



**Economic & Planning
Systems, Inc.**
The Economics of Land Use

LUTHERAN LEGACY CAMPUS URA JEFFERSON COUNTY FISCAL IMPACT ANALYSIS

FINAL REPORT

Prepared for:
Renewal Wheat Ridge (RWR)

Prepared by:
Economic & Planning Systems, Inc.

June 23, 2025

EPS #253003

Table of Contents

1. Introduction and Summary of Findings	1
Introduction.....	1
Overview	1
Development Program.....	2
2. Budget Framework	3
Summary of Jefferson County Funds	3
3. Model Assumptions	5
Fiscal Model Assumptions.....	6
Nexus to Growth Factors	8
Variability Factors	8
4. Revenue and Expenditure Assumptions	9
General Fund.....	9
Human Services.....	12
Public Health.....	14
5. Service Demand	15
Service Demand Methodology.....	15
Service Demand Projection.....	17
6. Jefferson County Fiscal Impacts	23
Revenues	23
Expenditures	35
Net Fiscal Impact.....	40
Property Tax Sharing.....	41

List of Tables

- Table 1. Lutheran Legacy Campus Redevelopment Program 2
- Table 2. Demographic Factors 7
- Table 3. General Fund Revenues 10
- Table 4. General Fund Expenditures 11
- Table 5. Social Services Special Revenue Fund Revenues 12
- Table 6. Development Disability Special Revenue Fund Revenues 13
- Table 7. Social Services Special Revenue Fund Expenditures 13
- Table 8. Development Disability Special Revenue Fund Expenditures 13
- Table 9. Public Health Fund Revenues 14
- Table 10. Public Health Fund Expenditures 14
- Table 11. Population Projection 15
- Table 12. Employment Projection 16
- Table 13. Residential Service Demand Assumptions 18
- Table 14. Residential Service Demand Estimate 18
- Table 15. Commercial Service Demand Assumptions 19
- Table 16. Commercial Service Demand Estimate 20
- Table 17. Total Service Demand Estimate 21
- Table 18. Jefferson County Revenues 23
- Table 19. General Revenue, General Fund 24
- Table 20. Base Property Value 25
- Table 21. Base Property Tax Revenue, General Fund 26
- Table 22. Market Valuation Assumptions 27
- Table 23. Incremental Property Tax Revenue, General Fund 28
- Table 24. Base Property Tax Revenue, Human Services 29
- Table 25. Incremental Property Tax Revenue, Human Services 30
- Table 26. General Revenue, Public Health 32
- Table 27. Base Property Tax Revenue, Other Funds 33
- Table 28. Incremental Property Tax Revenue, Other Funds 34
- Table 29. Jefferson County Expenditures 35
- Table 30. General Expenditures, General Fund 36

Table 31.	General Expenditures, Human Services.....	38
Table 32.	General Expenditures, Public Health.....	39
Table 33.	Jefferson County Net Fiscal Impact	40
Table 34.	Net Fiscal Impact without Incremental Property Tax Revenues	41
Table 35.	Net Fiscal Impact, Fiscally Neutral.....	42

List of Figures

Figure 1. Jefferson County Fund Structure 3

Figure 2. Residential and Commercial Service Demand 6

1. Introduction and Summary of Findings

Introduction

This memorandum summarizes the methodology used to conduct a fiscal impact analysis of the Lutheran Legacy Campus Urban Renewal Area (URA) on Jefferson County. It provides an understanding of the construction of a fiscal model used to evaluate the financial implications of redevelopment scenarios within the URA. The analysis focuses on revenues and expenses directly influenced by redevelopment and/or significant changes in uses and provides a framework for estimating these impacts.

The purpose of this analysis is to inform negotiations between Renewal Wheat Ridge (RWR) and Jefferson County in determining the property tax increment financing (TIF) share of Jefferson County's mill levy. The URA is requesting a portion of the Jefferson County property tax increment to be pledged to the URA to support the redevelopment of the site, infrastructure and utility improvements, and parks and trail connections. The objective is to identify an appropriate property TIF share amount based on the findings of the fiscal impact analysis and the net position of Jefferson County.

Overview

The fiscal impact analysis examines the financial outcomes of the redevelopment of Lutheran Legacy Campus URA. EPS has constructed a financial model and has based inputs to this model on specific case studies of the redevelopment potential of the site that reflects a mix of residential uses and a small amount of retail space. The financial model has the capability to estimate one-time and ongoing revenues and expenses across a range of land uses (e.g., residential by product type and retail) to calculate the net fiscal impact of redevelopment. By quantifying the net fiscal impact linked to the proposed growth scenarios, the fiscal impact analysis will assist County staff, elected officials, and RWR in determining and approving the appropriate amount of Jefferson County property TIF for the Lutheran Legacy Campus URA.

It is important to note the Lutheran Legacy Campus URA is located in the City of Wheat Ridge. Many of the urban services required by new development are provided by the City such as police, parks and recreation, and general administration such as planning, zoning, land use code enforcement, business licensing, and others. Services that future users of the redevelopment will rely on Jefferson County to provide are more limited, as the URA is located in an incorporated area of the county. The model does account for services not provided

by the City that are unique to the County, such as human services and public health.

Development Program

The Lutheran Legacy Campus redevelopment is anticipated to include a total of 1,310 residential units, the majority of which (68 percent) are multifamily, supported by a smaller mix of townhomes (21 percent) and single-family detached homes (11 percent), as shown below in **Table 1**. The development also includes 10,000 square feet of commercial space, dedicated to retail uses.

Table 1. Lutheran Legacy Campus Redevelopment Program

Area	Scenario 1
Total Residential Units	1,310
Residential: Single Family Detached	11%
Residential: Townhome (SF Attached)	21%
Residential: Multifamily	68%
Residential: Single Family Detached	144
Residential: Townhome (SF Attached)	271
Residential: Multifamily	895
Total Commercial Sq. Ft.	10,000
Commercial: Retail	100%
Commercial: Office	0%
Commercial: Industrial	0%
Commercial: Lodging	0%
Commercial: Retail	10,000
Commercial: Office	0
Commercial: Industrial	0
Commercial: Lodging	0

Source: Jefferson County; Economic & Planning Systems

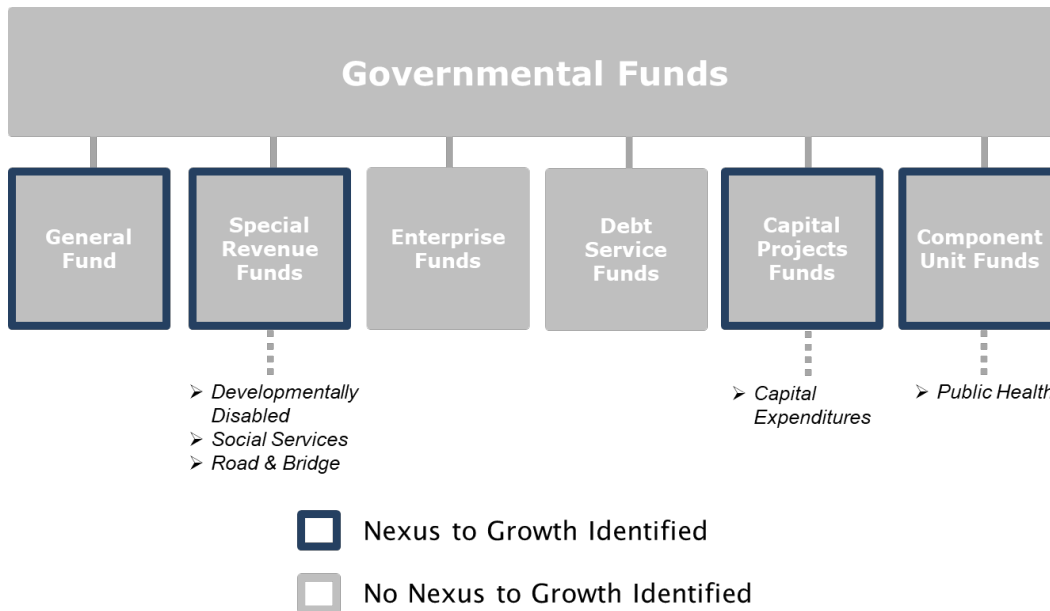
2. Budget Framework

The first step in conducting a fiscal impact analysis involves identifying funds in Jefferson County that are directly impacted by growth. In fiscal impact analysis, a "nexus to growth" refers to a direct correlation between future growth scenarios and either the revenue generated by a municipality or a change in overall public service demand. The Jefferson County 2025 proposed budget was used to identify the relevant funds.

Summary of Jefferson County Funds

The City's current fund structure is described in more detail below and outlined in **Figure 1**.

Figure 1. Jefferson County Fund Structure



General Fund

Overview: The General Fund is the County's primary operating fund, encompassing most financial resources and activities not accounted for in other funds. It supports core government services and operations.

Nexus to Growth: Strong nexus, as growth drives demand for general government services, increasing expenditures and revenues. Due to its size and scope, the General Fund is evaluated on a department-by-department basis and is the primary focus of the fiscal impact analysis.

Special Revenue Funds

Overview: These funds are specifically designated for specific purposes and are used to account for the proceeds of specific revenue sources that are legally restricted to specific expenditures.

Nexus to Growth: Partial nexus, as growth will impact the Developmentally Disabled Fund, Social Services Fund, and Road & Bridge Fund.

Enterprise Funds

Overview: Enterprise funds are a type of fund used to account for activities that provide goods or services to the public, primarily through user charges.

Nexus to Growth: No nexus, as by definition enterprise funds are cost recovery in nature and fiscally net neutral.

Debt Service Funds

Overview: These funds are used to account for the accumulation of resources and the payment of long-term debt principal and interest, ensuring that the County meets its debt obligations.

Nexus to Growth: No nexus, as the debt service itself represents repayment obligations and not new infrastructure investment.

Capital Projects Funds

Overview: Capital projects funds are used to account for the acquisition, construction, or improvement of major capital facilities and infrastructure. These funds support long-term investments in public assets.

Nexus to Growth: Limited nexus. The Capital Expenditures Fund, in particular, does not have a direct nexus to growth on the expenditure side, as projects are not necessarily driven by new development. However, it is supported by a dedicated property tax.

Component Unit Funds

Overview: These funds are legally separate entities for which the County is financially accountable. The Component Units Fund includes Library and Public Health.

Nexus to Growth: Limited nexus. Public Health, in particular, has a direct nexus to growth, as population increases drive demand for health services. The Library, which also has a nexus to growth, is not included in the analysis and property tax sharing will be negotiated separately.

3. Model Assumptions

The fiscal impact model accounts for a range of development types and has the capacity to evaluate uses that include single family detached, townhomes, multifamily, assisted living, retail, office, industrial, and lodging. While the model has the functionality to test a range of uses, the Lutheran Campus Redevelopment will primarily focus on single family, multifamily, townhome, and retail uses. The model uses a combination of the following inputs:

- **Development** – Accounts for the number of units by residential development type or total square footage associated with the various commercial development types.
- **Acres** – The acreage associated with each of the individual development types.
- **Start and End Year** – Accounts for the start and end year of the construction of the project. Provides an estimate of the annual absorption for each of the development scenarios.
- **Density** – Provides an estimate of the density of each component of the proposed development program. Residential density is summarized on a dwelling unit (DU) per acre basis (number of residential units divided by the parcel acreage) and commercial density is summarized on a floor area ratio (FAR) basis (development square footage divided by the parcel square footage).
- **Development Value** – Estimated development value by type. Residential value is estimated on a per unit basis and commercial development value is estimated on a per square footage basis.
- **Square Feet per Employee** – Estimate used to derive an estimate of the overall level of employment for commercial land use type for each development scenario.
- **Average Household (HH) Size** – The average HH size and the number of housing units are used to estimate the total population associated with each project. Inputs reflect citywide averages for ownership at 2.48 persons (single family and townhomes) and rental at 2.16 persons (multifamily) residential development types.

Fiscal Model Assumptions

Various revenue and expenditure factors were used in the fiscal impact model to estimate the fiscal impacts of the proposed development on Jefferson County, as described in more detail below.

Demographic Factors

Demographic inputs are used to determine baseline County service levels on a per resident or per employee basis. For many of the County’s revenues and expenses, this analysis utilizes a “Proportionate Share” methodology to estimate the cost of providing services to future development based on current expenses. This methodology derives demand for County services based on existing expenditures that account for the proportion of residents and employees over a typical 24-hour period. It provides a basis in the model for computing the cost per service hour for a given population cohort across County departments. These factors show an overall service demand split of approximately 74 percent residential and 26 percent commercial, as shown in **Figure 2**, and described in more detail in **Table 2**.

Figure 2. Residential and Commercial Service Demand

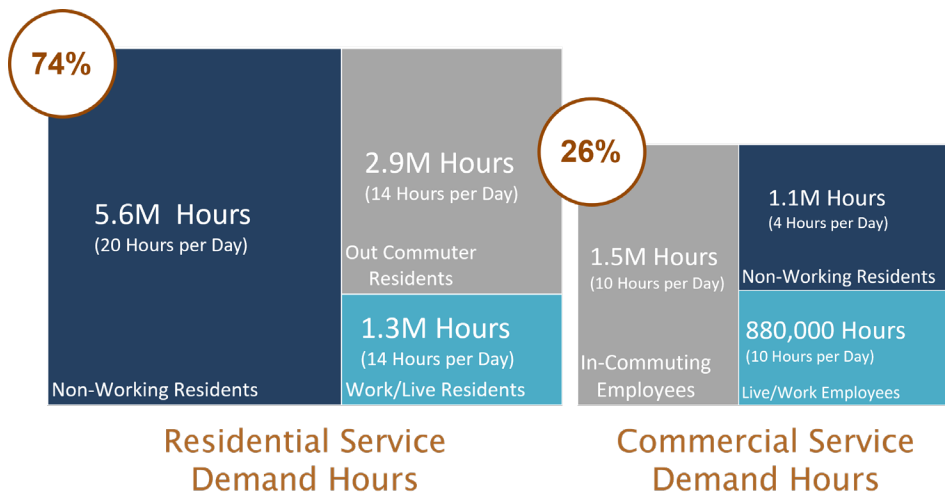


Table 2. Demographic Factors

Area	Factor	Amount
Demographic Factors		
Population		578,533
Households		240,031
Housing Units		256,103
Maintained Street Miles		3,005
Park & Open Space Acres		58,000
Proportionate Share Methodology		
Residential Conditions		
Population		578,533
Non-Working Residents	48.2%	279,103
Working Residents	51.8%	299,430
Out Commuter Residents	68.9%	206,304
Work/Live Residents	31.1%	93,126
Residential Service Demand		
Non-Working Residents	20 hours per day	5,582,064
Out Commuter Residents	14 hours per day	2,888,251
Work/Live Residents	14 hours per day	<u>1,303,766</u>
Residential Total		9,774,081
Commercial Conditions		
Total Jobs		249,978
Less: Mult. Job Holders	5.00%	<u>12,499</u>
Total Employment		237,479
In-Commuting Employees	62.9%	149,426
Live/Work Employees	37.08%	88,054
Employment Service Demand		
Non-Working Residents	4 hours per day	1,116,413
In-Commuting Employees	10 hours per day	1,494,255
Live/Work Employees	10 hours per day	<u>880,536</u>
Commercial Total		3,491,204
Total Service Demand		13,265,285
Residential Service Demand		9,774,081
% of Total		73.7%
Commercial Service Demand		3,491,204
% of Total		26.3%

Source: Jefferson County, Economic & Planning Systems

Nexus to Growth Factors

Specific revenues and expenditures are tied to future development through nexus to growth factors, which account for the relationship between revenues and expenditures and new development. Factors used in this model include:

- **Case Studies** – Indicate that a specific revenue or expenditure item was calculated using project-specific data. Examples of case studies used in this analysis include detailed estimates of property tax and sales tax revenues.
- **Residents** – Correlates the specific revenue or expenditure item to future growth in residents.
- **Employees (Commercial)** – Correlates the specific revenue or expenditure item to future growth in employees.
- **Service Population** – Reflects the service demand hours associated with residents and employees in the county. The model shows 74 percent of service demand is attributed to providing services to residential development and 26 percent of service demand is attributed to serving commercial development.
- **Fixed Revenues/Expenditures** – Indicates that a specific revenue or expenditure budget item does not have a nexus to growth and as a result is therefore not expected to increase due to the growth associated with new development. For specific revenue items that are estimated to be fixed, expenditures are adjusted accordingly, thus both the revenues and expenditures are adjusted equally. Net expenditures for individual departments are calculated by subtracting department-specific revenue items or the department's pro rata share of fixed revenues from total department expenditures.

Variability Factors

In addition to nexus to growth factors, the model includes assumptions relating to fixed and variable revenues and expenditures. This is captured in a “variability factor” that enables the model to account for the proportion of revenues or expenditures that are assumed to be variable (i.e., impacted by future development). Generally, revenues are assumed to be 100 percent variable and expenditures are estimated to be 10 to 50 percent variable depending on the department. For example, administrative functions can accommodate a substantial amount of growth without adding staff or other costs. Economy of scale in departments like finance or County administration can typically accommodate growth without significantly increasing staffing. By contrast, other functions, such as the sheriff or district attorney department, have a high variability, reflecting a strong correlation between new growth and the need to expand staff to provide the service levels demanded by growth.

4. Revenue and Expenditure Assumptions

Note: *In accordance with statewide property tax policy, all property tax calculations account for the exemption that reduces a residential property's actual value by 10 percent on the first \$700,000 in value per unit.*

General Fund

This section summarizes the revenue and expenditure assumptions used to estimate the net fiscal impact of the proposed growth scenarios on the Jefferson County General Fund. The analysis is based on Jefferson County's 2025 proposed budget.

Revenues

The model accounts for General Fund revenue impacts from the growth scenarios by linking each major revenue source to a nexus to growth and variability factor, as summarized below and shown in **Table 3**.

Property Tax – Property taxes account for 65 percent of the General Fund revenues and are estimated using a case study approach based on the total market value of the proposed development program. The estimated market value of each development is assessed using the residential and commercial assessment rates. The resulting assessed value is then multiplied by the County's mill levy rate of 14.576 per \$1,000 of valuation.

Other Revenues – Other revenue sources represent the remaining 25 percent of the General Fund revenue. Most of these revenue sources were estimated using the service population nexus to growth factor, which accounts for residential and commercial service demand based on the County's existing level of service. The remaining revenue sources in the budget were determined to have no significant nexus to growth and are therefore not estimated.

Table 3. General Fund Revenues

Description	Budget 2025	% of Total	Nexus Factor	Variability	Res. Hourly	Comm. Hourly	Total Hourly
					Demand 9,774,081	Demand 3,491,204	Demand 13,265,285
General Property	\$ 172,882,060	65.0%	Case Study	--	\$ -	\$ -	\$ -
Auto ownership	\$ 3,685,429	1.4%	Residential	100.0%	\$ 0.38	\$ -	\$ -
Licenses and permits	\$ 6,965,171	2.6%	Service Population	100.0%	\$ -	\$ -	\$ 0.53
Intergovernmental	\$ 10,914,662	4.1%	N/A	--	\$ -	\$ -	\$ -
Charges for services	\$ 33,632,458	12.6%	N/A	--	\$ -	\$ -	\$ -
Fines and forfeitures	\$ 65,558	0.0%	Service Population	100.0%	\$ -	\$ -	\$ 0.00
Investment income	\$ 10,456,550	3.9%	N/A	--	\$ -	\$ -	\$ -
Donations and contributions	\$ 144,721	0.1%	N/A	--	\$ -	\$ -	\$ -
Issuance of subscriptions	\$ 2,724,917	1.0%	N/A	--	\$ -	\$ -	\$ -
Proceeds from sale of capital assets	\$ 40,664	0.0%	N/A	--	\$ -	\$ -	\$ -
Other	\$ 1,136,893	0.4%	N/A	--	\$ -	\$ -	\$ -
Claims & Judgements	\$ 1,302,902	0.5%	N/A	--	\$ -	\$ -	\$ -
Interdepartmental	\$ 20,640,312	7.8%	N/A	--	\$ -	\$ -	\$ -
Transfers in	\$ 1,300,082	0.5%	N/A	--	\$ -	\$ -	\$ -
Total	\$ 265,892,379	100.0%			\$ 0.38	\$ -	\$ 0.53

Source: Jefferson County; Economic & Planning Systems

Expenditures

Similar to revenues, the model accounts for General Fund expenditure impacts from the growth scenarios by linking County departments to a nexus to growth and variability factor, as summarized below and shown in **Table 4**.

Sheriff and District Attorney – Expenses for the Sheriff’s Department account for 34 percent of General Fund expenditures and are estimated through a service population nexus to growth factor. A 50 percent variability factor is applied to expenditures, reflecting the fact that the City of Wheat Ridge will provide nearly all frontline public safety services for the development, but the County provides detention facilities.

Other Expenditures – Other general fund expenditures account for about 66 percent of the General Fund expenditures. Similar to the methodology used on the revenue side of the model, these expenditures are estimated using a service population nexus factor and a 10 or 25 percent variability factor, given the economy of scale and the relatively small increase in total Countywide population represented by this development.

Table 4. General Fund Expenditures

Department	Budget 2025	% of Total	Nexus Factor	Variability	Res. Hourly	Comm.	Total Hourly	Per Ctr Ln
					Demand	Hourly	Demand	Mile
					9,774,081	3,491,204	13,265,285	3,005
Assessor	\$ 6,603,600	2.7%	Service Population	25.0%	\$ -	\$ -	\$ 0.08	\$ -
Board of County Commissioners	\$ 3,786,100	1.5%	Service Population	10.0%	\$ -	\$ -	\$ 0.02	\$ -
Business Innovation Technology	\$ 21,832,700	8.8%	Service Population	10.0%	\$ -	\$ -	\$ 0.11	\$ -
Clerk & Recorder	\$ 13,439,600	5.4%	Service Population	25.0%	\$ -	\$ -	\$ 0.17	\$ -
Coroner	\$ 3,232,000	1.3%	Service Population	25.0%	\$ -	\$ -	\$ 0.04	\$ -
County Attorney	\$ 5,877,400	2.4%	Service Population	25.0%	\$ -	\$ -	\$ 0.07	\$ -
County Manager	\$ 856,600	0.3%	Service Population	10.0%	\$ -	\$ -	\$ 0.00	\$ -
Development & Transportation	\$ 15,756,800	6.4%	N/A	--	\$ -	\$ -	\$ -	\$ -
District Attorney	\$ 27,088,000	10.9%	Service Population	25.0%	\$ -	\$ -	\$ 0.34	\$ -
Human Resources	\$ 2,680,300	1.1%	Service Population	10.0%	\$ -	\$ -	\$ 0.01	\$ -
Human Services	\$ -	0.0%	N/A	--	\$ -	\$ -	\$ -	\$ -
Justice Services	\$ 10,222,100	4.1%	Service Population	25.0%	\$ -	\$ -	\$ 0.13	\$ -
Library	\$ -	0.0%	N/A	--	\$ -	\$ -	\$ -	\$ -
Operations	\$ 18,962,900	7.6%	Service Population	10.0%	\$ -	\$ -	\$ 0.10	\$ -
Parks & Conservation	\$ 2,728,400	1.1%	Residential	10.0%	\$ 0.02	\$ -	\$ -	\$ -
PorchLight	\$ 540,500	0.2%	N/A	--	\$ -	\$ -	\$ -	\$ -
Public Affairs	\$ 802,300	0.3%	Service Population	10.0%	\$ -	\$ -	\$ 0.00	\$ -
Public Health	\$ -	0.0%	N/A	--	\$ -	\$ -	\$ -	\$ -
Sheriff	\$ 85,361,400	34.4%	Service Population	50.0%	\$ -	\$ -	\$ 2.15	\$ -
Strategy, Innovation & Finance	\$ 5,436,600	2.2%	Service Population	10.0%	\$ -	\$ -	\$ 0.03	\$ -
Surveyor	\$ 13,300	0.0%	Service Population	10.0%	\$ -	\$ -	\$ 0.00	\$ -
Treasurer	\$ 3,352,500	1.4%	Service Population	10.0%	\$ -	\$ -	\$ 0.02	\$ -
Non-Departmental	\$ 19,503,700	7.9%	N/A	--	\$ -	\$ -	\$ -	\$ -
Total	\$ 248,076,800	100.0%			\$ 0.02	\$ -	\$ 3.28	\$ -

Source: Jefferson County; Economic & Planning Systems

Human Services

Jefferson County Human Services provides assistance and support to individuals, families, children, seniors, and vulnerable populations across the county. The division includes two funds with a nexus to growth: the Social Services Special Revenue Fund (SSSRF) and the Developmentally Disabled Special Revenue Fund (DDSRF). This section summarizes the revenue and expenditure assumptions used to estimate the net fiscal impact of the proposed growth scenario on these two funds.

Revenues

Similar to the General Fund, the model applies a nexus to growth and variability factor to each relevant revenue source, as summarized below and shown in **Table 5** and **Table 6**.

SSSRF – Property tax accounts for about 20 percent of total revenues and analyzed separately as a case study. Intergovernmental revenues account for 77 percent of the total revenues and are transfers from the General Fund. Other revenue sources were determined to have no significant nexus to growth are therefore not estimated.

DDSRF – The majority of the revenues for DDSRF come from taxes and special assessments and were analyzed separately as a case study.

Note that the detailed case studies referenced above are provided in the tables that follow below.

Table 5. Social Services Special Revenue Fund Revenues

Description	Budget 2025		Nexus Factor	Variability	Res.	Comm.	Total
	2025	% of Total			Hourly	Hourly	Hourly
					9,774,081	3,491,204	13,265,285
General Property	\$ 13,179,450	19.6%	Case Study	--	\$ -	\$ -	\$ -
Intergovernmental	\$ 51,871,483	77.0%	N/A	--	\$ -	\$ -	\$ -
Charges for services	\$ 34,825	0.1%	N/A	--	\$ -	\$ -	\$ -
Investment income	\$ 832,695	1.2%	N/A	--	\$ -	\$ -	\$ -
Donations and contributions	\$ -	0.0%	N/A	--	\$ -	\$ -	\$ -
Proceeds from sale of capital assets	\$ 65	0.0%	N/A	--	\$ -	\$ -	\$ -
Transfer from General Fund	\$ 1,450,593	2.2%	N/A	--	\$ -	\$ -	\$ -
Other	\$ 3,615	0.0%	N/A	--	\$ -	\$ -	\$ -
Total	\$ 67,372,726	100.0%			\$ -	\$ -	\$ -

Source: Jefferson County, Economic & Planning Systems

Table 6. Development Disability Special Revenue Fund Revenues

Description	Budget 2025 % of Total		Nexus Factor	Variability	Res. Hourly	Comm. Hourly	Total Hourly
					9,774,081	3,491,204	13,265,285
Taxes and special assessments	\$ 11,273,895	98.9%	Case Study	--	\$ -	\$ -	\$ -
Investment income	\$ 129,208	1.1%	N/A	--	\$ -	\$ -	\$ -
Total	\$ 11,403,103	100.0%			\$ -	\$ -	\$ -

Source: Jefferson County, Economic & Planning Systems

Expenditures

Human Services expenditures were estimated using the same process as with the General Fund expenditures, as summarized below and in **Table 7** and **Table 8**. Most expenditures are calculated using a service population nexus factor and a 25 percent variability factor. The expenses and services required for these Human Services Funds are expected to increase as the population grows.

Table 7. Social Services Special Revenue Fund Expenditures

Department	Budget 2025 % of Total		Nexus Factor	Variability	Res. Hourly Demand	Comm. Hourly Demand	Total Hourly Demand	Per Ctr Ln Mile
					9,774,081	3,491,204	13,265,285	3,005
Direct assistance payments	\$ 6,774,573	10.1%	Service Population	25.0%	\$ -	\$ -	\$ 0.03	\$ -
Personnel services	\$ 48,045,484	71.6%	Service Population	25.0%	\$ -	\$ -	\$ 0.19	\$ -
Supplies	\$ 454,067	0.7%	Service Population	25.0%	\$ -	\$ -	\$ 0.00	\$ -
Other services and charges	\$ 3,411,030	5.1%	Service Population	25.0%	\$ -	\$ -	\$ 0.01	\$ -
Capital outlay	\$ -	0.0%	N/A	--	\$ -	\$ -	\$ -	\$ -
Intergovernmental	\$ 6,339	0.0%	N/A	--	\$ -	\$ -	\$ -	\$ -
Debt service	\$ 57,600	0.1%	N/A	--	\$ -	\$ -	\$ -	\$ -
Interdepartmental	\$ 8,381,120	12.5%	N/A	--	\$ -	\$ -	\$ -	\$ -
Transfer to Head Start fund	\$ -	0.0%	N/A	--	\$ -	\$ -	\$ -	\$ -
Total	\$ 67,130,213	100.0%			\$ -	\$ -	\$ 0.24	\$ -

Source: Jefferson County, Economic & Planning Systems

Table 8. Development Disability Special Revenue Fund Expenditures

Department	Budget 2025 % of Total		Nexus Factor	Variability	Res. Hourly Demand	Comm. Hourly Demand	Total Hourly Demand	Per Ctr Ln Mile
					9,774,081	3,491,204	13,265,285	3,005
Other services and charges	\$ 11,068,401	98.5%	Service Population	25.0%	\$ -	\$ -	\$ 0.21	\$ -
Interdepartmental	\$ 172,373	1.5%	N/A	--	\$ -	\$ -	\$ -	\$ -
Total	\$ 11,240,774	100.0%			\$ -	\$ -	\$ 0.21	\$ -

Source: Jefferson County, Economic & Planning Systems

Public Health

Jefferson County Public Health (JCPH) provides services related to community health and well-being across the County. JCPH does not have a dedicated property tax.

Revenues

The nexus to growth and variability factors to each relevant revenue source, is summarized below and shown in **Table 9**. Contributions from Jefferson County account for about 41 percent of total revenues and Licenses and Permits account for 5 percent of total revenues. Both of these use a service population nexus factor and apply a variability factor of 100 percent. The other revenue sources were determined to have no nexus to growth, which largely includes intergovernmental transfers from the General Fund at 48 percent.

Table 9. Public Health Fund Revenues

Description	Budget 2025		Nexus Factor	Variability	Res. Hourly	Comm. Hourly	Total Hourly
	\$	% of Total			9,774,081	3,491,204	13,265,285
Intergovernmental	\$ 11,176,316	47.5%	N/A	--	\$ -	\$ -	\$ -
Charges for services	\$ 1,368,296	5.8%	N/A	--	\$ -	\$ -	\$ -
Licenses and Permits	\$ 1,198,464	5.1%	Service Population	100.0%	\$ -	\$ -	\$ 0.09
Investment income	\$ 99,812	0.4%	N/A	--	\$ -	\$ -	\$ -
Contribution from Jefferson County	\$ 9,575,286	40.7%	Service Population	100.0%	\$ -	\$ -	\$ 0.72
Miscellaneous	\$ 129,280	0.5%	N/A	--	\$ -	\$ -	\$ -
Total	\$ 23,547,454	100.0%			\$ -	\$ -	\$ 0.81

Source: Jefferson County, Economic & Planning Systems

Expenditures

Personnel services account for most of the expenses at 72 percent. This along with most other expenses for Public Health were calculated using service population and a 25 percent variability factor.

Table 10. Public Health Fund Expenditures

Department	Budget 2025		Nexus Factor	Variability	Res. Hourly Demand	Comm. Hourly Demand	Total Hourly Demand	Per Ctr Ln Mile
	\$	% of Total			9,774,081	3,491,204	13,265,285	3,005
Personnel services	\$ 16,294,067	71.6%	Service Population	25.0%	\$ -	\$ -	\$ 0.13	\$ -
Supplies	\$ 1,152,012	5.1%	Service Population	25.0%	\$ -	\$ -	\$ 0.01	\$ -
Other services and charges	\$ 2,255,750	9.9%	Service Population	25.0%	\$ -	\$ -	\$ 0.02	\$ -
Direct assistance payments	\$ 11,400	0.1%	N/A	--	\$ -	\$ -	\$ -	\$ -
Capital outlay	\$ 15,818	0.1%	N/A	--	\$ -	\$ -	\$ -	\$ -
Debt service	\$ 19,894	0.1%	N/A	--	\$ -	\$ -	\$ -	\$ -
Intergovernmental	\$ 375,675	1.7%	N/A	--	\$ -	\$ -	\$ -	\$ -
Services from Jefferson County	\$ 2,639,084	11.6%	Service Population	25.0%	\$ -	\$ -	\$ 0.02	\$ -
Total	\$ 22,763,700	100.0%			\$ -	\$ -	\$ 0.18	\$ -

Source: Jefferson County, Economic & Planning Systems

5. Service Demand

Service Demand Methodology

As previously noted, the fiscal model uses a proportionate share methodology to estimate certain revenues and expenditures. The foundation of this approach is the estimation of new residents and on-site employees, which informs the calculation of service demand hours attributable to the development.

The residential population generated by the project was estimated using the projected number of new housing units and average household sizes by tenure, as reported by the U.S. Census Bureau for Jefferson County. At full buildout, the redevelopment is expected to include 144 single-family detached units, 271 single-family attached units (townhomes), and 895 multifamily units, as outlined in **Table 11**. Using an average household size of 2.48 persons for single-family units and 2.16 persons for multifamily units, the total residential population at full buildout is projected to be approximately 2,962 residents.

Table 11. Population Projection

Year	Cumulative Unts				Total Population			
	SFD	SFA	MF	Total	SFD 2.48 PPHH	SFA 2.48 PPHH	MF 2.16 PPHH	Total
2026	0	0	0	0	0	0	0	0
2027	0	0	0	0	0	0	0	0
2028	48	90	0	138	119	224	0	343
2029	96	181	298	575	238	448	644	1,331
2030	144	271	597	1,012	357	672	1,289	2,318
2031	144	271	895	1,310	357	672	1,933	2,962
2032	144	271	895	1,310	357	672	1,933	2,962
2033	144	271	895	1,310	357	672	1,933	2,962
2034	144	271	895	1,310	357	672	1,933	2,962
2035	144	271	895	1,310	357	672	1,933	2,962
2036	144	271	895	1,310	357	672	1,933	2,962
2037	144	271	895	1,310	357	672	1,933	2,962
2038	144	271	895	1,310	357	672	1,933	2,962
2039	144	271	895	1,310	357	672	1,933	2,962
2040	144	271	895	1,310	357	672	1,933	2,962
2041	144	271	895	1,310	357	672	1,933	2,962
2042	144	271	895	1,310	357	672	1,933	2,962
2043	144	271	895	1,310	357	672	1,933	2,962
2044	144	271	895	1,310	357	672	1,933	2,962
2045	144	271	895	1,310	357	672	1,933	2,962
2046	144	271	895	1,310	357	672	1,933	2,962
2047	144	271	895	1,310	357	672	1,933	2,962
2048	144	271	895	1,310	357	672	1,933	2,962
2049	144	271	895	1,310	357	672	1,933	2,962
2050	144	271	895	1,310	357	672	1,933	2,962

Source: Economic & Planning Systems

In addition to the new residential development, the project is also anticipated to include 10,000 square feet of retail development, as shown in **Table 12**. Based on the assumption of 500 square feet per employee, the total employment at full buildout is estimated at 20 employees.

Table 12. Employment Projection

Year	Total Employment	
	Sq. Ft.	Employment <i>500 PSF</i>
2026	0	0
2027	0	0
2028	0	0
2029	0	0
2030	5,000	10
2031	10,000	20
2032	10,000	20
2033	10,000	20
2034	10,000	20
2035	10,000	20
2036	10,000	20
2037	10,000	20
2038	10,000	20
2039	10,000	20
2040	10,000	20
2041	10,000	20
2042	10,000	20
2043	10,000	20
2044	10,000	20
2045	10,000	20
2046	10,000	20
2047	10,000	20
2048	10,000	20
2049	10,000	20
2050	10,000	20

Source: Economic & Planning Systems

Service Demand Projection

Total service demand, the foundation of the proportionate share methodology, is driven by projected population and employment associated with the redevelopment. To estimate the new demand generated by the project, the model applies the same approach used to calculate existing countywide service demand, as previously detailed in **Table 2**.

At full buildout, the redevelopment is expected to generate a combined service demand of approximately 55,956 hours over a typical 24-hour period. Residential uses account for approximately 50,049 hours (89.4 percent), while commercial uses contribute about 5,907 hours (10.6 percent), described in detail below.

Residential Service Demand

The new residential population is first divided into non-working and working residents, based on Jefferson County's current workforce participation rates. According to data from the U.S. Census Bureau (Longitudinal Employer-Household Dynamics), 48.2 percent of residents are non-working and 51.8 percent are working, as shown in **Table 13**.

For non-working residents, it is assumed they are present in the community for most of the day, resulting in a residential service demand of 20 hours per 24-hour day. The remaining 4 hours are attributed to commercial service demand, assuming they engage in retail, healthcare, or other activities outside the home, as described in more detail below.

Working residents are further divided into two groups:

- **Out-commuters**, who live in the county but work elsewhere.
- **Work/live residents**, who both reside and are employed within the county.

Both groups are assigned 14 residential service demand hours per day. For work/live residents, the remaining 10 hours are allocated to commercial service demand, reflecting time spent at their place of employment. In contrast, the non-residential hours of out-commuters are not included in the County's commercial service demand, since these individuals are assumed to spend that time outside county boundaries.

Table 13. Residential Service Demand Assumptions

Type	Non-Working Residents	Hourly Demand	Working Residents	Out Commuter Residents	Hourly Demand	Work/Live Residents	Hourly Demand
Residential: Single Family Detached	48.2%	20.0	51.8%	68.9%	14.0	31.1%	14.0
Residential: Townhome (SF Attached)	48.2%	20.0	51.8%	68.9%	14.0	31.1%	14.0
Residential: Multifamily	48.2%	20.0	51.8%	68.9%	14.0	31.1%	14.0

Source: Jefferson County; Economic & Planning Systems

The total residential service demand for the redevelopment is estimated by applying the service demand assumptions to the population projection, as shown below in **Table 14**. Based on these assumptions, the total residential service demand is 50,049 hours.

Table 14. Residential Service Demand Estimate

Year	Total Population	Non-Working Residents 48.2%	Hourly Demand 20 hours	Working Residents 51.8%	Out Commuter Residents 68.9%	Hourly Demand 14 hours	Work/Live Residents 31.1%	Hourly Demand 14 hours	Total Hourly Demand
2026	0	0	0	0	0	0	0	0	0
2027	343	166	3,310	178	122	1,713	55	773	5,796
2028	1,331	642	12,838	689	474	6,643	214	2,998	22,479
2029	2,318	1,118	22,366	1,200	827	11,572	373	5,224	39,162
2030	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2031	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2032	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2033	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2034	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2035	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2036	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2037	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2038	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2039	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2040	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2041	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2042	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2043	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2044	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2045	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2046	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2047	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2048	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2049	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049
2050	2,962	1,429	28,583	1,533	1,056	14,789	477	6,676	50,049

Source: Economic & Planning Systems

Commercial Service Demand

Commercial service demand is calculated based on the hourly presence of three groups within the County: non-working residents, in-commuting employees, and live/work employees. These groups collectively contribute to the demand for public services related to commercial activity, such as public safety, infrastructure, and health services.

Using data from the U.S. Census Bureau’s LEHD program, employees are first categorized as either in-commuters (62.9 percent of the total workforce) or live/work employees (37.1 percent), as shown in **Table 15**. Both groups are assumed to be present in the County for an average of 10 hours per day. This estimate reflects time spent at their place of employment, as well as time engaged in commuting and local commercial activities such as dining, shopping, and healthcare.

To avoid double counting, multiple job holders—assumed to comprise 5 percent of total employment, based on data from the U.S. Bureau of Labor Statistics—are excluded from the total employee count.

In addition, non-working residents are assumed to generate 4 commercial service demand hours per day. This accounts for time spent outside the home participating in commercial activities within the County, further contributing to overall service needs.

Table 15. Commercial Service Demand Assumptions

Type	Non-Working Residents	Hourly Demand	Mult. Job Holders	In-Commuting	Hourly Demand	Live/Work Employees	Hourly Demand
Residential: Single Family Detached	48.2%	4.0	5.0%	62.9%	10.0	37.1%	10.0
Residential: Townhome (SF Attached)	48.2%	4.0	5.0%	62.9%	10.0	37.1%	10.0
Residential: Multifamily	48.2%	4.0	5.0%	62.9%	10.0	37.1%	10.0
Commercial: Retail	48.2%	4.0	5.0%	62.9%	10.0	37.1%	10.0

Source: Jefferson County; Economic & Planning Systems

The total commercial service demand for the redevelopment is estimated by applying the service demand assumptions to the employment projection, as shown below in **Table 16**. Based on these assumptions, the total commercial service demand is 5,907 hours.

Table 16. Commercial Service Demand Estimate

Year	Total Population	Non-Working Residents 48.2%	Hourly Demand 4 hours	Total Employment	Mult. Job Holders 5.0%	In-Commuting Employees 62.9%	Hourly Demand 10 hours	Live/Work Employees 37.1%	Hourly Demand 10 hours	Total Hourly Demand
2026	0	0	0	0	0	0	0	0	0	0
2027	343	166	662	0	0	0	0	0	0	662
2028	1,331	642	2,568	0	0	0	0	0	0	2,568
2029	2,318	1,118	4,473	10	10	6	60	4	35	4,568
2030	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2031	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2032	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2033	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2034	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2035	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2036	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2037	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2038	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2039	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2040	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2041	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2042	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2043	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2044	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2045	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2046	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2047	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2048	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2049	2,962	1,429	5,717	20	19	12	120	7	70	5,907
2050	2,962	1,429	5,717	20	19	12	120	7	70	5,907

Source: Economic & Planning Systems

Total Service Demand

Total service demand hours include both residential and commercial service demand hours. As shown in **Table 17**, the redevelopment is projected to generate approximately 55,955 service demand hours per day. This figure serves as the foundation for allocating any revenues or expenditures that are tied to growth through a service population nexus. These demand hours are applied across various County revenue and expenditure line items to proportionately estimate fiscal impacts resulting from population and employment growth associated with the project.

For context, the 55,955 service demand hours generated by the proposed redevelopment represent approximately 0.4 percent of Jefferson County’s total existing service demand hours (13,265,285), as presented earlier in **Table 2**.

Table 17. Total Service Demand Estimate

Year	Residential Demand Hours	Commercial Demand Hours	Total Demand Hours
2026	0	0	0
2027	5,796	662	6,458
2028	22,479	2,568	25,046
2029	39,162	4,568	43,730
2030	50,049	5,907	55,955
2031	50,049	5,907	55,955
2032	50,049	5,907	55,955
2033	50,049	5,907	55,955
2034	50,049	5,907	55,955
2035	50,049	5,907	55,955
2036	50,049	5,907	55,955
2037	50,049	5,907	55,955
2038	50,049	5,907	55,955
2039	50,049	5,907	55,955
2040	50,049	5,907	55,955
2041	50,049	5,907	55,955
2042	50,049	5,907	55,955
2043	50,049	5,907	55,955
2044	50,049	5,907	55,955
2045	50,049	5,907	55,955
2046	50,049	5,907	55,955
2047	50,049	5,907	55,955
2048	50,049	5,907	55,955
2049	50,049	5,907	55,955
2050	50,049	5,907	55,955

Source: Economic & Planning Systems

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6. Jefferson County Fiscal Impacts

This section of the report summarizes the estimated revenues, expenditures, and net fiscal impacts to Jefferson County resulting from the proposed redevelopment of the Lutheran Legacy Campus. The analysis is intended to determine the amount of property tax increment (and corresponding mill rate) required to achieve a fiscally neutral outcome for the County.

Revenues

The analysis includes ongoing revenue projections for the following County funds: General Fund, Social Services Special Revenue Fund, Developmentally Disabled Special Revenue Fund, Public Health Fund, Road & Bridge Fund, and Capital Expenditures Fund. Revenue estimates are presented both as average annual amounts and as cumulative totals over a 25-year period. These results are summarized in **Table 18**.

The redevelopment is projected to generate approximately \$895,000 in average annual revenues, which equates to \$22.4 million over a 25-year period.

Table 18. Jefferson County Revenues

Description	Annual Average	25-Year Total
Revenues		
General Fund		
General Revenue - General Fund	\$53,923	\$1,348,079
Property Tax (Increment) - General Fund	\$502,390	\$12,559,756
Property Tax (Base) - General Fund	\$50,538	\$1,263,450
Human Services		
Property Tax (Increment) - Social Services	\$58,938	\$1,473,462
Property Tax (Base) - Social Services	\$5,929	\$148,223
Property Tax (Increment) - Developmentally Disabled	\$34,467	\$861,674
Property Tax (Base) - Developmentally Disabled	\$3,467	\$86,680
Public Health		
General Revenue - Public Health	\$50,496	\$1,262,391
Other Funds		
Property Tax (Increment) - Road & Bridge	\$56,526	\$1,413,145
Property Tax (Base) - Road & Bridge	\$5,686	\$142,155
Property Tax (Increment) - Capital Expenditures	\$65,901	\$1,647,520
Property Tax (Base) - Capital Expenditures	\$6,629	\$165,732
Total Revenues	\$894,891	\$22,372,268

Source: Economic & Planning Systems

General Fund

The General Fund is the primary fund for overall County operations, supporting most of the County's services.

General Revenue

General revenue attributable to the General Fund includes all revenue sources that scale proportionally with population and/or employment growth—commonly referred to as revenues with a residential or service population nexus. Revenues with a residential nexus include auto ownership and those with a service population include licenses and permits, as well as fines and forfeitures, which are expected to increase in response to greater development activity and population density.

In 2023, the revenues with a service population nexus generated approximately \$7.0 million, representing about 4.1 percent of Jefferson County’s total General Fund budget of \$265.9 million. When distributed across the County’s total service demand of 13.3 million hours (rounded from 13,265,285), this equates to roughly \$0.53 per service demand hour. The revenues with a residential nexus generated \$3.7 million, which equated to roughly \$0.38 per residential service demand hour.

To estimate the portion of general revenue attributable to the proposed redevelopment, the \$0.53 per-hour rate is applied to the project's projected 55,955 daily service demand hours and the \$0.38 per-hour rate is applied to the 50,049 residential service demand hour estimate. This results in an estimated annual average revenue of \$53,923, and a 25-year cumulative total of \$1.3 million, as shown in **Table 19**.

Table 19. General Revenue, General Fund

Year	Service Demand		General Revenue		Cumulative
	Residential	Service Pop.	Residential [1] \$0.38 per-hour	Service Pop. [1] \$0.53 per-hour	
2026	0	0	\$0	\$0	\$0
2027	5,796	6,458	\$2,251	\$3,526	\$5,778
2028	22,479	25,046	\$8,863	\$13,881	\$28,522
2029	39,162	43,730	\$15,672	\$24,599	\$68,794
2030	50,049	55,955	\$20,330	\$31,949	\$121,073
2031	50,049	55,955	\$20,635	\$32,428	\$174,135
2032	50,049	55,955	\$20,944	\$32,914	\$227,994
2033	50,049	55,955	\$21,258	\$33,408	\$282,661
2034	50,049	55,955	\$21,577	\$33,909	\$338,147
2035	50,049	55,955	\$21,901	\$34,418	\$394,466
2036	50,049	55,955	\$22,230	\$34,934	\$451,630
2037	50,049	55,955	\$22,563	\$35,458	\$509,651
2038	50,049	55,955	\$22,901	\$35,990	\$568,543
2039	50,049	55,955	\$23,245	\$36,530	\$628,317
2040	50,049	55,955	\$23,594	\$37,078	\$688,989
2041	50,049	55,955	\$23,948	\$37,634	\$750,570
2042	50,049	55,955	\$24,307	\$38,199	\$813,076
2043	50,049	55,955	\$24,671	\$38,772	\$876,519
2044	50,049	55,955	\$25,041	\$39,353	\$940,913
2045	50,049	55,955	\$25,417	\$39,943	\$1,006,273
2046	50,049	55,955	\$25,798	\$40,543	\$1,072,614
2047	50,049	55,955	\$26,185	\$41,151	\$1,139,950
2048	50,049	55,955	\$26,578	\$41,768	\$1,208,296
2049	50,049	55,955	\$26,977	\$42,394	\$1,277,667
2050	50,049	55,955	\$27,381	\$43,030	\$1,348,079

[1] Escalated at a rate of 1.5 percent.
Source: Economic & Planning Systems

Property Tax (Base)

The base property tax values for the Lutheran Legacy Campus redevelopment were established using the existing taxable valuation of the site. As shown in **Table 20**, the total market value of the Lutheran Legacy Campus is approximately \$74.9 million. However, several parcels within the campus are tax-exempt and therefore do not contribute to the County’s property tax base.

After accounting for these exemptions and excluding the non-taxable parcels from the valuation, the total assessed value of the remaining taxable parcels is estimated at \$3.1 million. This figure represents the base value for any future tax increment calculations and serves as the benchmark against which new property value growth will be measured over time.

Table 20. Base Property Value

#	Parcel	Exempt	Actual Value			Assessed Value		
			Land	Improv.	Total	Land	Improv.	Total
1	39-271-01-004		\$2,575,530	\$3,801,270	\$6,376,800	\$718,573	\$1,060,554	\$1,779,127
2	39-262-00-021		\$1,922,290	\$0	\$1,922,290	\$536,319	\$0	\$536,319
3	39-262-00-045	Exempt	\$1,452,850	\$46,056,874	\$47,509,724	\$0	\$0	\$0
4	39-262-00-041	Exempt	\$371,965	\$6,889,187	\$7,261,152	\$0	\$0	\$0
5	39-271-01-005		\$700	\$0	\$700	\$195	\$0	\$195
6	39-271-01-002		\$167,165	\$0	\$167,165	\$46,639	\$0	\$46,639
7	39-271-00-012	Exempt	\$470,450	\$61,159	\$531,609	\$0	\$0	\$0
8	39-262-00-011		\$23,248	\$400,574	\$423,822	\$6,486	\$111,760	\$118,246
9	39-262-00-012		\$1,796,850	\$0	\$1,796,850	\$501,321	\$0	\$501,321
10	39-271-00-043		\$257,076	\$0	\$257,076	\$71,724	\$0	\$71,724
11	39-271-12-001		\$125,955	\$0	\$125,955	\$35,141	\$0	\$35,141
12	39-262-00-040	Exempt	\$7,771,763	\$66,037	\$7,837,800	\$0	\$0	\$0
13	39-262-99-001	Exempt	\$20,724	\$0	\$20,724	\$0	\$0	\$0
14	39-262-00-044		\$100,995	\$0	\$100,995	\$28,178	\$0	\$28,178
15	39-271-00-042	Exempt	\$31,431	\$0	\$31,431	\$0	\$0	\$0
16	39-262-08-007	Exempt	\$99,340	\$0	\$99,340	\$0	\$0	\$0
17	39-262-08-006	Exempt	\$300,000	\$176,844	\$476,844	\$0	\$0	\$0
Total			\$17,488,332	\$57,451,945	\$74,940,277	\$1,944,576	\$1,172,314	\$3,116,890

Source: Jefferson County Assessor; Economic & Planning Systems

To estimate future property tax revenues from the existing (base) value of the Lutheran Legacy Campus, the base assessed valuation of \$3.1 million was escalated at a rate of 3.0 percent every two years. The escalated assessed value was then multiplied by Jefferson County’s General Fund mill levy of 14.586 mills to calculate annual base property tax revenues.

Using this methodology, the base property tax revenue is projected to average approximately \$50,538 per year, resulting in a 25-year cumulative total of \$1.3 million, as shown in **Table 21**. These revenues represent the portion of property taxes the County would collect in the absence of new development and are distinct from incremental revenues attributable to redevelopment activities.

Table 21. Base Property Tax Revenue, General Fund

Year	Base Value [1]	Property Tax Revenue	
		Annual Total [2]	Cumulative Total
		<i>14.576 mill levy</i>	
2026	\$3,116,890	\$0	\$0
2027	\$3,210,397	\$0	\$0
2028	\$3,210,397	\$46,795	\$46,795
2029	\$3,306,709	\$46,795	\$93,589
2030	\$3,306,709	\$48,199	\$141,788
2031	\$3,405,910	\$48,199	\$189,987
2032	\$3,405,910	\$49,645	\$239,631
2033	\$3,508,087	\$49,645	\$289,276
2034	\$3,508,087	\$51,134	\$340,410
2035	\$3,613,330	\$51,134	\$391,543
2036	\$3,613,330	\$52,668	\$444,211
2037	\$3,721,730	\$52,668	\$496,879
2038	\$3,721,730	\$54,248	\$551,127
2039	\$3,833,382	\$54,248	\$605,375
2040	\$3,833,382	\$55,875	\$661,251
2041	\$3,948,383	\$55,875	\$717,126
2042	\$3,948,383	\$57,552	\$774,678
2043	\$4,066,834	\$57,552	\$832,229
2044	\$4,066,834	\$59,278	\$891,507
2045	\$4,188,840	\$59,278	\$950,786
2046	\$4,188,840	\$61,057	\$1,011,842
2047	\$4,314,505	\$61,057	\$1,072,899
2048	\$4,314,505	\$62,888	\$1,135,787
2049	\$4,443,940	\$62,888	\$1,198,675
2050	\$4,443,940	\$64,775	\$1,263,450

[1] Escalated at a rate of 3.0 percent every two years.

[2] Property tax revenue is generated on a 1-year lag.

Source: Economic & Planning Systems

Property Tax (Increment)

Incremental property tax values represent the increase in taxable value above the established base, reflecting the value of future improvements resulting from the proposed redevelopment. This increment forms the foundation for estimating new property tax revenues generated by the project.

The future value of the improvements was provided by the developer and is based on the market valuation of comparable residential and commercial projects in the surrounding area. For the residential portion of the redevelopment, unit values are projected to range from \$356,000 for multifamily units to \$1,000,000 for single-family detached homes, as detailed in **Table 22**.

For the commercial component, retail space is expected to command a market value of \$150 per square foot. In addition to real property value, an additional 15 percent is assumed to account for taxable personal property, which includes items such as furniture, fixtures, and equipment (FF&E) typically associated with retail operations.

Table 22. Market Valuation Assumptions

Type	Start	End	Development Value
Residential: Detached	2027	2029	\$1,000,000 per unit
Residential: Attached	2027	2029	\$700,000 per unit
Residential: Multifamily	2028	2030	\$356,000 per unit
Commercial: Retail	2029	2030	\$150.00 per sf

Source: Developer; Jefferson County; Economic & Planning Systems

Based on these figures, the incremental property tax revenue is projected to average approximately \$502,390 per year, resulting in a 25-year cumulative total of \$12.6 million, as shown in **Table 23**. These revenues represent the portion of property taxes the County would collect from the new development and are distinct from base revenues attributable to the existing land and improvements on the site.

Table 23. Incremental Property Tax Revenue, General Fund

Year	Project Value		Property Tax Revenue	
	Actual [1]	Assessed [2]	Annual Total <i>14.576 mill levy</i>	Cumulative
2026	\$0	\$0	\$0	\$0
2027	\$99,182,259	\$0	\$0	\$0
2028	\$296,514,934	\$4,462,138	\$0	\$0
2029	\$500,989,032	\$16,563,995	\$65,040	\$65,040
2030	\$607,977,947	\$16,716,169	\$241,437	\$306,477
2031	\$618,011,296	\$37,565,184	\$243,655	\$550,132
2032	\$628,195,146	\$37,565,184	\$547,550	\$1,097,682
2033	\$638,531,753	\$38,824,710	\$547,550	\$1,645,232
2034	\$649,023,409	\$38,824,710	\$565,909	\$2,211,141
2035	\$659,672,440	\$40,122,327	\$565,909	\$2,777,050
2036	\$670,481,207	\$40,122,327	\$584,823	\$3,361,873
2037	\$681,452,105	\$41,459,189	\$584,823	\$3,946,696
2038	\$692,587,567	\$41,459,189	\$604,309	\$4,551,005
2039	\$703,890,060	\$42,836,482	\$604,309	\$5,155,314
2040	\$715,362,091	\$42,836,482	\$624,385	\$5,779,699
2041	\$727,006,202	\$44,255,428	\$624,385	\$6,404,083
2042	\$738,824,976	\$44,255,428	\$645,067	\$7,049,151
2043	\$750,821,030	\$45,717,288	\$645,067	\$7,694,218
2044	\$762,997,026	\$45,717,288	\$666,375	\$8,360,593
2045	\$775,355,661	\$47,223,360	\$666,375	\$9,026,968
2046	\$787,899,676	\$47,223,360	\$688,328	\$9,715,296
2047	\$800,631,851	\$48,774,979	\$688,328	\$10,403,623
2048	\$813,555,009	\$48,774,979	\$710,944	\$11,114,568
2049	\$826,672,014	\$50,373,525	\$710,944	\$11,825,512
2050	\$839,985,774	\$50,373,525	\$734,245	\$12,559,756

[1] Assumes the appraised value is 95 percent of the market value for the residential component and 80 percent for the retail component. Each escalated at 1.5 percent

[2] Assessed Value less the base value.

[3] Property tax revenue is generated on a 1-year lag.

Source: Economic & Planning Systems

Human Services

Jefferson County Human Services provides assistance and support to individuals, families, children, seniors, and vulnerable populations across the county. The division includes two funds with a nexus to growth: the Social Services Special Revenue Fund (SSSRF) and the Developmentally Disabled Special Revenue Fund (DDSRF).

Property Tax (Base)

Property taxes are estimated using the same process as previously described. The mill levy for the SSSRF is 1.710 mills and 1.000 mills for the DDSRF. Based on these figures, the base property tax revenue is projected to average approximately \$5,929 per year for the SSSRF and \$3,467 for the DDSRF, resulting in a 25-year cumulative total of \$148,223 and \$86,680, respectively, as shown in Table 24.

Table 24. Base Property Tax Revenue, Human Services

Year	Base Value [1]	Property Tax Revenue			
		Annual Total - SS [2] 1.710 mill levy	Cumulative Total	Annual Total - DD [2] 1.000 mill levy	Cumulative Total
2026	\$3,116,890	\$0	\$0	\$0	\$0
2027	\$3,210,397	\$0	\$0	\$0	\$0
2028	\$3,210,397	\$5,490	\$5,490	\$3,210	\$3,210
2029	\$3,306,709	\$5,490	\$10,980	\$3,210	\$6,421
2030	\$3,306,709	\$5,654	\$16,634	\$3,307	\$9,728
2031	\$3,405,910	\$5,654	\$22,289	\$3,307	\$13,034
2032	\$3,405,910	\$5,824	\$28,113	\$3,406	\$16,440
2033	\$3,508,087	\$5,824	\$33,937	\$3,406	\$19,846
2034	\$3,508,087	\$5,999	\$39,936	\$3,508	\$23,354
2035	\$3,613,330	\$5,999	\$45,934	\$3,508	\$26,862
2036	\$3,613,330	\$6,179	\$52,113	\$3,613	\$30,476
2037	\$3,721,730	\$6,179	\$58,292	\$3,613	\$34,089
2038	\$3,721,730	\$6,364	\$64,656	\$3,722	\$37,811
2039	\$3,833,382	\$6,364	\$71,020	\$3,722	\$41,532
2040	\$3,833,382	\$6,555	\$77,575	\$3,833	\$45,366
2041	\$3,948,383	\$6,555	\$84,130	\$3,833	\$49,199
2042	\$3,948,383	\$6,752	\$90,882	\$3,948	\$53,147
2043	\$4,066,834	\$6,752	\$97,634	\$3,948	\$57,096
2044	\$4,066,834	\$6,954	\$104,588	\$4,067	\$61,163
2045	\$4,188,840	\$6,954	\$111,542	\$4,067	\$65,230
2046	\$4,188,840	\$7,163	\$118,705	\$4,189	\$69,418
2047	\$4,314,505	\$7,163	\$125,868	\$4,189	\$73,607
2048	\$4,314,505	\$7,378	\$133,246	\$4,315	\$77,922
2049	\$4,443,940	\$7,378	\$140,624	\$4,315	\$82,236
2050	\$4,443,940	\$7,599	\$148,223	\$4,444	\$86,680

[1] Escalated at a rate of 3.0 percent every two years.

[2] Property tax revenue is generated on a 1-year lag.

Source: Economic & Planning Systems

Property Tax (Increment)

The incremental Human Services property tax revenue is projected to average approximately \$58,938 per year for the SSSRF and \$34,467 for the DDSRF, resulting in a 25-year cumulative total of \$1.5 million and \$861,674, respectively, as shown in Table 25.

Table 25. Incremental Property Tax Revenue, Human Services

Year	Inc. Value [1]	Property Tax Revenue			
		Annual Total - SS [2] 1.710 mill levy	Cumulative Total	Annual Total - DD [2] 1.000 mill levy	Cumulative Total
2026	\$0	\$0	\$0	\$0	\$0
2027	\$0	\$0	\$0	\$0	\$0
2028	\$4,462,138	\$0	\$0	\$0	\$0
2029	\$16,563,995	\$7,630	\$7,630	\$4,462	\$4,462
2030	\$16,716,169	\$28,324	\$35,955	\$16,564	\$21,026
2031	\$37,565,184	\$28,585	\$64,539	\$16,716	\$37,742
2032	\$37,565,184	\$64,236	\$128,776	\$37,565	\$75,307
2033	\$38,824,710	\$64,236	\$193,012	\$37,565	\$112,873
2034	\$38,824,710	\$66,390	\$259,403	\$38,825	\$151,697
2035	\$40,122,327	\$66,390	\$325,793	\$38,825	\$190,522
2036	\$40,122,327	\$68,609	\$394,402	\$40,122	\$230,644
2037	\$41,459,189	\$68,609	\$463,011	\$40,122	\$270,767
2038	\$41,459,189	\$70,895	\$533,906	\$41,459	\$312,226
2039	\$42,836,482	\$70,895	\$604,802	\$41,459	\$353,685
2040	\$42,836,482	\$73,250	\$678,052	\$42,836	\$396,522
2041	\$44,255,428	\$73,250	\$751,302	\$42,836	\$439,358
2042	\$44,255,428	\$75,677	\$826,979	\$44,255	\$483,614
2043	\$45,717,288	\$75,677	\$902,656	\$44,255	\$527,869
2044	\$45,717,288	\$78,177	\$980,832	\$45,717	\$573,586
2045	\$47,223,360	\$78,177	\$1,059,009	\$45,717	\$619,304
2046	\$47,223,360	\$80,752	\$1,139,761	\$47,223	\$666,527
2047	\$48,774,979	\$80,752	\$1,220,513	\$47,223	\$713,750
2048	\$48,774,979	\$83,405	\$1,303,918	\$48,775	\$762,525
2049	\$50,373,525	\$83,405	\$1,387,323	\$48,775	\$811,300
2050	\$50,373,525	\$86,139	\$1,473,462	\$50,374	\$861,674

[1] Escalated at a rate of 1.5 percent annually.

[2] Property tax revenue is generated on a 1-year lag.

Source: Economic & Planning Systems

Public Health

Jefferson County Public Health (JCPH) provides services related to community health and well-being across the county. JCPH does not have a dedicated property tax.

General Revenue

General revenue attributable to JCPH includes all revenue sources that were estimated through a service population nexus to growth factor. For this analysis, these revenue sources include licenses and permits, as well as County contributions, which are expected to increase proportionally to service demand growth.

In 2023, these specific revenue sources generated approximately \$10.8 million, representing about 45.8 percent of the JCPH budget of \$23.5 million. When distributed across the County's total service demand of 13.3 million hours (rounded from 13,265,285), this equates to roughly \$0.81 per service demand hour.

To estimate the portion of general revenue attributable to the proposed redevelopment, the \$0.81 per-hour rate is applied to the project's projected 55,955 daily service demand hours. This results in an estimated annual average revenue of \$50,496, and a 25-year cumulative total of \$1.3 million, as shown in **Table 26**.

Table 26. General Revenue, Public Health

Year	Service Demand	General Revenue	
		Annual Total [1] \$0.81 per-hour	Cumulative Total
2026	0	\$0	\$0
2027	6,458	\$5,404	\$5,404
2028	25,046	\$21,271	\$26,675
2029	43,730	\$37,696	\$64,371
2030	55,955	\$48,958	\$113,328
2031	55,955	\$49,692	\$163,020
2032	55,955	\$50,437	\$213,458
2033	55,955	\$51,194	\$264,652
2034	55,955	\$51,962	\$316,614
2035	55,955	\$52,741	\$369,355
2036	55,955	\$53,532	\$422,887
2037	55,955	\$54,335	\$477,223
2038	55,955	\$55,150	\$532,373
2039	55,955	\$55,978	\$588,351
2040	55,955	\$56,817	\$645,168
2041	55,955	\$57,670	\$702,838
2042	55,955	\$58,535	\$761,373
2043	55,955	\$59,413	\$820,785
2044	55,955	\$60,304	\$881,089
2045	55,955	\$61,208	\$942,298
2046	55,955	\$62,127	\$1,004,424
2047	55,955	\$63,058	\$1,067,483
2048	55,955	\$64,004	\$1,131,487
2049	55,955	\$64,964	\$1,196,452
2050	55,955	\$65,939	\$1,262,391

[1] Escalated at a rate of 1.5 percent.

Source: Economic & Planning Systems

Other Funds

Other Funds include the Road & Bridge Fund and Capital Expenditures Fund. While these funds have a dedicated property tax rate, they are not tied to service demand generated by new residents or employees.

Property Tax (Base)

The mill levy for the Road & Bridge Fund is 3.280 mills and 1.912 mills for the Capital Expenditures Fund. For the purpose of this analysis, the Road & Bridge mill levy was reduced by 50 percent, to a total of 1.640 mills, to account for property tax revenues remitted back to the City of Wheat Ridge. Based on these figures, the base property tax revenue is projected to average approximately \$5,686 per year for the Road & Bridge Fund and \$6,629 for the Capital Expenditures Fund, resulting in a 25-year cumulative total of \$142,155 and \$165,732, respectively, as shown in **Table 27**.

Table 27. Base Property Tax Revenue, Other Funds

Year	Base Value [1]	Property Tax Revenue			
		Annual Total - R&B [2] <i>1.640 mill levy</i>	Cumulative Total	Annual Total - CE [2] <i>1.912 mill levy</i>	Cumulative Total
2026	\$3,116,890	\$0	\$0	\$0	\$0
2027	\$3,210,397	\$0	\$0	\$0	\$0
2028	\$3,210,397	\$5,265	\$5,265	\$6,138	\$6,138
2029	\$3,306,709	\$5,265	\$10,530	\$6,138	\$12,277
2030	\$3,306,709	\$5,423	\$15,953	\$6,322	\$18,599
2031	\$3,405,910	\$5,423	\$21,376	\$6,322	\$24,921
2032	\$3,405,910	\$5,586	\$26,962	\$6,512	\$31,434
2033	\$3,508,087	\$5,586	\$32,547	\$6,512	\$37,946
2034	\$3,508,087	\$5,753	\$38,301	\$6,707	\$44,653
2035	\$3,613,330	\$5,753	\$44,054	\$6,707	\$51,361
2036	\$3,613,330	\$5,926	\$49,980	\$6,909	\$58,269
2037	\$3,721,730	\$5,926	\$55,906	\$6,909	\$65,178
2038	\$3,721,730	\$6,104	\$62,009	\$7,116	\$72,294
2039	\$3,833,382	\$6,104	\$68,113	\$7,116	\$79,410
2040	\$3,833,382	\$6,287	\$74,400	\$7,329	\$86,739
2041	\$3,948,383	\$6,287	\$80,687	\$7,329	\$94,069
2042	\$3,948,383	\$6,475	\$87,162	\$7,549	\$101,618
2043	\$4,066,834	\$6,475	\$93,637	\$7,549	\$109,167
2044	\$4,066,834	\$6,670	\$100,307	\$7,776	\$116,943
2045	\$4,188,840	\$6,670	\$106,976	\$7,776	\$124,719
2046	\$4,188,840	\$6,870	\$113,846	\$8,009	\$132,728
2047	\$4,314,505	\$6,870	\$120,716	\$8,009	\$140,737
2048	\$4,314,505	\$7,076	\$127,792	\$8,249	\$148,986
2049	\$4,443,940	\$7,076	\$134,867	\$8,249	\$157,236
2050	\$4,443,940	\$7,288	\$142,155	\$8,497	\$165,732

[1] Escalated at a rate of 3.0 percent every two years.

[2] Property tax revenue is generated on a 1-year lag.

Source: Economic & Planning Systems

Property Tax (Increment)

The incremental property tax revenue from Other Funds is projected to average approximately \$56,526 per year for the Road & Bridge Fund and \$65,901 for the Capital Expenditures Fund, resulting in a 25-year cumulative total of \$1.4 million and \$1.7 million, respectively, as shown in **Table 28**.

Table 28. Incremental Property Tax Revenue, Other Funds

Year	Inc. Value [1]	Property Tax Revenue			
		Annual Total - R&B [2] <i>1.640 mill levy</i>	Cumulative Total	Annual Total - CE [2] <i>1.912 mill levy</i>	Cumulative Total
2026	\$0	\$0	\$0	\$0	\$0
2027	\$0	\$0	\$0	\$0	\$0
2028	\$4,462,138	\$0	\$0	\$0	\$0
2029	\$16,563,995	\$7,318	\$7,318	\$8,532	\$8,532
2030	\$16,716,169	\$27,165	\$34,483	\$31,670	\$40,202
2031	\$37,565,184	\$27,415	\$61,897	\$31,961	\$72,163
2032	\$37,565,184	\$61,607	\$123,504	\$71,825	\$143,988
2033	\$38,824,710	\$61,607	\$185,111	\$71,825	\$215,813
2034	\$38,824,710	\$63,673	\$248,784	\$74,233	\$290,045
2035	\$40,122,327	\$63,673	\$312,456	\$74,233	\$364,278
2036	\$40,122,327	\$65,801	\$378,257	\$76,714	\$440,992
2037	\$41,459,189	\$65,801	\$444,057	\$76,714	\$517,706
2038	\$41,459,189	\$67,993	\$512,051	\$79,270	\$596,976
2039	\$42,836,482	\$67,993	\$580,044	\$79,270	\$676,246
2040	\$42,836,482	\$70,252	\$650,295	\$81,903	\$758,149
2041	\$44,255,428	\$70,252	\$720,547	\$81,903	\$840,053
2042	\$44,255,428	\$72,579	\$793,126	\$84,616	\$924,669
2043	\$45,717,288	\$72,579	\$865,705	\$84,616	\$1,009,285
2044	\$45,717,288	\$74,976	\$940,681	\$87,411	\$1,096,697
2045	\$47,223,360	\$74,976	\$1,015,658	\$87,411	\$1,184,108
2046	\$47,223,360	\$77,446	\$1,093,104	\$90,291	\$1,274,399
2047	\$48,774,979	\$77,446	\$1,170,550	\$90,291	\$1,364,690
2048	\$48,774,979	\$79,991	\$1,250,541	\$93,258	\$1,457,948
2049	\$50,373,525	\$79,991	\$1,330,532	\$93,258	\$1,551,206
2050	\$50,373,525	\$82,613	\$1,413,145	\$96,314	\$1,647,520

[1] Escalated at a rate of 1.5 percent annually.

[2] Property tax revenue is generated on a 1-year lag.

Source: Economic & Planning Systems

Expenditures

The analysis includes ongoing expenditure projections for the following County funds: General Fund, Social Services Special Revenue Fund, Developmentally Disabled Special Revenue Fund, and Public Health Fund. Expenditure estimates are presented both as average annual amounts and as cumulative totals over a 25-year period, as shown in **Table 29**.

The redevelopment is projected to generate approximately \$243,891 in average annual expenditures, which equates to a 25-year cumulative total of \$6.1 million.

Table 29. Jefferson County Expenditures

Description	Annual Average	25-Year Total
Expenditures		
General Fund		
General Expenditures - General Fund	-\$204,841	-\$5,121,028
Human Services		
General Expenditures - Social Services	-\$14,741	-\$368,531
General Expenditures - Developmentally Disabled	-\$12,820	-\$320,502
Public Health		
General Expenditures - Public Health	-\$11,488	-\$287,204
Total Expenditures	-\$243,891	-\$6,097,265

Source: Economic & Planning Systems

General Fund

The General Fund is the primary fund for overall County operations, supporting most of the County's services.

General Expenditures

General expenditures attributable to the General Fund includes all departmental expenditures sources that, similar to general revenues, scale proportionally with population and/or employment growth (service population and residential nexus to growth factors). These expenditure sources were described previously in **Table 4**.

In 2023, the specific General Fund revenue sources estimated using a service population nexus generated approximately \$209.5 million, accounting for roughly 85.5 percent of Jefferson County's total General Fund budget of \$248.1 million. When distributed across the County's total service demand of 13.3 million hours, this equates to an average of \$3.28 per service demand hour.

For expenditure categories that are solely attributable to residential users, such as Parks and Conservation, the analysis applies only the residential portion of the County’s service demand, estimated at 9.8 million hours. When distributed across this subset, the associated expenditures equate to approximately \$0.02 per residential service demand hour.

To estimate the portion of general expenditures attributable to the proposed redevelopment, the \$3.28 and \$0.02 per-hour rates are applied to the project’s projected 55,955 total service demand hours and 50,049 residential service demand hours. This results in an estimated annual average of \$204,841, and a 25-year cumulative total of \$5.1 million, as shown in **Table 30**.

Table 30. General Expenditures, General Fund

Year	Service Demand		General Expenditures		
	Residential	Service Pop.	Residential [1] -\$0.02 per-hour	Service Pop. [1] -\$3.28 per-hour	Cumulative Total
2026	0	0	\$0	\$0	\$0
2027	5,796	6,458	-\$111	-\$21,809	-\$21,921
2028	22,479	25,046	-\$438	-\$85,852	-\$108,211
2029	39,162	43,730	-\$775	-\$152,142	-\$261,129
2030	50,049	55,955	-\$1,006	-\$197,596	-\$459,731
2031	50,049	55,955	-\$1,021	-\$200,560	-\$661,312
2032	50,049	55,955	-\$1,036	-\$203,569	-\$865,917
2033	50,049	55,955	-\$1,052	-\$206,622	-\$1,073,591
2034	50,049	55,955	-\$1,068	-\$209,722	-\$1,284,380
2035	50,049	55,955	-\$1,084	-\$212,867	-\$1,498,331
2036	50,049	55,955	-\$1,100	-\$216,060	-\$1,715,492
2037	50,049	55,955	-\$1,116	-\$219,301	-\$1,935,909
2038	50,049	55,955	-\$1,133	-\$222,591	-\$2,159,633
2039	50,049	55,955	-\$1,150	-\$225,930	-\$2,386,713
2040	50,049	55,955	-\$1,167	-\$229,319	-\$2,617,199
2041	50,049	55,955	-\$1,185	-\$232,758	-\$2,851,142
2042	50,049	55,955	-\$1,203	-\$236,250	-\$3,088,594
2043	50,049	55,955	-\$1,221	-\$239,794	-\$3,329,609
2044	50,049	55,955	-\$1,239	-\$243,390	-\$3,574,238
2045	50,049	55,955	-\$1,257	-\$247,041	-\$3,822,537
2046	50,049	55,955	-\$1,276	-\$250,747	-\$4,074,560
2047	50,049	55,955	-\$1,295	-\$254,508	-\$4,330,364
2048	50,049	55,955	-\$1,315	-\$258,326	-\$4,590,004
2049	50,049	55,955	-\$1,335	-\$262,201	-\$4,853,540
2050	50,049	55,955	-\$1,355	-\$266,134	-\$5,121,028

[1] Escalated at a rate of 1.5 percent.
Source: Economic & Planning Systems

Human Services

Jefferson County Human Services provides assistance and support to individuals, families, children, seniors, and vulnerable populations across the county. The division includes two funds with a nexus to growth: the Social Services Special Revenue Fund (SSSRF) and the Developmentally Disabled Special Revenue Fund (DDSRF).

General Expenditures

General expenditures attributable to Human Services includes all sources that were estimated through a service population nexus to growth factor. This included direct assistance payments, personnel services, supplies, and other service charges in the SSSRF and other services and charges in the DDSRF. When distributed across the County's total service demand of 13.3 million hours, this equates to roughly \$0.24 per service demand hour in the SSSRF and \$0.21 in the DDSRF.

To estimate the portion of general expenditures attributable to the proposed redevelopment, the \$0.24 and \$0.21 per-hour rates are applied to the project's projected 55,955 daily service demand hours. This results in an estimated annual average service cost of \$14,741 for the SSSRF and \$12,820 for the DDSRF, which equates to a 25-year cumulative total of \$368,531 and \$320,502, respectively, as shown in **Table 31**.

Table 31. General Expenditures, Human Services

Year	Service Demand	General Expenditures			
		Annual Total - SSSRF [1] -\$0.24 per-hour	Cumulative Total	Annual Total - DDSRF [1] -\$0.21 per-hour	Cumulative Total
2026	0	\$0	\$0	\$0	\$0
2027	6,458	-\$1,577	-\$1,577	-\$1,372	-\$1,372
2028	25,046	-\$6,210	-\$7,787	-\$5,400	-\$6,772
2029	43,730	-\$11,005	-\$18,792	-\$9,570	-\$16,343
2030	55,955	-\$14,292	-\$33,084	-\$12,430	-\$28,772
2031	55,955	-\$14,507	-\$47,591	-\$12,616	-\$41,388
2032	55,955	-\$14,724	-\$62,315	-\$12,805	-\$54,194
2033	55,955	-\$14,945	-\$77,260	-\$12,997	-\$67,191
2034	55,955	-\$15,169	-\$92,429	-\$13,192	-\$80,383
2035	55,955	-\$15,397	-\$107,826	-\$13,390	-\$93,774
2036	55,955	-\$15,628	-\$123,454	-\$13,591	-\$107,365
2037	55,955	-\$15,862	-\$139,316	-\$13,795	-\$121,160
2038	55,955	-\$16,100	-\$155,416	-\$14,002	-\$135,162
2039	55,955	-\$16,342	-\$171,758	-\$14,212	-\$149,373
2040	55,955	-\$16,587	-\$188,345	-\$14,425	-\$163,799
2041	55,955	-\$16,836	-\$205,180	-\$14,641	-\$178,440
2042	55,955	-\$17,088	-\$222,269	-\$14,861	-\$193,301
2043	55,955	-\$17,344	-\$239,613	-\$15,084	-\$208,385
2044	55,955	-\$17,605	-\$257,218	-\$15,310	-\$223,695
2045	55,955	-\$17,869	-\$275,086	-\$15,540	-\$239,235
2046	55,955	-\$18,137	-\$293,223	-\$15,773	-\$255,008
2047	55,955	-\$18,409	-\$311,632	-\$16,010	-\$271,018
2048	55,955	-\$18,685	-\$330,317	-\$16,250	-\$287,268
2049	55,955	-\$18,965	-\$349,282	-\$16,493	-\$303,761
2050	55,955	-\$19,250	-\$368,531	-\$16,741	-\$320,502

[1] Escalated at a rate of 1.5 percent.
Source: Economic & Planning Systems

Public Health

Jefferson County Public Health (JCPH) provides services related to community health and well-being across the county.

General Expenditures

General expenditures attributable to Public Health includes all sources that were estimated through a service population nexus to growth factor. This included personnel services, supplies, other services and charges, and services from Jefferson County. When distributed across the County’s total service demand of 13.3 million hours, this equates to roughly \$0.18 per service demand hour.

To estimate the portion of general expenditures attributable to the proposed redevelopment, the \$0.18 per-hour rate is applied to the project’s projected 55,955 daily service demand hours. This results in an estimated annual average service cost of \$11,488, which equates to a 25-year cumulative total of \$287,204, as shown in **Table 32**.

Table 32. General Expenditures, Public Health

Year	Service Demand	General Expenditures	
		Annual Total [1] <i>-\$0.18 per-hour</i>	Cumulative Total
2026	0	\$0	\$0
2027	6,458	-\$1,229	-\$1,229
2028	25,046	-\$4,839	-\$6,069
2029	43,730	-\$8,576	-\$14,645
2030	55,955	-\$11,138	-\$25,783
2031	55,955	-\$11,305	-\$37,088
2032	55,955	-\$11,475	-\$48,563
2033	55,955	-\$11,647	-\$60,210
2034	55,955	-\$11,822	-\$72,032
2035	55,955	-\$11,999	-\$84,031
2036	55,955	-\$12,179	-\$96,210
2037	55,955	-\$12,362	-\$108,572
2038	55,955	-\$12,547	-\$121,119
2039	55,955	-\$12,735	-\$133,855
2040	55,955	-\$12,926	-\$146,781
2041	55,955	-\$13,120	-\$159,901
2042	55,955	-\$13,317	-\$173,218
2043	55,955	-\$13,517	-\$186,735
2044	55,955	-\$13,720	-\$200,455
2045	55,955	-\$13,925	-\$214,380
2046	55,955	-\$14,134	-\$228,514
2047	55,955	-\$14,346	-\$242,861
2048	55,955	-\$14,561	-\$257,422
2049	55,955	-\$14,780	-\$272,202
2050	55,955	-\$15,002	-\$287,204

[1] Escalated at a rate of 1.5 percent.

Source: Economic & Planning Systems

Net Fiscal Impact

The net fiscal impact of the proposed Lutheran Legacy Campus is summarized below in **Table 33**. The redevelopment generates a positive net fiscal impact of \$651,000 annually, which equates to \$16.3 million over 25 years.

Table 33. Jefferson County Net Fiscal Impact

Description	Annual Average	25-Year Total
Revenues		
General Fund		
General Revenue - General Fund	\$53,923	\$1,348,079
Property Tax (Increment) - General Fund	\$502,390	\$12,559,756
Property Tax (Base) - General Fund	\$50,538	\$1,263,450
Human Services		
Property Tax (Increment) - Social Services	\$58,938	\$1,473,462
Property Tax (Base) - Social Services	\$5,929	\$148,223
Property Tax (Increment) - Developmentally Disabled	\$34,467	\$861,674
Property Tax (Base) - Developmentally Disabled	\$3,467	\$86,680
Public Health		
General Revenue - Public Health	\$50,496	\$1,262,391
Other Funds		
Property Tax (Increment) - Road & Bridge	\$56,526	\$1,413,145
Property Tax (Base) - Road & Bridge	\$5,686	\$142,155
Property Tax (Increment) - Capital Expenditures	\$65,901	\$1,647,520
Property Tax (Base) - Capital Expenditures	\$6,629	\$165,732
Total Revenues	\$894,891	\$22,372,268
Expenditures		
General Fund		
General Expenditures - General Fund	-\$204,841	-\$5,121,028
Human Services		
General Expenditures - Social Services	-\$14,741	-\$368,531
General Expenditures - Developmentally Disabled	-\$12,820	-\$320,502
Public Health		
General Expenditures - Public Health	-\$11,488	-\$287,204
Total Expenditures	-\$243,891	-\$6,097,265
Net Fiscal Impact	\$651,000	\$16,275,002

Source: Economic & Planning Systems

Property Tax Sharing

The primary objective of this analysis is to identify the amount of property tax revenue sharing required to achieve a fiscally neutral impact for Jefferson County over a 25-year period. A fiscally neutral impact means the County recovers the full cost of providing services to the redevelopment without incurring a deficit.

To demonstrate the amount of incremental property tax revenue needed, these revenues were excluded from the net fiscal impact calculation, as shown in **Table 34**. Without incremental property tax revenues, the redevelopment results in a net negative fiscal impact of approximately \$1.7 million over the 25-year analysis period.

Table 34. Net Fiscal Impact without Incremental Property Tax Revenues

Description	Revenues <i>without increment</i>	Expenditures	Net Fiscal Impact
2026	\$0	\$0	\$0
2027	\$11,181	-\$26,099	-\$14,918
2028	\$110,914	-\$102,740	\$8,173
2029	\$144,866	-\$182,069	-\$37,203
2030	\$170,141	-\$236,462	-\$66,321
2031	\$171,660	-\$240,009	-\$68,349
2032	\$175,269	-\$243,609	-\$68,341
2033	\$176,833	-\$247,264	-\$70,431
2034	\$180,550	-\$250,973	-\$70,422
2035	\$182,162	-\$254,737	-\$72,575
2036	\$185,991	-\$258,558	-\$72,567
2037	\$187,651	-\$262,437	-\$74,785
2038	\$191,595	-\$266,373	-\$74,778
2039	\$193,306	-\$270,369	-\$77,063
2040	\$197,369	-\$274,424	-\$77,055
2041	\$199,131	-\$278,541	-\$79,409
2042	\$203,316	-\$282,719	-\$79,402
2043	\$205,132	-\$286,959	-\$81,827
2044	\$209,443	-\$291,264	-\$81,821
2045	\$211,314	-\$295,633	-\$84,319
2046	\$215,754	-\$300,067	-\$84,313
2047	\$217,681	-\$304,568	-\$86,887
2048	\$222,256	-\$309,137	-\$86,881
2049	\$224,241	-\$313,774	-\$89,533
2050	<u>\$228,953</u>	<u>-\$318,480</u>	<u>-\$89,527</u>
Total	\$4,416,711	-\$6,097,265	-\$1,680,555

Source: Economic & Planning Systems

To fully offset the projected expenditures associated with the redevelopment, the project must generate approximately \$1.7 million in incremental property tax revenues over 25 years. To achieve this revenue target, approximately 1.950 mills of the total levy would need to be retained by the County, as shown below in **Table 35**.

Table 35. Net Fiscal Impact, Fiscally Neutral

Description	Revenues <i>without increment</i>	Revenues [1] <i>property tax inc.</i>	Expenditures	Net Fiscal Impact
2026	\$0	\$0	\$0	\$0
2027	\$11,181	\$0	-\$26,099	-\$14,918
2028	\$110,914	\$0	-\$102,740	\$8,173
2029	\$144,866	\$8,703	-\$182,069	-\$28,500
2030	\$170,141	\$32,305	-\$236,462	-\$34,015
2031	\$171,660	\$32,602	-\$240,009	-\$35,747
2032	\$175,269	\$73,265	-\$243,609	\$4,924
2033	\$176,833	\$73,265	-\$247,264	\$2,834
2034	\$180,550	\$75,721	-\$250,973	\$5,299
2035	\$182,162	\$75,721	-\$254,737	\$3,146
2036	\$185,991	\$78,252	-\$258,558	\$5,685
2037	\$187,651	\$78,252	-\$262,437	\$3,467
2038	\$191,595	\$80,859	-\$266,373	\$6,082
2039	\$193,306	\$80,859	-\$270,369	\$3,797
2040	\$197,369	\$83,546	-\$274,424	\$6,490
2041	\$199,131	\$83,546	-\$278,541	\$4,136
2042	\$203,316	\$86,313	-\$282,719	\$6,911
2043	\$205,132	\$86,313	-\$286,959	\$4,486
2044	\$209,443	\$89,164	-\$291,264	\$7,343
2045	\$211,314	\$89,164	-\$295,633	\$4,845
2046	\$215,754	\$92,102	-\$300,067	\$7,789
2047	\$217,681	\$92,102	-\$304,568	\$5,215
2048	\$222,256	\$95,128	-\$309,137	\$8,247
2049	\$224,241	\$95,128	-\$313,774	\$5,595
2050	<u>\$228,953</u>	<u>\$98,245</u>	<u>-\$318,480</u>	<u>\$8,718</u>
Total	\$4,416,711	\$1,680,555	-\$6,097,265	\$0

[1] Generated by applying a 1.950 mill levy to the incremental value of new improvements on the site.

Source: Economic & Planning Systems

To estimate the percentage of TIF revenues retained by Jefferson County and allocated to RWR, this analysis includes the following County mill levy components:

General Fund:	14.576 mills
Road & Bridge Fund:	3.280 mills
Social Services Special Revenue Fund:	1.710 mills
Capital Expenditures Fund:	1.912 mills
Developmentally Disabled Fund:	1.000 mills

Together, these funds result in a total mill levy of **22.478 mills**.

These components total **22.478 mills**, which serves as the basis for calculating the TIF revenue sharing ratio. While the County’s full mill levy is **30.201 mills**, this analysis excludes:

- **Library Fund** (4.500 mills), currently under separate negotiation, and
- **Law Enforcement Authority** (3.223 mills), which applies only to unincorporated areas.

Although the County remits 50 percent of the Road & Bridge Fund revenues to municipalities, including the City of Wheat Ridge, the full 3.280 mills are included here to calculate the TIF share percentage.

To ensure a fiscally neutral outcome, Jefferson County must retain 1.950 mills, or **9 percent** of the total levy (1.950 mills/22.478 mills). The remaining **91 percent** (20.528 mills/22.478 mills) can be allocated to RWR while enabling Jefferson County to achieve a fiscally neutral outcome.