

Financial Feasibility Analysis

Greenwood
Community Center and
Jefferson Golf Course
Development Study

City of Jefferson, Iowa
Updated November 2025



Real People. Real Solutions.

Submitted by:
Bolton & Menk, Inc.
116 N. Wilson Avenue
PO Box 68
Jefferson, Iowa 50129
Phone: 515-766-4423

Financial Feasibility Analysis

For

Greenwood Community Center and
Jefferson Golf Course Development Study

City of Jefferson
Jefferson, Iowa
25X.138395

September 2025
Updated November 2025

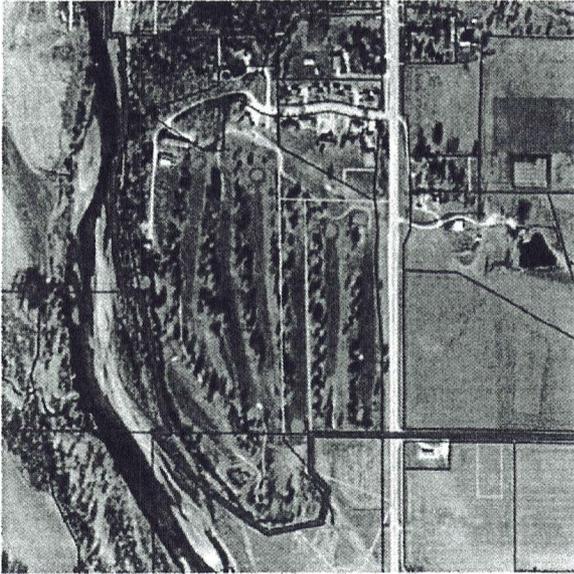
Table of Contents

I.	OVERVIEW	1
II.	Task 1: Client Coordination and Project Management.....	1
III.	Task 2: Community Center Renovation Concepts.....	2
IV.	Task 3: Clubhouse Site Concepts.....	3
V.	Task 4: Land Development Planning.....	4
VI.	Task 5: Financial Feasibility Study	5
	SubTask 5.1: Review Existing Property and Building Values.....	6
	SubTask 5.2: Market Analysis of Residential Lots.....	8
	SubTask 5.3: Cost Integration and Financial Modeling.....	12
	SubTask 5.4: Entitlement Process Outline	13
	SubTask 5.5: Final Memo and Recommendations.....	16
VII.	Conclusion.....	18

Appendix

- Appendix A: Greenwood Building Photos
- Appendix B: Greenwood Building Layouts
- Appendix C: Golf Course Operational Summary
- Appendix D: Community Center Concept Plan
- Appendix E: Clubhouse Site Concept Plan
- Appendix F: Residential Development Layout Plan

I. OVERVIEW



The Greenwood Community Center & Golf Course Development Study is a strategic initiative led by the City of Jefferson and the Greenwood Home Board to explore the transformation of underutilized private assets into a vibrant community and recreational hub. The overarching goal is to repurpose the existing Greenwood Community Center into a golf course clubhouse, enhance surrounding site amenities, and develop adjacent land into residential housing. This multi-phase study has been structured into five key tasks, each building toward a comprehensive understanding of the project's feasibility, design, and financial impact.

II. Task 1: Client Coordination and Project Management

This task established the foundation for project execution through a series of steering committee meetings, open to the public for questions and feedback, along with ongoing coordination between the City of Jefferson, the Greenwood Home Board and Bolton & Menk, Inc. A field review of the site and confirmation of project goals helped align expectations, while regular communication and documentation ensured transparency throughout the study process.

- April 23, 2025 – Site Visit / Existing Conditions Review and Community Meeting with Jefferson City Staff and Greenwood Home Board members
- July 24, 2025 – Community Meeting with Jefferson City Staff and Greenwood Home Board members
- September 22, 2025 – Review of this report by City Staff and Greenwood Homes Board members
- November 14, 2025 - Revised Final Report sent to city,
- TBD – Presentation of the report and findings to the City Council

III. Task 2: Community Center Renovation Concepts

A detailed architectural review of the existing Greenwood Community Center was conducted to assess its potential for conversion into a golf course clubhouse. The team developed conceptual floor plans, identified necessary interior and exterior upgrades, and performed preliminary code analysis. This task provided a foundational understanding of the building’s adaptability and the scope of improvements required to meet programmatic needs. A concept plan is provided in Appendix D.

Following the architectural review and conceptual planning, updated cost estimates were provided to reflect the full scope of investment required for the clubhouse renovation. These figures go beyond initial feasibility and design services to include construction costs, contingency planning, and owner-procured enhancements. The breakdown below outlines the anticipated financial commitment associated with implementing the proposed improvements.

Category / Improvement	Estimated Cost
Building Renovation <ul style="list-style-type: none"> • Exterior \$29,000 • Interior \$315,000 • Mechanical/Plumbing, Electrical \$240,000 • Design fees, General Contractor Fees, Insurance, Escalation, etc. \$110,000 • Contingency; Permit Fees \$80,000 	\$774,000
Furniture	\$20,000
Golf Simulator (optional)	\$40,000
Total Estimated Clubhouse Renovation Cost	\$834,000

The proposed improvements to support the clubhouse’s renovation and maintain the services on the primary floor are generally as follows:

Primary Floor (Congregate Meals Area and residential apartment):

- New paint and ceiling tile at the entrance
- New flooring, paint, and ceiling tile in the dining area
- Relocated laundry facilities
- Replacement of exterior doors
- Addition of a new prep area counter / kitchenette (for community room area)
- Note: No changes are proposed to the existing apartment unit or congregate meals kitchen

Basement Floor (Clubhouse Area):

- Installation of sound-deadening insulation and an additional layer of gypsum board beneath the existing apartment
- Installation of 2 multi-stall bathroom facilities
- Construction of kitchenette and bar area
- Infill of an existing door opening
- Improved access to storage areas
- Installation of new tile flooring, ceilings, and fixtures
- Replacement of exterior doors, add second entrance / exit
- Removal and lowering of portion of slab flooring to accommodate height requirements for optional golf simulator installation

NOTE: Does not include site improvements, only improvements to the building

NOTE: Additional ongoing expenses related to the golf simulator are estimated to be \$25,000 per year

IV. Task 3: Clubhouse Site Concepts

Site planning efforts focused on enhancing the area surrounding the proposed clubhouse. Concept sketches were developed to visualize circulation patterns, outdoor gathering spaces, golf cart access, and pedestrian connectivity. These concepts aimed to support both recreational and community uses, with schematic cost estimates prepared to guide budgeting and design decisions.

Following the development of site concept sketches and layout options, a planning-level cost opinion was prepared to estimate the financial investment required to implement the proposed clubhouse site improvements. These figures reflect anticipated construction costs, contingency allowances, design and engineering fees, and soft costs associated with permitting and site preparation. The breakdown below outlines the estimated financial commitment for this portion of the project.

Category / Improvement	Estimated Cost
Construction Subtotal	\$365,750
Contingency (20%)	\$73,200
Subtotal Construction with Contingency	\$438,950
Engineering - Design & Administration (10%) *	\$43,895
Total Estimated Project Cost	\$482,845

* Does not include construction phase services

This estimate includes, but not limited to:

- Earthwork, erosion control, and tree removal
- Pavement and deck removal
- New subbase, driveway, parking lot, sidewalk, and cart path installations
- Stairs, handrails, and wood deck construction

- Site furnishings (e.g., picnic tables, bar-height tables)
- Landscaping, restoration, and seeding
- Associated soft costs (e.g., geotechnical survey, permitting)

NOTE: Acquisition cost for the building is not included.

These improvements are designed to enhance the clubhouse’s functionality and appeal, supporting both golf operations and community events through improved circulation, gathering spaces, and site amenities.

v. Task 4: Land Development Planning

A conceptual layout for residential development was created for the remaining city-owned property adjacent to the existing clubhouse. This included neighborhood lot configurations, public street alignments, utility planning, and stormwater management strategies. Preliminary cost estimates for site development and infrastructure improvements were provided, establishing a baseline for evaluating the financial viability of the residential component.

Bolton & Menk, Inc. evaluated multiple development scenarios during the planning process. For this summary, the scenario presented reflects the highest-cost option, designed to align with traditional development patterns commonly used elsewhere in the community. This approach establishes a conservative, upper-bound cost benchmark for planning purposes. The proposed layout includes 7 lots to accommodate 14 residential units, along with public infrastructure (streets / utilities). Outlots / easements are proposed to permit access to golf course property and existing residential homes to the north.

Following the completion of the conceptual layout, a detailed cost opinion was prepared to estimate the financial investment required for site development. This includes earthwork, utility installation, paving, and associated engineering services. The breakdown below outlines the estimated costs for implementing the residential subdivision improvements.

Category / Improvement	Estimated Cost
Construction Subtotal	\$894,175
Contingency (20%)	\$178,800
Subtotal Construction with Contingency	\$1,072,975
Engineering - Design & Administration (10%)	\$107,000
Total Estimated Project Cost	\$1,179,975

This estimate includes:

- Clearing, grading, and excavation
- Installation of sanitary and storm sewer systems
- Water main and service connections
- Paving for streets and driveways
- Site restoration, erosion control, and traffic management
- Clubhouse demolition and site preparation
- Engineering design, specifications, and construction administration

NOTE: Acquisition cost for the land is not included

These cost estimates reflect a comprehensive and high-investment site improvement scenario, incorporating full public infrastructure, enhanced paving, and amenities aligned with city standards. While alternative layouts were considered—some featuring higher housing density, reduced public paving, and reliance on longer private service lines and driveways, this scenario was selected for the study to establish a clear upper-bound cost framework. It provides a conservative planning benchmark, ensuring that future design refinements or scaled-back alternatives may result in lower overall costs. It should be noted that these costs would be by the developer in a preferred scenario or the city would pay should the city take on infrastructure installation.

With the physical layout and infrastructure planning now conceptually defined, the next critical step is to evaluate the financial viability of implementing these improvements. Task 5 shifts the focus from design and planning to economic analysis, bringing together all prior elements to assess whether the proposed development can be supported through a sustainable financial model.

VI. Task 5: Financial Feasibility Study

Task 5 serves as the cornerstone of the Greenwood Development Study, bringing together the physical, architectural, and planning components into a comprehensive financial framework. While the preceding tasks focused on assessing existing conditions, envisioning improvements, and estimating development costs, Task 5 evaluates the economic viability of the entire initiative.

The primary objective of this task is to determine whether the proposed conversion of the Greenwood Community Center into a golf course clubhouse, alongside the development of adjacent residential lots, can be financially justified and sustainably implemented. This includes analyzing both the costs of public investment and the potential revenue generated through land sales and long-term community value.

Key goals of Task 5 include:

- Establishing baseline property values and tax implications for the parcels involved
- Estimating the market value and sale potential of newly created residential lots
- Integrating cost estimates for site development and building renovation into a unified financial model
- Outlining the entitlement process required to transition the site from concept to construction-ready development

Ultimately, Task 5 will produce a high-level financial analysis and entitlement roadmap that enables city leaders and stakeholders to make informed decisions about the future of the Greenwood site. It is the bridge between vision and implementation, ensuring that the project is not only desirable, but also fiscally responsible.

SubTask 5.1: Review Existing Property and Building Values

The Greenwood site is a 3.08-acre senior apartment complex consisting of nine residential buildings and one central community center. The residential buildings, constructed between the early and late 1970s, are tax-exempt and have not contributed to the property's taxable value. The current total assessed valuation of the site is \$1,221,300, down from \$1,520,900 in 2021, with \$0.00 in annual property taxes due to its exempt status.

Valuation

	2025	2024	2023	2022	2021
Classification	Exempt	Exempt	Exempt	Exempt	Exempt
+ Assessed Land Value	\$92,400	\$92,400	\$86,200	\$86,200	\$86,200
+ Assessed Building Value	\$1,128,900	\$1,128,900	\$1,434,700	\$1,434,700	\$1,434,700
+ Assessed Dwelling Value	\$0	\$0	\$0	\$0	\$0
= Gross Assessed Value	\$1,221,300	\$1,221,300	\$1,520,900	\$1,520,900	\$1,520,900
- Exempt Value	(\$1,221,300)	(\$1,221,300)	(\$1,520,900)	(\$1,520,900)	(\$1,520,900)
= Net Assessed Value	\$0	\$0	\$0	\$0	\$0

Taxation

	2023 Pay 2024-2023	2022 Pay 2023-2024	2021 Pay 2022-2023	2020 Pay 2021-2022
+ Taxable Land Value	\$0	\$0	\$0	\$0
+ Taxable Building Value	\$0	\$0	\$0	\$0
+ Taxable Dwelling Value	\$0	\$0	\$0	\$0
= Gross Taxable Value	\$0	\$0	\$0	\$0
- Homestead 55+ Exemption	\$0	\$0	\$0	\$0
- Military Exemption	\$0	\$0	\$0	\$0
= Net Taxable Value	\$0	\$0	\$0	\$0
x Levy Rate (per \$1000 of value)	41.10540	41.52545	41.11786	41.01724
= Gross Taxes Due	\$0.00	\$0.00	\$0.00	\$0.00
- Ag Land Credit	\$0.00	\$0.00	\$0.00	\$0.00
- Family Farm Credit	\$0.00	\$0.00	\$0.00	\$0.00
- Homestead Credit	\$0.00	\$0.00	\$0.00	\$0.00
- Disabled and Senior Citizens Credit	\$0.00	\$0.00	\$0.00	\$0.00
- Business Property Credit	\$0.00	\$0.00	\$0.00	\$0.00
= Net Taxes Due	\$0.00	\$0.00	\$0.00	\$0.00

The purpose of this subtask is to establish an approximate market value for the single one-bedroom apartment and the community / event space located within the existing Community Center building. This valuation is a critical component of the overall financial feasibility analysis for the redevelopment project and to inform discussions regarding a potential purchase by the City.

To determine the apartment's value, the Income Approach was applied. The Income Approach is a valuation method commonly used for income-producing properties. It estimates value based on the property's ability to generate rental income, converting that income into a present value using a capitalization rate. The Capitalization Rate (Cap Rate) is the rate of return expected by an investor, reflecting both market risk and anticipated return on investment. According to local rental market data ([apartments.com](https://www.apartments.com)), the average rent for a one-bedroom apartment in Jefferson, Iowa as of July 2025, is approximately \$474 per month, or \$5,688 annually.

Using capitalization rates typical for smaller Iowa Communities (7%–9%), the estimated value of the apartment ranges as follows:

- 7% Cap Rate: \$81,257
- 8% Cap Rate: \$71,100
- 9% Cap Rate: \$63,200

This results in a reasonable valuation range of \$63,000 to \$81,000, with a midpoint estimate of approximately \$71,000. For context, the average home value in Jefferson is \$151,077, and in Greene County, it is \$148,309, which supports the reasonableness of this estimate given the apartment's smaller size and single-unit nature.

To determine the Community Center building's value, the Sales Comparison Approach was applied. This method estimates value by comparing the subject property to similar properties that have recently sold in the same market area, adjusting for differences in size, condition, and use.

A relevant comparable sale was identified at 214 E State Street, which sold on August 31, 2023, for \$40,000. This property is a 5,435 square-foot building that underwent extensive remodeling into an event center after the sale. Its assessed valuation history reflects the impact of these improvements, increasing from \$75,000 in 2024 to \$212,000 in 2025. This demonstrates that substantial renovations can significantly increase property value, while unimproved properties may sell well below assessed value.

The Community Center building consists of approximately 8,840 square feet (4,420 square feet per level). The lower level is currently unfinished and planned for future use as a pro shop, bar / clubhouse, and golf simulator area, with about 1,000 square feet allocated for storage, furnace, and bathrooms. The upper level is finished but retains its original 1980s condition, featuring an old tile floor, a commercial kitchen, an open event space, along with a 640 square-foot apartment. The building has not been updated since 1983 but benefits from approximately 30 off-street parking spaces.

Using the comparable sale price of \$40,000 for 5,435 square feet (\$7.36 per square foot), the estimated unimproved value of the Community Center building (excluding the apartment) is calculated as follows:

- 8,200 sq. ft. × \$7.36 per sq. ft. = \$60,352

This estimate reflects the building's current condition and lack of recent improvements. Future renovations, such as finishing the basement and modernizing the upper level, could substantially increase its value, as demonstrated by the comparable property's post-renovation assessment.

Combined Estimate:

- Apartment: \$63,000 – \$81,000
- Community / Event Space: \$55,000 – \$70,000
- Total Estimated Range: \$118,000 – \$151,000
- Midpoint Estimate: Approximately \$135,000

These figures are preliminary estimates intended for planning purposes only. They are based on limited market data and assumptions regarding property condition and use. A certified appraisal should be obtained to establish an official market value prior to any acquisition or financial commitment. The final purchase price should reflect negotiations, current market conditions, and the property's unimproved state.

SubTask 5.2: Market Analysis of Residential Lots

This analysis provides a high-level overview of the residential lot market in Jefferson, Iowa to support pricing decisions for a proposed development of 7 lots (totaling 14 residential units). The goal is to compare the required pricing to cover development costs against current market-supported values, helping assess financial feasibility and potential funding gaps.

Project Overview

- Development Scope: 7 residential lots, each planned for 2 units (14 total)
- Total Development Cost: \$1,179,975
- Cost per Lot: \$168,568
- Cost per Unit: \$84,284

Market Data Summary

The Jefferson (Greene County) market is very thin on comparables and recent sales data.

- Recent Lot Sales in Jefferson (12 months)
 - W Central St (0.3 acres) – Sold for \$30,000
 - W Central St (0.24 acres) – Sold for \$30,000
 - 709 N Maple St (0.94 acres) – Sold for \$48,000

These sales suggest that typical improved vacant residential lots in Jefferson are currently valued at between \$30,000 and \$50,000, depending on location and size.

- Broader Land Pricing in Greene County

The average price of land listings in Greene County is \$343,648, but this figure includes large rural parcels and farmland, not residential lots. Residential parcels under 1 acre, with utilities available, in Jefferson consistently fall in the \$30,000–\$50,000 range. There is no substantial recent data available for unimproved, developable parcels. (Engagement with an appraiser can assist with gathering such data/analysis).

The market suggests a funding gap per lot of \$118,568 to \$139,568 dollars if the city were to install the improvements. A developer would experience a similar funding gap as the costs assume a zero acquisition for either. Any proposed land sale price of raw land to a developer will only increase the funding gap. The market-supported pricing is significantly below the break-even price required to recover development costs. This indicates a substantial funding gap that may require external support or strategic adjustments.

These external supports could include, but are not limited to, a variety of grant programs and tax credits, or working with rural utilities as an additional funding mechanism. A list of opportunities is provided below:

- Iowa Finance Authority's State Housing Trust Fund
 - [\(Local Housing Trust Fund | Economic Development & Finance Authority\)](#)
- Iowa Rural Development Council
 - [Power of Connection Grant](#)
- Iowa Economic Development Authority
 - [Rural Innovation Grant](#)
- Iowa Finance Authority
 - [Workforce Housing Tax Credit](#)
- US Department of Housing and Urban Development
 - [Rural Capacity Building](#)
- Grow Greene County Grant

This analysis estimates the annual property tax revenue generated by a 14-unit residential development in the City of Jefferson, based on a range of taxable valuations per unit. The FY2024 Rollback percentage for residential is 47.4316%. The FY2024 consolidated property tax levy for Jefferson is \$14.88578 per \$1,000 of taxable valuation. These rounded figures help to assess the long-term fiscal impact of the development on local revenues.

Assessed Value	Taxable Valuation per Unit (rollback amount)	Total Valuation (14 Units)	Annual Property Tax (FY2024)
\$425,550	\$200,000	\$2,800,000	\$41,680.18
\$531,925	\$250,000	\$3,500,000	\$52,100.23
\$638,300	\$300,000	\$4,200,000	\$62,520.28
\$744,680	\$350,000	\$4,900,000	\$72,940.32

At the FY2025 levy rate of \$14.88578 per \$1,000, the proposed development could generate between \$41,680 and \$72,940 annually in property tax revenue, depending on the final assessed value per unit. This revenue could support city services, infrastructure, or debt service, and may be a key consideration in evaluating the public return on investment for the project.

Here is an extended analysis of the property tax revenue potential for the proposed 14-unit residential development in the City of Jefferson, Greene County, Iowa, incorporating:

1. Multi-Year Projections (10 years with 2% annual valuation growth)
2. Tax Increment Financing (TIF) Scenarios
3. Cost-Benefit Comparisons (based on city service costs)

Multi-Year Property Tax Projections (FY2024–FY2033)

Assumptions:

- Base Taxable valuations per unit: \$200K, \$250K, \$300K, \$350K
- Annual growth rate: 2%
- City service cost: \$1,500 per unit/year (2% increase per year)
- Total units: 14
- FY2024 levy rate: \$15.43 per \$1,000

Sample Projection: \$250,000 Base Valuation:

Year	Valuation/Unit	Total Valuation	Tax Revenue	Service Cost	Net Revenue	TIF Capture
1	\$250,000	\$3,500,000	\$52,100.23	\$21,000.00	\$31,100.23	\$52,100.23
2	\$255,000	\$3,570,000	\$53,142.23	\$21,420.00	\$31,722.23	\$53,142.23
3	\$260,100	\$3,641,400	\$54,205.08	\$21,848.40	\$32,356.68	\$54,205.08
4	\$265,302	\$3,714,228	\$55,289.18	\$22,285.37	\$33,003.81	\$55,289.18
5	\$270,608	\$3,788,513	\$56,394.96	\$22,731.08	\$33,663.88	\$56,394.96
6	\$276,020	\$3,864,283	\$57,522.86	\$23,185.70	\$34,337.16	\$57,522.86
7	\$281,541	\$3,941,568	\$58,673.32	\$23,649.41	\$35,023.91	\$58,673.32
8	\$287,171	\$4,020,400	\$59,846.79	\$24,122.40	\$35,724.39	\$59,846.79
9	\$292,915	\$4,100,808	\$61,043.72	\$24,604.85	\$36,438.87	\$61,043.72
10	\$298,773	\$4,182,824	\$62,264.60	\$25,096.95	\$37,167.65	\$62,264.60

Tax Increment Financing (TIF) Scenario

If the development is placed in a Tax Increment Financing (TIF) district, and the City captures 100% of the property tax increment, the total TIF revenue over 10 years is estimated as follows:

- \$200K/unit: ~\$456,386
- \$250K/unit: ~\$570,482
- \$300K/unit: ~\$684,579
- \$350K/unit: ~\$798,676

Under Iowa law, when TIF is used for a residential project, a portion of the increment must benefit low – and moderate – income (LMI) families, based on the county’s LMI percentage. For Greene County (population under 15,000), this is proportional to the LMI percentage with no minimum floor. Assuming an LMI percentage of 40%, the required set-aside would be approximately:

- \$200K/unit: ~\$182,554
- \$250K/unit: ~\$228,193
- \$300K/unit: ~\$273,832
- \$350K/unit: ~\$319,470

These LMI funds can be used for projects or programs that directly benefit qualifying households, such as:

- Down payment or closing cost assistance for first-time homebuyers
- Rehabilitation or energy-efficiency improvements for existing LMI housing
- Development of affordable rental units
- Infrastructure improvements in LMI neighborhoods

This requirement reduces the amount of TIF revenue available for infrastructure cost recovery but also creates an opportunity to address local housing needs through targeted reinvestment.

Note: The LMI set-aside calculations in this report assume an estimated 40% LMI percentage for Greene County. The actual percentage should be verified using the most recent HUD LMISD data or Iowa Finance Authority resources prior to implementation.

Cost-Benefit Comparison

An assumption was made for an annual service cost of \$1,500 per unit. Annual service costs is the amount of hours/cost to the city to provide general necessary services such as public safety, road maintenance, parks, administrative services, etc.

- Annual service cost: \$21,000 (14 units × \$1,500)
- Net revenue increases each year due to valuation growth
- Even at the lowest valuation (\$200K/unit), the city sees a positive net fiscal impact starting in Year 1

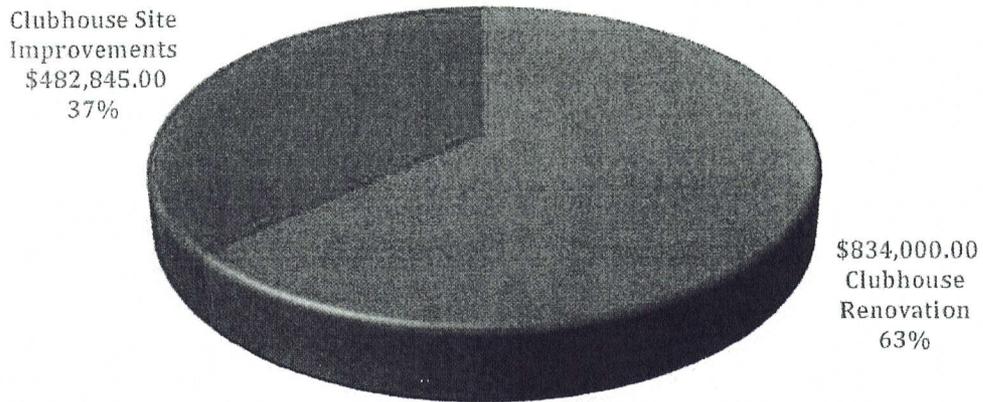
SubTask 5.3: Cost Integration and Financial Modeling

The financial analysis component of the Greenwood Development Study consolidates the estimated costs associated with the three primary physical improvements: the renovation of the existing community center into a clubhouse, the surrounding site enhancements, and the infrastructure required for residential subdivision development. These estimates provide a comprehensive view of the public investment needed to realize the proposed transformation and serve as a conservative benchmark for budgeting.

Category / Improvement	Estimated Cost
Clubhouse Renovation:	\$834,000
Clubhouse Site Improvements	\$482,845
Total Cost of Improvements:	\$1,316,845

NOTE: Additional ongoing expenses related to the golf simulator are estimated to be \$25,000 per year.

**COST ESTIMATES
PHYSICAL IMPROVEMENTS**

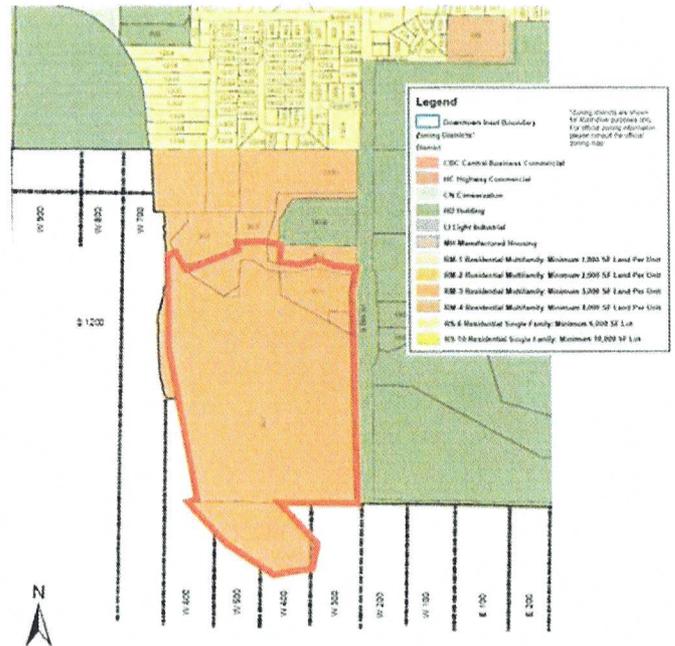


SubTask 5.4: Entitlement Process Outline

The entitlement process outlines the necessary steps to legally and administratively transition the Greenwood site from its current state to the proposed development configuration. This includes converting the existing Community Center into a public golf course clubhouse and subdividing adjacent land for residential use. The process will require coordination with city departments, planning commissions, and possibly external agencies to ensure compliance with zoning, land use, and infrastructure standards.

Key entitlement actions will likely include:

- Zoning.** The property is currently zoned RM-3 Residential Multi-Family (\$165.28), which requires a minimum of 3,000 square feet of land per unit. The conceptual plan for duplex development is consistent with this zoning designation and does not require a rezoning amendment, provided the proposed development conforms to the established bulk standards. Additionally, the zoning is supported by the Future Land Use Map, which designates the area for Multi-Family Residential, further reinforcing compatibility with the proposed use. The potential club house falls under a special exception C, in the RM district as a publicly owned and operated building and facility.



Zoning Symbol	Minimum Lot Area Per Dwelling Unit (sq. ft.)	Maximum Units Per Building	Minimum Lot Area (sq. ft.)	Minimum Lot Width (feet)	Minimum Front Setback (feet)	Minimum Side Setback (feet)	Minimum Rear Setback (feet)	Maximum Height (feet)
RM-1	1,000	None	6,000	60	20	10	20	3 stories or 45 feet
RM-2	2,000	12	6,000	60	20	10	20	3 stories or 45 feet
RM-3	3,000	8	6,000	60	20	10	20	3 stories or 45 feet
RM-4	4,000	4	6,000	60	20	10	20	3 stories or 45 feet

- Subdivision Platting. Formal platting of the residential lots, including public right-of-way dedication and utility easements. Several platting procedures will likely be required to accomplish the goals of the project:
 - Acquisition of the Greenwood Community Center Building and Surrounding Property. To support the conversion of portions of the building and adjacent land into the Jefferson City Golf Course Clubhouse / Pro Shop, a Plat of Survey (POS) will be needed to separate the Community Center building from the whole property and facilitate the transfer of ownership from the current private owner to the City of Jefferson.
 - Residential Subdivision Development. The City may need to consolidate multiple parcels currently associated with the golf course and owned by the City. A POS is recommended to combine these parcels into a unified tract for future sale to a developer. The formal subdivision process will follow the requirements outlined in §166.00 of the Jefferson City Code, beginning with a Preliminary Plat and followed by a Final Plat to permit development. The subdivision request will be reviewed by the Jefferson Planning and Zoning Commission, with final action taken by the City Council.
 - Site Plan Review. Approval of detailed site plans for both the clubhouse improvements and residential development, including grading, drainage, and utility layouts.

- Public Hearings and Notifications:
 - **Selling Property** As part of the entitlement process, the City of Jefferson may choose to sell portions of the development site to a future private developer. In which case, the developer would be responsible for replatting the development site and installing required improvements. The sale of city-owned real property is governed by **Section 364.7 of the Iowa Code**, which outlines a formal procedure to ensure transparency and legal compliance.
 - Step 1: City Council Resolution of Intent
 - Adopt a resolution expressing the City's intent to sell the property.
 - Set a date for a public hearing.
 - Step 2: Public Notice
 - Publish notice of the hearing at least 4 days and no more than 20 days before the hearing date.
 - The notice must include:

- A legal description of the property.
 - If no legal description exists or only part of a parcel is being sold, a survey may be required.
- Step 3: Public Hearing
 - Conduct the hearing to allow public input before final action.
- Step 4: Authorization of Sale
 - After the hearing, the Council must pass a second resolution authorizing the sale.
 - Upon approval:
 - The City prepares and delivers a deed to the buyer upon receipt of the purchase price.
 - The City Attorney ensures the deed and all legal documents are properly drafted and recorded with the county.

This process ensures that the sale of city-owned property is legally binding, publicly vetted, and properly recorded, reducing risk and facilitating a smooth transfer to support future development.

- **Acquisition of Property** If the City of Jefferson intends to purchase a privately owned building and adjacent land for partial conversion into a public clubhouse and related site improvements, the process would generally follow these steps:
 - Step 1: Negotiation with the Seller
 - Begin negotiations with the property owner regarding:
 - Purchase price.
 - Scope of land to be acquired.
 - Any conditions tied to the transaction.
 - Conduct an appraisal to establish fair market value.
 - Step 2: City Council Resolution of Intent
 - Adopt a resolution stating the City's intent to acquire the property.
 - Include a legal description of the property and the purpose of the acquisition.
 - Step 3: Public Hearing (Required by Iowa Code §364.7)
 - Publish notice of the hearing at least 4 days and no more than 20 days before the hearing date.
 - Notice must include:

- A clear description of the property.
 - The intended public use.
 - Allow public input during the hearing before making a final decision.
- Step 4: Final Council Action
 - After the hearing, adopt a resolution authorizing the purchase.
 - This resolution may also authorize the mayor to execute the deed and finalize the transaction upon payment.
- Step 5: Recording and Title Transfer
 - Once the deed is signed and payment is made, ensure the deed is recorded with the county recorder to complete the acquisition.

This process ensures that property acquisition for public use is transparent, legally compliant, and properly documented, reducing risk and facilitating a smooth transfer to support future development.

- Permitting. Acquisition of building permits, demolition permits (for existing structures), and environmental or stormwater permits as applicable.

This entitlement roadmap is essential for moving the project from concept to construction. It ensures that all legal, regulatory, and procedural requirements are met, reducing risk and providing a clear path for implementation. Coordination with city staff early in the process will be critical to streamline approvals and align the project with local development goals.

SubTask 5.5: Final Memo and Recommendations

This memo presents the final findings of the Greenwood Development Financial Feasibility Study, conducted to evaluate the transformation of the Greenwood Community Center into a public golf course clubhouse and the development of adjacent land into residential housing. The purpose of this analysis is to provide city leaders with a high-level financial framework and entitlement roadmap to guide decision-making and implementation.

Summary of Costs and Revenues

- Clubhouse Renovation: \$834,000
- Clubhouse Site Improvements: \$482,845

Total Estimated Public Investment: \$1,316,845

- Estimated Annual Property Tax Revenue (14 units): \$41,680 to \$72,940
- 10-Year TIF Revenue Potential: \$456,386 to 798,676

Financial Feasibility Conclusions

The proposed development is not financially self-sustaining under current market conditions. Market-supported lot prices fall significantly below the break-even cost, and the golf course is projected to operate at an annual deficit even under optimistic revenue scenarios.

Discussions with the Greenwood Board regarding the acquisition cost of the community building versus new construction, as well as the long-term viability of maintaining the Community Center function, will be critical to refining the financial model.

The project's viability depends on securing external funding sources, including grants, tax credits, and Tax Increment Financing (TIF) revenue, and implementing operational improvements to reduce ongoing losses. Without these measures, the City of Jefferson would assume substantial financial risk, and the project may not be feasible.

This study provides a framework for informed decision-making. If the City wishes to move forward, additional steps will be necessary to refine costs, confirm funding commitments, and develop a phased implementation strategy that minimizes financial exposure.

Additionally, the analysis of the proposed development is based on the highest-cost residential development scenario, which includes full public infrastructure and enhanced amenities to align with city standards (installed by the city or a private developer). Alternative layouts or cost-reduction strategies, such as reduced paving, private drives, or higher-density housing, could lower overall costs and improve feasibility.

Key Assumptions and Need for Further Study

This analysis is based on preliminary cost estimates, market data, and operational projections. Assumptions include average lot sale prices, estimated renovation costs, and projected tax revenues. Due to limited comparable sales and evolving market conditions, if the City chooses to move forward with the project, additional steps will be necessary to refine financial projections and implementation strategies. These steps may include formal appraisals, updated engineering assessments, and engagement with potential developers to confirm market interest and cost-sharing opportunities.

Entitlement Steps and Timeline

- Zoning confirmation (RM-3 Multi-Family Residential)
- Plat of Survey (POS) for acquisition and consolidation
- Preliminary and Final Plat approval
- Site Plan Review for clubhouse and residential areas
- Public Hearings and Council Resolutions for property sale / acquisition
- Permitting: Building, demolition, environmental, stormwater

Optional Scenarios or Phasing Strategies

Three revenue growth scenarios were modeled for the golf course operations:

- Conservative: \$210,500 revenue, \$81,500 deficit
- Moderate: \$223,500 revenue, \$68,500 deficit
- Aggressive: \$237,500 revenue, \$54,500 deficit

A more detailed review of the golf course operations and revenue growth scenarios is provided in Appendix C.

Phased implementation of clubhouse improvements, site improvements and residential development may reduce upfront costs and allow for incremental funding and construction.

VII. Conclusion

The Greenwood Development initiative offers the potential for long-term community and recreational benefits, but it is not financially self-sustaining under current conditions. The golf course is projected to operate at an annual deficit even under optimistic scenarios with additional amenities. Additionally, market-supported lot prices are significantly below the break-even cost for infrastructure regarding the potential housing development.

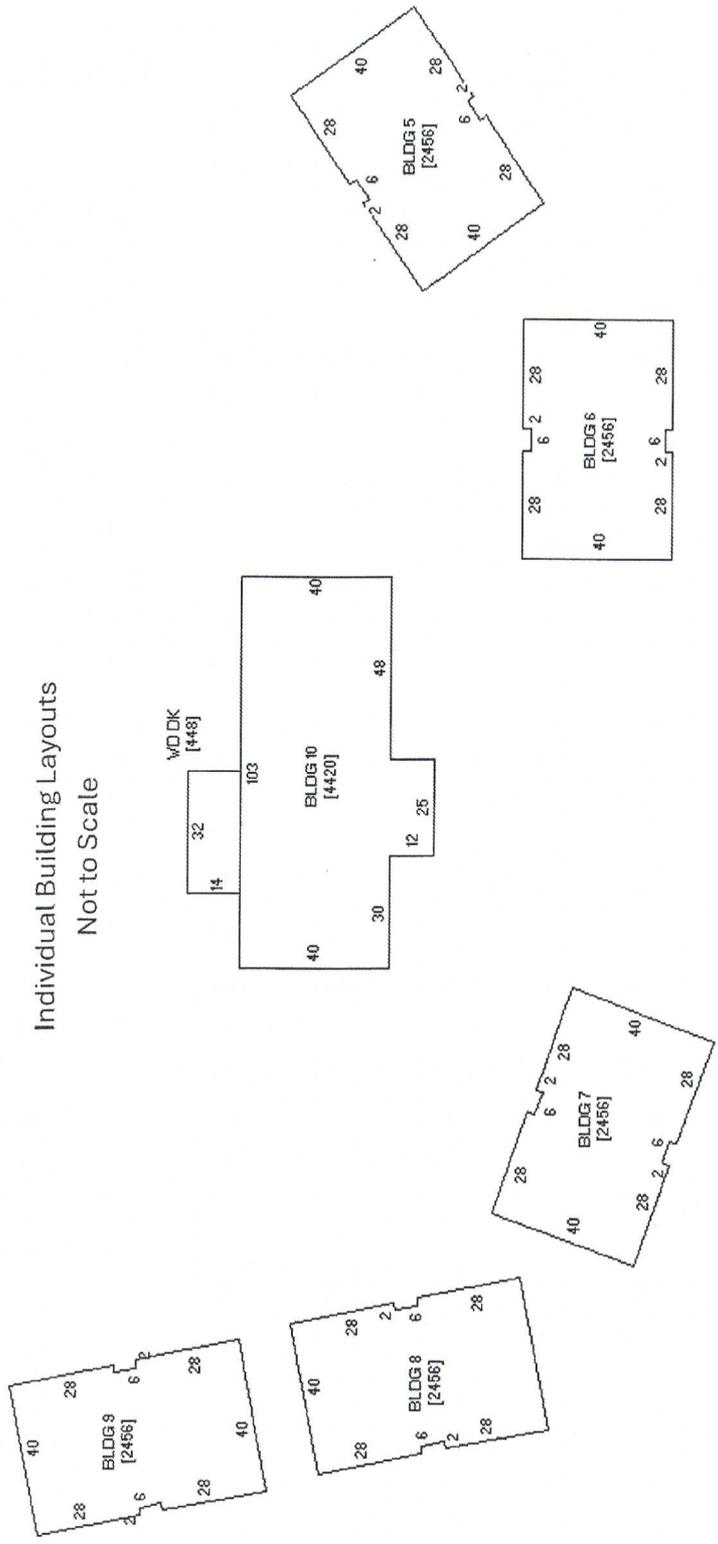
The project's viability depends on securing external funding sources—such as grants, tax credits, and TIF revenue—and implementing operational improvements to reduce ongoing losses. Without these measures, the City would assume substantial financial risk, and the project may not be feasible.

This study provides a framework for informed decision-making. If the City wishes to move forward, additional steps will be necessary to refine costs, confirm funding commitments, and develop a phased implementation strategy that minimizes financial exposure.

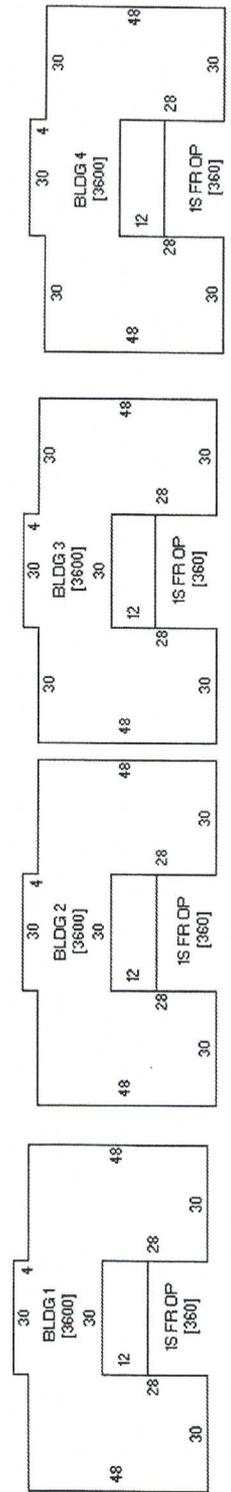
Appendix B: Greenwood Building Layouts



Individual Building Layouts
Not to Scale



GREENWOOD RD



Jefferson City Golf Course Current Operations Summary

To inform the financial feasibility analysis for the Greenwood Development Study, the City of Jefferson provided operational and financial data for the existing Jefferson City Golf Course (JCGC). This information, supplied by the Clubhouse Manager, offers insight into current membership trends, rounds played, revenue streams, and operating expenses. Understanding the baseline performance of the golf course is critical for evaluating the potential impact of proposed clubhouse renovations and related site improvements.

Current Operations Summary

The Jefferson City Golf Course (JCGC) currently operates as a seasonal facility with a strong membership base but faces financial challenges that limit its long-term sustainability. Based on data provided by the Clubhouse Manager, the course generates approximately \$198,500 in annual revenue against \$267,000 in expenses, resulting in an operating deficit of about \$68,500 per year. The primary revenue drivers are memberships and cart rentals (together accounting for nearly 45% of total revenue), while food and beverage contributes roughly 21%. Labor costs represent the largest expense category, exceeding 50% of total operating costs.

Operational constraints include a peak-season-only schedule (closed November through February) and the absence of detailed member round tracking, which limits the ability to calculate per-round profitability. Despite these challenges, the course maintains a loyal membership base of 167 members, with the largest share in the senior demographic. Approximately 10,000–12,000 rounds are played annually, with member rounds comprising the majority.

Key Observations

- Operating Deficit: ~\$68,500 annually (Revenue \$198,500 – Expenses \$267,000)
- Revenue Drivers: Memberships and cart rentals dominate; Food & Beverage is a significant secondary contributor
- Constraints: Seasonal closure and limited data tracking reduce revenue potential and operational insight

Opportunities for Growth

The proposed clubhouse renovation and expansion create multiple avenues for improving financial performance and community engagement:

- Expanded Event Space: Upgrading the upstairs area for small to mid-sized gatherings could increase event rentals and associated F&B sales
- Food & Beverage Growth: Modernized facilities can elevate service quality and increase per-round spent beyond the current \$4 average
- Off-Season Revenue: Installing one or two golf simulators in the lower-level clubhouse would enable winter leagues, lessons, and casual play, generating new revenue streams during the off-season
- Membership Expansion: Enhanced amenities and year-round offerings could attract younger demographics, families, and corporate memberships

Strategically, these improvements position JCGC as a multi-use, year-round community asset, reducing reliance on peak-season play and diversifying revenue streams. While current operations operate at a deficit, targeted investments in facilities and programming can significantly improve financial sustainability and enhance the overall user experience.

Projected Revenue Scenarios – Future Opportunities

To evaluate the potential impact of clubhouse improvements and added amenities, three scenarios were developed—Conservative, Moderate, and Aggressive—based on the following growth levers:

- Golf Simulators: Adding 1–2 simulators for off-season play and winter leagues
- Expanded Event Space: Increasing event rentals through improved upstairs facilities
- Food & Beverage (F&B): Raising per-round spent through upgraded service and menu options

The addition of golf simulators and potential for more events being hosted would cause an increase in operating costs. For the purpose of these scenarios those costs are estimated to be \$19,000 for employee time and \$6,000 for F&B, total increase in expenses of \$25,000.

Summary of Findings

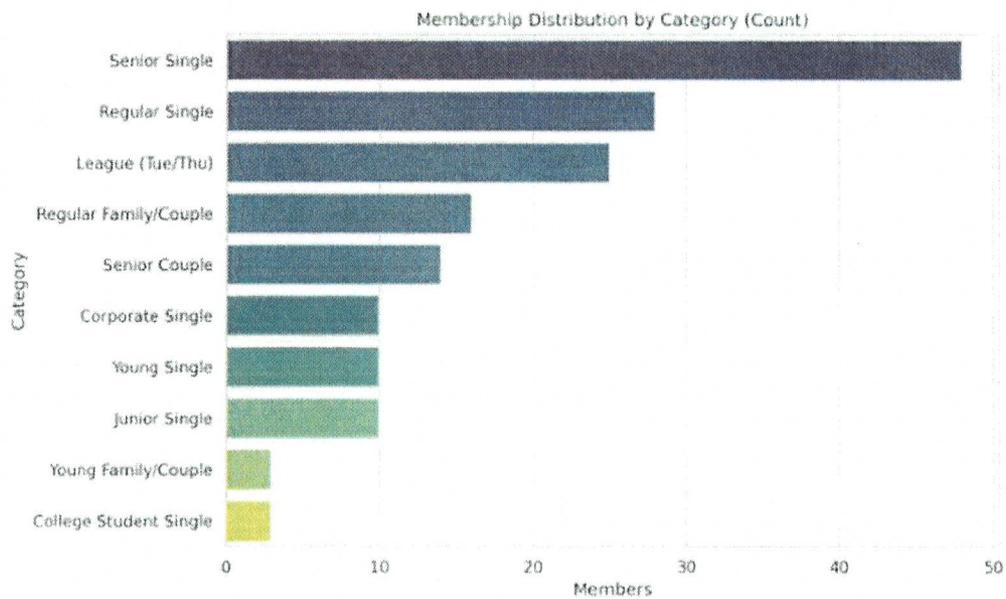
- Baseline: Current revenue is \$198,500, expenses are \$267,000, resulting in an operating deficit of \$68,500 annually
- Conservative Scenario:
 - Adds \$5,000 from simulators, \$2,000 from events, and \$5,000 from F&B
 - Estimated expenses: \$25,000
 - Projected Revenue: \$210,500 | Projected expenses \$292,000 | Net Position: –\$81,500
- Moderate Scenario:
 - Adds \$10,000 from simulators, \$5,000 from events, and \$10,000 from F&B
 - Estimated expenses: \$25,000
 - Projected Revenue: \$223,500 | Projected expenses \$292,000 | Net Position: –\$68,500
- Aggressive Scenario:
 - Adds \$15,000 from simulators, \$9,000 from events, and \$15,000 from F&B
 - Estimated expenses: \$25,000
 - Projected Revenue: \$237,500 | Projected expenses \$292,000 | Net Position: –\$54,500

Key Takeaways

Even under aggressive assumptions, the golf course would continue to operate at a deficit; however, the gap narrows — by nearly \$15,000 compared to current operations. These projections are conservative because they do not account for potential membership growth, which could further improve financial performance. Adding simulators and enhancing event space would create year-round revenue opportunities, reducing reliance on peak-season play and strengthening community engagement. Additionally, improvements to food and beverage service and expanded event hosting could increase per-round spending and diversify revenue streams, positioning the Jefferson City Golf Course as a more sustainable and multi-use community asset.

Membership Overview

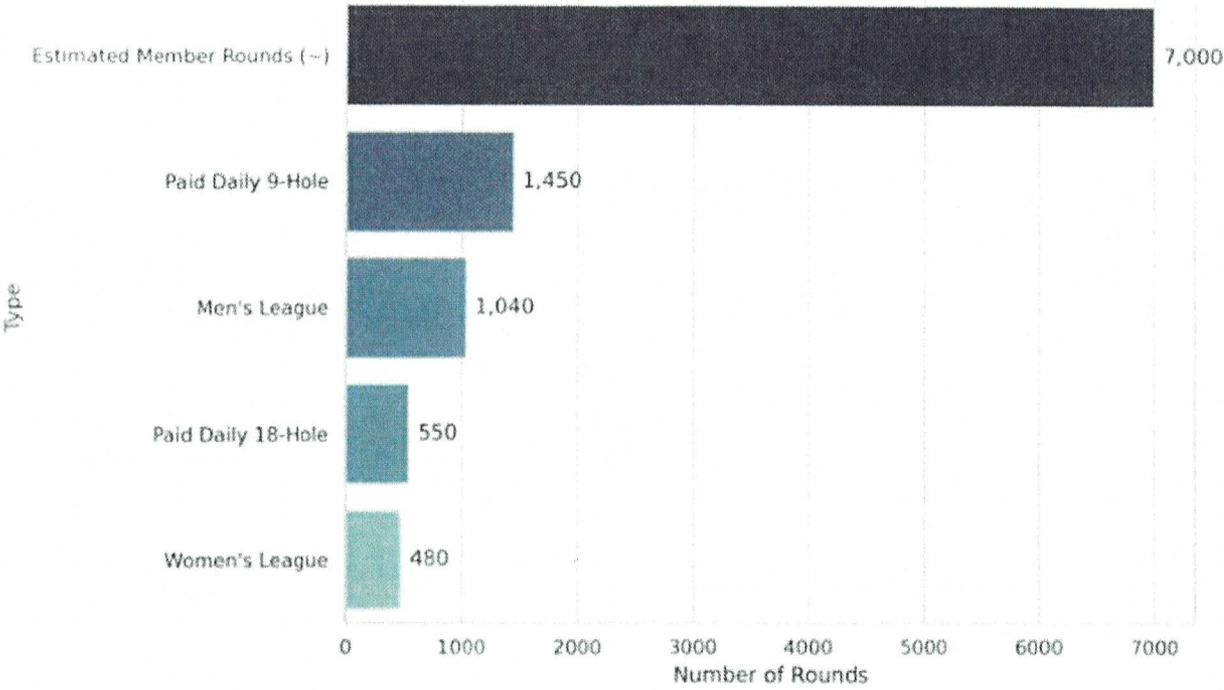
Membership Category	Membership Count (2025 Season)
Regular Family / Couple	16
Young Family / Couple	3
Corporate Single	10
Senior Couple	14
Senior Single	48
Regular Single	28
Young Single	10
Junior Single	10
College Student Single	3
League Membership (Tue / Thurs)	25
Total Memberships	167



Rounds Played Per Season

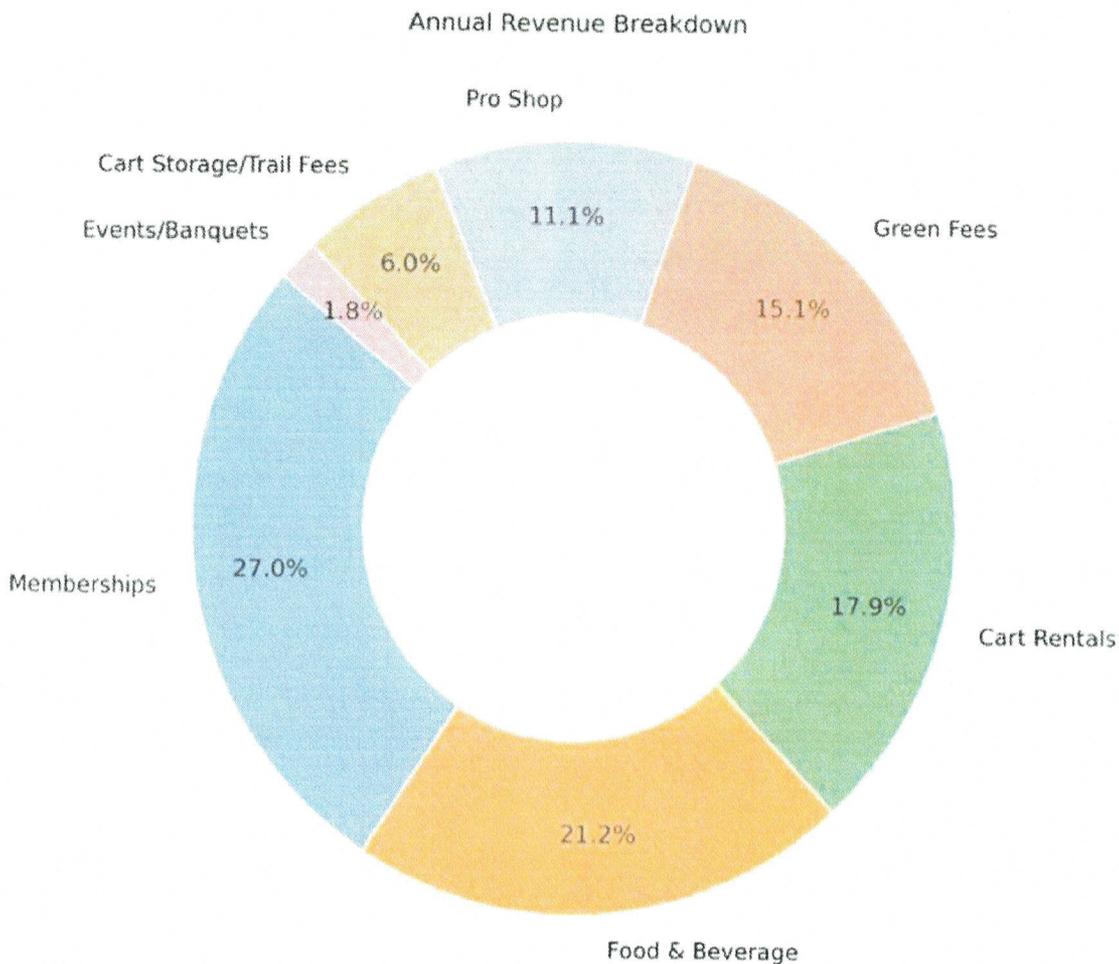
- **Paid Daily Rounds:**
 - 9 Holes: 1,450
 - 18 Holes: 550
- **League Rounds:**
 - Men's League: 1,040
 - Women's League: 480
- **Estimated Member Rounds:** ~7,000 (not tracked)
- **Total Estimated Rounds:** 10,000–12,000 annually
- **Seasonality:** 100% peak season (closed November–February)

Annual Rounds Composition (Approximate)



Revenue Breakdown (Annual)

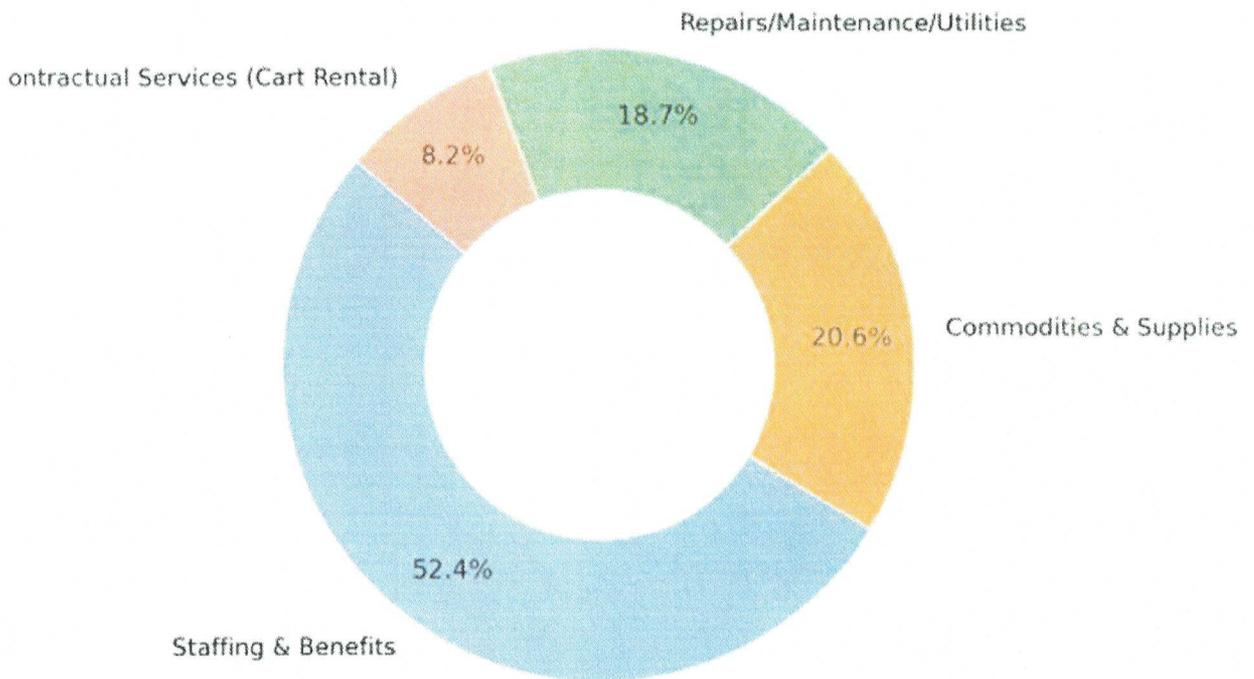
Annual Revenue Breakdown	2025 Estimate
Memberships	\$53,500
Green Fees	\$30,000
Cart Rentals	\$35,500
Food & Beverage	\$42,000
Pro Shop	\$22,000
Events / Banquets	\$3,500
Cart Storage / Trail Fees	\$12,000
Total Revenue	\$198,500



Operating Expenses

Annual Operating Expenses Breakdown	2025 Estimate
Employee Staffing / Benefits	\$140,000
Repairs / Course Maintenance / Utilities	\$50,000
Contractual Services / Rental Cart	\$22,000
Commodities (Supplies / Etc)	\$55,000
Total Expenses	\$267,000

Annual Operating Expense Breakdown



Staffing

- 2 Full-Time Employees
- 5 Seasonal Employees

Events & Rentals

- ~30 paid events annually
- Estimated net revenue per event: \$200–\$250
- Outside catering allowed

Cart Storage

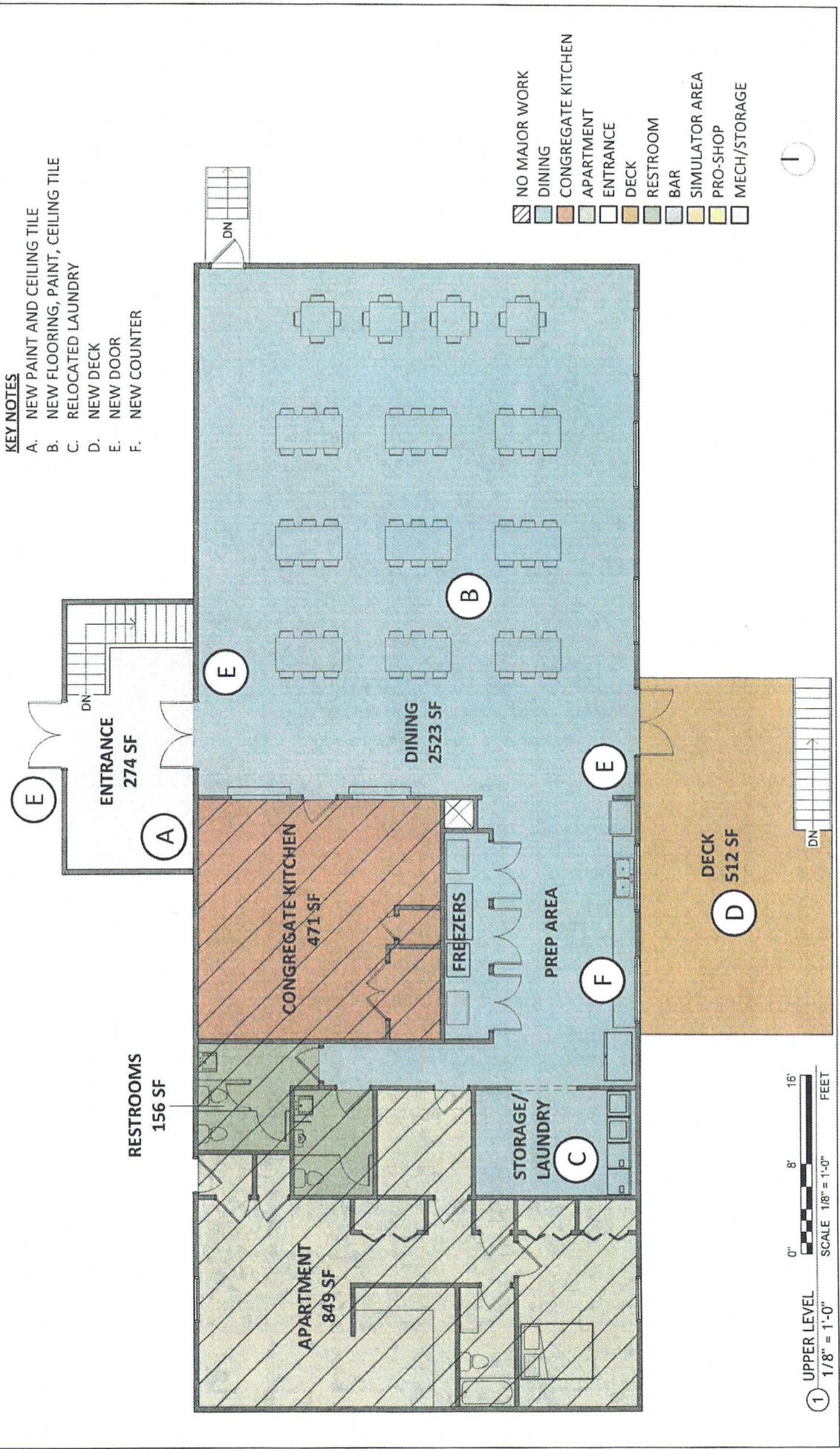
- 2 sheds with 84 stalls (53 in use; 31 open)
- Off-season: 18 rental carts stored, leaving 13 open spaces
- Trail fees: \$5 daily / \$50 annual

Appendix D: Community Center Concept Plan



KEY NOTES

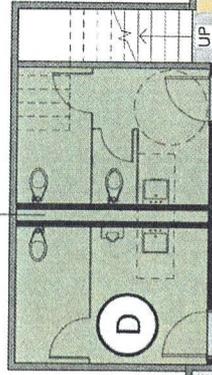
- A. NEW PAINT AND CEILING TILE
- B. NEW FLOORING, PAINT, CEILING TILE
- C. RELOCATED LAUNDRY
- D. NEW DECK
- E. NEW DOOR
- F. NEW COUNTER



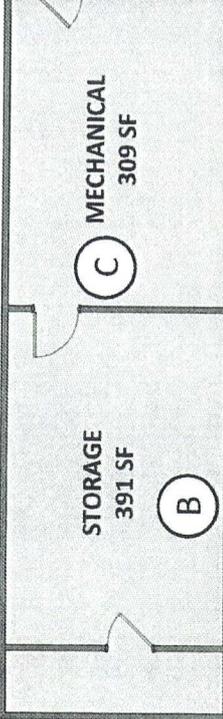
KEY NOTES

- A. SOUND DEADENING INSULATION AND EXTRA LAYER OF GYPSUM BOARD BENEATH THE EXISTING APARTMENT
- B. INFILL DOOR
- C. STORAGE ACCESS
- D. NEW TILE FLOOR, CEILINGS AND FIXTURES
- E. NEW DOOR
- F. PATIO. SEE LANDSCAPE
- G. REMOVE EXISTING SLAB FLOOR

RESTROOMS
257 SF

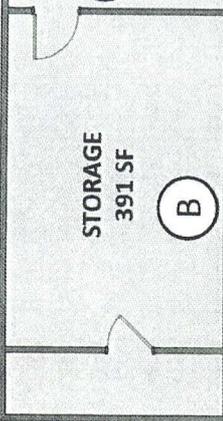


MECHANICAL
309 SF

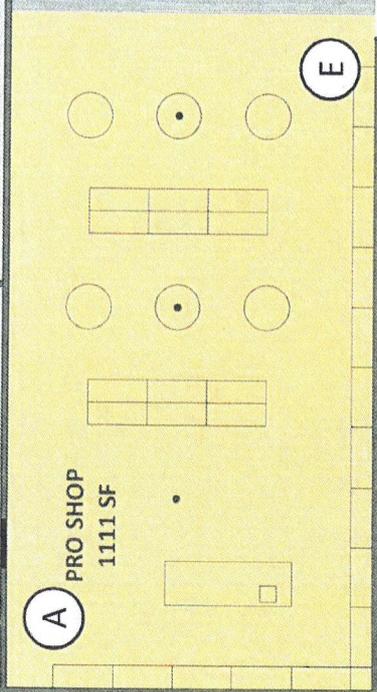


STORAGE
391 SF

B

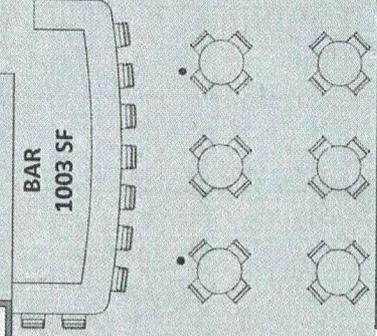


A **PRO SHOP**
1111 SF

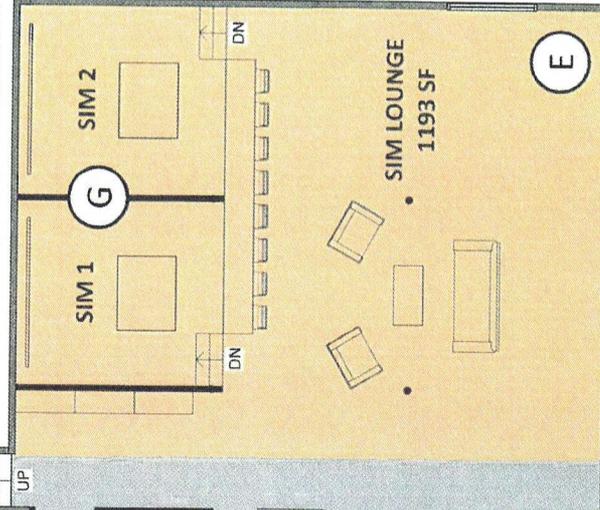


KITCHENETTE

BAR
1003 SF

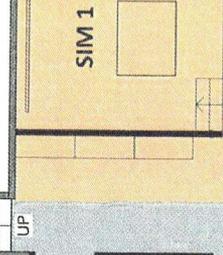


SIM LOUNGE
1193 SF



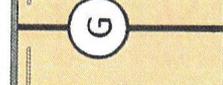
SIM 1

G



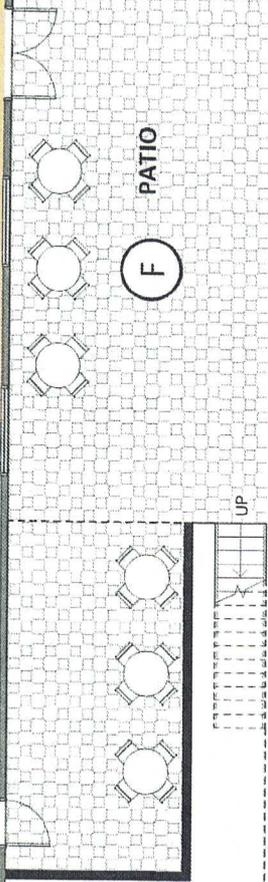
SIM 2

G



PATIO

F



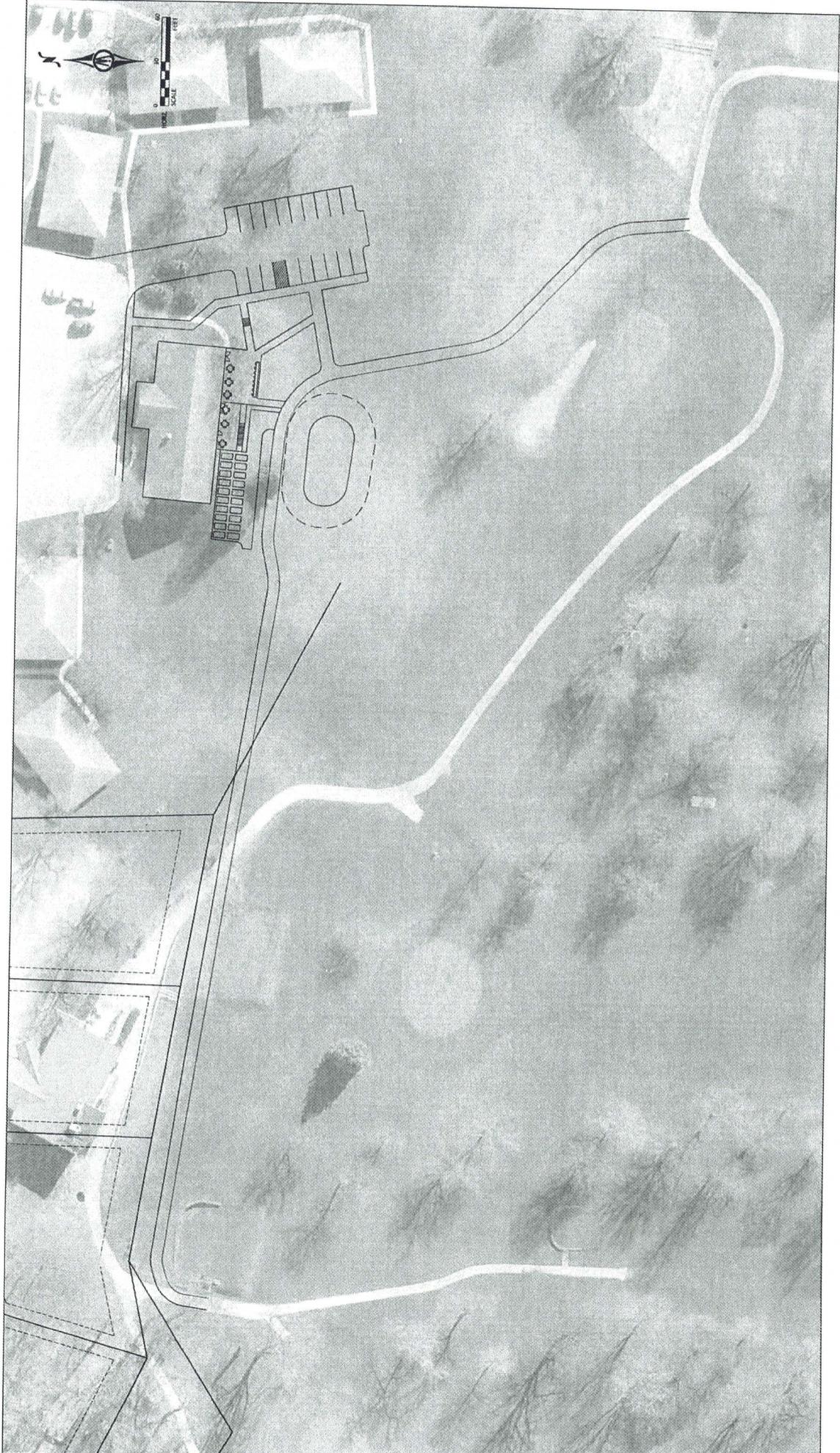
- NO MAJOR WORK
- DINING
- CONGREGATE KITCHEN
- APARTMENT
- ENTRANCE
- DECK
- RESTROOM
- BAR
- SIMULATOR AREA
- PRO-SHOP
- MECH/STORAGE



1 LOWER LEVEL
1/8" = 1'-0"



Appendix E: Clubhouse Site Concept



Appendix F: Residential Development Layout

