely because of aesthetic reasons.

Resulting Goals and Objectives

The City and County have limited capacity to execute programs and projects, and several initiatives are farmed out to non-profits and other entities. This creates a situation that provides Leadville and Lake County with valuable partners, but can prove challenging to maintain continuity and consistency. It also removes the ability of Lake County and the City of Leadville to prioritize resources and efforts within the community. In order to identify policy recommendations that should be prioritized in each of these four focus areas, goals and objectives were created to address these challenges in the subsequent concept plan.

Housing

Goal: Identify next steps and priorities for creating a comprehensive housing strategy

Objective:

- Protect and improve livability within existing manufactured home communities.

Economic Development

Goal: Diversify the Economy

Objectives:

- Identify an industry cluster for Leadville Lake County
- Create a strategic marketing campaign for business attraction

Transportation

Goal: Support the Complete Streets Policy

Objective:

- Provide recommendations to fund future complete street projects

Energy

Goal: Decrease Energy Use and Costs

Objectives:

- Increasing energy efficiency in buildings
- Encourage energy independence through solar

CONCEPT PLAN

ELEVATE is a vision for Leadville and Lake County to enhance the distinctive character and pioneer spirit of the local community that also bolsters the area's economic strength and quality of life for year-round residents. This vision will guide the next steps to address the goals and objectives created in Existing Conditions.

Vision Elements

This vision for Leadville and Lake County is based on the idea of elevating the Character, Opportunity, and Livability that already exists within the community. To this end, these vision statements describe the community as it could be with an intentional and cohesive policy strategy.

Character:

Leadville/Lake County is...

A community where residents have created a place with characteristic grit, a rich mining history, and a small town feel that draws people looking for a sense of freedom and connection with nature.

Opportunity:

Leadville/Lake County is...

A community where a dynamic year-round economy supports the diverse economic and employment needs of local residents. This economy is insured through strategic partnerships and is anchored by the vibrancy of Harrison Avenue.

Livability:

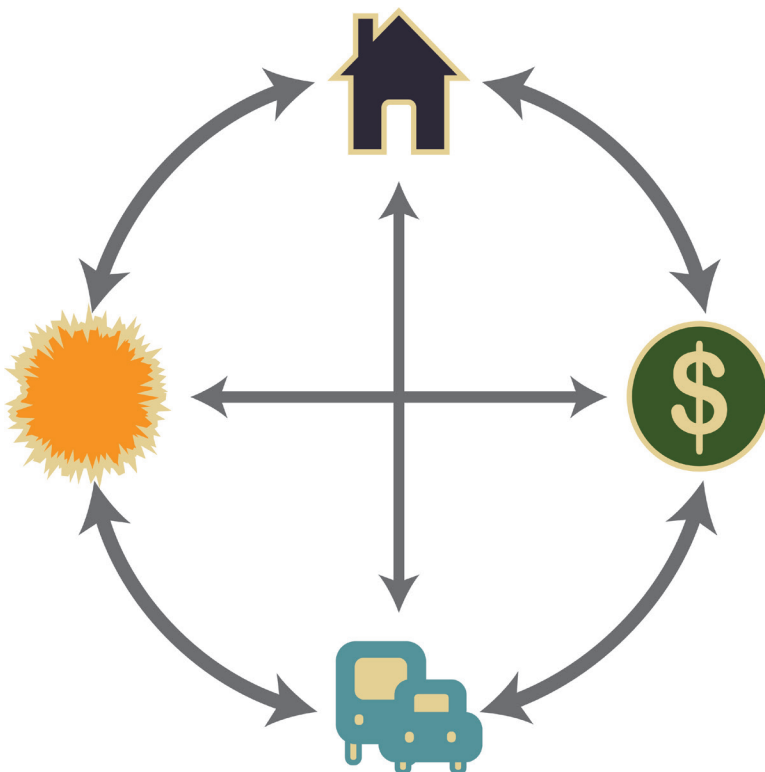
Leadville/Lake County is...

A community that provides an exceptional quality of life with accessible housing, robust transportation options, and convenient outdoor connections for residents of varying income levels, family sizes, and ages.

The focus areas discussed throughout this report are all interconnected and interdependent and they all contribute to the Character, Opportunity, and Livability of Lake County.

HOUSING

Exhibit 9: Interconnectivity of Focus Areas



Goal:

Identify next steps and priorities for creating a comprehensive housing strategy

Objective:

Protect and improve livability within existing manufactured home communities.

Health Equity Report

In addition to the housing work discussed in the Existing Conditions chapter, Leadville and Lake County are working with the state of Colorado to address housing needs. The Colorado Health Institute will soon issue a Health Equity Report that addresses those needs across Colorado.

The Health Equity Report has eleven recommendations to address housing insecurity across the state. Out of these eleven recommendations, three are particularly ripe for consideration in Lake County.

CONCEPT PLAN

Help health professionals become champions for legal aid through education and data

Saint Vincent is a core component of the community, and connecting patients with legal services when necessary aligns with the stated goal of addressing the social, environmental, and economic factors impacting health and the well-being of the community.

Inform the equitable distribution of Colorado's housing trust fund dollars

Establishing a funding stream is one of the most challenging pieces of creating and maintaining housing for the community, one of the main points that should be addressed at the Outreach and Engagement forum is that a significant allocation of state housing funding should be dedicated to rural communities.

Convert Manufactured Home Parks to Resident-Owned Communities

The third recommendation which merits serious consideration from Leadville and Lake County is the conversion of Manufactured Home Parks to Resident Owned Communities. The stability for residents in Manufactured Home Parks is an area which the previously commissioned reports have not fully addressed and therefore has become the focus of housing policy

Manufactured Home Communities

Create a new zoning district for manufactured home communities

Manufactured home communities are currently zoned as Business by the county; however, single manufactured homes are treated as single family dwellings. In order to create equitable regulations and protect residents living within manufactured home communities, these neighborhoods should be treated as residential uses as well. This has also been recommended in the Lake County Housing Needs Assessment and it has become a common practice for municipalities nationwide. This rezoning would protect residents from the threat of the property being sold for a more lucrative commercial use, and it would allow Lake County and Leadville to create policies and regulations that would better serve these residential communities.

Implement the Mobile Home Park Act Dispute Resolution and Enforcement Program

This program was created in May 2019 with the passage of the Mobile Home Park Act Oversight Act. This act was passed to give more regulatory power to the Mobile Home Park Act, and this program specifically holds manufactured home park owners to the regulations within the Mobile Home Park Act. Owners are required to register with a state database and submit monthly reports. This program will be administered by DOLA, but the Oversight Act also provisioned cities and counties with the power to enforce the regulations within the Mobile Home Park Act. These new databases will collect an enormous amount of information that has not been previously recorded, providing the city and county with an opportunity to work cooperatively with DOLA and create accountability mechanisms for owners based on issues that rise to the surface.

Create possibilities for resident land ownership

As recommended in the Colorado Health Equity report, creating possibilities for residents to own the land under their homes would provide stability and improve livability within manufactured home communities. There are three possible strategies to accomplish this. The first two provide cooperative ownership by the community, either through a sale by the county itself or directly from the current owner. Both have been widely used nationwide. If the county first acquires the land from the property owner, then this provides opportunities for the county to be closely involved in the planning of the community as ownership is transferred to the residents.

Assuming the owner is willing to sell, ROC USA is an organization that specializes in assisting mobile home communities in purchasing their land and could provide a streamlined process to do so. Thistle is an organization out of Boulder, CO that acts as a ROC USA technical assistance provider. They purchase the land at the market rate from the owner, and sell it to the community through their loan program while giving technical organizational assistance.

For example, bylaws and governance structures are

CONCEPT PLAN

available for the newly formed co-ops.

Lastly, if the county were interested in planning these neighborhoods to be more like R-2 residential zone districts, they could buy the land from the property owner, subdivide it, and sell it to residents using financial assistance programs. Not only would this give the county more regulatory power, but it would also give residents an opportunity to build wealth through owning land.

ECONOMIC DIVERSITY

Goal:

Diversify the Economy

Objectives:

Identify an industry cluster to prioritize business attraction

Retain and attract more jobs (workforce) and higher wage jobs

Economic Development Action Plan

In order to diversify the economy it is recommended to identify an industry cluster to focus on for business attraction as well as attract and retain higher wage jobs.

Listed in Exhibit 10, below, are the largest employers in Lake County. These industries should be kept in

Exhibit 10: Lake County Largest Employers

Employer	Industry	# of emp
Climax Molybdenum	Mining	250-499
Lake County Government	Government	100-249
Lake County Schools	Education	100-249
Ski Cooper	Recreation	100-249
St. Vincent Hospital	Health Care	50-99
Colorado Mountain College	Education	50-99

Source: Lake County Economic Development Corporation

mind when identifying an industry cluster, with the exception of mining since the goal is to diversify away from mining and a single industry. Additionally, it's important to attract businesses that can support the already well established industries within the region, such as healthcare, recreation, and education.

Below are possible industry clusters for Lake County by the Leadville Lake County Economic Development Corporation Strategic Plan and the Colorado Office of Economic Development and International Trade (OE-DIT) Blueprint Plan. These offer a great starting point when choosing an industry cluster where Leadville/Lake County can be advantageous. These industries represent business types already located within the region or those that are supported by characteristics existing in Lake County.

Lake County Economic Development Strategic Plan

- Location Neutral/Remote Workers
- Recreation/Adventure Tourism/Hospitality
- High-altitude Testing
- Outdoor Experiential Based Education
- Health and Wellness

OEDIT Colorado Blueprint

- Health and Wellness
- Tourism and Outdoor Recreation
- Food and Agriculture
- Infrastructure Engineering
- Financial Services

Additional industry clusters that may be considered include a historic preservation and conference center, such as the expansion of the Rocky Mountain Center for Preservation; as well as solar and renewable energy. Both of these options could benefit from the existing characteristics of Leadville/Lake County.

After identifying a single industry cluster to prioritize, the first step is to create a strategic marketing platform for attraction. This platform would showcase the significance of the cluster in the region, the comparative advantage Leadville/Lake County has compared to surrounding areas, and the quality of life for em-

CONCEPT PLAN

employees through outdoor recreation and the unique community. Leadville/Lake County should create an easy online portal to show available commercial property and land. This is currently in the works and is expected to be completed by August 2019.

It will also be important to establish and strengthen partnerships with surrounding communities to see how they have been successful and with colleges/universities to increase workforce education and offer courses specific to the industry cluster.

Additionally, it is important to offer incentives to attract businesses in the cluster to the community that may otherwise locate in similar, surrounding jurisdictions. There are various incentives that can be offered such as reducing permit fees and business licenses, fast-tracking approvals and inspections, establishing public private partnerships, and selling city or county owned land at a reduced price.

Lastly, focus on the supply chain of the industry cluster and localize it. Identify the gaps in leakage, which is money leaving the local economy due to lack of resources within the region. Once the gaps are identified, business attraction can be focused on these support industries.

Additional Economic Development Opportunities

Additional economic development opportunities include enhancing downtown Leadville and community events for locals and tourists. Although Lake County has a lot of out-commuters, Leadville can be where they spend their leisure time and support the local businesses. There can be new community events, potentially focused on art, that can attract more visitors throughout the year.

Another opportunity is to educate locals about co-ops as a beneficial

business model. A co-op is an organization owned and controlled by the people who use the products or services of the business. On average, co-ops are a more resilient business model due to members sharing the risks as well as the resources.

Case Study: Raton, New Mexico

Raton was a former coal mining town with a population of approximately 6,000 residents that busted when the mines closed and the city was unprepared. In order to stimulate the local economy in a way that would offer long term success, the town worked to attract a variety of small businesses, rather than being dependent on a single industry for Raton's economy. The town focused their efforts towards small manufacturing businesses, health care and specialty services, and hospitality for travelers. Additionally, Raton was successful at partnering with Santa Fe Community College to open a Trades and Advanced Technology Center. This branch campus specializes in offering certificates in greenhouse management, solar energy and other sustainability skills. The goal was to train the local workforce in skills that might attract new kinds of businesses developing in a "clean energy" economy. In regards to health care, the local hospital was expanded in hopes to attract more health care organizations and companies and it created 150 jobs for Raton. The town also applied and received grants from the state of New Mexico to revitalize Raton's downtown. Overall, Raton focused investment on human capital and physical infrastructure to boost the local economy and community.



CONCEPT PLAN

TRANSPORTATION

Goal:

Support the Complete Streets Policy

Objective:

Provide recommendations to fund future complete street projects

Complete Street Projects

The City of Leadville conducted a Community Survey that found more than half of residents want more continuous and adequate sidewalks for people of

all ages and abilities. Respondents want to be able to travel in and around the city safely on bike or on foot. In order to take on the complete street projects, a gap in transportation funding needs to be filled. Below are some strategies and recommendations of funding and policies that could help fill in the gap, typically paid for by sales taxes.

Implement Transportation Utility Fees

Transportation Utility Fees (TUF's) are a transportation financing mechanism in which the network is treated as a utility and properties are charged fees in proportion to their network use. This mechanism connects the costs of maintaining the infrastructure more directly to the benefits received from mobility and access to the system. The fees are based on the number of trips generated and often vary with land use. TUF's are an alternative funding source in terms of efficiency, equity, revenue adequacy, and political and administrative feasibility.

- Often used by fiscally conservative governments
- Requires a vote by City Council
- The fee shows up as a line item on residents

monthly utility bill

- Can be used for any type of street improvements
- Upheld in the Supreme Court

Case Study: Lampasas, Texas

Population 6,681



Source: Lampasas.org

Street Maintenance Fee (AKA Mobility Utility Fee)

- This fee is used solely for providing for maintenance and upkeep of city streets
- City Council started the fee at \$3-4/month and then adjusted it over time with inflation
- The rate adjustments are based on rising construction costs
- The current rate is \$7/month for both commercial and residential properties
- In fiscal year 2016 the fee generated \$293,000 and in fiscal year 2017 the fee generated \$302,987
- Implementing this fee would free up previous street maintenance funds to be used for other transportation related projects

Transportation Impact Fees on new development

The transportation impact fee is determined by the city based on an evaluation of the traffic generating characteristics of the proposed development. Fees are deposited in a fund created by the city for transportation improvements until used to construct facilities and improvements on impacted local streets and intersections, or allocated to regional road improve-

CONCEPT PLAN

ments. The total amount deposited may be used at the discretion of the city for improvements to the local street network, or to regional street projects, so long as the fees are used to perform improvements to streets and/or intersections impacted by the development. Local governments in Colorado have powers granted to them via state enabling legislation to implement Transportation Impact Fees.

Use grants to fill in transportation funding needs

Additionally, there are plenty of Public Health grants that can be used to fill in holes to fund transportation projects. Some grants that are ripe for the City of Leadville and Lake County are listed in Appendix C.

Hire a Public Health/ Transportation Planner

Lastly, bringing on a Public Health/ Transportation Planner would help the City/ County:

- Focus on Transportation Demand Management
- Prioritize capital improvement projects
- Implement bike sharing/ car sharing
- Work on trail plans
- Work with the regional transit network on marketing public transportation options for out-commuters
- Work with large regional businesses that could pay for bus passes for employees. (ex. VailResorts)
- Address issues of wayfinding on trail networks and tourist destinations
- Implement programs
- Help establish an agreement with Union Pacific to railbank the Tennessee Pass Line from Gypsum to Parkdale
- Actively apply for transportation grants

This person can be funded by:
Grants and/or the use of University students



ENERGY

Goal:

Decrease energy use and costs

There are two objectives aimed at achieving the goal of decreasing energy use and costs. The first is to increase energy efficiency in buildings and the second is to encourage energy independence through solar. Increasing energy efficiency in buildings and implementing solar can reduce utility bills for residents and businesses. This works to preserve affordability, promoting more livability in Leadville and Lake County. Encouraging energy independence through solar also provides the people of Leadville and Lake County the opportunity to sell excess energy, thereby elevating opportunity.

Increasing Energy Efficiency in Buildings

For the objective of increasing energy efficiency in buildings, there are four recommendations. The first recommendation is to update Lake County's building code. Lake County currently uses the 2006 International Energy Conservation Code. Updating to the 2012 version or newer would ensure that new development has adequate energy efficiency standards. The second recommendation is to provide property owners with rebates for conducting energy audits. This will encourage residents to use the resources offered at the Cloud City Conservation Center. These resources include energy audits and assistance with energy efficiency upgrades. The next recommendation is to provide residents and businesses with information on energy efficiency. This will ensure that residents and business owners are aware of the benefits and costs of energy efficient buildings. The last recommendation for increasing energy efficiency in buildings is to continue to support Cloud City Conservation Center. Currently, they are the leaders in educating and implementing energy efficiency in Leadville and Lake County.

Encouraging Energy Independence Through Solar

For the objective of encouraging energy indepen-

CONCEPT PLAN

dence through solar, there are another four recommendations. They are as follows:

1. Determine the best areas within Lake County and Leadville for rooftop solar panels and solar arrays
2. Explore the viability of establishing a solar group-buy
3. Explore the viability of establishing a Feed-in Tariff
4. Work to meet C4's Lake County Solar Road Map goals

The following paragraphs will explore each of these in greater detail.

The first recommendation is to determine the best areas within Lake County and Leadville for rooftop solar panels and solar arrays. A large focus of this should be on reusing closed and abandoned mines for solar generation and energy storage. There are few uses for mines that have been closed, but solar energy generation is a possible use for land that would otherwise sit idle. An example of solar generation at an old mine is the Chevron Questa Mine. The mine used to produce molybdenum. Some time after it closed, its owner, Chevron Mining Inc., installed 173 solar trackers on a tailings site. The array began operating in 2011 and



Source: Durango Herald

generates about one megawatt of electricity. The energy is sold to a local utility co-op. Solar energy generation is a potential use for abandoned mines in Lake County as well as the Climax Mine after it closes.

The second recommendation for encouraging energy independence through solar is to explore the viability of establishing a solar group-buy. A group-buy program would enable residents and businesses to buy and



install solar panels in bulk, at a discount. One example of a group-buy program is Solar Twin Cities in Minnesota. The program was hosted by the Midwest Renewable Energy Association and communities in the area chose whether or not they wanted to be part of the program. An advisory committee made up of stakeholders chose a solar installer to buy solar panels from. Once the program was established, "Solar Power Hours" were held in each of the participating communities to educate residents on solar energy and the group-buy program. Residents chose whether or not they wanted to be part of the group-buy by a specified deadline. The more people who participate, the lower the price of solar panel installation. Solar Twin Cities was so successful that Solar Twin Cities 2.0 is currently in progress. Because the effectiveness of this program depends on how many residents decide to participate, it may be beneficial for Lake County to partner with neighboring counties to establish a group-buy program. This would increase the number in potential participants.

The next recommendation for encouraging solar energy generation is to explore the viability of establishing a Feed-in Tariff (FIT). Feed-in Tariff programs are a way of incentivizing renewable energy. Residents and businesses who generate renewable energy buy all the energy they use at retail price and sell all of the energy they generate at a price slightly higher than retail. The length of this arrangement depends on the contract generators have with their utility. Contracts can range from 5-20 years. In some cases states have required utilities to accept FIT contracts, while in others utilities have volunteered to create their own FIT program. One example of a FIT program is found in Kalona, Iowa. The local utility, Farmers Electric Cooperative, voluntarily implemented a version of a feed-in tariff. Warren McKenna, the head of the utility co-op, explained their reason for creating the program, say-

CONCEPT PLAN



Source: Farmers Electric Cooperative

ing “Our vision was, when we initially started with renewables, not only to reduce power bills but to keep the money in the community. Solar has allowed us to buy local, from local producers...” A number of co-op members who installed solar experienced significantly lower electric bills. Feed-in tariffs could make installing rooftop solar panels more financially feasible for Leadville and Lake County residents and businesses.

The final recommendation for encouraging energy independence through solar is to work to meet the Cloud City Conservation Center (C4)’s Lake County Solar Road Map goals. This road map provides a list of goals to improve conditions for the local solar market. Some of these goals include:

- [Z2] Promote Solar Ready Construction via Ordinances or Building Codes
- [Z3] Require Solar on New Construction
- [F5a] Explore Implementation of Local PACE Financing Pilot Program
- [M6a] Survey Brownfield Sites for Solar Development Opportunities
- [M7] Publicize Solar Workforce Development Resources and Industry Training Tools (“Solar RoadMap - Lake County, CO,” n.d.)

Lake County and the City of Leadville should collaborate with C4 to refine and accomplish goals that C4 cannot complete by themselves as a non-profit.

One final thought concerning solar generation in Lake County addresses future community solar arrays. The capacity to build additional solar arrays is limited by the current electrical infrastructure of the area. However, if there ever is an opportunity to build more arrays, it would be beneficial to make agreements with the developers that ensure a certain percentage of the shares sold go to residents or businesses located within Lake County and Leadville. This would guarantee that local residents and businesses benefit from local solar energy generation.



Source: Aspen Times

RECOMMENDATIONS

After generating several policy recommendations for each focus area, we narrowed our efforts to a few policy recommendations that we feel will have the most impact in elevating character, opportunity, and livability within Leadville and Lake County.

HOUSING

Housing Security for Residents in Manufactured Home Communities

Leadville and Lake County have been working intensely to address the increasing housing costs that the community is facing. Through our analyses of the various efforts and plans, we have perceived a gap in regards to guarding the housing security for residents of Manufactured Home Communities (MHCs). MHCs comprise nearly 14% of the total housing stock in Lake County, and they are a strong option in the quest to preserve housing affordability. For these reasons, our housing policy is centered around these communities within Lake County.

Recommendation:

Lake County should pursue multiple methods that focus on rebalancing the skewed power dynamic between residents of manufactured home communities and the owners of those facilities.

Currently residents in manufactured home communities (MHCs) in Lake County rent either the land their homes are on, or they are renting both the land and the home they live in. Additionally, the owners of the MHCs control the cost and upkeep of utilities, as well as set the prices for rent and manage the frequency of rent increases. There is little to no recourse for residents who have a complaint with community management.

Influence

Addressing housing security within manufactured home communities attends to each of the vision elements within this plan.

- These communities offer affordable, simple living with amazing views and access to the mountains, which is **characteristic** of the Leadville/Lake County lifestyle.
- Manufactured home communities can be a source of workforce housing for those seeking economic **opportunity** in Leadville/Lake County.
- Implementing these strategies will give residents a voice in how their community operates and improve **livability**.

Impact

Additionally, focusing on housing security within manufactured home communities affects more than the livability of those living in these communities. As reporting and ownership practices improves within the manufactured home communities, infrastructure such as streets and utilities may be improved, creating a more complete street network.

Strategy 1: DOLA Dispute Resolution and Enforcement Program

The DOLA Dispute Resolution and Enforcement Program was created in May 2019 by the Mobile Home Park Oversight

Act. This program

will be implemented and managed entirely by the Department of Local Affairs. It will create two different databases: one to register and monitor leadership of mobile home parks, and the other to create a reporting database for both mobile home park owners and residents to report infractions against the Mobile Home Park Act. These complaints will be investigated by DOLA and taken to court if the claim is found to be legitimate. The registration database will be finished by February 2020, and the reporting database will be available for use in May 2020.

This program will give residents more fair and accessible recourse for unjust practices within their com-



RECOMMENDATIONS

munities, and it will be a community benefit that does not require funding or implementation on the part of Lake County or Leadville. Because the program is currently being created, it is unclear whether or not the process will be safe for undocumented residents to use.

Strategy 2: Create Ordinances to Address Specific Issues

One way to tackle recurring complaints that have been identified by Lake County Build a Generation, or those that may be identified by DOLA's new program, will be to create ordinances to address these issues. In Section 31-15-1101 of the Mobile Home Park Oversight Act, the state gives cities and counties more regulatory power stating,

“The Governing Body Of Any Municipality Has The Power To Adopt, Administer, And Enforce Ordinances And Resolutions To Provide For The Safe And Equitable Operation Of Mobile Home Parks Throughout The Municipality. These Ordinances And Resolutions May Be Enacted Within The Scope Of The “Mobile Home Park Act”, Part 2 Of Article 12 Of Title 38, And Further As The Municipality Deems Necessary To Protect Home Owners’ Equity In The Safe Use And Enjoyment Of The Mobile Homes And Mobile Home Lots, Including But Not Limited To The Imposition Of Penalties Or Adoption Of A Local Registration System”

Many municipalities have created Mobile Home Park Handbooks for Residents that aggregate the rights of residents created by the Mobile Home Park Act and present this information in a more accessible manner. This is also an opportunity to enact ordinances at the city or county level to directly address issues. Some common problems addressed by local manufactured home community ordinances are utility reporting, manufactured home sales procedures for residents, and mediation. Example language from the Mobile Home Park Handbook for Residents in

Broomfield, CO can be found in Appendix B.

Passing local ordinances not only improves the enforcement of residents’ rights, but it also makes a statement that every resident of Leadville/Lake County, no matter where they live, has the right to a safe and equitable community.

Strategy 3: Rezone Manufactured Home Communities to Support Residential Use

Currently all three of the Manufactured Home Communities within Lake County are within the Business zoning designation. The 2015 Lake County Comprehensive Plan calls for two of these MHCs to be rezoned into Developed Residential zones, and the third to be rezoned to Rural Center. The county can initiate this change, and by doing so they will be promoting the general welfare by preventing the owners of the land from potentially changing to a different use that would be allowed under business zoning.

Strategy 4: Build Community Capacity

Working to increase the community capacity can take time, and may need to be done in phases depending



Source: medinahealth.org

RECOMMENDATIONS

upon the current cohesiveness of the residents. To cultivate community connection, an important first step is to facilitate members of the community talking with one another. This can be done by sponsoring community picnics, or having a community event that corresponds with a larger initiative such as the national Night Out for Safety and Liberation. These connections lay the groundwork for building more capacity and advocating for collective rights.

The next phase of capacity building is to establish a residents' association within each community. These associations lobby for the rights of tenants and homeowners within Manufactured Home Communities and in other cities they have had successes such as obtaining copies of leases for the residents and getting detailed explanations of utilities and other fees.

The third level of community capacity would be residents pursuing ownership of their Manufactured Home Community. While not all of the communities are presently ripe for pursuing a cooperative ownership model, Lake Fork Mobile Home Park might be. Currently only 13% of the 139 units are owned by the corporation managing the community. It is recommended a Lake Fork community member reach out to Thistle, a company that works with ROC USA to provide technical assistance for the process of purchasing a community. They have worked with communities in both Cañon City and Longmont. The community in Cañon City took ownership of their community in December and the community in Longmont achieved ownership in February.

ECONOMIC DIVERSITY

Leadville/Lake County's current economy is heavily reliant on the mining industry and has been since the city was originally established. Mining creates a boom and bust cycle of profitable highs and detrimental lows for the community and residents. Additionally, in recent years Leadville/Lake County has become a bedroom community for residents who commute to

surrounding mountain communities for work due to both a lack of jobs and generally lower wages within the county. This has had an impact on the local housing market causing home prices to increase and affordable housing to be progressively harder to find for the local workforce. Through research of areas similar to Leadville/Lake County, strategies and techniques were found that may offer long term solutions for the region. In order to diversify the economy, it is recommended that Leadville/Lake County moves forward with a single recommendation supported by three strategies.

Recommendation

Select an industry cluster to prioritize efforts for business attraction through strategic marketing, partnerships, and incentives.

Influence

The chosen industry cluster will attend to each of the vision elements of our action plan.

- Supportive of Leadville/Lake County's **character**
- Enhance job market to create new **opportunities** for residents
- A healthy economy inflates the vibrancy and **livability** of the community

Impact

Additionally, specializing the local economy with an industry cluster will provide more resources for people to attain market rate housing. Stabilizing the economy will increase the need for multi-modal travel options for workers to move to and from work more efficiently.

Strategy 1: Using Marketing to Attract an Industry Cluster

Create an easy online portal to show available commercial property and land, highlight the existing industries, market to attract industries within the chosen cluster, and promote the quality of life and unique character Leadville/Lake County has to offer. A precedent for this type of platform can be found from the Grand Valley Economic Partnership for Mesa County, they have an effective and easy to use website and have been successful at attracting outdoor manufac-

RECOMMENDATIONS

turing as an industry cluster.

Strategy 2: Using Partnerships to Attract an Industry Cluster

It is important to establish and strengthen partnerships with surrounding communities to see how they have been successful with business marketing, attraction, and economic development. Additionally, working with colleges and universities can increase the workforce education available and offer courses specific to the industry cluster. There can also be opportunities to have students work on marketing and initiatives for economic development.

Strategy 3: Using Incentives to Attract an Industry Cluster

Specific incentives for businesses to locate to the region may include:

Reduced permit fees, business licenses, etc

Priority/fast tracked approvals, inspections, etc.

Public private partnerships

Sell city or county owned land at a reduced price

Challenges

The challenges of this recommendation to focus business attraction on a single industry cluster include the time and resources for the marketing campaign, the amount of available commercial property or developable land for businesses to locate, and incentives that do not compromise the financial standing of Leadville and Lake County.

TRANSPORTATION

According to the City of Leadville Comprehensive Plan, maintaining and enhancing pedestrian and bike mobility are among the top priorities for the community. The community survey results also voiced the need for continuous and adequate sidewalks along major pedestrian corridors and ways for people of all ages and abilities to be able to travel into and around the city safely on a bike or on foot.

Recommendation

Following recommendations from the Comprehensive Plan, as well as pushing forward the complete street projects presented to you from the University of Colorado MURP transportation team, it is recommended that Leadville should utilize several strategies to maintain and fund future complete streets projects. These include adopting a Complete Streets Policy, using Transportation Utility Fees, and continuing to use grants to fill in transportation funding needs. Note that we did not move forward with Transportation Impact Fees at this time, knowing that the mix of strategies proposed below are a healthy set when used simultaneously.

Influence

- In order to better utilize the dense **character** of Leadville, the city/county will need to provide transportation options for people of all ages and abilities. Ex. Completing the sidewalk network.
- In order to provide economic **opportunity**, the city/county will need to provide complete street transportation options to connect people to places of work and to basic services in an equitable way.
- In order to promote **livability** in the Leadville area, the city/county will need to provide more active transportation options that promote health and connectivity.

Impact

As transportation infrastructure is improved, residents will have safer, more equitable transportation options, as well as improved access to jobs and basic services.

Strategy 1: Adopt a Complete Streets Policy

In order to meet those needs expressed in the Comprehensive Plan and the Community Survey we feel that the adoption of a Complete Streets Policy would help meet the goals of providing safe and equitable transportation options for people of all ages and abilities. The National Complete Streets Coalition (NCSC) has identified 10 elements of a comprehensive Complete Streets policy to help communities develop and implement policies and practices that ensure streets are safe for people of all ages and abilities; balance

RECOMMENDATIONS

the needs of different modes; and support local land uses, economies, cultures, and natural environments.

Strategy 2: Implement and use Transportation Utility Fees (also known as Mobility Utility Fees or Street Maintenance Fees)

- Potential funding for Complete Streets Projects
- Current funding being used for street maintenance could be reallocated to help fund a transportation planner
- Additionally, current funding could also be used for grant projects, knowing that in order to use grants, the city and county must have enough money up front to pay for the projects and have money available to match grant requirements.

Strategy 3: Continue to use grants to fill in Complete Streets funding needs.

To prepare for grants it is recommended the city/county:

- Use Intern(s) for the design and concepts for transportation projects
- Conduct public outreach to understand community priorities
- Draft estimates for project costs

Put out an RFP for a Grant Writer

- Could bring 1 or 2 grants to the city in exchange for 1-2% commission
- Paid for by the city after the grants are approved

Use TAP grants to pay for infrastructure

Colorado Department of Transportation- Transportation Alternatives Program, or (TAP) grants, could pay for most of the concepts and ideas presented by the University of Colorado MURP Transportation team, and would be easier to acquire and less competitive than grants that could also fund an administrator. TAP grants can be used for sidewalks, bicycle infrastructure, pedestrian and bicycle signals, traffic calming techniques, and transportation projects to achieve compliance with the Americans with Disabilities Act of 1990.

Additionally, 15 grants are listed in Appendix C, that the City of Leadville and Lake County are eligible for,

depending on the type of project identified to move forward with.

ENERGY



Phase B of this project provided four recommendations concerning energy efficiency in buildings and four recommendations concerning energy independence through solar energy generation, all in an effort to decrease energy use and costs. Phase C expands on one of these recommendations.

From research collected during the first phase of this project, it was found that the Cloud City Conservation Center has more resources and programs dedicated to increasing residential energy efficiency than to residential solar energy generation. The recommendation to establish a solar group-buy program could address this gap by encouraging solar energy.

Recommendation:

Create a solar group-buy program

Influence and Impact:

Before detailing this specific recommendation, it is important to address the influence and impact encouraging solar energy generation could have on other aspects of Leadville and Lake County.

- Residential solar could enhance the **character** of the area by increasing energy independence.
- It could enhance **opportunity** in the area in two different ways. First, residents that generate more energy than they use have the option to sell their excess energy. Second, solar energy has the potential to be the industry cluster described in the recommendation for economic development. If solar energy is chosen as the focus industry cluster, it could be used

RECOMMENDATIONS

to market Leadville and Lake County to attract businesses.

- Solar energy could enhance **livability** by preserving affordability through lowered energy costs and protecting residents from increases in the market price for energy.

Strategy:

A solar group-buy program is one way of encouraging solar energy generation. It enables residents and businesses to buy and install solar panels in bulk, and therefore at a discount. The more people who participate in the program, the lower the price of installation. Generally, solar group-buy programs are initiated by municipalities or utilities, and then administered by a nonprofit. The nonprofit often is responsible for organizing, marketing, and providing information on solar energy. Often, the nonprofit hosts educational workshops that residents can attend without committing to participating in the group-buy. Potential first-time solar customers can benefit from the information the nonprofit provides.

Solar installers are able to give a bulk discount because any marketing they would normally do is taken care of by the nonprofit and because they can buy materials in bulk. Installers also benefit from having more solar installations percolate through an area, making their business more visible to other potential customers.



Source: Summit Daily

Solar group-buys can be funded through a combination of different methods including grant money, per-watt fees, fees from the creation of a buyer's co-op, contributions – such as marketing materials – from the solar installer, and local utility funds. Sometimes the partnering nonprofit provides the majority of the funding for the program. The Midwest Renewable Energy Association is an example of this.

One example of a group-buy program is Solar Twin Cities in Minnesota. The program was hosted by the Midwest Renewable Energy Association and communities in the area chose whether or not they wanted to be part of the program. An advisory committee made up of stakeholders chose a solar installer to buy solar panels from. Once the program was established, “Solar Power Hours” were held in each of the participating communities to educate residents on solar energy and the group-buy program. Residents choose whether or not they wanted to be part of the group-buy by a specified deadline. Solar Twin Cities was so successful that Solar Twin Cities 2.0 is currently in progress.

Places in Colorado have also started solar group-buy programs. Summit County currently has a solar group-buy program called Solarize Summit. The program began in June 2019 and will run through the end of August 2019. As of July 23, 25 households in Summit County have committed to installing solar. Enough solar systems will be installed that the contractor, Active Energies Solar, has agreed to give \$500 back to every participant. The county partnered with the nonprofit Solar Energy International (SEI) to implement their solarize program.



There are a couple challenges to a successful solar group-buy program. First, finding the right solar installer can be critical because it needs to be both affordable and good quality. Program

RECOMMENDATIONS

participants should not experience poor customer service or incorrect installations. Therefore, the process for selecting a contractor must be done carefully. The second challenge is whether or not there is enough interest among residents. The success of a solar group-buy depends on the number of people who decide to participate. Fewer participants means a smaller discount for installing. In order to increase the number of residents who can participate, cities can provide municipal loans or educate residents on bank loans and solar lease programs. The educational workshops put on by the nonprofit can also work to increase participation.



Source: sierrabusiness.org

IMPLEMENTATION



Strategy	Funding	Partnerships	Timeline
Rezoning	N/A	Lake County Planning and Zoning	1 year
DOLA	State appropriated funds	DOLA	1 year
Local Ordinances	Lake County and City of Leadville	Lake County and City of Leadville Planning	1-3 years
Capacity Building	CDFI loan	LCBAG, Thistle, ROC USA	1-3 years
Marketing	Existing budget; grants	Leadville/Lake County Economic Development Corporation	1-3 years
Partnerships	N/A	CMC, CU, DU, etc. Other mountain communities	1 year
Incentives	N/A	Leadville/ Lake County	1 year
Complete Street Policy		Leadville/Lake County	1-3 years
Utility Fees		City of Leadville	1-3 years
Grants		CDOT	1-3 years
Solar Group-Buy	Grants; fees; partner contributions	C4, and/or other nonprofits, a solar installer, Lake County	1 year

In considering the recommendations set forth by this report, these policies may be prioritized by the availability of funding options, the bandwidth of relevant partners, or the estimated timeline, which have all been provided in the table above.

As can be seen, none of the final recommendations are forecasted to take longer than three years to implement. This plan offers Leadville and Lake County solid footing to elevate their community solidifying and enhancing the character, opportunity, and livability of this unique and loved community.

Housing Policy Definitions

STR Taxes (Short Term Rental Taxes) - A Short Term Rental Tax is intended to be a pass through tax that generates income for the city/county by taxing tourists who are visiting Lake County and Leadville and using housing stock through programs like AirBnB and VRBO.

Inclusionary Zoning - Inclusionary Zoning is a requirement placed on housing developers that requires a certain amount of housing within a development to be affordable or the developer can pay a fee in lieu that supports affordable housing elsewhere in the community.

Land Banking - Land banking is the purchasing and holding of land for future development.
Public Land Dedications - Donation of land for affordable housing development.

Community Benefit Agreement - A developer agrees to provide certain community benefits to offset the impacts of their development or that offer general community improvements to garner community support.

Impact Fees/Linkage Fees - Fees that are used to mitigate the direct impact of development on the community. These fees are “linked” to the increased demand the development will generate for government services, such as affordable housing.

ADUs - Accessory Dwelling Units - Additional residential structures built on the same property as residential units (usually single family)

Manufactured Home Zoning District - A zoning change that would offer protections for residents living in manufactured home communities; this would prevent owners from changing to another business use and evicting existing tenants.

Rent Stabilization - Limitations on the frequency and potentially the amount of rent increases.

Manufactured Home Rent Stabilizations - Limitations on the frequency and amount of rent increases for both land and structure as well as limitations on utility rate increases.

Deed Restrictions - Limitations on the conditions of resale on a property; can constrain the requirements for an eligible buyer by income, location of residence, or location of employment; can restrict the future sale price

Land Trusts - Ownership structure in which the land is owned separately from the building (usually by a trust or non-profit organization) and the units are kept affordable by removing land costs.

Rental Assistance - Housing vouchers and other funding that subsidizes the cost of rent.

Property Tax Abatement - Providing a reduced property tax rate for low income seniors and others with a fixed income.

Tenant Counselling - Financial and legal advice for renters

Proactive Code Enforcement - Ensuring existing laws and regulations are followed

APPENDIX A

Homeowner Assistance Programs - Programs for first time/low income home buyers that aid with the down-payment and other purchase costs

Home Rehab Assistance - Low interest loans that allow people to make repairs to their home for safety and weatherization

Public Private Partnerships - Collaboration between the government and private sector that address community needs.

Broomfield Mobile Home Owners Handbook**-Sample-****Rent Increases**

If a mobile home park tenant has a month-to-month lease, the rent can be increased only with a 60-day written notice to the homeowner. If a mobile home park tenant has a fixed term lease, the rent can only be increased at the end of the lease term unless the lease itself gives the park management the right to increase the rent after no less than a 60-day written notice to the homeowner.

The written notice of a rent increase must include:

1. The amount of the rent increase.
2. The effective date of the rent increase (at least 60 days after the date of the written notice).
3. The name, address and telephone number of park management, if any of this information was not included in the original rental agreement. See C.R.S. 39-12-204(2).

Colorado prohibits rent control except when a park is owned by housing authorities or other public agencies. C.R.S. 38-12-301.

Maintenance and Repairs

The responsibilities of both the homeowner and the mobile home park management will be described in the rental agreement. In general, the homeowner will be responsible for keeping the mobile home and the home site up to the standards set by the park rules and regulations. Major park landscaping projects are the responsibility of the park management. When unsure, read your lease.

When homeowners do not keep their mobile home and their site up to the standards described by the park rules and regulations, the park management can either:

1. Do the maintenance themselves and bill the tenant for the reasonable costs incurred, or
 2. Give a notice of intent to evict the homeowner.
- See C.R.S. 38-12-212.3(3)(b) and 38-12-203(1)(c).

Park management is responsible for the cost of maintenance and repair of:

1. Sewer and utility service lines owned and provided by the park.
 2. Buildings and structures provided by the park for the use of the residents.
 3. Park premises.
- Premises means existing facilities, including furniture and utilities, the common-area grounds and any other amenity provide for the use of all homeowners.

**Mobile Home Owners
Handbook**

**City and County of Broomfield
One DesCombes Drive
Broomfield CO 80020
303.438.6379**

Grants

1. Colorado Department of Transportation- Transportation Alternatives Program (TAP) project grants- Can be used the construction, planning, and design of on-road and off-road trail facilities for pedestrians, bicyclists, and other non-motorized forms of transportation, including sidewalks, bicycle infrastructure, pedestrian and bicycle signals, traffic calming techniques, lighting and other safety-related infrastructure, and transportation projects to achieve compliance with the Americans with Disabilities Act of 1990 (42 USC 12101 et seq.)

Contact info for Lake County Region: CDOT REGION 3

Mark Rogers
(970) 683-6252
222 S. 6th Street, Room 317
Grand Junction, CO 81501
mark.rogers@state.co.us

2. Colorado Department of Public Health & Environment (CDPHE) Amendment 35 Grants- Can include funding for an administrator and built environment projects. Funded on a 3 year cycle and will be open for applications in 2021. The downside to these is that they are very competitive.

3. The Colorado Health Foundation: Colorado Capital Infrastructure- Intergenerational Physical Activity Grant- Can be used for trails, outdoor play equipment, and fitness stations that encourages intergenerational physical activity.

4. Colorado Department of Transportation- Safe Routes to School Grant- Can be used to improve sidewalks, add bike lanes, or paint sidewalks.

5. Colorado Department of Local Affairs (DOLA)- Community Development Block Grant (CDBG)- Can be used for acquisition, design/engineering, construction, reconstruction, rehabilitation or installation of public improvements or public facilities. Must be used for activities that either benefit low- and moderate-income persons, or prevent or eliminate blight.

6. Community Services Block Grant (CSBG) (Federal Grant)- Provides formulaic grants to alleviate the causes and conditions of poverty in communities and can be used for infrastructure projects. (Available to counties).

7. Quadratic Cares 'Energize The Environment' Grant Program- Can be used for trail building or restoration projects.

8. America Walks Community Change Grants- Awards community stipends for projects related to creating healthy, active, and engaged places to live, work, and play. Can be used for sidewalks, trails, and bike infrastructure.

9. Great Outdoors Colorado (GOCO) Local Government Parks & Recreation Grants (LPOR)- Can be used for new park development, enhancing existing park facilities and park land acquisition.

10. Great Outdoors Colorado (GOCO) Habitat Restoration Grant- Can be used to hire Youth Corp Association Crews to work on trail projects.

*** 11. Federal Transit Administration (FTA) -Better Utilizing Investments to Leverage Development (BUILD) Trans-**

APPENDIX C

portation Grants Program- Can be used to improve infrastructure condition, address public health and safety, promote regional connectivity.

*** 12. Federal Transit Administration (FTA) Flexible Funding Programs** - Surface Transportation Block Grant Program- 23 USC 133- Provides funding to preserve and improve the conditions and performance of surface transportation including bicycle and pedestrian projects.

13. Funding Advancements for Surface Transportation and Economic Recovery Act (FASTER)- Transit Grants- Can be used for bicycle & pedestrian access improvements to bus stops and transit facilities.

*** 14. Funding Advancements for Surface Transportation and Economic Recovery (FASTER) Safety Grants**- Can be used for street improvements and pedestrian-bicycle facilities.

*** 15. Great Outdoors Colorado (GOCO) Connect Initiative Grants**- Can be used to fill trail gaps, build new trails, and provide better walkable and bikeable access for youth and families.

WORKS CITED

- About. (2017, September 23). Retrieved June 27, 2019, from Railyard Leadville website: <https://www.railyard-leadville.com/about/>
- Better City. (2015). Lake County Economic Development Strategic Plan. Better City.
- Bland, N., Featherstone, J., & Provan, S. (2019). Lake County Housing Capstone [Powerpoint Slides].
- Blevins, C. (2016, November 9). Will Solar Group-Buy Programs Go Mainstream? Retrieved July 23, 2019, from <https://blog.pickmysolar.com/will-solar-group-buy-programs-comeback>
- Bordogna, M. (2019, June 27). [Email Interview].
- City of Leadville. (n.d.). Retrieved August 1, 2019, from <https://www.colorado.gov/leadville>
- Chambers, C. (n.d.). Colorado Land Planning And Development Law. 32.
- Chevron Starts Operations of 1 MW CPV Solar Field in Northern New Mexico. (2011, April 19). Retrieved July 11, 2019, from Business Wire website: <https://www.businesswire.com/news/home/20110419006864/en/Chevron-Starts-Operations-1-MW-CPV-Solar>
- Colorado Energy Office. (n.d.). Energy Codes in Colorado Jurisdictions. Retrieved from <https://www.colorado.gov/pacific/energyoffice/energy-codes>
- Colorado Enterprise Zone Tax Credits & Incentives. (n.d.). Retrieved July 30, 2019, from Colorado Office of Economic Development & International Trade website: <https://choosecolorado.com/doing-business/incentives-financing/ez/>
- Dallas, S. (2019, June 26). [In Person Interview].
- Designated manufactured homes, Tumwater Municipal Code Chapter 18.48, 2010.
- Diaz, J. (n.d.). To Speak with One Voice, Austin Manufactured Home Residents Get Organized. Retrieved July 30, 2019, from <https://www.kut.org/post/speak-one-voice-austin-manufactured-home-residents-get-organized>
- Eagle County. (2019) Schedules. Retrieved from <https://www.eaglecounty.us/Transit/Schedules/>
- EconomicDiversityinAppalachia-CaseStudiesinEconomicDiversification.pdf. (n.d.). Retrieved from http://www.arc.gov/assets/research_reports/EconomicDiversityinAppalachia-CaseStudiesinEconomicDiversification.pdf
- ENERGY EFFICIENCY | Cloud City Conservation Center. (n.d.). Retrieved June 25, 2019, from <https://cloudcity-conservation.org/energy/>
- Farrell, J. (2017, August 14). Thanks to Co-op, Small Iowa Town Goes Big On Solar. Retrieved July 11, 2019, from Renewable Energy World website: <https://www.renewableenergyworld.com/ugc/articles/2017/08/07/thanks->

WORKS CITED

to-coop-small-iowa-town-goes-big-on-solar.html

Financing | Cloud City Conservation Center. (n.d.). Retrieved June 25, 2019, from <https://cloudcityconservation.org/energy/financing/>

Find a Contractor | Cloud City Conservation Center. (n.d.). Retrieved June 25, 2019, from <https://cloudcityconservation.org/energy/find-a-contractor/>

Flenniken, K. (2019, July 30). [Email Interview].

Frederick, D. A., Wadsworth, J. J., Eversull, E. E., & United States. Rural Development. (2012). Co-ops 101: An introduction to cooperatives. (No. 55.). Washington, D.C.: Rural Development, United Department of Agriculture.

Group buy programs aim to kick-start solar and keep contractors busy. (2018, May 2). Retrieved July 23, 2019, from Solar Power World website: <https://www.solarpowerworldonline.com/2018/05/group-buy-programs-kick-start-solar-growth/>

Home Assessment | Cloud City Conservation Center. (n.d.). Retrieved June 25, 2019, from <https://cloudcityconservation.org/energy/home-energy-audit/>

Income Qualified Programs | Cloud City Conservation Center. (n.d.). Retrieved June 25, 2019, from <https://cloudcityconservation.org/energy/energy-justice-initiative/>

Irvine, L., Sawyer, A., & Grove, J. (n.d.). The Solarize Guidebook: A community guide to collective purchasing of residential PV systems. Retrieved from <https://www.nrel.gov/docs/fy12osti/54738.pdf>

Lake County. (n.d.). CHAPTER 6 Development Standards. Retrieved from http://www.lakecountyco.com/buildinglanduse/sites/lakecountyco.com/buildinglanduse/files/CHAPTER%206%20Development%20Standards_3.pdf

Lake County. (2018). Final report: Lake County housing needs assessment. Denver: Economic Planning Systems, Inc.

Lake County Community Solar Array. (n.d.). Retrieved July 6, 2019, from Clean Energy Collective website: <https://cleanenergyco.com/projects/projects.html?facilityid=f1c907e0-8b94-451f-afcb-e3b3021f3dc0?availability=sold%20out>

Lake County Comprehensive Plan (2015, May 26,). City of Leadville.

Leadville Lake County Chamber of Commerce. (n.d.). Retrieved August 1, 2019, from <https://www.leadvilleusa-chamber.com/>

Leadville Lake County Economic Development Corporation LLCEDC. (n.d.). Retrieved July 30, 2019, from Leadville Lake County Economic Development Corporation LLCEDC website: <https://www.lakecountyedc.com>

WORKS CITED

Leadville Main Street Program. (2017, March 6). Retrieved July 30, 2019, from City of Leadville website: <https://www.colorado.gov/pacific/leadville/leadville-main-street-program>

LMI Gateway Home page. (n.d.). Retrieved August 1, 2019, from <https://www.colmigateway.com/vosnet/lmi/default.aspx?pu=1&plang=E>

Lotus Engineering and Sustainability LLC. (2015). Analysis of the Fulfillment of the Low-Income Carve-Out for Community Solar Subscriber Organizations (p. 9). Retrieved from <https://www.colorado.gov/pacific/sites/default/files/atoms/files/Low-Income%20Community%20Solar%20Report-CEO.pdf>

Matlock, S. (2016, November 15). How a rural town recovered after mining's death. High Country News. Retrieved from <https://www.hcn.org/articles/healing-a-broken-economy-in-raton-new-mexico>

Millard, C. (2019, June 27). [Email Interview].

Mobile Home Park Act, CRS 38.12.200, 2016.

Mobile Home Park Oversight Act, Colorado HB19-1309, 2019.

Natali, P., Dabbagh, K., & Lund, J. (2017). Sunshine for Mines: A Second Life for Legacy Mining Sites. Retrieved from Rocky Mountain Institute website: https://d231jw5ce53gcq.cloudfront.net/wp-content/uploads/2017/11/RMI_SecondLifeLegacyMiningSites.pdf

Night Out for Safety and Liberation | #NOSL19. (n.d.). Retrieved July 30, 2019, from Night Out for Safety and Liberation website: <http://www.nosl.us/homepage>

Pickerel, K. (2019, March 25). Two new Colorado regions will implement Solarize programs with SEI support. Retrieved July 23, 2019, from Solar Power World website: <https://www.solarpowerworldonline.com/2019/03/two-new-colorado-regions-will-implement-solarize-programs-with-sei-support/>

ROC USA. (2019). What's a ROC?. Retrieved from <https://rocusa.org/whats-a-roc/>

Solar | Cloud City Conservation Center. (n.d.). Retrieved July 5, 2019, from <https://cloudcityconservation.org/energy/solar/>

Solar Forward by Solar Energy International. (n.d.). Retrieved July 25, 2019, from Solar Energy International website: <https://www.solarenergy.org/solar-forward/>

Solar Group Buy. (n.d.). Retrieved July 10, 2019, from Midwest Renewable Energy Association website: <https://www.midwestrenew.org/solargroupbuy/>

Solar RoadMap - Lake County, CO. (n.d.). Retrieved July 10, 2019, from <http://my.solarroadmap.com/ahj/lake-county-co/view>

Solarize Summit Together. (n.d.). Retrieved July 23, 2019, from High Country Conservation Center website:

WORKS CITED

<https://www.highcountryconservation.org/climate-change-colorado/solarize-summit/>

Startups may benefit from co-ops, according to report from Minnesota 2020. (2011). Finance and Commerce,

STC 2.0 ABOUT PROGRAM | Grow Solar. (n.d.). Retrieved July 10, 2019, from <https://www.growsolar.org/about-solar-twin-cities-2-0/>

Summit Stage. (2019). Lake County commuter rail. Retrieved from <http://www.co.summit.co.us/1027/Lake-County-Link>

The Elements of a Complete Streets Policy(Rep.). (n.d.). Smart Growth America/ National Complete Streets Coalition.

Thistle. (2019). About us. Retrieved from <https://thistle.us/company/>

U.S. Energy Information Administration. (2013, May 30). Feed-in tariff: A policy tool encouraging deployment of renewable electricity technologies. Retrieved July 10, 2019, from <https://www.eia.gov/todayinenergy/detail.php?id=11471>

U.S. Energy Information Administration. (2013, June 4). Feed-In Tariffs and similar programs. Retrieved July 10, 2019, from https://www.eia.gov/electricity/policies/provider_programs.php

What is a Feed in Tariff? (n.d.). Retrieved July 10, 2019, from mySolar website: <http://mysolar.com/what-is-a-feed-in-tariff/>

What is a Solar Group Buy?. (n.d.). Retrieved July 10, 2019, from Midwest Renewable Energy Association website: <https://www.midwestrenew.org/solargrouppbuy/>

Worker Cooperatives Performance and Success Factors. (n.d.). Retrieved July 10, 2019, from Co-opLaw.org website: <https://www.co-oplaw.org/special-topics/worker-cooperatives-performance-and-success-factors/>