

The Market at 88th Planned Development Overlay Zoning Standards

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Introduction

The subject property is located at the northeast intersection of Washington Street and East 88th Avenue and is comprised of several parcels, the largest of which is the former Thornton Shopping Center site, once a key commercial hub in south Thornton. The Thornton Shopping Center opened in 1955 as the first major retail center in the city and served as a regional destination for Thornton's early suburban neighborhoods, with a grocery store, drugstore, and other small shops. The shopping center has since been demolished and the site is now owned by the City of Thornton and Thornton Development Authority. Positioned at the intersection of two high-traffic corridors, the site offers strong visibility and connectivity to the surrounding community and the broader Denver metro area.

The property's current zoning designation is General Commercial (GC) which intends to preserve opportunities for retail, service, office, and other non-residential uses while allowing for limited integration of residential components to enhance site vitality.

Adjacent properties include commercial uses to the south (GC-General Commercial), commercial uses to the west (RC-Regional Commercial), high density residential (Corona Street Apartments to the east (RH-Residential High Density), and single-family neighborhoods to the north and east (SFD-L-Single family detached-legacy).

Purpose and Justification

Purpose and Intent

The City envisions redevelopment of the Thornton Shopping Center as a vibrant, mixed-use community hub with retail, residential, and social gathering spaces and pedestrian-scale connectivity with the surrounding neighborhood. Zoning and development standards adjustments proposed in this Planned Development-Overlay (PD-O) will enable transformation of the site into a signature placemaking destination—one that catalyzes reinvestment, enhances community identity, and expands both retail and housing options available in Thornton.

The purpose and intent of the PD-O District is to foster high quality, creative, and innovative land planning and site design that furthers the objectives of the city, which cannot be achieved through the strict application of the land use and design standards under the GC district. The PD-O overlay creates a customized regulatory framework with the flexibility to fully integrate commercial, retail, residential, civic, and public space uses. The specific standards within the PD-O ensure greater certainty and creativity for future development while maintaining the primary GC district's role as a generator of commercial activity and fiscal strength. By encouraging a robust mix of

residential and commercial uses, these zoning refinements can help maintain a strong sales tax base while also expanding housing options and enhancing quality of life to support project feasibility.

The zoning adjustments help create a clearer and more predictable framework for reinvestment and attract developer interest in the Thornton Shopping Center for successful redevelopment into vibrant, resilient destination that reflects the City and community's long-term vision.

PD-O Justification

In accordance with Section 18-132(c)(2) of the City Code, the Market at 88th PD-O satisfies the following objectives:

- a. ***Comprehensive Plan alignment.*** *The PD-O shall be consistent with the goals, objectives, and policies set forth in the Comprehensive Plan and other adopted plans and policy documents of the city.*

Response: While the current General Commercial (GC) zoning is generally supportive of retail and service uses and allows some limited mixed-use / residential integration, targeted adjustments to the zoning are needed to help achieve the City's vision and remain responsive to the market for the Thornton Shopping Center site. Without targeted adjustments, redevelopment under GC zoning would likely default to incremental, suburban-style formats rather than the transformative, destination-oriented redevelopment desired by the City.

The standards of the PD-O will broaden the mix to explicitly allow additional residential uses (to support commercial), experiential retail, larger restaurants, food halls, and broader housing types. Taller building allowances in select locations, flexible setbacks, reduced parking minimums, and shared parking strategies to enable more efficient, urban-scale site design.

- b. ***Placemaking.*** *The PD-O shall have a distinctive identity and brand that is utilized in signs, streetscape, public art, architecture, public gathering spaces, and open spaces.*

Response: The PD-O establishes a framework for creating a cohesive and recognizable identity for the Market at 88th through coordinated architecture, signage, streetscape design, and public realm elements. Emphasis is placed on placemaking through integrated public spaces, high-quality materials, and thoughtfully designed gathering spaces that support a vibrant, destination-oriented environment. Through future development proposals, the project will be

required to demonstrate consistency with the overall vision, placemaking identity, and branding.

- c. ***Integrated design.*** *The PD-O shall be laid out and developed in accordance with an integrated overall design. The design shall provide harmonious grouping of buildings, uses, facilities, community spaces, and open spaces. The design shall be highly connected internally and externally and maximize multimodal transportation.*

Response: The PD-O provides a flexible yet coordinated framework to ensure development occurs as part of an integrated and unified overall design. Standards promote the cohesive arrangement of buildings, uses, and open spaces, with an emphasis on strong multimodal linkages both within the site and to surrounding areas. As redevelopment occurs, individual phases will be required to demonstrate how they contribute to the overall site design, with detailed site plan review ensuring harmonious integration of uses, buildings, and public spaces.

- d. ***Compatibility with adjacent land uses.*** *The PD-O shall include uses which are generally compatible with the uses of adjacent parcels. If the uses are not generally compatible, adverse impacts shall be mitigated through building design, height, and placement; significant screening; landscaping; public open space; and other buffering features that protect uses within the development and surrounding properties beyond what is otherwise required.*

Response: Adjacent uses consist of a mix of non-residential, institutional, and residential uses, most of which are auto-oriented. Specific land uses allowed by this PD-O encourage pedestrian-oriented development while many auto-dependent uses are prohibited. Development standards established by this PD-O will respect surrounding uses through appropriate site design, buffers, scale, and massing.

- e. ***Landscape conservation and visual enhancement.*** *To the maximum extent feasible, the PD-O shall preserve and enhance existing natural features and amenities, such as stands of mature trees, specimen trees, riparian areas, wildlife habitat, unique landforms or topography, and significant viewsheds.*

Response: While the land is largely void of riparian areas, wildlife habitats, unique topography, and other significant natural features, development of the land will seek to preserve existing trees, landscaped areas, and prominent views to the south and west.

f. **Open space and community space.** *The PD-O shall include prominent and accessible open space and community space provided in accordance with the public land dedication requirements in Section 18-691.*

Response: In keeping with the Thornton community’s desire for strong civic and public spaces, the PD-O requires a minimum of 20% of the land within Planning Area A to be reserved for public park and open spaces. Additionally, the design standards are thoughtfully crafted to integrate these spaces with emphasis on placemaking and activation, pedestrian-friendly design, and flexible indoor/outdoor areas that support community events, dining, and entertainment.

g. **Archaeological, historical, or cultural impact.** *The PD-O shall not substantially adversely impact a known archaeological, historical, or cultural resource, included on the local, state, or federal register of historic places, located on or off the parcel(s) proposed for development. Examples of adverse impacts include but are not limited to:*

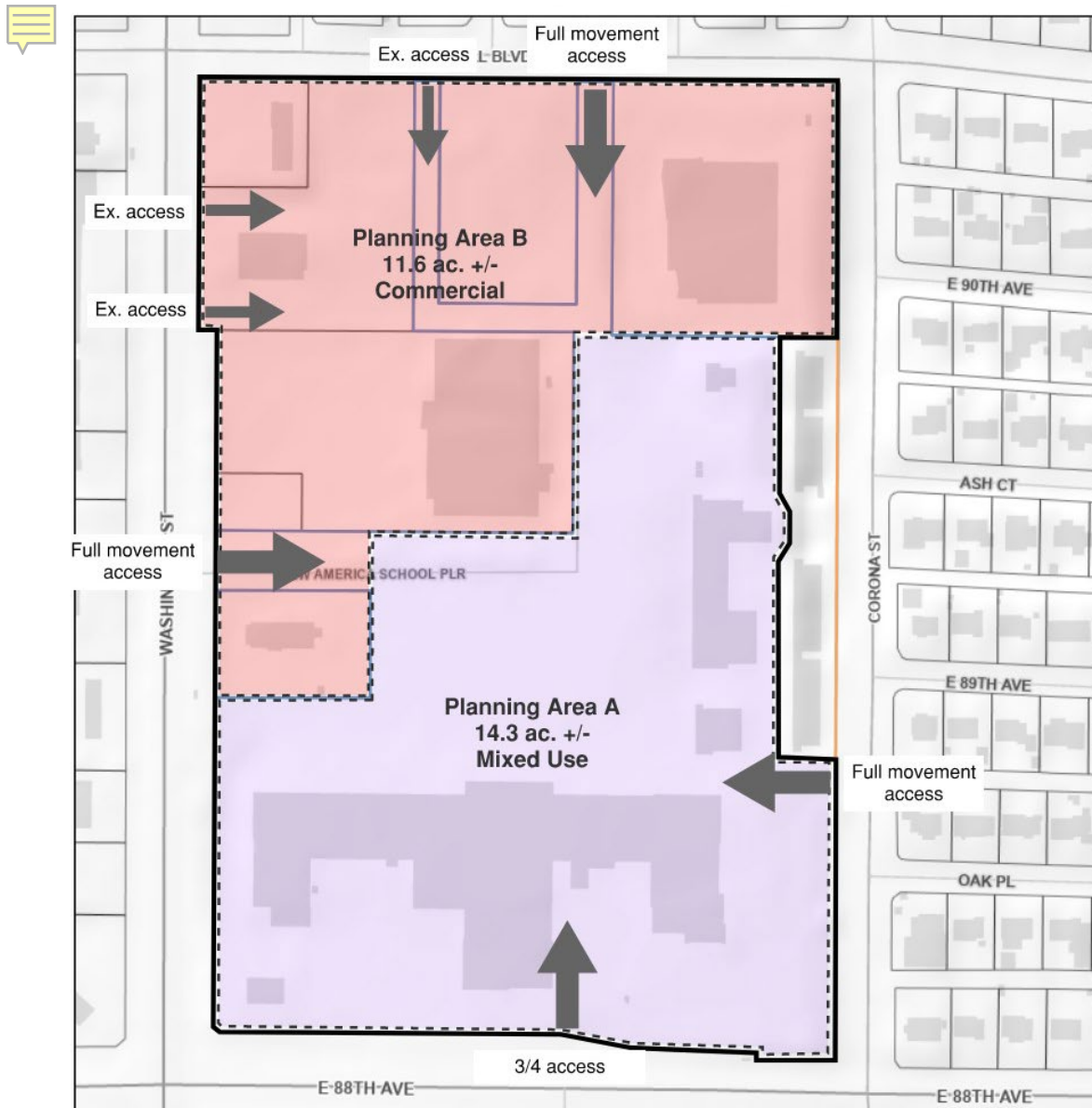
1. *Neglect, destruction, damage, or removal of resources; alteration of property inconsistent with the Secretary of the Interior’s Standards for the Treatment of Historic Properties;*
2. *Change of the character of the physical features of the resource’s setting that contribute to its historic significance; and*
3. *Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property’s significant historic features.*

Response: There are no known archaeological, historical, or cultural resource associated with the subject property.

PD-O District Standards

The Market at 88th PD-O consists of 25.9 acres of land at the northeast corner of East 88th Avenue and Washington Street. The PD-O is organized around two planning areas as depicted in the PD-O map and described below.

Planning Area	Land Use Category	Acreage	Maximum Density	Maximum Units
PA A	Mixed Use	14.3	25 du/ac	357
PA B	Commercial	11.6	N/A	N/A
Total		25.9	25 du/ac	357



Planning Area A: Mixed Use

The Mixed Use (MU) Planning Area is established to accommodate vertical and horizontal mixed-use development that combines a thoughtfully integrated and compatible mix of residential and non-residential uses in locations consistent with the Comprehensive Plan. The MU District is intended to create a compact, pedestrian-friendly, and unique environment where people can live, shop, work, and play. The land use and development standards facilitate a bold, transformative redevelopment that establishes a distinctive identity through a combination of high-density housing, experiential retail, and activated public spaces. The MU Planning Area has built-in flexibility to accommodate anchor-driven retail with diverse housing and services.

Land Use Mix

A maximum of 30% of the Mixed Use Planning area may be devoted to residential uses. Buildings that contain 100% non-residential uses on the ground floor are not included in this limitation.

A minimum of 20% of the Mixed Use Planning Area shall consist of public park and open space areas.

Applicability of Standards

These PD-O Standards shall govern future development applications in Planning Area A. All regulations not specified in these PD-O Standards for Planning Area A shall conform to the requirements for each use and the underlying MU district as outlined in the City Code in effect at the time of development, as determined by the Director. In the event of a conflict between the City Code and any of the provisions set forth in these PD Standards, these PD Standards shall control.

Uses and Use Regulations

Unless otherwise defined within these PD-O Standards, land use definitions shall follow those as defined in the Development Code.

Following is a list of allowable land uses for Planning Area A. Uses indicated as SUP shall require approval of a Special Use Permit. Unless otherwise regulated by this PD-O, uses indicated as (L) shall be subject to applicable limited use standards as described in the Development Code. Uses indicated as (TUP) shall require approval of a Temporary Use Permit.

Principal Uses

Agriculture and Animal Related Uses

Community Garden

Commercial Uses

Artisan Manufacturing

Bank, Credit Union, Financial Services (L)

Bar / Lounge / Tavern

Equipment Rental (L)

Food Hall / Market Hall

Food Truck Court

General Commercial, 5,000 sq. ft. or less

General Commercial, more than 5,000 sq. ft. (L)

General Office / Professional Services, 5,000 sq. ft. or less

General Office / Professional Services, more than 5,000 sq. ft. (L)

Medical Clinic

Micro Alcohol (L)

Natural Medicine Healing Center

Personal Services (L)

Private Event/Banquet Facility

Restaurant 5,000 sq. ft. or less

Restaurant more than 5,000 sq. ft. (L)

Entertainment Uses

Cultural and Arts Facility

Private Entertainment / Recreation / Fitness Facility, Indoor

Movie Theater (L)

Industrial, Automotive, and Transportation Uses

Brewery / Winery / Distillery

Catering

Commercial Kitchen

Parking Structure

Transit Passenger Shelter

Lodging Uses

None Allowed

Public and Institutional Uses

Business / Technical / Trade School, Indoor Activity Only (L)

Day Care Facility (L)

Library

Park

Post Office

Public Entertainment / Recreation Facility

Public Service / Safety Facility

Residential Uses

Dwelling, Live-Work

Multi-Unit Dwelling (single lot)

Multi-Unit Dwelling Complex (single lot)

Multi-Unit Dwelling, Above Ground Floor (single lot)

Triplex/Quadplex (single lot)

Utilities and Infrastructure Uses

Utility or Government Installation Other than Listed (SUP)

Wireless Telecommunications, Tower and Equipment (SUP)

Accessory Uses

Accessory Building / Structure

Accessory Community Center, Private

Accessory Food Truck Court

Accessory Game Court, Private

Accessory Outdoor Merchandise Display and Sales

Accessory Outdoor Seating

Accessory Retail / Restaurant

Home Occupation

Solar Energy Collection System, Canopy

Solar Energy Collection System, Roof-Mounted

Swimming Pool, Private

Urban Garden

Wind Energy Conversion Systems

Temporary Uses

Mobile Vendor

Pop-Up Retail / Restaurant

Seasonal Sales

Special Event

Temporary Parking Lot

Temporary Use, Other

Additional Use Provisions

1. Buildings containing a residential use shall not exceed 30% of the total land area of the site proposed to be developed. Buildings that contain 100% non-residential uses on the ground floor are exempt from this requirement.
2. Bank, Credit Union, Financial Services uses shall not include drive-through facilities.
3. General Commercial uses more than 5,000 square feet may include a drive-through pharmacy.
4. Restaurants more than 5,000 sq. ft. shall not exceed 12,000 sq. ft. per building or tenant space.
5. Restaurant uses shall not include drive-through facilities.
6. Day Care Facilities shall be limited to 5,000 square feet per building or tenant space.
7. Equipment Rental uses are limited to 10,000 square feet per building or tenant space.

Dimensional Standards

Development within this PD-O shall follow the dimensional standards of the Mixed Use district as described in Chapter 18, Article III of the City Code with the following exceptions:

- Front or Street Side Setback (feet): 15 Minimum / 25 Maximum along Arterial Streets
- Front Setback, Minimum (feet) not along street frontages: 5
- Interior Side Setback, Minimum (feet): 5
- Rear Setback, Minimum (feet): 10
- Building Height, Maximum (feet): 65 for principal structures
- Distance Between Buildings, Minimum (feet): 10

General Development Standards

Development within this PD-O shall follow the general development standards of Chapter 18, Article VI of the City Code.

Building and Site Design Standards

All structures within a development site shall maintain a consistent architectural style or theme and be designed to create the impression of a unified project and a distinctive sense of place. Development should contribute positively to the character of the area and may establish a new architectural identity for the site while respecting surrounding uses through appropriate site design, buffers, scale, and massing.

Unless otherwise described in this PD-O, development within this PD-O shall follow the building and site design standards of Chapter 18, Article VII of the City Code.

Landscape Standards

Development within this PD-O shall follow the landscape standards of Chapter 18, Article VIII of the City Code.

Access and Mobility Standards

Minimum parking for uses allowed by this PD-O shall follow the requirements of the City Code.

Food Hall / Market Hall parking: individual uses within a Food Hall / Market Hall shall follow the minimum parking requirements of the City Code unless alternative parking needs for the overall food hall / market hall use are identified through a parking study.

For vertical mixed-use buildings, the director may approve up to a 50% reduction in the minimum parking required for the ground floor, non-residential uses.

If a parking study, meeting the requirements of Section 18-650(c) of the City Code, identifies a parking minimum below the minimum required by the City Code, the director may approve the decrease in allowed parking identified as necessary in the parking study.

On-street parking spaces on a public or private street shall be included in satisfying minimum parking requirements.

Off-street parking may be located in front yards or street side yards where appropriate screening or enhanced landscaping is provided in accordance with Chapter 18, Article VI and IX of the City Code. In no instance shall parking areas located in a front yard or street side yard exceed 30% of the linear street frontage.

Unless otherwise described in this PD-O, development within this PD-O shall follow the access and mobility standards of Chapter 18, Article IX of the City Code.

Planning Area B: Commercial

The Commercial Planning Area is established to align closely with the underlying GC zone district. Much of the land within the planning area is developed and consists of retail, medical office, a school, and other non-residential uses. The standards under the

Commercial Planning Area allow existing uses to continue while accommodating future development of vacant land in accordance with the City's vision.

Applicability of Standards

These PD-O Standards shall govern future development applications within Planning Area B. All regulations not specified in these PD-O Standards for The Market at 88th shall conform to the requirements for each use and the underlying GC district as outlined in the city Code in effect at the time of development, as determined by the Director. In the event of a conflict between the City Code and any of the provisions set forth in these PD-O Standards, these PD-O Standards shall control.

Uses and Use Regulations

Land use definitions shall follow those as defined in the Development Code.

Following is a list of allowable land uses for Planning Area B. Uses indicated as SUP shall require approval of a Special Use Permit. Unless otherwise regulated by this PD-O, uses indicated as (L) shall be subject to applicable limited use standards as described in the Development Code. Uses indicated as (TUP) shall require approval of a Temporary Use Permit.

Principal Uses

Agriculture and Animal Related Uses

Community Garden

Commercial Uses

Artisan Manufacturing

Bank, Credit Union, Financial Services (L)

Bar / Lounge / Tavern

Equipment Rental (L)

Food Truck Court

General Commercial, 5,000 sq. ft. or less

General Commercial, more than 5,000 sq. ft. (L)

General Office / Professional Services, 5,000 sq. ft. or less

General Office / Professional Services, more than 5,000 sq. ft. (L)

Medical Clinic

Micro Alcohol (L)

Natural Medicine Healing Center

Personal Services (L)

Private Event/Banquet Facility

Restaurant 5,000 sq. ft. or less

Restaurant more than 5,000 sq. ft. (L)

Entertainment Uses

Cultural and Arts Facility

Private Entertainment / Recreation / Fitness Facility, Indoor

Movie Theater (L)

Industrial, Automotive, and Transportation Uses

Brewery / Winery / Distillery

Catering

Commercial Kitchen

Parking Structure

Transit Passenger Shelter

Lodging Uses

None Allowed

Public and Institutional Uses

Business / Technical / Trade School, Indoor Activity Only (L)

Day Care Facility (L)

Library

Park

Post Office

Public Entertainment / Recreation Facility

Public Service / Safety Facility

Religious Institution

School, Public or Private

Residential Uses

None Allowed

Utilities and Infrastructure Uses

Utility or Government Installation Other than Listed (SUP)

Wireless Telecommunications, Tower and Equipment (SUP)

Accessory Uses

Accessory Building / Structure

Accessory Food Truck Court

Accessory Game Court, Private

Accessory Outdoor Merchandise Display and Sales

Accessory Outdoor Seating

Accessory Retail / Restaurant

Drive-Through Facilities (only for drive-through pharmacy services associated with a General Commercial use greater than 5,000 sq. ft.)

Home Occupation

Solar Energy Collection System, Canopy

Solar Energy Collection System, Roof-Mounted

Swimming Pool, Private

Urban Garden

Wind Energy Conversion Systems

Temporary Uses

Mobile Vendor

Pop-Up Retail / Restaurant

Seasonal Sales

Special Event

Temporary Parking Lot

Temporary Use, Other

Additional Use Provisions

1. Bank, Credit Union, Financial Services shall not include drive-through facilities.
2. Day Care Facilities shall be limited to 5,000 square feet per building or tenant space.
3. Restaurant uses shall not include drive-through facilities.
4. Equipment Rental uses are limited to 10,000 square feet per building or tenant space.
5. General Commercial uses more than 5,000 square feet may include a drive-through pharmacy.
6. Restaurants more than 5,000 sq. ft. shall not exceed 12,000 sq. ft. per building or tenant space.

Dimensional Standards

Development within this PD-O shall follow the dimensional standards of the General Commercial district as described in Chapter 18, Article III of the City Code.

General Development Standards

Development within this PD-O shall follow the general development standards of Chapter 18, Article VI of the City Code.

Building and Site Design Standards

Development within this PD-O shall follow the building and site design standards of Chapter 18, Article VII of the City Code.

Landscape Standards

Development within this PD-O shall follow the landscape standards of Chapter 18, Article VIII of the City Code.

Access and Mobility Standards

Development within this PD-O shall follow the access and mobility standards of Chapter 18, Article IX of the City Code.

Public Land Dedication

Public Land Dedication (PLD) for the former Thornton Shopping Center site (Planning Area A) was satisfied through a previous subdivision process. Any development or redevelopment of land within Planning Area B shall provide PLD as required by the Development Code in effect at the time of development or redevelopment.

Definitions

Food Hall / Market Hall: A commercial use consisting of multiple independent food, beverage, and small retail vendors operating within a single building or coordinated development and sharing common gathering spaces, seating areas, and customer amenities. Individual vendors typically operate from separate stalls, kiosks, or small tenant spaces and may include restaurants, food vendors, bars, and retail uses.

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