

Request for Qualifications



The Market at 88th Mixed Use Development Opportunity



May 2026

EXECUTIVE SUMMARY

A Transformational Mixed-Use Opportunity in the North Denver Metro

The City of Thornton, in partnership with the Thornton Development Authority (TDA), is seeking a qualified development partner to lead the redevelopment of the former Thornton Shopping Center (“Market at 88th”) into a **vibrant, mixed-use destination** that will serve as a catalyst for reinvestment in South Thornton.

Located at the highly visible intersection of **Washington Street and 88th Avenue**, the ±15-acre site represents one of the most significant infill redevelopment opportunities in the north Denver metropolitan area. The property has been cleared and is publicly controlled, creating a rare “blank slate” environment for a thoughtfully designed, mixed-use development.

Vision: A Walkable, Retail-Driven Community Destination

The City envisions a **signature placemaking destination**—not a conventional strip center—anchored by a strong retail core and supported by residential and complementary uses.

Key elements include:

- A **walkable, mixed-use district** integrating retail, residential, and community uses
- A **high-quality public realm** with plazas, outdoor dining, and gathering spaces
- **Experiential retail and dining** that creates a destination environment
- **Market-rate residential** to support long-term retail viability
- A phased, market-responsive development strategy

A Publicly Led, Developer-Focused Opportunity

The City and TDA have made a substantial upfront commitment to position the site for success:

- **Site Control:** Public ownership enables flexible deal structuring
- **Site Readiness:** All structures demolished; development-ready site
- **Environmental Risk Mitigation:** TDA is leading remediation and managing liability
- **Zoning Flexibility:** Planned Development Overlay (PD-O) to support mixed-use
- **Public Investment Tools:** Located in an Urban Renewal Area, Opportunity Zone, and Enterprise Zone allowing for financial benefits, water tap fee credits (~\$3.5M), flexible deal structuring, and other incentives available

This proactive approach is intended to reduce development risk, accelerate timelines, and enhance project feasibility.



The goal is to reposition a legacy retail site into a **new center of gravity for South Thornton.**

EXECUTIVE SUMMARY

Strategic Location with Strong Market Fundamentals

The site benefits from a compelling combination of visibility, access, and surrounding demand drivers:

- Direct access to I-25 and the north Denver corridor
- Located within a dense, established residential trade area
- Proximity to major national retailers including Walmart, Home Depot, and Sam's Club
- Near Thornton Town Center, schools, and civic uses

This location provides a strong foundation for **community-serving retail, dining, and mixed-use development**, with the opportunity to capture both local and regional demand.

A Partnership Approach to Feasibility

The City recognizes the gap between current market conditions and the long-term vision for the site and is prepared to **partner with the selected developer to bridge that gap**.

Potential tools include:

- **Tax Increment Financing (TIF)** through the Urban Renewal Area (URA)
- **Land write-down / structuring** to support overall project feasibility
- **Water tap fee credits** (~\$3.5M)
- **Infrastructure investment and public realm participation**
- **Development fee reductions or waivers**
- **Opportunity Zone and Enterprise Zone benefits**

A Rare Opportunity to Deliver a Catalytic Project

Large, infill redevelopment sites of this scale and visibility are increasingly rare in the Denver metro area. The former Thornton Shopping Center offers:

- **±15 acres of contiguous, cleared land**
- **Public-sector alignment and support**
- **Flexible zoning tailored to mixed-use development**
- **Strong surrounding demographics and retail base**

This is a unique opportunity to deliver a **catalytic, placemaking-oriented project** that defines the next chapter of South Thornton's evolution.

PROJECT OVERVIEW

The City of Thornton, in partnership with the Thornton Development Authority (TDA), is seeking a qualified development partner to lead the transformation of the former Thornton Shopping Center site into a vibrant, mixed-use destination that serves as a catalyst for reinvestment in South Thornton.

Located at the prominent intersection of Washington Street and 88th Avenue, the ±15-acre site represents one of the City's most visible redevelopment opportunities. The site has been fully cleared, with all existing buildings removed, creating a true "blank slate" for redevelopment.

The Thornton Development Authority is actively advancing environmental remediation efforts and will address associated environmental conditions as part of site preparation. This approach is intended to significantly reduce development risk and streamline the path to vertical development for a selected partner.

The City and TDA envision a high-quality, phased redevelopment that introduces a mix of uses, enhances the public realm, and establishes a strong sense of place. While the site is currently zoned General Commercial (GC), the City is pursuing a Planned Development Overlay (PD-O) to provide flexibility in land use, site design, and development standards to support a cohesive mixed-use environment.

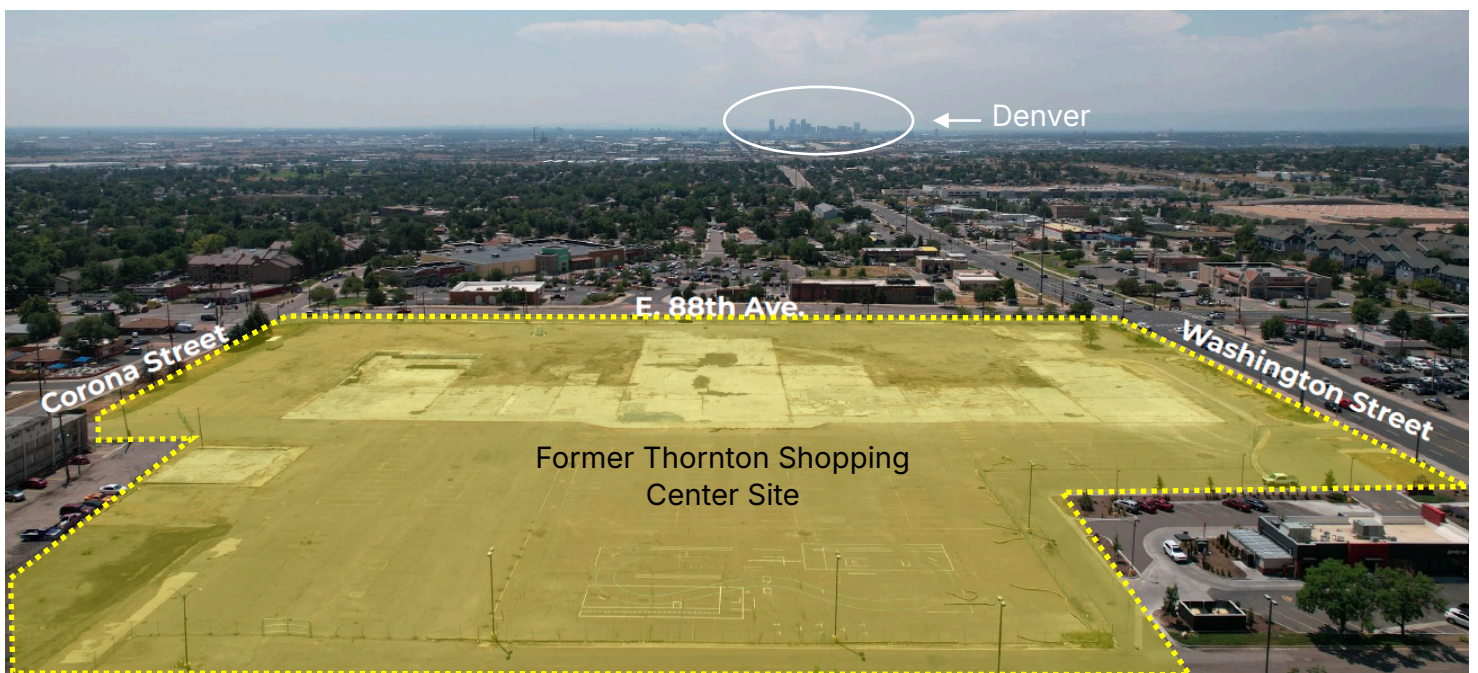
Recognizing current market conditions, the City is prepared to partner with a developer to bridge the gap between today's market realities and the long-term vision for the site. The property is located within an Urban Renewal Area (URA), providing access to potential public financing tools and incentives to support redevelopment.

The City is seeking a development team with the experience, financial capacity, and vision to deliver a catalytic project that is both economically viable and aligned with the City and TDA's broader goals for placemaking, economic development, and community identity.



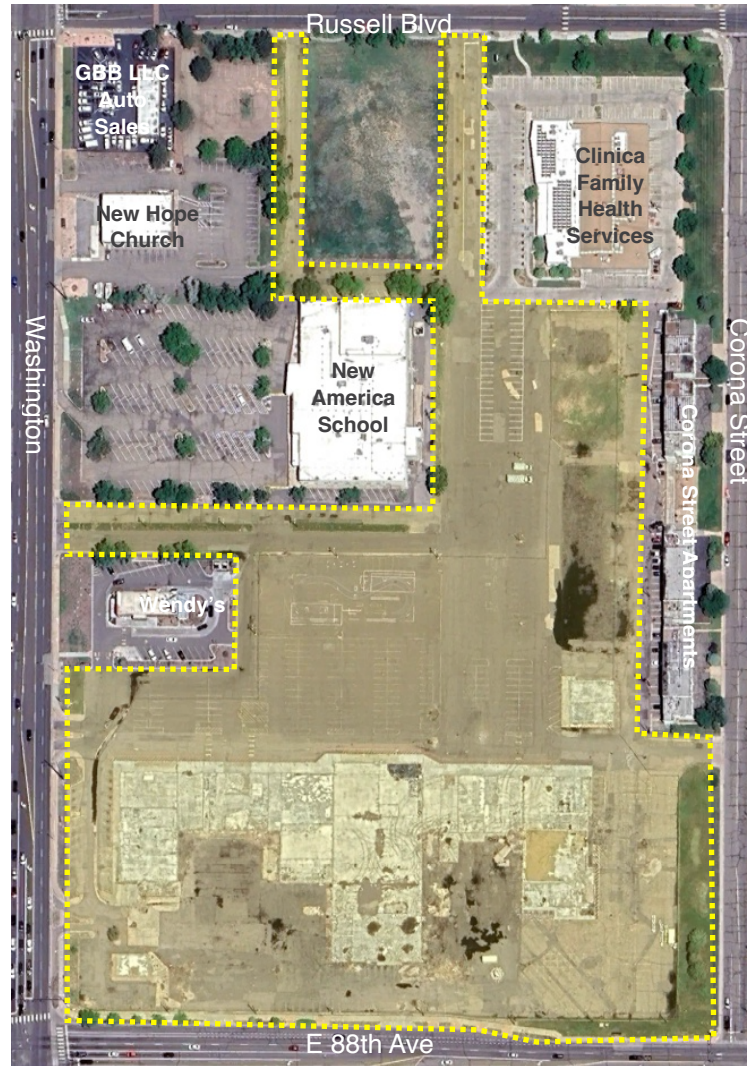
PROJECT OVERVIEW

- **Site Information:** The ±15 acre project site is the former Thornton Shopping Center, historically one of the City's primary commercial centers and a foundational retail hub for South Thornton. The site is owned by the Thornton Development Authority.
- **Location & Access:** Positioned at the northeast corner of Washington Street and 88th Avenue, the ±15-acre site benefits from strong visibility and access along two high-traffic corridors. Washington Street provides regional north-south connectivity to the Denver metro area, while 88th Avenue connects directly to surrounding residential neighborhoods and local commercial areas.
- **Site Readiness:** The site is a true "blank slate" redevelopment opportunity. The site has been fully cleared, with all buildings demolished, and is now owned and controlled by the City of Thornton and the Thornton Development Authority (TDA). TDA is actively advancing environmental remediation efforts to address legacy conditions and reduce development risk, helping streamline the path to vertical development.
- **Historical Context:** Originally opened in 1955, the Thornton Shopping Center was the City's first major retail center, preceding Thornton's incorporation in 1956. Anchored by a grocery store, drugstore, and neighborhood-serving retail, the center served as the commercial heart of the community for decades.
- **Redevelopment Opportunity:** Following years of decline, the City and TDA have repositioned the site for catalytic reinvestment. The combination of strategic location, public control, and site readiness creates a rare opportunity to transform a legacy retail property into a vibrant mixed-use destination and reestablish the site as a central gathering place for South Thornton.



SITE INFORMATION

- **Configuration:** The site consists of a large, contiguous redevelopment area (former shopping center footprint) with several perimeter outparcels that remain occupied and are not part of the redevelopment site
- **Frontage & Access:** Significant frontage along Washington Street (west) and E. 88th Avenue (south); additional access points from Russell Boulevard (north) and Corona Street (east)
- **Surrounding Uses:** Adjacent uses include New America School, Clinica Family Health Services, Wendys', Corona Street Apartments, and New Home Church; these parcels are privately owned and excluded from the redevelopment area (as illustrated); established residential neighborhoods to the east and north
- **Additional Land Opportunities:** There are additional land opportunities surrounding the site. The City is interested in working with a developer if they are interested in expanding the scope of this development project.



Environmental Conditions Status

Environmental conditions at the site are primarily related to historic releases of dry-cleaning solvents, specifically perchloroethylene (PCE), which have impacted soil and groundwater over time. The associated groundwater plume extends approximately 2,000 feet southeast of the site. Cleanup of these conditions has been overseen by the Colorado Department of Public Health and Environment (CDPHE) under the Resource Conservation and Recovery Act (RCRA).

The Thornton Development Authority (TDA) has entered into a Compliance Order on Consent (COC No. 24-02-01-01) with CDPHE and is actively implementing required remediation activities. Key elements of the cleanup program include:

- Removal of source areas through targeted excavation
- Long-term groundwater treatment and monitoring
- Installation of a downgradient reactive barrier (if warranted)
- Off-site indoor air monitoring
- All required corrective actions are currently underway, with TDA responsible for advancing remediation and managing associated environmental obligations. Additional documentation and technical details are available at: <https://gocot.net/thorntonshopctr>

VISION & DEVELOPMENT OBJECTIVES

City Vision

"A signature placemaking opportunity—redevelopment as a mixed-use, community hub, with retail and social gathering spaces, and pedestrian-scale connectivity with the surrounding neighborhood. A strong retail focus is essential, with market-rate residential development as a component to assist in attracting and sustaining unique retail development."

The City of Thornton and the Thornton Development Authority (TDA) envision the former Thornton Shopping Center site as a transformative redevelopment that establishes a new identity and focal point for South Thornton. The site presents a rare opportunity to create a vibrant, mixed-use district that blends high-quality design, active public spaces, and a curated mix of uses to serve both existing residents and the broader community.

This redevelopment is not intended to replicate conventional suburban retail formats. Instead, the City seeks a thoughtfully designed, pedestrian-oriented environment that prioritizes placemaking, fosters social interaction, and supports long-term economic vitality. A strong retail core—supported by complementary residential and commercial uses—is central to achieving this vision.

The City recognizes current market conditions and is committed to working collaboratively with a development partner to deliver a project that is both financially viable and aligned with the community's long-term goals. Flexibility in site planning, phasing, and implementation is expected, with an emphasis on creating a cohesive and enduring place.

Core Objectives

- **Mixed-Use, Walkable District:** Create a cohesive, pedestrian-oriented environment that integrates retail, residential, and commercial uses—moving beyond traditional strip retail development patterns.
- **High-Quality Design & Placemaking:** Deliver a visually distinctive and well-designed project that establishes a strong sense of identity through architecture, site design, and integration of public spaces.
- **Activated Public Realm:** Incorporate plazas, outdoor dining areas, and gathering spaces that encourage activity throughout the day and evening and serve as a central community destination.
- **Connectivity & Integration:** Enhance pedestrian-scale connections within the site and to surrounding neighborhoods, improving walkability, access, and overall site integration.
- **Phased, Market-Responsive Implementation:** Provide a realistic and flexible phasing strategy that aligns with market conditions while maintaining a clear long-term vision for the site.

Desired Uses

- **Retail & Dining:** Restaurants, cafés, Food Hall, and neighborhood-serving retail, with an emphasis on unique, experiential, and locally oriented concepts that contribute to placemaking.
- **Residential:** Market-rate multifamily housing as a key component to support retail viability; opportunities for mixed-income or workforce housing may be considered.
- **Entertainment & Community Uses:** Uses that activate the site and create a destination, such as fitness, entertainment venues, or other community-serving amenities.

INSPIRATIONAL ILLUSTRATIONS

As part of the planning process for the former Thornton Shopping Center site, the City partnered with NAIOP Colorado through the 2025 Rocky Mountain Real Estate Challenge to explore innovative redevelopment concepts for the property. The challenge brought together graduate student teams from regional universities to develop comprehensive, market-based proposals for transforming the site into a mixed-use destination.

The winning proposal, "Thornton Gateway," developed by the University of Denver, along with a finalist concept from the University of Colorado Boulder, envisioned a vibrant, walkable district anchored by a central public gathering space, integrated retail and dining, and a mix of residential uses. Key themes included activating the public realm, creating a strong sense of place, and leveraging a phased, financially feasible approach supported by public-private partnership tools.

The concepts illustrated are intended to provide inspiration and demonstrate the type of placemaking, site design, and mixed-use integration the City is seeking. These illustrations are not prescriptive; respondents are encouraged to bring forward their own vision and development approach that aligns with the City's goals while responding to current market conditions.



INSPIRATIONAL ILLUSTRATIONS



 **Leeds School of Business**
UNIVERSITY OF COLORADO BOULDER

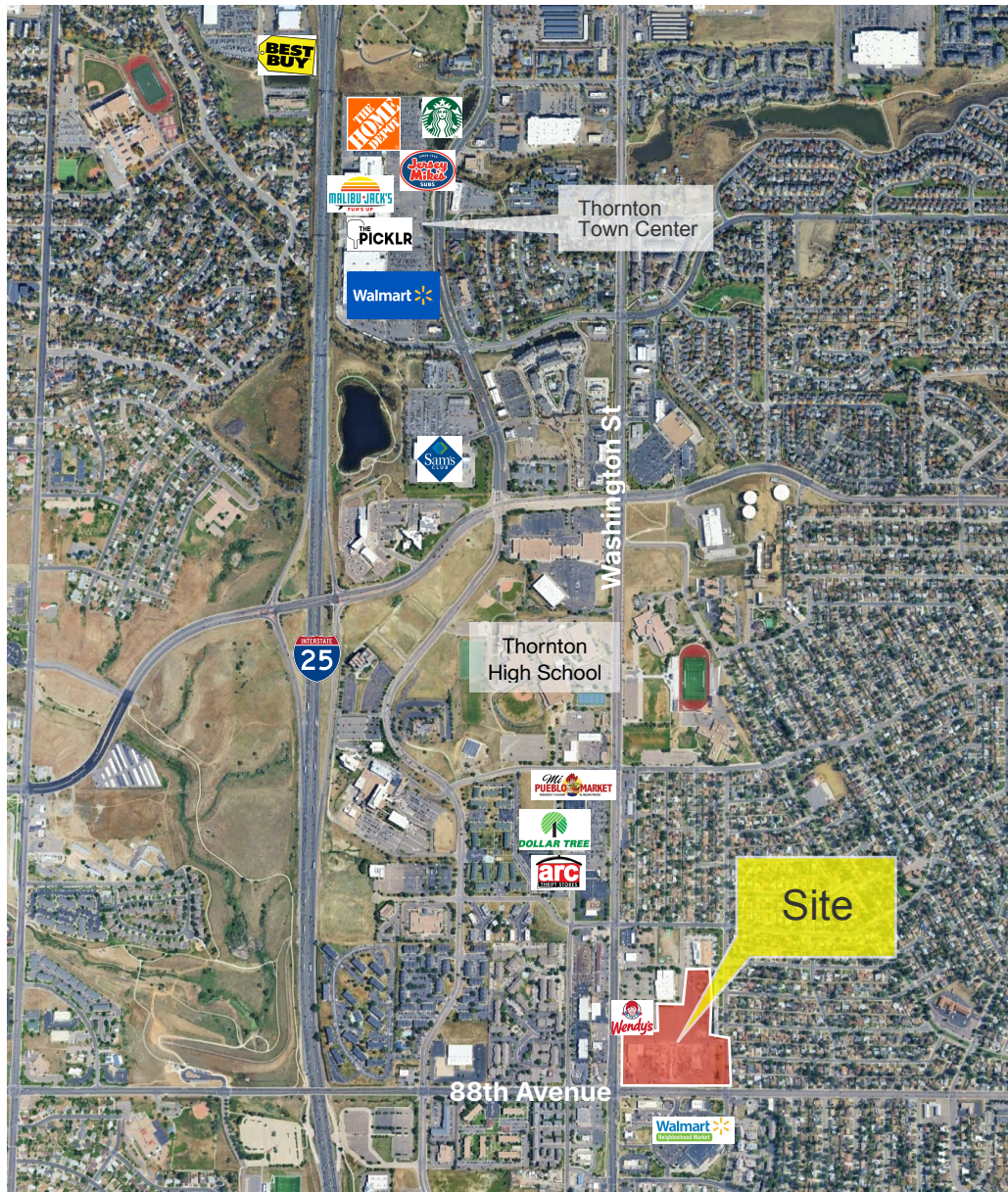
DEVELOPMENT VISION & PLAN



VICINITY & LOCATION OVERVIEW

The site is located in the heart of South Thornton at the northeast corner of Washington Street and 88th Avenue, a highly visible and well-traveled intersection within the Denver metropolitan area. Washington Street serves as a primary north-south arterial connecting the site directly to Interstate 25 via 84th Avenue and Thornton Parkway and providing regional access throughout the north Denver corridor, while 88th Avenue offers strong east-west connectivity to surrounding residential neighborhoods and commercial areas. The site's central location within an established community provides immediate access to a large and stable residential base, positioning it well for neighborhood-serving retail and mixed-use redevelopment.

The surrounding area is characterized by a mix of established retail centers, community amenities, and dense residential neighborhoods. Major national retailers—including Walmart, Sam's Club, Home Depot, Best Buy, and Starbucks—are located within close proximity, along with a variety of restaurants, service businesses, and entertainment uses that contribute to the area's commercial activity. The site is also near Thornton Town Center, schools, parks, and civic facilities, reinforcing its role as a central and accessible location within the community. This combination of strong visibility, regional access, and proximity to existing retail and residential density creates a compelling opportunity to reposition the site as a vibrant mixed-use destination.



LAND USE & ZONING FRAMEWORK

Purpose and Intent

The City envisions redevelopment of the Thornton Shopping Center site as a vibrant, mixed-use community hub that integrates retail, residential, and social gathering spaces within a walkable, pedestrian-oriented environment. This transformation is intended to create a signature placemaking destination—one that catalyzes reinvestment, strengthens community identity, and expands both retail and housing opportunities in Thornton.

To support this vision, the City is implementing a **Planned Development Overlay (PD-O)** that establishes a flexible, mixed-use zoning framework tailored specifically to the site. While the underlying General Commercial (GC) zoning supports traditional retail and service uses, the PD-O introduces targeted modifications to allow a more cohesive mix of uses, greater residential integration, and more efficient, urban-scale site design.

The PD-O is designed to enable high-quality, innovative development that would not be achievable under conventional zoning. It allows for the integrated development of commercial, residential, civic, and public space uses, while providing flexibility in key standards such as building height, setbacks, parking, and site layout. At the same time, it creates a clear and predictable regulatory framework aligned with the City's long-term vision.

By balancing flexibility with defined standards, the PD-O supports market-responsive development while ensuring a cohesive, activated environment. This approach positions the site for successful redevelopment into a vibrant, resilient mixed-use destination that contributes to Thornton's economic vitality and quality of place.

PD-O - Mixed Use Planning Area

The redevelopment site is located within the Mixed Use (MU) Planning Area A of the PD-O, which is intended to support a coordinated mix of residential and non-residential uses in a compact, pedestrian-oriented environment consistent with the City's Comprehensive Plan.

The MU Planning Area A is designed to enable both vertical and horizontal mixed-use development, creating a cohesive district where people can live, shop, work, and gather. The framework emphasizes high-quality site design, activated public spaces, and a strong integration of uses that contribute to a distinct sense of place.

Development standards within the MU Planning Area A are structured to support a transformative redevelopment, including the integration of higher-density residential, experiential retail, dining, and community-serving uses. The district also provides flexibility to accommodate anchor-driven retail alongside a diverse mix of housing and services, allowing development to respond to evolving market conditions while maintaining a cohesive vision.

LAND USE & ZONING FRAMEWORK

Permitted Uses

Planning Area A supports a broad mix of uses intended to create a vibrant, activated environment:

- **Retail & Dining:** Restaurants, cafés, food halls, neighborhood retail, and experiential uses
- **Residential:** Multifamily, live-work, and attached housing formats
- **Office & Services:** Medical, professional, and personal services
- **Entertainment & Recreation:** Fitness, cultural, and entertainment uses
- **Public & Civic Uses:** Parks, plazas, and community gathering spaces

Key Use Considerations:

- Ground-floor activation along Washington Street and E. 88th Avenue is strongly encouraged
- Drive-through uses, fueling stations, and car washes are prohibited to support pedestrian-oriented design

PD-O Key Development Parameters (Planning Area A)

Category	Standard
Land Use	Mixed Use (vertical and horizontal integration)
Residential Cap	Max 30% of total land area (excluding mixed-use buildings with active ground floors)
Maximum Residential Density	25 dwelling units per acre
Maximum Residential Units	~350 units (subject to final configuration)
Public Park and Open Space Requirement*	Minimum 20% of site area
Maximum Building Height	65 feet
Setbacks (Arterial Streets)	15 ft minimum / 25 ft maximum
Parking Flexibility**	Shared parking and reductions permitted, including study-based adjustments

*Open Space requirement can include open space, parks, public space, plazas and community gathering spaces
 **Parking: 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. On-street parking spaces on a public or private street may count toward satisfying minimum parking requirements.

Development Liaison Support

The City of Thornton intends to provide a **Development Liaison** to support the applicant throughout the entitlement and permitting process. The Development Liaison serves as a single point of contact to:

- Facilitate coordination across City departments
- Help navigate the development review process
- Identify and resolve potential issues early
- Support timely decision-making and approvals

This resource is intended to provide a **developer-friendly experience** and ensure projects move efficiently from concept through construction.

ENTITLEMENT & DEVELOPMENT REVIEW PROCESS

The City of Thornton is committed to providing a clear, efficient, and predictable development review process to facilitate timely project delivery.

The Thornton Shopping Center site is governed by an adopted Planned Development Overlay (PD-O), which establishes a customized zoning framework and development standards for the site. Development proposals that are consistent with the PD-O are anticipated to proceed through a **streamlined review process** at the administrative (staff) level.

Review Process Overview

While the specific approval path will depend on the details of a proposed development, the general process is expected to include:

1. **Pre-Application Meeting (Recommended):**

Early coordination with City staff to review the proposed development concept, identify key considerations, and confirm submittal requirements.

2. **Formal Development Plan and Engineering Applications (Administrative):**

Submission of site plan and civil engineering plans application demonstrating compliance with PD-O standards and other city codes, standards and specifications. Entails multi-departmental staff review for conformance with zoning, design, infrastructure, and engineering requirements. There are three main steps which may be reviewed concurrently and are approved at the administrative (staff) level:

- a. Development Plan: provides assurance of conformance with applicable standards through the review of site, landscape, and architectural plans.
 - After first review, the planning direction may determine that a neighborhood meeting is required based on neighborhood interest.
- b. Civil Construction Plans: full civil engineering design of the project and are reviewed to ensure they meet the City Code and Thornton's Standards and Specifications. Once plans are approved, a Construction Permit may be issued.
- c. Subdivision Plat: depicts all buildable lots, tracts, public rights-of-way, easements, public lands, and other technical information. In this step, a Developer's Agreement is also prepared to outline project-specific requirements, timing for completion, and other obligations.

3. **Building Review:**

Building plans for all vertical construction are submitted and reviewed through the Building Permits and Inspections Division. Once all plans have been reviewed and approved, a building permit may be issued.

Streamlined Review Framework

- Projects that are **consistent with the PD-O standards** are expected to be reviewed and approved administratively
- The PD-O provides **clear development parameters**, reducing entitlement risk and uncertainty
- The City emphasizes **predictability and efficiency** in processing development applications

Note: Depending on project scope, certain elements (e.g., subdivision plats, public financing structures, or deviations from PD-O standards) may require additional review or approvals.

PUBLIC PARTICIPATION & INCENTIVES

The City of Thornton and the Thornton Development Authority (TDA) are committed to partnering with a qualified development team to facilitate the successful redevelopment of the former Thornton Shopping Center site. Recognizing current market conditions and the gap between development feasibility and the City's vision, a range of public participation tools may be utilized to support project delivery.

Public participation is not predetermined and will be structured in collaboration with the selected development partner based on project scope, phasing, and demonstrated financial need. The City/TDA are open to a variety of tools that align public investment with measurable community benefits, including high-quality placemaking, retail activation, job creation, and long-term economic value.

Potential Public Participation Tools

- **Tax Increment Financing (TIF) – Urban Renewal Area (URA):**

The site is located within the South Thornton Urban Renewal Area, allowing for the use of property tax increment (and potentially sales tax increment) to support eligible project costs, including site development, infrastructure, and public improvements.

- **Land Write-Down:**

The City/TDA may consider contributing land at a reduced cost or structuring land disposition to support overall project feasibility and attract catalytic development.

- **Water Tap Fee Credits:**

Approximately **\$3.5 million in water tap fee credits** are available and may be applied to reduce upfront development costs, particularly for residential components.

- **Environmental Remediation & Liability Management:**

TDA is actively advancing environmental remediation efforts and will assist in addressing legacy conditions, reducing risk and improving lender confidence.

- **Infrastructure Investment:**

The City/TDA may participate in funding or delivering key infrastructure improvements (e.g., utilities, streets, public realm, or site preparation) to support development and enhance placemaking.

- **Development Fee Reductions or Waivers:**

Consideration may be given to reducing or waiving select development-related fees, including permit and impact fees, to improve project feasibility.

- **Public Realm Ownership & Maintenance:**

The City may assume responsibility for ownership and/or ongoing maintenance of public spaces (e.g., plazas, streetscapes), reducing long-term operating burdens on the project.

- **Public Improvement Fee (PIF):**

A project-specific PIF may be implemented to generate revenue for infrastructure, public improvements, or other project-related costs.

- **Opportunity Zone:**

The site is located within a Federal Opportunity Zone, providing potential tax advantages for investors through Qualified Opportunity Funds.

- **Enterprise Zone:**

The site is also located within a Colorado Enterprise Zone, offering potential state tax credits to businesses locating within the development, supporting tenant attraction and job creation.

WHY INVEST IN THORNTON?

Thornton is one of the fastest-growing and most strategically positioned communities in the north Denver metropolitan area, offering a compelling combination of population growth, regional connectivity, and redevelopment opportunity. Located along the I-25 corridor, Thornton provides direct access to Downtown Denver, Denver International Airport, and the broader Front Range, making it an attractive location for both residents and businesses.

With a population of over 150,000 and continued residential growth across the north metro region, Thornton benefits from a large and expanding consumer base. The City's established neighborhoods, strong household formation, and proximity to major employment centers support demand for new housing, retail, and community-serving uses. At the same time, limited availability of large, infill redevelopment sites creates a unique opportunity for catalytic projects that can redefine key commercial corridors.

Strategic Location & Regional Access

- Direct access to Interstate 25, connecting to Downtown Denver and the northern Front Range
- Proximity to Denver International Airport (DIA) and major regional employment hubs
- Strong visibility along major arterial corridors, including Washington Street
- Located within a mature, built-out trade area with limited new supply of infill sites

Growing Population & Consumer Base

- Population exceeding 150,000 residents, with continued growth in the north metro area
- Strong base of surrounding residential neighborhoods within immediate proximity to the site
- Increasing demand for neighborhood-serving retail, dining, and entertainment
- Opportunity to capture unmet demand for higher-quality, experience-oriented retail

Retail & Mixed-Use Opportunity

- Existing retail in the area is largely **conventional and auto-oriented**, creating opportunity for differentiation
- Strong presence of national retailers (Walmart, Home Depot, Sam's Club, etc.) provides established consumer draw
- Opportunity to introduce a **walkable, mixed-use destination** that captures both local and regional demand
- Residential development can support and enhance long-term retail performance

Rare Infill Redevelopment Opportunity

- ±15-acre fully cleared, shovel-ready site in an established urban area
- One of the few large-scale redevelopment opportunities in South Thornton
- Ability to deliver a **phased, mixed-use project** with long-term value creation
- Opportunity to redefine a legacy retail site into a new community destination

A Market Ready for Transformation

Thornton is at an inflection point. As the north metro area continues to grow and evolve, there is a clear opportunity to introduce a new generation of mixed-use development that reflects changing consumer preferences, supports long-term economic vitality, and creates a strong sense of place.

The former Thornton Shopping Center site offers the scale, location, and public support necessary to deliver a catalytic project—positioning the selected development partner at the forefront of South Thornton's next chapter.

SUBMITTAL REQUIREMENTS

Respondents should provide a concise and well-organized submission that demonstrates their qualifications, development approach, and ability to partner with the City of Thornton and the Thornton Development Authority (TDA) to deliver a successful mixed-use redevelopment. Please note any information contained in the submittal response may be held confidential by Thornton pursuant to Colorado's Open Records Act (CORA), specifically Colo. Rev. Stat. 24-72-204(3)(a)(IV). After selection, the information becomes public information with the exception of information that has been clearly marked as confidential by the Respondent.

Submissions should be limited to **30 pages** (excluding appendices and optional information) and include the following:

1. Cover Letter

Provide a cover letter signed by an authorized representative of the development team that includes:

- Name of the lead development entity
- Primary contact person and contact information. The contact person shall have the authority to agree to the terms and bind the Respondent in a formal Agreement
- Names of key team members and partners
- Brief statement describing the team's interest in the project

2. Development Team Overview

- Lead developer and key team members (including development, design, leasing, and financial partners)
- Description of team structure and roles
- Relevant experience with similar mixed-use, infill, or public-private partnership projects
- Identification of key consultants (if known)

3. Relevant Project Experience

- Description of 3–5 comparable projects, with emphasis on:
 - Mixed-use or retail-focused developments
 - Placemaking-oriented or destination projects
 - Public-private partnerships or incentive-supported developments
- Include for each project:
 - Location, scale, and uses
 - Development timeline and status
 - Developer role and partners
 - Public participation (if applicable)
- Visuals (site plans, photos) are encouraged

4. Development Vision & Approach

- Provide a concise narrative describing overall vision and approach to redevelopment of the site. The narrative should address the anticipated mix and scale of uses, potential phasing, placemaking, and public realm, including how retail, residential, and other components may be integrated to create a viable, activated environment. Respondents are encouraged to describe their approach to retail strategy, tenant mix, and how residential can support long-term retail performance.

(Conceptual site plans or diagrams or representative illustrations are encouraged but not required)

SUBMITTAL REQUIREMENTS

5. Development Strategy & Phasing

- Proposed development strategy, including:
 - Phasing approach and sequencing of uses
 - Initial catalyst phase (what gets built first and why)
 - Long-term buildout vision
- Approach to delivering a cohesive project over time

6. Financial Capacity & Partnership Approach

- Overview of financial capacity and capital structure
- Description of experience securing equity and financing for similar projects
- Preliminary perspective on public-private partnership:
 - Anticipated role of public participation (e.g., TIF, land, infrastructure)
 - Approach to aligning project feasibility with City and TDA objectives
- Willingness to enter into an exclusive negotiation process with the City/TDA

7. Project Schedule

- High-level development timeline, including:
 - Predevelopment and entitlement assumptions
 - Phasing and delivery timing
- Identification of key milestones and risks

8. Appendix

- Acceptance of Conditions
- Qualifications Affidavit

9. Additional Information (Optional)

- Innovative development approaches or partnerships
- Sustainability or resilience strategies
- Community engagement approach
- Any additional information relevant to the proposed development

SUBMITTAL PROCESS & INSTRUCTIONS

Procurement Process Overview

The City of Thornton and the Thornton Development Authority (TDA) intend to utilize a **two-step developer solicitation process**. Each Respondent will be notified of their prequalified status by Thornton.

- **Step 1 – Request for Qualifications (RFQ):**

Identify and shortlist highly qualified development teams based on experience, capacity, and initial development approach.

- **Step 2 – Request for Proposals (RFP):**

Shortlisted teams will be invited to submit detailed development proposals, including site concepts, financial approach, and partnership structure. The City/TDA will select a preferred development partner and enter into negotiations for a development agreement.

RFQ & RFP Schedule

Milestone	Date
RFQ Release	May 7, 2026
Virtual Pre-Bid Conference (Optional)	June 17, 2026 - 2:00 PM MST
Question Submission Deadline	July 8, 2026 - 4:00 PM MST
Responses to Questions Posted	July 15, 2026
RFQ Submittal Deadline	August 6, 2026 – 4:00 PM MST
Shortlist Notification	Late August 2026
RFP Issued to Shortlisted Teams	Late August 2026
RFP Questions Deadline	Mid October 2026
Responses to RFP Questions Posted	Late October 2026
RFP Responses Due	Late November 2026
Interviews/Finalist Presentations	December 2026
Evaluation / Selection of Preferred Developer	December 2026
Negotiation / Execution of Development Agreement	Q1 2027

Virtual Pre-Bid Meeting (Optional)

An optional Pre-Bid Conference to discuss the Project will be conducted via web broadcast with Zoom video at 2:00 p.m., June 17, 2026. All prospective respondents are encouraged to attend. Prospective Respondents wishing to take part in the Pre-Submittal Conference should e-mail Contract Administrator at Keith.griess@Thorntonco.gov to receive a url link to access the Zoom video Pre-Submittal Conference. If possible, please hold all questions concerning the RFQ until that time. All Prospective Respondents are encouraged to attend.”

SUBMITTAL PROCESS & INSTRUCTIONS

Questions & Clarifications

Interested respondents may submit questions and requests for clarification to: Keith.Griess@Thorntonco.gov.

- Questions Due: July 8, 2026 (4:00 PM MST)
- Responses Posted: July 15, 2026

All questions shall be directed in writing to Keith Griess/ Sr, Contract Administrator at Keith.griess@ThorntonCo.gov and will be addressed via addendum posted to Bidnet Direct, COT Website (<https://solicitations.thorntonco.gov/solicitations>), and the Contracts & Purchasing Bulletin Board. It shall be the responsibility of each responding firm to verify that every addendum has been received prior to submitting. Responding firms that do not acknowledge all addenda may be considered non-responsive.

From the date of submission of qualifications, any Respondent that directly or indirectly contacts any member or employee of Thornton, or any person in connection with the pre-qualification selection process or the issuance of a Bid is subject to disqualification except if it is to make an inquiry as provided herein, or to request general information about the RFQ, or the availability of any addenda related to the RFQ.

Submittal Requirements

Thornton utilizes the BidNet Direct System at www.BidNetDirect.com to distribute official copies of the Request for Qualifications ("RFQ") for use in preparing Proposals.

Proposing firms will be required to register with the website to download the RFQ documents and addenda. There is no charge by BidNet Direct for this service.

If you experience problems with the BidNet Direct website, please call 1-800-835-4603 for assistance.

Proposing firms are required to acknowledge all addenda with their Proposal and are encouraged to either register with the website or to request to view the addenda posted on the Contract Administration bulletin board prior to submission of a Proposal.

Proposing firms that do not acknowledge all addenda may be considered non-responsive.

Upon request, the RFQ documents, including addenda, are also available for viewing on the City of Thornton Website, <https://solicitations.thorntonco.gov/solicitations> or at the Contract Administration office located on the 2nd floor of City Hall at 9500 Civic Center Drive, Thornton, CO.

In addition to posting on BidNet, the City and its partners may conduct targeted outreach to qualified developers. All respondents, regardless of how they receive the RFQ, may use the approved methods for Submission of Proposals:

- Electronic submissions shall be submitted/ uploaded to BidnetDirect.com website in response to this solicitation;
- Or Physical submittals may be submitted by mail or courier service;
- Or Physical submittals will be received in the Contract Administration Office, 9500 Civic Center Drive, 2nd Floor City Hall, Thornton, CO 80229-4326.

Late Proposals will not be accepted under any circumstances.

SUBMITTAL PROCESS & INSTRUCTIONS

Finalizing Your Submission

- Submit one (1) complete electronic PDF via BidNet
- Ensure all required sections are included and clearly labeled
- Late or incomplete submissions may be deemed non-responsive
- No hard copies are required

Please note that from the date of submission of qualifications, any Respondent that directly or indirectly contacts any member or employee of Thornton, or any person in connection with the pre-qualification selection process or the issuance of a Bid is subject to disqualification except if it is to make an inquiry as provided herein, or to request general information about the RFQ, or the availability of any addenda related to the RFQ.

Technical Assistance

For assistance with the BidNet system, please visit:
www.bidnetdirect.com/colorado

Addenda and Updates

The City may issue addenda to this RFQ to clarify requirements or provide additional information.

- All addenda will be posted on BidNet, COT Website and the Contracts & Purchasing Bulletin Board
- It is the respondent's responsibility to ensure they have reviewed all issued addenda
- Respondents that do not acknowledge all addenda may be considered non-responsive

Reservation of Rights

The City of Thornton and the Thornton Development Authority reserve the right to:

- Reject any or all responses
- Waive informalities or irregularities in submissions
- Request additional information or clarification from respondents
- Shortlist respondents and invite select teams to participate in the RFP process
- Enter into negotiations with one or more respondents following the RFP
- Modify or terminate the RFQ/RFP process at any time
- Award the Agreement to the most responsive, responsible, and trustworthy proposing firm as deemed in the best interest of Thornton

EVALUATION CRITERIA

The City of Thornton and the Thornton Development Authority (TDA) will evaluate responses based on the qualifications, experience, and demonstrated ability of the development team to successfully deliver a high-quality, mixed-use redevelopment consistent with the City's vision.

The Selection Committee shall have sole authority to review, evaluate, and determine the Respondents qualifications using the below selection criteria as well as any other relevant criteria that may become available. The Selection Committee may decide a Respondent is qualified or not qualified based on any one factor, and/or on multiple factors at its sole discretion.

The RFQ stage is focused on identifying the most qualified teams to advance to the Request for Proposals (RFP) phase. Submittals will be evaluated based on the following criteria:

1. Development Team Qualifications & Experience (30%)

- Experience delivering comparable mixed-use, retail, or placemaking-oriented developments
- Demonstrated success with infill or redevelopment projects of similar scale and complexity
- Experience working within public-private partnership (P3) structures
- Qualifications and track record of key team members (development, design, leasing, etc.)

2. Retail & Mixed Use Development Expertise (20%)

- Experience developing and leasing retail, restaurant, and experiential uses
- Demonstrated understanding of how residential supports retail viability
- Ability to curate tenant mix and create destination-oriented environments
- Experience achieving long-term retail performance and activation

3. Development Approach & Vision Alignment (20%)

- Demonstrated understanding of the City's vision and development objectives
- Quality and thoughtfulness of the proposed development approach
- Approach to placemaking, public realm activation, and site integration
- Flexibility and responsiveness to market conditions

4. Financial Capacity & Partnership Approach (20%)

- Demonstrated financial capacity to execute a project of this scale
- Experience structuring and delivering projects with public participation (e.g., TIF, land contribution, infrastructure support)
- Understanding of development feasibility and market constraints
- Willingness to collaborate with the City/TDA to structure a viable public-private partnership

5. Development Strategy & Phasing (10%)

- Approach to phasing and sequencing of development
- Identification of an initial catalyst phase
- Ability to deliver a cohesive project over time

Additional Considerations

The City/TDA may also consider the following:

- Experience in the Denver metropolitan area or similar markets
- Innovative approaches to development, placemaking, or partnerships
- Responsiveness, clarity, and overall quality of the submission

APPENDIX A: SITE FILES DOCUMENTS

A digital **Site Files** containing project-related materials is available for download via the links below. The Site Files are provided for informational purposes only and is intended to assist respondents in understanding the development opportunity.

Additional information can be found at:

<https://www.thorntonco.gov/business-development/active-development/thornton-shopping-center-redevelopment>

Information contained in this RFQ and the Site Files has been compiled by the City of Thornton from a variety of sources. While the City believes this information to be reliable, **the City makes no representations or warranties, express or implied, as to the accuracy or completeness of the information provided.**

Respondents are solely responsible for conducting their own independent investigations and due diligence regarding the Site, including but not limited to physical conditions, utilities, entitlements, market conditions, and all other factors relevant to the proposed development.

The City shall not be responsible for any errors or omissions in the information provided, nor for any conclusions drawn by respondents from such information.

The Site Files include, but is not limited to, the following materials:

1. The Market at 88th Planned Development-Overlay (PD-O) Draft Standards (2026)

<https://www.thorntonco.gov/media/file/draft-planned-development-overlay-standards>

2. ALTA/NSPS Land Title Survey (2026)

<https://www.thorntonco.gov/media/file/2026-alta-survey>

3. Thornton Shopping Center - Title Report (2026)

<https://www.thorntonco.gov/media/file/2026-title-report>

4. Thornton Shopping Center Subdivision Plat (Precision Survey and Mapping, 2020)

<https://www.thorntonco.gov/sites/default/files/2025-01/Plat%20June%202020.pdf>

5. NAIOP Rocky Mountain Real Estate Challenge - CU Boulder Executive Summary – (NAIOP, 2025)

<https://www.thorntonco.gov/media/file/cu-boulder-executive-summary>

6. NAIOP Rocky Mountain Real Estate Challenge - DU Executive Summary – (NAIOP, 2025)

<https://www.thorntonco.gov/media/file/du-executive-summary>

7. Thornton Urban Center Study (2013)

<https://www.thorntonco.gov/sites/default/files/2024-06/Thornton%20Urban%20Center%20Study.pdf>

APPENDIX A: SITE FILES DOCUMENTS

8. Thornton Shopping Center Redevelopment – Workshop Summary (KSU TAB, 2024)

<https://www.thorntonco.gov/sites/default/files/2024-10/10-24-24%20Thornton%20Charrette%20Summary%20Slides%20FINAL.pptx.pdf>

9. Thornton Shopping Center Redevelopment - Community Engagement Summary Report (KSU TAB, 2024)

<https://www.thorntonco.gov/media/file/final-community-engagement-report>

10. Thornton Shopping Center Redevelopment – Final Charrette Presentation (KSU TAB, 2024)

<https://www.thorntonco.gov/sites/default/files/2024-08/Thornton%20Charrette%20Presentation%20FINAL%2008-20-24.pdf>

11. Thornton Shopping Center Redevelopment – Market Study and Site Reuse Analysis (KSU TAB, 2024)

https://www.thorntonco.gov/sites/default/files/2024-11/Thornton%20Market%20Study%20and%20Site%20Reuse%20Analysis_10.29.24_Final_0.pdf

12. Thornton Shopping Center Redevelopment – Technical Assistance Summary Report (KSU TAB, 2024)

<https://www.thorntonco.gov/sites/default/files/2025-01/Thornton%20Shopping%20Center%20-%20Technical%20Assistance%20Summary.pdf>

13. South Thornton Revitalization Subarea Plan (City of Thornton, 2011)

<https://www.thorntonco.gov/sites/default/files/2024-06/South%20Thornton%20Revitalization%20Subarea%20Plan.pdf>

14. Thornton Comprehensive Plan 2020 (City of Thornton, 2020, Amended 2024)

<https://www.thorntonco.gov/business-development/city-development/long-range-planning/plans/thornton-comprehensive-plan>

15. South Thornton Urban Renewal Plan (City of Thornton, Thornton Development Authority, 2012)

<https://businessinthornton.com/redevelopment/south-ura/>

16. Thornton Shopping Center – Compliance Order on Consent – Environmental Remediation (Colorado Department of Public Health & Environment, 2025)

<https://www.thorntonco.gov/media/file/tda-no-2024-001-compliance-order-consent-number-24-02-01-01pdf-0>

17. Colorado Enterprise Zone Program Fact Sheet (City of Thornton Economic Development)

<https://businessinthornton.com/site-selection/colorado-enterprise-zone-program/>



APPENDIX B: ACCEPTANCE OF CONDITIONS

ACCEPTANCE OF CONDITIONS STATEMENT

A. Proposing firm indicates acceptance of the following conditions:

1. City of Thornton Charter Section 7.4 prohibits Thornton from making Contracts with firms which employ certain relatives of Thornton employees unless the City Council determines that the making of such a Contract is in Thornton's best interest.

No City Council member, member of a board or commission, Municipal Judge, City Manager, City Attorney, or employee of the City of Thornton, or any such person's family member, domestic partner, or person assuming a relationship being the substantial equivalent of the above, has an existing or pending, direct or indirect, financial, pecuniary or personal interest in the proposing firm or this Request for Proposal, except as follows (list, if any, or if none so state): _____

2. I/we hereby agree to all instructions, terms and conditions, and specifications contained herein.

B. I/we acknowledge the following addenda (list, if any, or if none so state): _____

Submitting Firm Name: _____

Address: _____

Telephone Number: _____

Submitted By: _____

(Print)

(Signature)

Title: _____

Date: _____

Attest (by officer if corporation) or Notary (if individual): _____

My Commission Expires (if notarized): _____



APPENDIX C: QUALIFICATIONS AFFIDAVIT
