



Thornton Shopping Center Redevelopment Site Evaluation and Development Framework



October 2025

Purpose

This Site Evaluation and Development Framework focuses on a comprehensive site and zoning assessment to support the City of Thornton and the Thornton Development Authority in shaping a redevelopment vision for the Thornton Shopping Center site that aligns with community priorities, market realities, and long-term economic vitality. The work will evaluate zoning constraints and opportunities, assess market conditions, and provide alternative development scenarios to help inform optimal land use and density to guide redevelopment of the site.

A key aspect of this evaluation has been targeted outreach to local and regional real estate developers, commercial brokers, and other real estate professionals to receive input on the site's market potential, identify potential incentives that could enhance project feasibility, and assess realistic and aspirational development opportunities given current and projected market conditions.

The City's vision for this site is "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 purpose of this assessment is to equip the City of Thornton and the Thornton Development Authority with a clear framework to guide redevelopment of the site. The framework is intended to ensure that upcoming developer solicitation efforts are **aligned with community priorities, grounded in market feasibility, and structured to maximize investment potential**, ultimately advancing redevelopment outcomes that reflect both City and community goals.

Key Activities

Market & Value Capture Evaluation

- Assess market conditions for commercial, residential, and mixed-use development in the competitive market area to help inform highest and best use options that align with both market demand and community goals.
- Evaluate opportunities for value capture mechanisms (e.g., tax increment financing, public-private partnerships) to improve project feasibility and attract private investment.

Scenario Modeling & Test Fits

- Develop multiple alternative development scenarios of potential product mix, density, and land use configurations for the site.
- Assess scenarios based on market feasibility, public investment requirements, parking approach, financial feasibility gap, and diversity of product types and uses, providing the City with options to consider for advancing for redevelopment of the site.

Zoning & Regulatory Assessment

- Review current zoning, development code, and regulatory requirements to identify potential constraints and opportunities affecting redevelopment of the site.
- Provide targeted potential refinements and recommendations to Thornton's zoning and the development code to unlock higher-value opportunities consistent with both market realities and community vision.

Public ROI & Implementation Strategies

- Estimate the projected public return on investment (ROI) for each redevelopment scenario, capturing long-term fiscal benefits relative to public contributions.
- Identify potential financial toolbox of incentives and funding mechanisms that can reduce project shortfalls and improve feasibility.
- Outline strategies to generate developer interest and position the site competitively in a solicitation process, ensuring alignment with both market realities and the City's vision.

Executive Summary - Key Recommendations and Findings

Market Assessment

- **Retail Market Conditions:** The surrounding retail market is stable with low vacancy and steady demand, but rents remain below nearby submarkets due to older building stock and a weaker tenant mix, limiting reinvestment potential without significant public investment.
- **Retail Opportunities:** Demand exists for food and beverage, neighborhood services, and experiential retail. Viable tenant types include multicultural/specialty grocers, fitness, medical/wellness, small-format value retailers, and entertainment uses. Focus on 30,000–60,000 square feet of market-supported retail, emphasizing food, services, and experiential uses.
- **Experiential Retail and Placemaking:** Experiential retail and placemaking—such as food halls, multicultural markets, specialty dining, entertainment venues, and cultural/arts spaces—offer a unique opportunity to differentiate the site from commodity retail, create a vibrant community gathering place, attract regional visitors, generate higher sales tax revenues, and reinforce mixed-use synergies by integrating housing, civic uses, and public spaces.
- **Residential as a Co-Use to Support Retail and Commercial:** To achieve the aspirational retail program, the site should be supported by a larger residential base—potentially 200–400 multifamily units—that will not only provide the on-site customer demand that retail operators require but also strengthen project economics for developers to make redevelopment feasible.
- **Project Feasibility Gap:** A financial gap exists that stems from lower-than-average rents, nearby aging retail stock, high construction costs, and modest household spending power, all of which constrain the ability to attract additional retail, including higher-quality, diverse and larger-format tenants. To close this gap, a robust financial toolbox will be required to achieve the City's vision of a signature placemaking opportunity as a mixed use, community hub, with retail and social gathering places that has a strong retail focus.

Scenario Modeling and Test Fits

- **Alternative Redevelopment Scenarios:** Five (5) redevelopment scenarios were designed to test a range of market-supported and community-prioritized uses—including retail, housing, civic/arts, and placemaking amenities—in order to balance market and financial feasibility with the City's vision for a vibrant mixed-use district.
 - **Scenario A – Suburban Mixed Use** (30,000 SF retail + housing): Smaller-scale, modest fiscal return.
 - **Scenario B – Retail Node + Mixed-Income Village** (40,000 SF retail + housing): Balanced program, strong leveraged ROI.
 - **Scenario C – Experiential Retail + Food Hall + High-Density Residential** (60,000 SF retail + housing): Highest revenues and placemaking impact but largest financial gap.
 - **Scenario D – Hybrid Town Center** (70,000 SF retail + housing): Strongest fiscal ROI, balanced mix of anchor retail, entertainment, and residential density.
 - **Scenario E – Mercado District + Mixed-Income Residential + Civic/Arts** (40,000 SF retail + civic space): Community-rich program with cultural value but lower fiscal return.
- **Financial Gap:** All redevelopment scenarios require public investment to close feasibility gaps, with subsidy needs ranging from \$12M to \$32M depending on scale and mix.
- **Advance Scenarios C and D as the Preferred Redevelopment Concepts:** These scenarios best align with the City's vision for a vibrant, mixed-use district, deliver strong placemaking and community benefits, and generate a positive fiscal ROI that justifies public participation. Implementing these scenarios will need a commitment to layered public investment to be financially viable and attract a development partner.

Executive Summary - Key Recommendations and Findings

Zoning and Regulatory Assessment

- **Existing General Commercial (GC) Zoning:** The current GC zoning is generally supportive of retail and service uses and does allow some limited mixed-use / residential integration. However, targeted adjustments to the zoning are needed to help achieve the City's placemaking vision and be 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.
- **Adopt a Planned Development Overlay (PD-O):** While GC zoning provides a solid base, a PD-O overlay creates a customized framework with the flexibility to fully integrate commercial, retail, residential, civic, and public space uses, while allowing tailored standards for height, setbacks, and parking. This tool provides developers with greater certainty and creativity, while giving the City stronger control over design quality, placemaking, and delivery of community benefits.
- **Customize Dimensional Standards and Expanded Permitted Uses:** Allow taller buildings in select locations, flexible setbacks, reduced parking minimums, and shared parking strategies to enable more efficient, urban-scale site design. Broaden the mix to explicitly allow additional residential uses (to support commercial), experiential retail, larger restaurants, food halls, and broader housing types.
- **Align Zoning with Incentives:** Use the PD-O as the framework to tie entitlements to potential public investment and negotiate clear community benefits in exchange for public participation.
- **Market Signal:** Adoption of the PD-O communicates certainty, flexibility, and City commitment—helping to attract high-caliber developers and tenants while reducing entitlement risk.

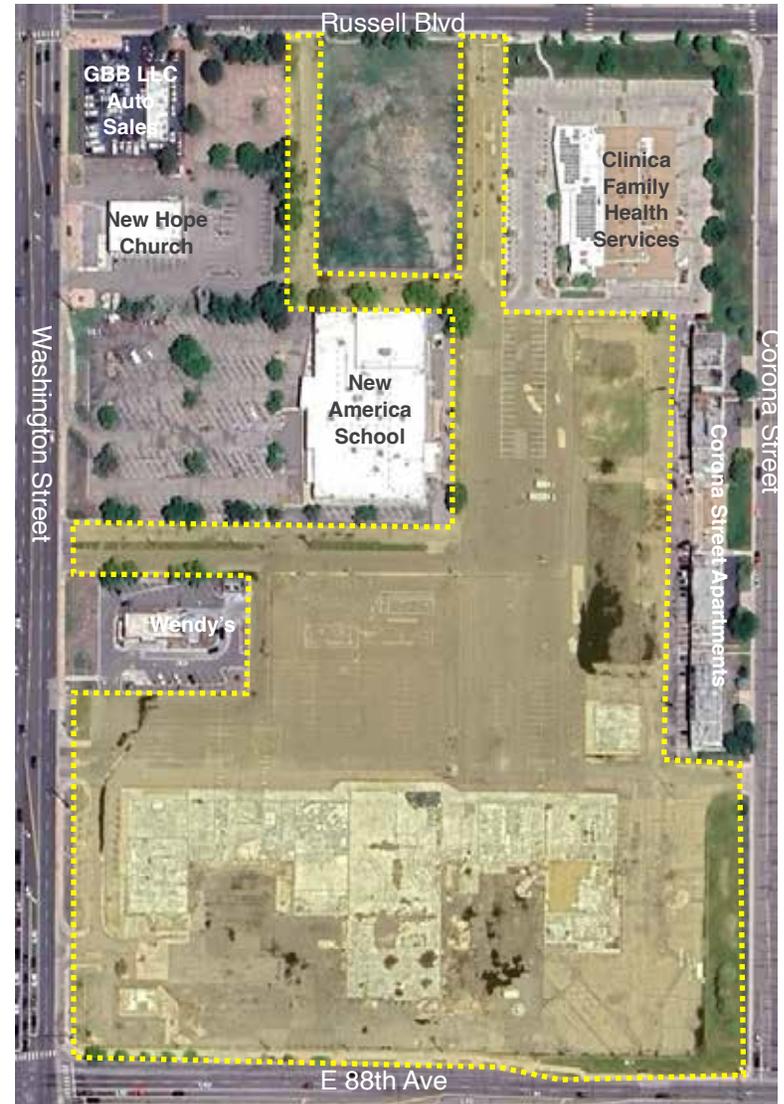
Implementation Strategies

- **Deploy a Layered Financial Toolbox:** Stack multiple public investment tools and explore direct tenant incentives—layer City contributions (e.g., TIF, land concessions, fee waivers) with strategies like reduced rent or tenant improvement allowances to lower project break-even costs and attract high-quality, local, and experiential tenants along with a unique, destination-oriented development partner.
- **Rethink the Developer Solicitation Process:** Shift from a traditional City procurement-driven RFP to a vision-based solicitation that emphasizes alignment with the City's long-term goals, the ability to structure a public-private partnership, and a capacity to deliver phased, mixed-use redevelopment. This approach positions the City as a proactive partner, provides clarity to developers, and ensures that proposals are evaluated not just on financial terms but also on placemaking, community benefits, and alignment with the redevelopment vision.
- **De-Risk the Site for Developers:** Reduce uncertainty through City-led actions such as environmental remediation (currently ongoing), infrastructure upgrades, clear entitlement frameworks and timelines, and pre-approved incentive packages.
- **Appoint an Entitlement Partner Liaison:** Designate a single point of contact within the City to shepherd the redevelopment project through entitlements and approvals, helping streamline coordination across departments and ensuring predictability. This builds developer confidence, shortens timelines, and reinforces the City's role as an active partner.
- **Invest in Non-Market Civic and Cultural Uses:** Such as arts or community anchors, signature plazas or gathering spaces, and public-private programming (markets, concerts, festivals)—to create a destination environment that drives consistent foot traffic and reinforces the site as a vibrant community hub.
- **Interim Site Activation Strategies** - Enhance site image prior to site redevelopment with interim activation strategies, such as pop-up markets, events, and cultural programming.

Site Overview



THORNTON SHOPPING CENTER SITE REDEVELOPMENT



Site Overview

- **Site Information:** The property is the former Thornton Shopping Center, once a key commercial hub in south Thornton. The shopping center is now demolished and the site is now owned by the City of Thornton and Thornton Development Authority.
- **Location & Access:** Positioned at the northeast intersection of Washington Street and 88th Avenue, two high-traffic corridors that provide strong visibility and connectivity to the surrounding community and the broader Denver metro area.
- **Historical Context:** The Thornton Shopping Center opened in 1955 as the first major retail center in the City of Thornton, shortly before the city's incorporation (1956). Served as the original commercial hub for Thornton's early suburban neighborhoods, with a grocery store, drugstore, and other small shops.
- **Zoning:** General Commercial. Primary purpose of the GC zoning district is to preserve opportunities for retail, service, office, and other nonresidential uses while allowing for limited integration of residential components to enhance site vitality.
- **Neighborhood Context:** Adjacent properties include commercial uses to the south (zoning district= GC-General Commercial), commercial uses to the west (zoning district = RC-Regional Commercial), high density residential (Corona Street Apartments to the east (zoning district = RH-Residential High Density), and single family neighborhoods to the north and east (zoning district = SFD-L single family detached-legacy)

SITE INFORMATION	
Site Address	8800 Washington Street, Thornton, CO
Property ID / Account No.	R0204145
Parcel No.	171923318043
Owner	Thornton Development Authority
Legal Description	The Shopping Center of Thornton, Amend No. 4 Lot 1C
Municipal Jurisdiction	City of Thornton
Current Site Use	Vacant Land
Site Acreage	15.6
Zoning	General Commercial (GC)



Market Assessment

This market evaluation provides an assessment of the retail and multifamily residential opportunities for the Thornton Shopping Center site. The purpose is to establish an understanding of current market conditions and performance drivers within the primary market area, while identifying entitlement considerations, value-capture mechanisms, and potential public or private investment strategies necessary to support the City's redevelopment objectives for this site that achieve the community's vision and recognize the market realities for the area.

The analysis benchmarks the Thornton Shopping Center market area against surrounding submarkets and the broader Denver metro region to highlight strengths, weaknesses, and gaps in both the retail and residential sectors.

Key focus areas include:

- **Retail Market Dynamics and Opportunities:** Inventory, rents, vacancies, and tenant mix to estimate near-term demand for the types (e.g. neighborhood-serving, service-oriented, experiential retail uses) and estimates of the amount of retail and commercial uses that could be supported at the Thornton Shopping Center redevelopment based on market area opportunities and constraints, demand drivers, and input from local commercial real estate developers.
- **Multifamily Residential Opportunities:** Rent levels, vacancy rates, absorption, pricing, and unit characteristics relative to peer geographies, with attention to income levels and demographic demand drivers to estimate the level of high density residential product that could be supported at the Thornton Shopping Center redevelopment based on demand drivers and input from local residential real estate developers.
- **Value Capture & Investment Tools:** Identification of financial and public investment strategies—such as tax increment financing (TIF), infrastructure investment, special districts, and land concessions—to bridge development feasibility gaps and attract private investment.
- **Alignment with City Vision:** Comparison of market realities with the City's aspiration for a unique, destination-oriented mixed-use project, with recommendations on interventions to close the gap.

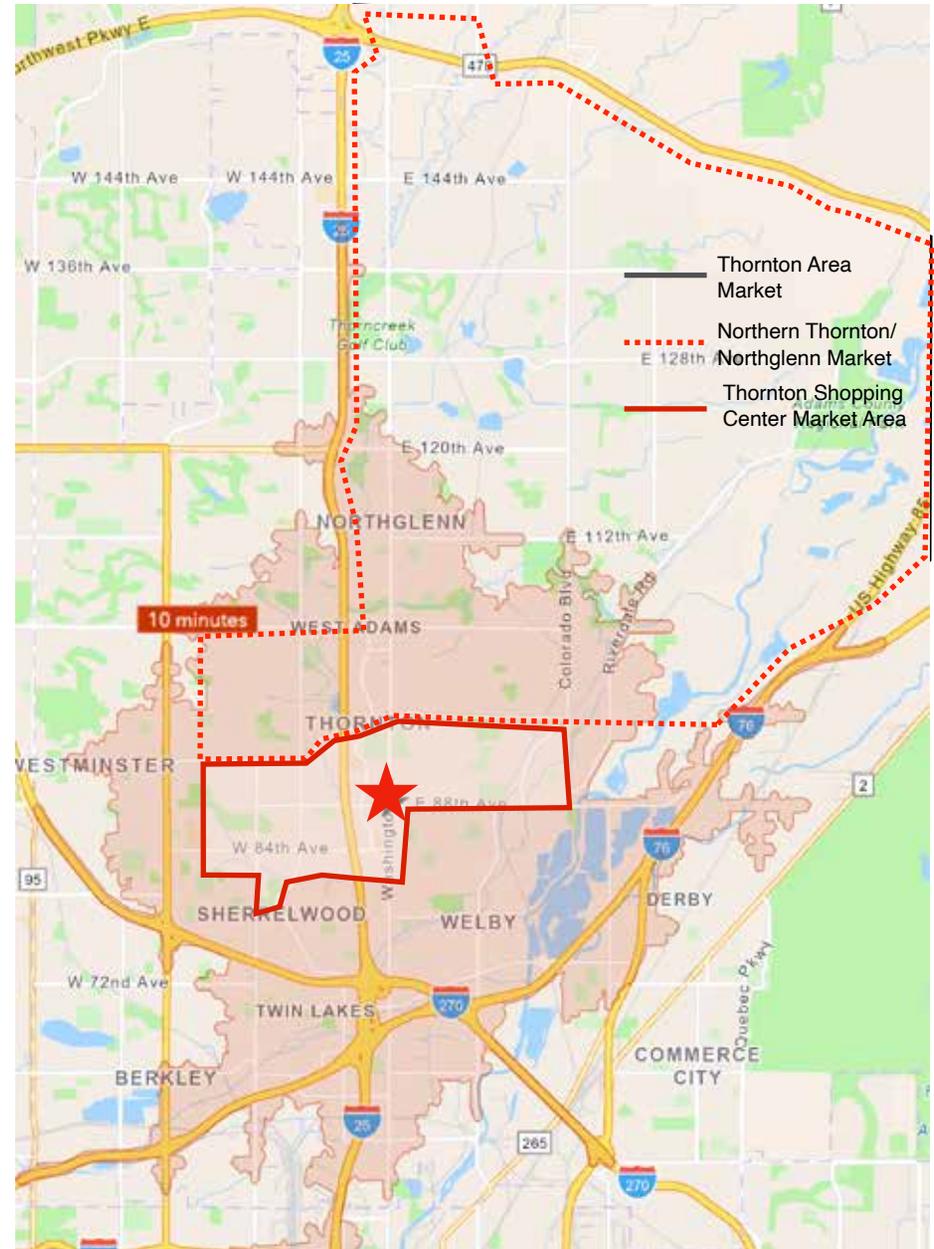
This evaluation is intended to provide the City of Thornton and the Thornton Development Authority and its partners with a data-driven foundation for decision-making to help inform the alternative development scenarios and test fit analysis. It highlights where the market can support desired uses, where barriers exist, and what policy tools, entitlements, or financial interventions may be required to achieve a transformative redevelopment outcome at this key community gateway.

Market Area Definitions

Market Areas Defined

The following market areas were used to define the competitive retail and multifamily areas, supply and key retail metrics, such as vacancy, lease rates, net absorption, projects, under construction, market sales prices and market cap rates for these areas compared to the subject site area.

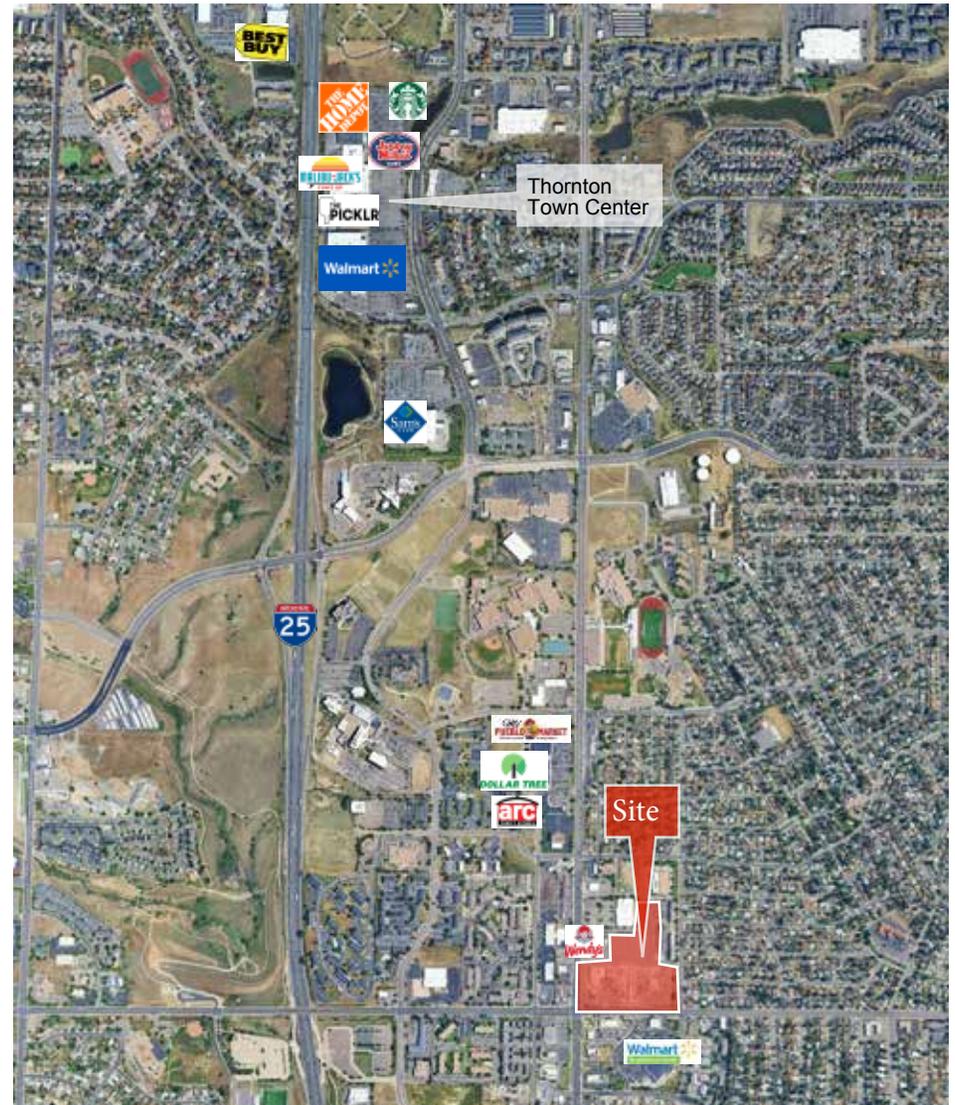
- **Thornton Shopping Center Market Area:** Area generally bounded by Thornton Parkway to the north, 83rd Avenue and 88th Avenue to the south, Pecos Street to the west, and Colorado Blvd to the east. This is the area where most of the neighborhood serving competitive retail is located.
- **Northern Thornton/Northglenn market:** Area north of 104th Avenue and including portions of Northglenn and Thornton east of I-25 and south of E-470. This area has many larger retail centers and competitive retail supply.
- **Thornton Area Market Area:** Larger retail market area that includes Thornton and Northglenn area.
- **Area within a 10-minute drive time of the Thornton Shopping Center site:** Area that bounds approximately by 120th to the north, Highway 287 to the west, I-76 to the east and I-270 to the south.



Retail Market

Trade Area Retail Inventory

- The retail environment around the Thornton Shopping Center redevelopment site is characterized by a mix of aging neighborhood-serving retail centers and larger regional destinations.
- **Along Washington Street and Thornton Parkway, small-format strips provide convenience services, quick-service restaurants, and legacy retailers.** Within a 1-1.5 mile radius from the Thornton Shopping Center site, there are a number of daily-needs and grocery anchored shopping centers, including Walmart Neighborhood Market, Safeway, and King Soopers, ensuring a strong grocery foundation within the trade area.
- Just west of the site along I-25, regional centers like Thornton Town Center, Thorncreek Crossing, The Grove, and Denver Premium Outlets capture discretionary and shoppers goods spending, leaving the local Washington Street corridor primarily focused on value-oriented and service-driven retail. Despite adequate coverage of everyday goods, much of the inventory along Washington Street near the Thornton Shopping Center site is older stock requiring reinvestment and repositioning.



Retail Market

The Thornton Shopping Center market area exhibits strong occupancy but lags surrounding markets in rent levels, absorption, and pricing.

While retail vacancy is low, signaling a stable tenant base, the lower rents and investment values highlight weaker market fundamentals and higher investment risk and underscore its positioning as a value-oriented retail area rather than a prime retail hub compared to those retail centers along I-25.

Thornton Shopping Center Market Area

- Inventory: Approximately 1.5 million square feet of retail space within the area.
- **Retail space is primarily older, 1970s-1990s vintage strip centers and neighborhood-serving retail** concentrated along Washington Street and Thornton Parkway and includes small-format service tenants, convenience retail, discount-oriented users, and quick-service restaurants.
- **Grocery coverage is strong** with Walmart Neighborhood Market, Safeway, and King Soopers located nearby.
- **Few large-format national retailers remain**, and much of the space is second- and third-generation.

Surrounding Market Areas

There is a significant amount of retail within the nearby market areas.

Within a 10-minute drive from the Thornton Shopping Center site, there is approximately 5.8 million square feet of retail space.

- **Area includes a more diverse retail base**, with a mix of regional power centers (Thornton Town Center, Thorncreek Crossing), regional shopping destinations (e.g. Denver Premium Outlets), grocery-anchored neighborhood centers and standalone big-box retailers.
- **Stronger national brand representation and newer retail formats** within these larger market areas compared to the 88th/Washington corridor.
- **Heavier concentration of regional shopping destinations** along I-25 with strong soft-goods anchors such as Cabela's, Burlington, and Nike Factory Store drive discretionary and destination trips.
- **The area is the dominant regional draw for fashion, apparel, and discretionary retail.** The area captures retail spending that might otherwise leak from the Thornton core.

Thornton Area Retail Market Snapshot (August 2025)

	Inventory SF	Vacancy Rate	Market Asking Rent/SF (NNN)	Under Construction SF	12 Mo Net Absorption SF	Market Sales Price/SF	Market Cap Rate
Thornton Shopping Center market area	1,463,116	2.1%	\$19.58	0	10,500	\$218	6.8%
Thornton-Northglenn market area	7,587,151	3.6%	\$24.67	0	44,908	\$260	6.6%
Northern Thornton-Northglenn market area	6,823,137	3.8%	\$25.48	0	54,900	\$267	6.5%
10-Minute Drive Time From Site	5,758,099	4.8%	\$21.91	0	161,000	\$235	6.7%

Source: CoStar

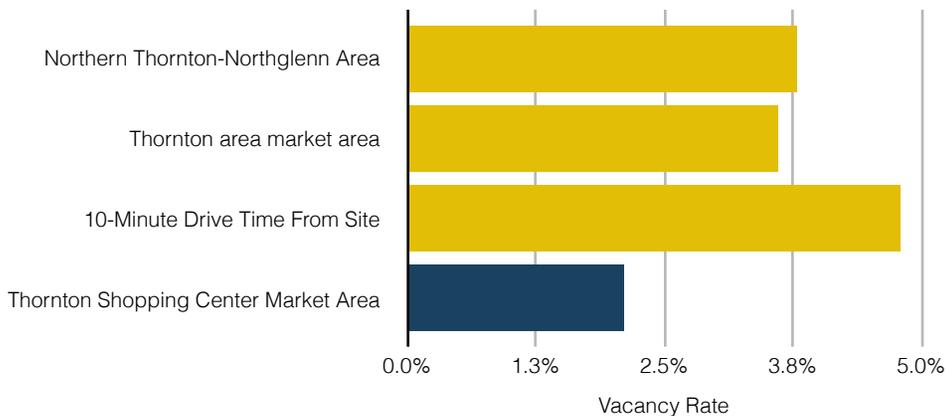
Retail Market

Vacancy

- **The Thornton Shopping Center market area has the lowest vacancy in the region at 2.1%**, compared to 3.6–3.8% in the larger Thornton-Northglenn areas and 4.8% of the retail located within a 10-minute drive of the Thornton Shopping Center.
- **The low vacancy rate reflects a combination of service-heavy tenant mix, grocery-driven demand, no new supply pressure, and affordable rents.**
- The small, service-oriented retail inventory is largely neighborhood-serving strip centers and small shops along Washington Street and Thornton Parkway. **These spaces are typically occupied by service tenants (nail salons, dental, medical, insurance, small ethnic restaurants, convenience shops) that are “sticky” and less volatile than other types of retail.** These users often have fewer relocation options nearby, helping keep occupancy stable.

Retail Vacancy Rate by Trade Area (August 2025)

Source: CoStar



Rents

- **Asking rents within the Thornton Shopping Center market area average \$19.58 per square foot and trail the broader market (\$21.91–25.48 per square foot) by 10-30%**, showing relative pricing weakness.
- Rents in the Thornton Shopping Center market area are lower than surrounding submarkets for several interconnected reasons, such as:
 - Aging retail stock with limited reinvestment or modernization
 - Area dominated by small service tenants, mom-and-pop operators, and value-oriented uses that typically have lower ability to pay than national credit tenants found in power/lifestyle centers, which pushes rent levels down.
 - Demographics & market spending power within the immediate trade area around the site is more middle- to lower-income compared to areas farther north along I-25.
 - Limited investor capital and reinvestment in improvements which would justify higher rents creates a cycle of affordability: affordable rents attract small tenants, but small tenants can't support reinvestment that would drive higher rents.

Average Market Asking Rents by Trade Area (August 2025)

Source: CoStar

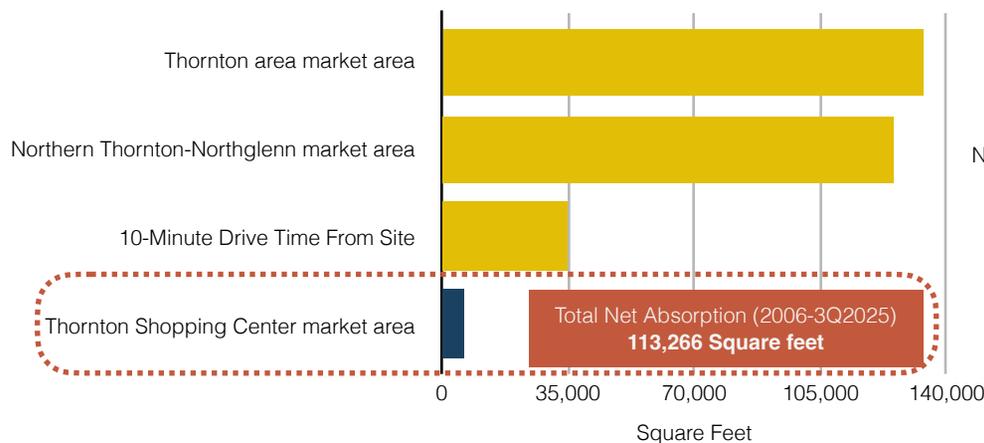


Retail Market

Absorption

- Regional Nodes Outperform:** Both the Thornton Area and Northern Thornton–Northglenn submarkets have consistently absorbed over +125,000 square feet annually since 2006, highlighting the strength of I-25 corridor retail.
- Local Node Lags:** The Thornton Shopping Center area shows minimal net absorption (averaging nearly +6,000 square feet annually), reflecting older inventory, lack of reinvestment, and weak tenant churn.
- 10-Minute Trade Area:** While positive, absorption is far smaller in scale, limited to modest neighborhood-serving space rather than larger-format retail expansion and reinforcing that the majority of growth has concentrated in regional-serving destinations.

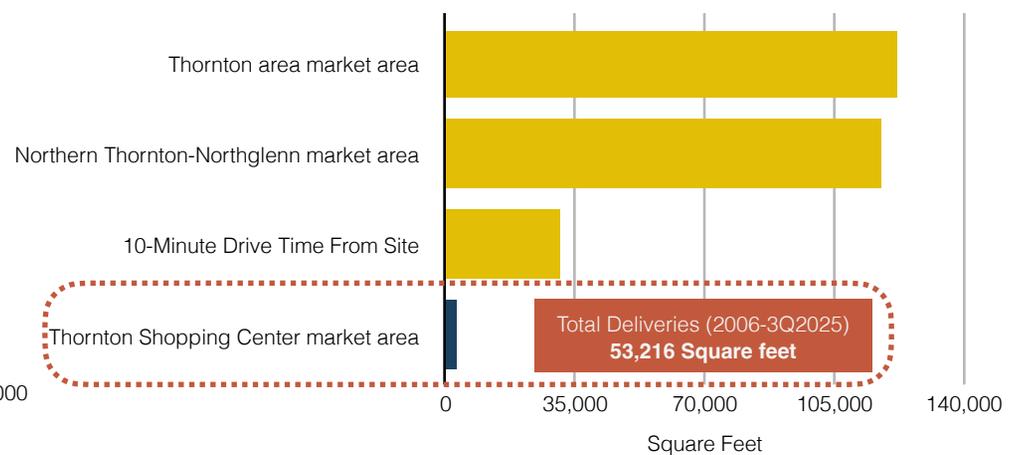
Retail Average Annual Net Absorption (2006-3Q2025)



Deliveries

- Growth Concentration:** Over the past two decades, retail development in Thornton has been highly uneven, with the vast majority of new deliveries concentrated in the northern I-25 corridor. Regional centers such as The Grove and Denver Premium Outlets have attracted significant new square footage, while the Thornton Shopping Center market area has seen almost no new construction since 2006.
- Stagnant Node:** Thornton Shopping Center Market Area has delivered an estimated 53,216 square feet (2,900 square feet annually) since 2006, a fraction of surrounding submarkets, underscoring its stagnant retail growth and relying on aging inventory.
- Northern Thornton–Northglenn submarket has delivered approximately 2.3 million square feet of new retail (121,433 average annual delivery) since 2006,** the largest volume of new retail, concentrated in regional-serving projects along I-25. Within a 10-Minute Drive Area, the submarket has delivered 581,000 square feet (or 30,594 square feet annually), limited to smaller infill projects.

Retail Average Annual Deliveries by Submarket (2006-3Q2025)



Retail Market

Summary Market Observations

- **Weak market fundamentals:** While the Thornton Shopping Center market area maintains low vacancy and relatively strong occupancy, it underperforms surrounding submarkets in rent levels, absorption, deliveries, and pricing, reflecting limited investor and tenant demand.
- **Value-Oriented Positioning:** The Washington/88th corridor functions as a value-oriented retail node rather than a prime retail hub. In contrast, retail centers along I-25 benefit from higher traffic, stronger anchors, and higher rents, which continue to capture the bulk of regional retail spending.
- **Aging retail stock:** Much of the existing retail along Washington Street and Thornton Parkway is older, lower-quality product, which translates into lower rents, weaker tenant rosters, and diminished investment values compared to more modern competitive market areas.
- **Lower Market Rents:** Current base rents in the corridor fall well short of the \$30-\$40+ per square foot (plus NNN) that is needed to justify new construction. This gap makes new retail construction financially unfeasible without significant public support or subsidies.
- **Competitive Leakage:** The I-25 power centers and outlet nodes exert strong competitive pull, making it difficult to backfill or attract large-format soft-goods tenants around 88th and Washington. Instead, retail concepts with daily/weekly frequency (e.g., grocery, food and beverage, fitness, healthcare, and personal services) tend to perform better in this corridor.
- **High Construction Costs:** New retail development faces major headwinds, with construction costs of \$400-\$500 per square foot (all-in). Few Colorado markets can command rent levels sufficient to justify this expense, and the Washington/88th corridor is particularly challenged in this regard.

Key Findings

Thornton Shopping Center Retail/Commercial Opportunities

- **Neighborhood Demand:** The surrounding area supports steady demand for groceries, services, and convenience retail, reinforced by a low retail vacancy rate. This suggests pent-up demand for neighborhood-serving retail and food & beverage options, provided they are delivered with modern design, visibility, and strong site access.
- **Service-Oriented Tenants:** Market fundamentals strongly support service-based retail, including medical/dental, fitness, pet services, off-price/value-oriented small boxes, and everyday services. These users are less dependent on high rents and more resilient against e-commerce competition, making them viable anchors for redevelopment.
- **Food & Beverage:** Opportunities exist for fast casual, specialty dining, and experiential food clusters, particularly when paired with community gathering spaces or public plazas. A well-curated mix could help activate the site beyond standard retail.
- **Specialty Retail & Multicultural Offerings:** The site could attract a multicultural grocer or specialty food operator, broadening the appeal to diverse nearby neighborhoods and serving unmet local demand. This would differentiate the site from competing corridors along I-25.
- **Experiential & Hybrid Uses:** The national retail market continues to shift toward experiential and service-oriented uses. The site could accommodate food halls, healthcare/medical office, entertainment, and co-working/community-oriented retail, creating a unique positioning versus traditional soft-goods retail centers.
- **Redevelopment Catalyst:** The cleared shopping center site represents a rare redevelopment opportunity in Thornton. Rebuilding with modern, walkable retail and integrated mixed-use elements could reposition the corridor as a stronger community hub and attract a broader tenant mix than currently possible.

Multifamily Residential Market

The multifamily residential market surrounding the Thornton Shopping Center reflects a weaker investment environment relative to both the broader Thornton market and the Denver metro region. While vacancy levels are comparable, rents, pricing, and growth trends highlight structural headwinds tied to location and demographics.

- **Inventory:** 3,581 units
- **Vacancy Rate:** 9.5% – in line with nearby areas; slightly lower than Thornton overall but above metro average
- **Asking Rents:** \$1,623/unit (\$1.90/SF) – lowest of all comparison geographies
- **Rent Growth:** -3.2% annually – steeper decline than both Thornton and metro benchmarks
- **Unit Size:** 856 square foot average – smaller than surrounding submarkets
- **Market Sales Price:** \$232,000/unit – lowest among peer geographies, signaling weaker investor confidence
- **Cap Rate:** 5.8% – highest relative to surrounding markets, reflecting greater perceived risk

Despite stable vacancy, this submarket lags on rents, growth, and pricing, indicating limited investor appetite. Higher cap rates and lower unit values underscore risk perceptions, while small unit sizes and negative rent growth reinforce the area's weaker fundamentals.

Thornton Area Multifamily Market Snapshot (August 2025)

	Inventory Units	Vacancy Rate	Asking Rent Per Unit	Asking Rent Per Sq. Ft.	Under Construction Units	Asking Rent Growth/Yr	Average Unit Size	Market Sales Price/SF	Market Cap Rate
Thornton Shopping Center market area	3,581	9.5%	\$1,623	\$1.90	0	-3.2%	856	\$232,000	5.8%
Thornton area market area	18,711	9.7%	\$1,821	\$2.05	0	-2.4%	890	\$297,000	5.2%
Northern Thornton-Northglenn market area	17,291	9.4%	\$1,863	\$2.07	0	-2.7%	901	\$295,000	5.0%
10-Minute Drive Time From Site	16,463	8.8%	\$1,589	\$1.89	0	-5.5%	842	\$235,000	5.3%
Denver Metro Area	457,132	10.9%	\$1,824	\$2.16	15,452	-2.3%	861	\$304,000	5.30%

Source: CoStar

Surrounding Market Areas

- **Northern Thornton–Northglenn Submarket:**

This submarket outperforms others nearby, with the highest asking rents (\$1,863/unit), lowest cap rate (5.0%), and stronger sales pricing (\$295,000/unit). These indicators point to stronger market fundamentals and greater investor confidence just north of the site.

- **Thornton Overall Market:**

With more than 18,700 units, Thornton's multifamily market reported a 9.7% vacancy rate—slightly higher than the site area—but significantly stronger performance on pricing and rents. Asking rents average \$1,821/unit (\$2.05/SF), about 12% higher than the site area. Sales pricing averages \$297,000/unit, with a 5.2% cap rate, reflecting a lower perceived risk premium compared to the site area.

- **10-Minute Drive Market Area:**

The immediate 10-minute trade area surrounding the Thornton Shopping Center underperforms, showing weaker rents and negative rent growth, highlighting more acute localized challenges.

- **Denver Metro Region:**

At the regional scale, the Denver metro market continues to achieve higher rents and pricing than local submarkets, though vacancy remains elevated due to significant new supply being delivered.

Multifamily Residential Market

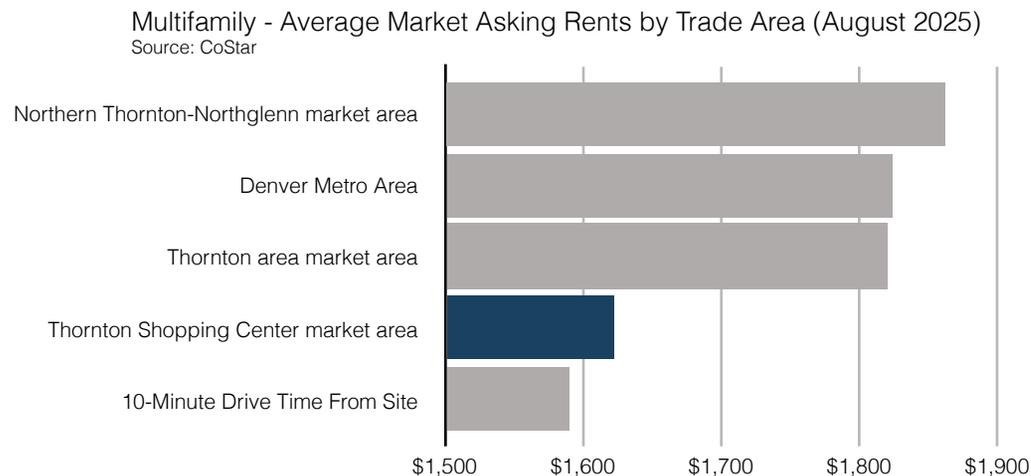
Rents

Multifamily rents around the Thornton Shopping Center underperform relative to both the broader Thornton market and the Denver metro, reflecting demographic, property, and location headwinds.

The Northern Thornton–Northglenn submarket captures stronger pricing power, while the 10-minute drive trade area highlights localized softness. The site sits in a transitional market position—caught between stronger-performing northern submarkets and weaker immediate trade area dynamics.

Key drivers of lower rents in the Thornton Shopping Center multifamily market include:

- **Older, Obsolete Stock:** Much of the multifamily inventory near the site is older, garden-style product with smaller unit sizes and limited modern finishes or amenities. This reduces competitiveness against newer product in nearby submarkets.
- **Limited Amenity Base:** Properties in the immediate area often lack on-site amenities (fitness, clubhouse, structured parking, modern community space) that renters expect in higher-rent markets. This suppresses achievable rents.
- **Demographic and Income Headwinds:** The surrounding trade area has lower household incomes and weaker renter profiles compared to Northern Thornton–Northglenn and metro averages. Renters are more price-sensitive, constraining landlord pricing power.
- **Competitive Pressure from New Supply Elsewhere:** Recent deliveries in stronger submarkets (north Thornton, metro Denver) offer newer, amenitized units at only moderately higher rents, pulling demand away from older product near the site.



Multifamily Residential Market

Market Observations

- **Underperforming Submarket:** The Thornton Shopping Center market area lags behind nearby submarkets, with softer rents, lower unit values, and higher cap rates, reflecting greater investor risk perception. This underscores the need for targeted interventions, incentives, or unique positioning strategies to make redevelopment financially viable.
- **Rent Levels Too Low for New Construction:** Current multifamily rents in the Thornton Shopping Center area average \$1,623/unit (\$1.90/sf)—significantly below metro Denver averages—leaving them insufficient to support new ground-up development without substantial subsidies or incentives.
- **Construction Cost Pressures:** High hard costs (\$205,000–\$300,000 per unit) significantly exceed what local rents can support. This makes high-density podium or wrap-style projects cost-prohibitive, limiting feasible residential formats to lower-cost wood-frame, garden-style, or smaller-scale multifamily typologies.
- **Challenges with Vertical Mixed-Use Residential:** Incorporating ground-floor retail within multifamily projects is financially unviable, as the market struggles to absorb additional commercial space. Developers face the risk of long-term vacancy in such retail components, further undermining feasibility.
- **Capital Market Constraints:** The current financing environment—characterized by high interest rates, tighter underwriting, and greater equity requirements—continues to suppress new residential investment in the area. Without public participation or risk-sharing mechanisms, private capital is unlikely to move forward on new development.
- **Competitive Context:** Nearby submarkets such as Northern Thornton–Northglenn outperform with higher rents (\$1,863/unit) and lower cap rates (5.0%), drawing stronger investor interest. By contrast, the Thornton Shopping Center area shows weaker fundamentals, limiting its competitive positioning.
- **Demographic Headwinds:** The immediate trade area has modest income levels and lower renter affordability thresholds, which constrain achievable rent growth compared to metro averages. This makes it difficult to support higher-cost or luxury-oriented housing product types.

Key Findings

Thornton Shopping Center Residential Opportunities

- **Consider Market Realities:** Current market supports lower-density, cost-feasible product types such as garden-style (3-story) apartments and townhomes. These formats are more achievable given current rent levels, construction costs, and financing constraints.
- **Mixed-Income Housing:** Pair market rate and workforce housing to broaden appeal, diversify the renter base, and enhance project financing options to improve feasibility and address unmet local housing needs. Mixed-income structures can provide financial stability while also aligning with community goals for inclusivity and housing diversity.
- **“Missing Middle” Housing:** Explore incorporating formats such as small-lot townhomes, stacked flats, and live-work units, which fill a gap between single-family homes and large apartment complexes. This product type is more attainable for working households and aligns with Thornton’s suburban context.
- **Senior Housing Opportunities:** Explore senior housing to meet growing demand among aging residents, supported by federal and state funding programs. Further market validation is needed to confirm depth of demand, but senior-focused housing could be a catalytic anchor for redevelopment.
- **Need for Public-Private Partnerships:** Given the feasibility gap, successful multifamily development at the site will likely require public financing tools (e.g., TIF, Metro Districts, tax abatements, gap-closing grants). Strategic use of incentives can attract developer interest, reduce risk exposure, and deliver housing types aligned with community needs.
- **Integrated Redevelopment Approach:** While large-scale mixed-use residential with extensive retail may not be currently viable, pairing smaller-scale residential with select service or community-oriented retail (e.g., healthcare, food, civic space) can activate the site, serve local demand, and create a phased redevelopment path.

Market Assessment Key Takeaways

Retail Demand vs. Vision Gap

- The Thornton Shopping Center site presents a unique opportunity to create a destination-oriented mixed-use hub, but current market realities hinder this opportunity without significant public investment.
- The Thornton Shopping Center redevelopment can realistically support approximately 20,000–30,000 square feet of neighborhood-serving retail, though some of this space may require public investment to be feasible. Additional retail opportunities could be unlocked through the identification and attraction of key anchor tenants—such as a grocer, entertainment use, or other high-traffic draw—that can drive customer activity and generate the foot traffic needed to sustain a broader mix of shops and services.
- A project feasibility gap exists that stems from lower-than-average rents, nearby aging retail stock, high construction costs, and modest household spending power, all of which constrain the ability to attract additional retail, including higher-end, diverse and larger-format tenants.
- To close this gap, a robust financial toolbox will be required to achieve the City's vision of a signature placemaking opportunity as a mixed use, community hub, with retail and social gathering places that has a strong retail focus.

Residential as a Co-Use to Support Retail and Commercial

- To achieve the aspirational retail program, the site should be supported by a larger residential base—potentially 200–400 multifamily units—that will not only provide the on-site customer demand that retail operators require but also strengthen project economics for developers to make redevelopment feasible.
- The City may need to revisit its current zoning framework to permit additional high density residential on the Thornton Shopping Center site, such as permitting ground floor commercial for residential buildings that do not have street frontage. Providing this type of entitlement flexibility is needed to attract development interest and deliver a balanced program of retail and housing.

Ultimately, the path forward is one of balancing pragmatism with aspiration. Market fundamentals alone will deliver a modest, suburban-style mix of retail and residential. **But through zoning and development standards adjustments, strategic public investment, and a phased redevelopment approach, the City of Thornton and the Thornton Development Authority can leverage its ownership position to transform the site into a signature placemaking destination**—one that catalyzes reinvestment, enhances community identity, and expands both the retail and housing options available in Thornton.

City / TDA as Development Partner

The City and Thornton Development Authority will need to act as a development and financial partner. A layered public-private partnership (PPP) strategy can bridge the gap between what the market supports today and what the City envisions for the future. These tools de-risk the project for private developers, lower operating costs for desired tenants, and can help enable delivery of the diverse retail and restaurant mix the community desires.

- **Think Long-Term Return on Investment (ROI):** Focus less on amount of incentives needed to close the gap and more on sustained growth in property and sales tax base, corridor reinvestment, and neighborhood value.
- **Celebrate Progress Already Made:** City and TDA have already advanced environmental cleanup / liability and have an established Urban Renewal District, reducing risk and positioning the site for redevelopment with potential incentives.
- **Leverage a Full Toolbox:** Deploy layered public finance tools such as TIF, land concessions, infrastructure investment, fee waivers, and tenant improvement support to bridge feasibility gaps. A detailed overview of potential financial tools is provided.

The City of Thornton and Thornton Development Authority should approach the redevelopment of the Thornton Shopping Center site with a strategic, long-term perspective on public incentives and return on investment which will be essential to unlock private investment and achieve the City's aspirational mixed-use vision for the site.

Alternative Redevelopment Scenario Modeling

A series of redevelopment scenarios and site test fits have been undertaken to evaluate a range of alternative redevelopment scenarios of potential density and different product mixes for redevelopment of the Thornton Shopping Center site to showcase what may be possible for how the site can be redeveloped based on market feasibility, alignment with the City and community’s vision, and level of public investment needed to achieve the vision.

Based on previous community and public engagement processes, developer input, and market potential, these modeling tests consider varying combinations of conceptual plans for redevelopment of the site, including:

- alternative residential densities
- commercial / retail uses (type and amount)
- civic or cultural space
- parking
- development feasibility
- level of public investment

The purpose is to identify product mixes and residential densities that may be both market-supportable and responsive to the City’s long-term vision. The approach demonstrates how current market-driven uses—such as garden-style apartments or neighborhood commercial uses —can serve as a baseline for redevelopment, while also highlighting how public incentives and investment, creative placemaking, and strategic public-private partnerships could unlock more aspirational outcomes in line with the City and community’s vision.

Importantly, these test fits can provide a practical framework to guide the City’s developer solicitation (RFQ/RFP) process for the site. By quantifying what the market will support and highlighting the impact of public investment and incentives or design choices, the goal is to provide the City, Thornton Development Authority, and developers an understanding of site potential opportunities and constraints. This can help the City and the Thornton Development Authority articulate expectations in an RFQ or RFP, set realistic parameters in the developer solicitation, and identify where public-private partnership tools may be necessary to close financial feasibility gaps. The goal is to provide a more focused developer solicitation process that reduces uncertainty, attracts qualified respondents, and positions the City to negotiate proposals that balance

Alternative Redevelopment Scenarios - Thornton Shopping Center Redevelopment

Scenario	Description	Overall Concept	Estimated Residential Units	Commercial / Retail Space (Square Feet)
A	Suburban Mixed Use	3-story garden style apartments; strip retail/pads	250	30,000
B	Retail Node + Mixed Income Residential Village	3-story market rate apartments, workforce/senior housing apartments, retail	250	40,000
C	Experiential Retail / Entertainment + Food Hall + High Density Residential	5-story residential apartments, experiential retail / entertainment, food hall	350	40,000- 60,000
D	Hybrid Town Center	Anchor retail tenant, neighborhood retail, 3-5 story apartments, services/ coworking/office space	350	40,000 - 60,000
E	Mercado District + Mixed Income Residential + Civic/Arts Plaza	Hispanic oriented retail and arts, 3-story mixed income apartments (market rate, workforce/ senior)	250	30,000 - 50,000

Alternative Scenario A

Suburban Mixed Use



Overall Concept

The Suburban Mixed-Use concept emphasizes a straightforward, market-supportable development strategy, blending conventional multifamily housing with accessible strip retail. It provides a more incremental redevelopment approach compared to higher-density or urban alternatives and can deliver suburban style housing and retail uses while maintaining compatibility with the surrounding suburban context.

Residential

- 200–300 residential units in three-story garden-style apartments, designed to deliver attainable housing options in a low- to mid-density format. Select buildings may incorporate tuck-under parking, creating an efficient blend of surface and integrated parking solutions while maintaining a suburban character.

Development Feasibility	
Market Feasibility	High
This concept is generally more feasible from a market perspective. Garden-style apartments and strip retail are familiar formats in suburban markets, well understood by developers, lenders, and tenants. The combination of garden style apartments and conventional retail pads aligns with current market demand and presents relatively low execution risk.	
City Vision Alignment	Low
While market-ready, this scenario offers limited alignment with the City's long-term vision for a unique, destination-oriented, and transformative redevelopment of the site. The suburban format emphasizes conventional retail and housing types, which fall short of creating the aspirational mixed-use center envisioned by the City and the community.	
Public Investment Needed	Medium
Because the concept relies on proven, lower-cost development formats and surface parking, the project could likely proceed with minimal public support or incentives. Market dynamics alone may be sufficient to attract private investment, limiting the need for significant public participation.	

Retail

- Approximately 20,000–30,000 square feet of single-story retail space proposed along Washington Street and 88th Street. The retail program would be configured as a strip retail center with pad sites, offering opportunities for restaurants, neighborhood services, and small-format tenants that cater to both new residents and the surrounding community.

Parking & Access

- The scenario relies primarily on surface parking distributed across the site, ensuring convenience for both residents and retail patrons. This approach aligns with the suburban character while keeping development costs competitive and supporting tenant feasibility.

Land Use Summary												
Total Site (Acres)	Residential		Commercial		Public/Civic Space		Gross Residential Density (Site)	Net Residential Density (Residential area only)	Estimated Residential Units	Commercial / Retail Space (Square Feet)	Commercial FAR (Floor Area Ratio)	Parking Approach
	%	Acres	%	Acres	%	Acres						
15.6	60%	9.4	20%	3.1	20%	3.1	16	27	250	30,000	0.22	Surface + tuck-under

Alternative Scenario B

Retail Node + Mixed Income Residential Village



Overall Concept

The Retail Node + Mixed-Income Residential alternative envisions a **neighborhood-scale, mixed-income community** that integrates diverse housing types with a modest retail component to serve both new residents and the surrounding area. This concept balances **feasibility and community benefits**. It builds in **market support through attainable housing and small-scale retail**, while advancing city goals around inclusivity, affordability, and neighborhood-serving amenities.

Retail

- Approximately **40,000 square feet of retail space**, clustered along **Washington Street and 88th Street** to create a **clustered and active retail node**. The space is envisioned for neighborhood-serving uses such as grocery, cafes, services, or small restaurants that add convenience for residents while reinforcing the site as a community

Development Feasibility	
Market Feasibility	Medium
The inclusion of market-rate, senior, and workforce apartments creates a balanced residential program, but layered affordability may require careful structuring of financing. Retail demand at 40,000 square feet may be achievable but will need strong anchors or service-oriented tenants to be sustainable.	
City Vision Alignment	Medium
This scenario aligns partially with the City's goals by providing mixed-income housing, senior options, and a neighborhood retail node that adds walkability and services. However, the scale and suburban character remain more incremental than the City's broader vision for a transformative, destination-style redevelopment.	
Public Investment Needed	Medium
Delivering a mixed-income housing program and ensuring quality retail activation will likely require public support, such as incentives for affordability, site improvements, or tenant recruitment. While not as costly as large-scale urban redevelopment, moderate investment will be necessary to bridge feasibility gaps and achieve community benefits.	

Residential

- 300 apartments in 3-story or 4-story buildings**, with a deliberate mix of **market-rate, senior, and workforce housing**. This housing diversity strengthens inclusivity, supports local affordability goals, and ensures the site serves a broad cross-section of Thornton's households. The low- to mid-rise building scale offers a balance of density and neighborhood compatibility.

Character & Form

- Emphasis on walkability and neighborhood identity, with apartments and retail designed to work together as a cohesive node rather than separate, disconnected uses. The inclusion of senior and workforce housing supports demographic diversity and aligns with Thornton's community objectives, while the retail node provides a gathering place and reinforces street activation.

Land Use Summary												
Total Site (Acres)	Residential		Commercial		Public/Civic Space		Gross Residential Density (Site)	Net Residential Density (Residential area only)	Estimated Residential Units	Commercial / Retail Space (Square Feet)	Commercial FAR (Floor Area Ratio)	Parking Approach
	%	Acres	%	Acres	%	Acres						
15.6	50%	7.8	30%	4.7	20%	3.1	19	38	300	40,000	0.20	Surface + tuck-under



Assembly Food Hall, Nashville

Overall Concept

The Experiential Retail + Food Hall + High-Density Residential concept positions the site as a **regional destination** and aligns more closely with Thornton’s vision for a distinctive, catalytic redevelopment. While this alternative carries greater complexity and higher development costs, it delivers a bold, transformative character with the potential to reshape perceptions of the Washington/88th node.

Retail & Food Hall

- **Up to 60,000 square feet of retail space, anchored by an indoor food hall and experiential retail concepts.** This format provides an activated, community-oriented destination with diverse food and beverage options, event space, and opportunities for local entrepreneurs. Complementary specialty retail and services would further reinforce the site as a unique activity hub.

Development Feasibility	
Market Feasibility	Low-Medium
The concept faces significant feasibility challenges. While demand exists for new multifamily housing, five-story apartments at this scale in this submarket would push beyond current market rent thresholds and investor appetite. Similarly, large-scale experiential retail and a food hall model require strong demographics, high traffic volumes, and a proven track record of destination-oriented spending—factors that may be limited in this submarket today.	
City Vision Alignment	High
This alternative strongly reflects the City and community’s aspirations for a bold, transformative redevelopment that establishes a distinctive identity for the Washington/88th node. The combination of high-density housing, a food hall, and experiential retail aligns closely with the community’s vision of creating a unique, destination-oriented activity center that shifts perceptions and catalyzes further investment.	
Public Investment Needed	High
Substantial public support is required to close the gap between market realities and the aspirational vision. Investment may include infrastructure improvements, land write-downs, tax increment financing, or direct participation in the food hall or public space components. Without significant public participation, the development is unlikely to proceed at this scale and format.	

Residential

- **350 apartment units in five-story buildings**, introducing a significantly higher residential density than traditional suburban formats. This scale supports a vibrant on-site population, creates a consistent customer base for adjacent retail, and maximizes land efficiency. Units are envisioned as market-rate apartments, with the potential to integrate affordability or workforce housing through incentives or partnerships.

Character & Experience

- **Emphasis on placemaking and activation, with integrated public spaces, pedestrian-friendly design, and flexible indoor/outdoor areas that support community events, dining, and entertainment.** The combination of high-density residential and destination-oriented retail creates an urban node within a suburban context, offering a more aspirational redevelopment than conventional alternatives.

Land Use Summary												
Total Site (Acres)	Residential		Commercial		Public/Civic Space		Gross Residential Density (Site)	Net Residential Density (Residential area only)	Estimated Residential Units	Commercial / Retail Space (Square Feet)	Commercial FAR (Floor Area Ratio)	Parking Approach
	%	Acres	%	Acres	%	Acres						
15.6	30%	4.7	50%	7.8	20%	3.1	22	75	350	60,000	0.18	Surface + tuck-under + possible structure

Alternative Scenario D

Hybrid Town Center



The Downs, Scarborough Town Center, Maine

Overall Concept

This concept offers a **middle-ground strategy**—more ambitious and transformative than conventional suburban redevelopment, but less risky than large-scale destination or food-hall-driven scenarios. By combining **anchor-driven retail with residential density and community-oriented services**, the Hybrid Town Center positions the site as a **livable, functional, and resilient mixed-use destination** that aligns with both market realities and long-term city vision.

Retail & Services

- **Up to 70,000 square feet of retail, restaurant and services space**, anchored by one or more regional tenants that provide stability and draw consistent foot traffic. Surrounding this anchor, a mix of **neighborhood-serving retail, restaurants, and services** creates an active street-level environment. Complementary space for **coworking, professional office, or community services** strengthens the daytime population and broadens the tenant mix beyond retail alone.

Development Feasibility	
Market Feasibility	Low-Medium
Offers a strong mix of uses, but the scale of anchor retail and mid-rise apartments may be ahead of current market demand in this submarket. Anchors could face challenges attracting sufficient sales volume, and achieving rents to support structured or podium-style development may require subsidy or patient capital. However, the diversified mix of retail, services, and housing provides some resilience compared to single-use concepts.	
City Vision Alignment	High
This alternative strongly supports the City and community's vision for a vibrant, mixed-use community destination. By combining anchor-driven retail with diverse housing, services, and coworking/office space, this concept advances goals of placemaking, housing variety, and activity generation.	
Public Investment Needed	High
Significant public support would be needed to overcome feasibility gaps. This may include site preparation, infrastructure upgrades, incentives for anchor tenants, or financial participation in structured parking or mixed-income housing. Public investment would be required to bridge the difference between market limitations and the aspirational vision for a town center-style redevelopment.	

Residential

- **300 apartments in 3- to 4-story buildings**, providing a range of unit types and densities. The residential component creates an on-site customer base for retail and services, while supporting Thornton's goals for more diverse housing options. The mid-rise scale allows for higher density than garden apartments, but remains contextually compatible with the surrounding suburban fabric.

Character & Experience

- Emphasizes **walkability, integrated public spaces, and mixed-use activation**, creating a node where people can live, shop, work, and gather. The combination of anchor retail with neighborhood amenities and housing delivers both market viability and community identity, bridging suburban convenience with urban placemaking.

Land Use Summary												
Total Site (Acres)	Residential		Commercial		Public/Civic Space		Gross Residential Density (Site)	Net Residential Density (Residential area only)	Estimated Residential Units	Commercial / Retail Space (Square Feet)	Commercial FAR (Floor Area Ratio)	Parking Approach
	%	Acres	%	Acres	%	Acres						
15.6	30%	4.7	50%	7.8	20%	3.1	19	64	300	70,000	0.21	Surface + tuck-under + possible structure



Development Feasibility	
Market Feasibility	Medium
The Mercado concept and mixed-income housing structure have moderate feasibility. While there is demonstrated demand for affordable and workforce housing, mercado-style retail relies heavily on strong curation, cultural branding, and entrepreneurial support to succeed. This format may not attract traditional financing as easily as conventional retail but has potential with the right operator, incentives, and tenant mix.	
City Vision Alignment	High
This scenario strongly reflects Thornton's vision for a unique, community-centered destination. By emphasizing cultural identity, entrepreneurship, and civic/arts integration, it aligns with goals of placemaking, inclusivity, and cultural vitality. The addition of civic and arts uses enhances the site's role as a true community hub, elevating it beyond a typical residential or retail redevelopment.	
Public Investment Needed	Medium
To bring the mercado and civic/arts programming to life, public participation is required. Investment may include tenant support programs, grants for small businesses, infrastructure upgrades, cultural facility development, and ongoing management or programming support.	

Overall Concept

The Mercado District + Mixed-Income Residential + Civic/Arts Space concept delivers a **unique, community-driven redevelopment strategy**. While requiring significant public participation and curation, it offers a distinctive identity and aligns with city goals of inclusivity, cultural vitality, and placemaking. This alternative positions the site as a **local destination rooted in Thornton's cultural and social fabric**.

Mercado Retail & Services

- **The centerpiece is up to 40,000 square feet of mercado-style retail and services, featuring small-format tenants such as local restaurants, specialty grocers, artisans, and service providers.** The mercado approach emphasizes local entrepreneurship, cultural authenticity, and affordability, offering a platform for small businesses and start-ups that reflect Thornton's diverse community.

Residential

- The residential program provides **250 apartments in three-story buildings**, with a **mixed-income focus**. The inclusion of affordable, workforce, and market-rate housing ensures a diverse resident base, supporting community diversity while providing the on-site population necessary to sustain local retail and services. Civic / Arts Space
- **Integrated civic, cultural, or arts space provides an anchor for community programming and events.** This could include a small cultural center, flexible performance space, or galleries that celebrate local creativity. These civic elements enhance placemaking and reinforce the district's role as a cultural and social hub.

Land Use Summary												
Total Site (Acres)	Residential		Commercial		Public/Civic Space		Gross Residential Density (Site)	Net Residential Density (Residential area only)	Estimated Residential Units	Commercial / Retail Space (Square Feet)	Commercial FAR (Floor Area Ratio)	Parking Approach
	%	Acres	%	Acres	%	Acres						
15.6	50%	7.8	30%	4.7	20%	3.1	16	32	250	40,000	0.20	Surface + tuck-under

Summary - Alternative Redevelopment Scenario Modeling

The five scenarios represent different approaches to redeveloping the site, balancing market feasibility, alignment with the City's aspirational vision, and the level of public investment required.

Market vs Vision Gap:

- The most market-feasible scenarios (A & B) are least aligned with the City's desire for a unique destination.
- The most vision-aligned scenarios (C, D & E) will require significant public investment and creative partnerships to succeed

Housing is a Critical Component:

- All scenarios rely on residential units (200–400) to anchor feasibility.
- Mixed-income approaches (B & E) broaden alignment with demographics and funding sources.

Retail Must Be Right-Sized:

- The market supports 20,000–30,000 square feet of retail; larger retail formats (40,000–60,000 square feet) may require heavy subsidy to attract destination type retailers and restaurateurs.
- Cultural/experiential concepts (food hall, Mercado) add differentiation but also add cost and risk.

Public Investment is Essential:

- To achieve the City's aspirational vision, Thornton will need to provide a **comprehensive package of incentives and investments** that reduce risk for private developers, close the financial gap for project viability, and attract tenants and partners that would otherwise bypass the site.
- City investment should be positioned as a **long-term return-on-investment strategy**, where upfront City contributions generate substantial fiscal and community benefits over time—higher property and sales tax revenues, enhanced neighborhood image, increased surrounding property values, and improved quality of life for residents.

Scenario	Description	Overall Concept	Estimated Residential Units	Commercial / Retail Space (Square Feet)	Parking Approach	Market Feasibility	City Vision Alignment	Public Investment Needed	Estimated Financial Gap
A	Suburban Mixed Use	3-story garden style apartments; strip retail/pads	250	30,000	Surface + tuck-under	High	Low	Medium	\$12-\$15M
B	Retail Node + Mixed Income Residential Village	3-story market rate apartments, workforce/senior housing apartments, retail	300	40,000	Surface + tuck-under	Medium	Medium	Medium	\$13-\$17M
C	Experiential Retail / Entertainment + Food Hall + High Density Residential	5-story residential apartments, experiential retail / entertainment, food hall	350	60,000	Surface + tuck-under + possible structure	Low-Medium	High	High	\$28-\$32M
D	Hybrid Town Center	Anchor retail tenant, neighborhood retail, 3-5 story apartments, services/ coworking/office space	300	70,000	Surface + tuck-under + possible structure	Low-Medium	High	High	\$23-\$27M
E	Mercado District + Mixed Income Residential + Civic/ Arts Plaza	Retail to include Hispanic oriented retail and arts, 3-story mixed income apartments (market rate, workforce/senior)	250	40,000	Surface + tuck-under	Medium	High	Medium	\$12-\$15M

Note: Estimated financial gap based on project achieving targeted 7.5% Yield on Cost; applies market benchmark development costs and potentially supportable market rents within the Thornton market area. This range of financial gap is preliminary and subject to change based on targeted return metrics, development costs, financial performance, land values, market capitalization rates, and other program assumptions.

Financial Gap Summary

The financial gap analysis evaluates the feasibility of five redevelopment scenarios by comparing projected stabilized net operating income (NOI) to total development costs. For the purpose of this analysis, assumed developers typically require a target yield on cost (YOC) of 7.5%, reflecting the risk premium above current market capitalization rates (~6%). Where actual YOC falls short, the difference is translated into a required public subsidy or gap investment to make the project financially viable.

All scenarios show a need for **public participation** to close feasibility gaps. Larger, higher-amenity scenarios (C & D) create the greatest fiscal and community benefits but also carry the **largest subsidy requirements**, while smaller, lower-cost options (A & E) are more affordable to support but offer less transformative potential.

See appendix for additional details on redevelopment scenario assumptions, including construction costs, structured parking costs, land costs, retail and residential market rents, operating expense ratios, etc.

Key Findings

- **Scenario A – Suburban Mixed Use:** Requires a \$12–15M gap subsidy, reflecting relatively lower development costs compared to other scenarios. The retail mix and residential program generate only modest NOI, limiting financial performance and leaving a shortfall relative to the target yield.
- **Scenario B – Retail Node + Mixed-Income Residential Village:** Shows an estimated \$13–17M financial gap. While this program benefits from higher NOI through a stronger retail and residential mix, the increase in total development costs offsets those gains, resulting in a funding need.
- **Scenario C – Experiential Retail + Food Hall + High-Density Residential:** Represents the largest financial gap at \$28–32M. This concept delivers strong placemaking and catalytic potential through experiential retail and food hall uses, but these uses typically yield lower near-term returns.
- **Scenario D – Hybrid Town Center:** Shows an estimated \$23–27M gap, driven by a combination of anchor retail space, entertainment programming, and mixed-use residential costs. Although NOI is stronger than smaller-scale concepts, the higher overall investment requirements push the subsidy need into the upper range.
- **Scenario E – Mercado District + Mixed-Income Residential + Civic/Arts Plaza:** Requires a \$12–15M gap subsidy, similar to Scenario A. The smaller scale, inclusion of civic/arts components, and community-focused retail limit total NOI but also keep costs relatively moderate, making this scenario more affordable from a subsidy standpoint while delivering meaningful community value.

Thornton Shopping Center Redevelopment Scenarios Financial Gap Summary

	A – Suburban Mixed Use	B – Retail Node + Mixed-Income Residential Village	C – Experiential Retail + Food Hall + High-Density Residential	D – Hybrid Town Center	E – Mercado District + Mixed-Income Residential + Civic/Arts Plaza
Stabilized NOI	\$5,430,000	\$6,624,000	\$8,088,000	\$7,434,000	\$5,700,000
Total Development Cost	\$83,545,360	\$100,295,360	\$132,545,360	\$119,295,360	\$87,045,360
Actual Yield on Cost (YOC)	6.5%	6.6%	6.1%	6.2%	6.5%
Target Yield on Cost	7.5%	7.5%	7.5%	7.5%	7.5%
Target NOI	\$6,265,902	\$7,522,152	\$9,940,902	\$8,947,152	\$6,528,402
NOI Gap (Annual)	\$835,902	\$898,152	\$1,852,902	\$1,513,152	\$828,402
Market Cap Rate (Blended)	6.0%	6.0%	6.0%	6.0%	6.0%
Financial Gap to Achieve Target YOC	\$12-\$15M	\$13-\$17M	\$28-\$32M	\$23-\$27M	\$12-\$15M

Key Assumptions

- **Target Yield on Cost (YOC):** 7.5% (150–200 basis points above market cap rate of 6%).
- **Market Cap Rate:** 6.0%, blended across residential and commercial uses.
- **Financial Gap Calculation:** Based on capitalized value of the annual NOI shortfall (Target NOI – Actual NOI ÷ Cap Rate).
- **Development Costs:** Inclusive of hard and soft costs but excluding land value subsidies or extraordinary public improvements.
- **Stabilized NOI:** Modeled at full lease-up, assuming market rents and occupancy by use category.

Zoning and Regulatory Assessment

The City of Thornton’s recently updated Reenacted Development Code (July 2025) represents a critical step toward modernizing zoning and development standards to better reflect community priorities for economic vitality, housing choice, and placemaking. As part of this effort, the General Commercial (GC) zoning district is especially important to ensure that redevelopment opportunities—such as the Thornton Shopping Center site—are feasible, market-responsive, and aligned with the City’s vision for vibrant, mixed-use activity centers.

A review of the Reenacted Development Code, and specifically, the GC zoning district, was performed within the context of potential redevelopment of the Thornton Shopping Center site. The proposed recommendations, comments, and potential refinements outlined in this assessment build on the new code framework with the goal of expanding flexibility, streamlining approvals, and clarifying standards that support both reinvestment and long-term commercial and residential viability and market feasibility, including additional flexibility for residential to support commercial uses.

Overview

The recommendations and potential refinements are designed to expand opportunities for integrating residential and commercial uses while maintaining the GC primary district’s role as a generator of commercial activity and fiscal strength.

Key recommendations and potential refinements focus on:

- Encouraging mixed-use development and providing additional flexibility for residential and parking to support commercial, restaurant and retail uses
- Permitting additional residential uses and adjustments to design and development standards for catalytic mixed use development projects
- Streamlining approvals and providing incentives to facilitate transformative mixed use development projects in underperforming corridors and activity centers

Together, these proposed refinements reinforce the City’s broader policy objectives by balancing fiscal stability with community growth. By encouraging a mix of residential and commercial uses, these recommended potential refinements can help maintain a strong sales tax base while also expanding housing options and enhancing quality of life to support project feasibility.

Just as importantly, these suggested adjustments can help create a clearer and more predictable framework for reinvestment and attract developer interest in the Thornton Shopping Center—and other aging commercial areas—for successful redevelopment into vibrant, resilient destinations that reflect the City and community’s long-term vision.

Zoning and Regulatory Assessment

The Thornton Shopping Center site is located in the recently adopted General Commercial (GC) Zoning District of the 2025 Reenacted Development Code of the City of Thornton.

The General Commercial District is designed to accommodate mid-scale, citywide-serving commercial development and activity centers that support Thornton’s long-term fiscal sustainability.

Its primary purpose is to preserve opportunities for retail, service, office, and other nonresidential uses while allowing for limited integration of residential components to enhance site vitality.

Key elements of the General Commercial Zoning District include:

- Primary Use Orientation:** Development is expected to be predominantly nonresidential, supporting employment, services, and revenue-generating land uses.
- Mixed-Use Flexibility:** Projects may incorporate buildings with both residential and nonresidential uses to expand employment opportunities and activate commercial areas throughout the day. However, residential uses may not exceed 25% of the site’s total land area, unless ground-floor space is dedicated entirely to nonresidential uses, in which case the 25% maximum does not apply.
- Urban Design Standards:** New development should be pedestrian-oriented, provide multimodal connections to adjacent neighborhoods and centers, and integrate public gathering spaces to foster community interaction and activity.

GENERAL COMMERCIAL (GC) ZONING DISTRICT DIMENSIONAL STANDARDS			
Regulation	Dwelling, Live-Work	Multi-Unit Dwelling Above Ground Floor	All Other Uses
Minimum Dwelling Unit (Sq. Ft.)	N/A	1,000	N/A
Minimum Lot Area per Dwelling Unit (Sq. Ft.)	1,300	N/A	N/A
Minimum Lot Width per Dwelling Unit (Sq. Ft.)	19	N/A	N/A
Minimum Side Setback (Feet)	5	10	10
Minimum Rear Setback (Feet)	10 / 0	15	15
Maximum Building Height (Feet)	45	65	45
Minimum Front or Side Street Setback (Feet)	10	15 Arterial; 10 Collector or Local	15 Arterial; 10 Collector or Local
Maximum Lot Coverage (%)	93	80	80
Minimum Frontage Build-Out on Primary Street (Feet)	N/A	40	50
Maximum Front or Side Street Setback (Feet)	N/A	35 Arterial; 15 Collector or Local	25 Arterial; 15 Collector or Local
Minimum Distance Between Buildings up to Two Stores (Feet)	N/A	10	10
Maximum Distance Between Buildings up to Two Stores (Feet)	N/A	20	20
Notes: 1/ Residential uses may not have front vehicular access directly from the street. Vehicular access shall be rear access through an alley or parking lot			

Zoning and Regulatory Assessment

Zoning Recommendation

A Planned Development Overlay (PD-O) District is recommended for the Thornton Shopping Center site because the existing GC zoning does not provide the flexibility needed to deliver the City's vision and market demand for a vibrant, mixed-use district. A PD-O creates a customized framework that allows residential, retail, commercial, civic, and public space uses to be integrated while giving the City control and predictability over design, phasing, and community benefits.

The purpose and intent of the PD-O District is to achieve high quality, creative, and innovative land planning and site design that furthers the objectives of the city, but which cannot be achieved through the strict application of the development and design standards. The PD-O District provides a process by which customized development and design standards may be approved that meet the needs and character of the site-specific features and context of the district in compliance with the Comprehensive Plan.

The following section on the next page outlines specific recommended components for a proposed Thornton Shopping Center PD-O related to dimensional standards, parking, permitted uses, and public realm design, establishing a framework that balances market feasibility with community priorities.

Overlay District Defined. An overlay district is a zoning district with a defined geographic area that is superimposed on top of one or more underlying base zone districts for the purpose of modifying or supplementing the base zone district regulations to help achieve a specific goal for the area. The standards of the overlay district shall supersede the standards of all other applicable district types.

Why a PD-O is the Recommended Zoning Tool

PD-O Provides Flexibility Beyond Existing GC Zoning

- The site's current General Commercial (GC) zoning is primarily designed for auto-oriented retail centers.
- GC restricts residential and mixed-use formats, requiring variances or work-arounds to achieve the community's vision and be responsive to market demand.
- A PD-O provides the necessary flexibility to integrate residential, retail, office, civic, and open space uses within a cohesive framework.

PD-O Provides Customized Development Standards

- The site is large and irregular, requiring tailored standards for building heights and transitions to adjacent neighborhoods, flexible parking ratios (surface, tuck-under, shared parking) and public realm and placemaking elements (plazas, civic/arts space).
- PD-O allows creation of customized design and land-use standards specific to this redevelopment.

Predictability and Control

- Developers benefit from clear entitlements established in the PD-O, reducing risk and uncertainty
- City retains control by tying approvals to an adopted concept/regulating plan, ensuring redevelopment aligns with community vision.
- This balance ensures projects move forward without repeated variances or piecemeal approvals.

Public-Private Alignment

- The site is within the South Thornton URA, where public incentives such as TIF, fee waivers, and infrastructure credits are under consideration.
- A PD-O provides the framework to negotiate and require community benefits (civic/arts space, open space) in exchange for public investment.
- This creates a clear contract between the City, URA, and private developers, aligning financial tools with desired outcomes.

Catalytic Signal

- Establishing a PD-O communicates to the market that Thornton is committed to a mixed-use, high-quality redevelopment at this key gateway site.
- This can help attract higher-caliber developers, tenants, and investors by reducing entitlement risk and reinforcing the City's long-term vision.

Suggested Components for PD-O for Thornton Shopping Center Site

Dimensional Standards	Prospective Component	Rationale
Minimum Lot Area per Dwelling Unit	<ul style="list-style-type: none"> For multifamily residential consider the following minimum lot area per dwelling unit: 1,300 (square feet). 	<ul style="list-style-type: none"> Provides sufficient density to support mixed-use redevelopment while maintaining compatibility with surrounding uses.
Building Height	<ul style="list-style-type: none"> Permit multifamily residential buildings (<u>without</u> ground floor commercial) up to 65 feet subject to limited or special use review. 	<ul style="list-style-type: none"> Allows flexibility for market-driven redevelopment, supports higher-density housing or office uses where infrastructure can accommodate growth, and aligns with mixed-use urban form.
Building Setbacks	<ul style="list-style-type: none"> For multifamily residential (without ground floor commercial requirement for locations not along street frontages) consider the following minimum setbacks: side (5 feet), rear (10 feet), front (5 feet). 	<ul style="list-style-type: none"> Reduced setbacks help activate the street edge, create a more cohesive urban form, and provide flexibility for shared open space and public realm enhancements.
Minimum Distance Between Buildings	<ul style="list-style-type: none"> Allow reduction via administrative adjustment for buildings connected via podium, structured parking, or fire-rated separation for under 10 feet to permit greater design flexibility. Current minimum distances are 10 and 20 feet between buildings depending on use type and height. 	<ul style="list-style-type: none"> Encourages continuous street frontage and cohesive urban form, supports podium and structured parking design, and allows for intentional design separation based on function.
Uses	Prospective Component	Rationale
Principal Uses - Residential Uses and Mixed Use Compatibility	<ul style="list-style-type: none"> Permit residential uses by right (or Limited or Special Use) on up to 30% of the total land area without commercial ground floor requirement for locations not along street frontages. Instead, require minimum active ground-floor nonresidential frontage for multifamily only along primary streets. Permit a broader range of residential types, including duplexes, attached dwellings, and multifamily (without ground floor commercial requirement). 	<ul style="list-style-type: none"> Allowing residential on up to 30% of the Thornton Shopping Center site's land area (currently limited to 25%) enables flexible, mixed-use redevelopment that supports placemaking, housing demand, and retail viability while preserving the site's commercial character. Expands housing choice and supports market feasibility; provides flexibility to adapt underutilized commercial sites into mixed-use communities with diverse housing options.
Principal Uses - Commercial Uses	<ul style="list-style-type: none"> Consider permitting by right commercial and lodging uses in the PD-O zoning district: (1) General commercial more than 5,000 sq. ft.; (2) General office more than 5,000 sq. ft.; (3) Personal services; (4) Restaurants more than 5,000 sq. ft.; (5) Brewery, winery, distillery; (6) Hotel or motel. 	<ul style="list-style-type: none"> Larger-format retail, office, services and restaurants often essential to support smaller tenants and neighborhood-serving uses and can help anchor a center. Streamlining their approval encourages reinvestment in underperforming areas without unnecessary process hurdles.
Parking	Prospective Component	Rationale
Off-Street Vehicle Parking - Minimum Parking Requirements	<ul style="list-style-type: none"> Consider a parking reduction of up to 30% when a parking demand study demonstrates that peak demands occur at different times for residential and non-residential uses for a mixed use development project. Allow for on-street parking located on a public street or alley to count towards the minimum parking requirements for mixed use projects. 	<ul style="list-style-type: none"> Supports development feasibility by lowering costs tied to excess parking, encourages use of alternative transportation, and promotes more efficient land use in urbanizing areas.
Off-Street Vehicle Parking - Locations	<ul style="list-style-type: none"> Consider allowing context-based front and side yard parking flexibility in specific situations, such as corner lots or parcels with multiple frontages, sites with shallow depths, where screening or enhanced landscaping is provided, and for commercial buildings fronting arterial streets. 	<ul style="list-style-type: none"> Current code only allows off-street vehicle parking on rear yard and interior side yard within the GC zoning district. This would increase site planning flexibility, supports adaptive reuse or phased redevelopment, and addresses constraints on commercial sites.

Other Zoning and Land Development Recommendations

In addition to recommending the establishment of a Planned Development Overlay (PD-O) to guide mixed-use redevelopment, there are several other potential refinements to the General Commercial (GC) zoning that are recommended to better support the City’s vision for a vibrant, walkable district.

Key updates include adding changes to development standards and uses to permit greater flexibility in height, density, and setbacks for mixed use buildings, and introducing cross-credits for open space and public amenities to encourage placemaking and high-quality design.

To complement these potential refinements, including as part of a PD-O, the City should also consider streamlined approval processes, targeted incentives such as density bonuses and fee reductions, and appointing an Entitlement Partner Liaison to coordinate entitlements and permitting.

Together, these refinements will modernize the regulatory framework, reduce barriers, and create a more predictable and partnership-driven environment that advances redevelopment of the Thornton Shopping Center site.

Development Standards and Uses		
Possible Constraint	Prospective Refinement	Rationale
No explicit “Mixed-Use Building” category in GC	<ul style="list-style-type: none"> • Add a “Mixed-Use Building” use type in the Principal Use Table for GC as a permitted use, with clear form and design standards rather than a special process. 	<ul style="list-style-type: none"> • Simplifies approvals, reduces uncertainty, and signals policy support for integrated residential/commercial projects.
GC zoning district may not fully permit the mix of uses needed for redevelopment of certain sites to thrive and be financially feasible, such as the Thornton Shopping Center site	<ul style="list-style-type: none"> • Consider rezoning the Thornton Shopping Center site to the Mixed Use (MU) Zoning District that would permit a wider range of commercial and residential uses by right, including greater flexibility in use and development standards. 	<ul style="list-style-type: none"> • Provides more flexibility in uses and development standards that may more closely match the viability for redevelopment in alignment with the community’s vision, especially for walkable, integrated neighborhoods; many mixed-use projects can proceed via administrative approval if standards are met; fewer discretionary reviews.
Current code does not provide cross-credit for stormwater, landscaping, or open space when mixed-use delivers public amenities	<ul style="list-style-type: none"> • Allow stormwater, landscaping, and open space credits for mixed-use projects that provide public amenities. 	<ul style="list-style-type: none"> • Provides development incentives for projects that integrate plazas, green roofs, or community gathering areas; aligns infrastructure requirements with the public benefits of urban mixed-use projects • For example, if a developer designs a plaza or green roof that serves multiple purposes (e.g., both a stormwater feature and public open space), the code still treats those as distinct requirements, and the project cannot “double count” or apply cross-credit toward meeting both requirements.

Other Zoning and Land Development Recommendations

Incentives, Streamlined Approval, and Implementation Tools		
Possible Constraint	Prospective Refinement	Rationale
Thornton Shopping Center site identified as 'Commercial' on the Future Land Use Map (FLUM) in the City of Thornton Comprehensive Plan. This designation may preclude or limit residential development as part of a mixed use community	<ul style="list-style-type: none"> Amend the Comprehensive Plan and FLUM to redesignate the Thornton Shopping Center site as "Community Mixed-Use" or a comparable category that permits residential as part of an integrated mixed-use development. 	<ul style="list-style-type: none"> Redesignating the Thornton Shopping Center site as mixed-use supports housing and retail integration, improves redevelopment feasibility, and aligns with evolving market conditions, community needs, and revitalization goals.
No current density or height incentive specific to mixed-use projects in GC zoning district	<ul style="list-style-type: none"> Consider adding a density bonus or height increase for projects in high-priority investment areas, such as Thornton Shopping Center site. 	<ul style="list-style-type: none"> Encourages vertical mixed-use and more efficient land use by offering tangible development benefits for including both uses; helps achieve community vision without requiring costly variances.
No expedited development review process for catalyst projects that meet city and community goals and objectives	<ul style="list-style-type: none"> Create a "Fast-Track" administrative review process for underperforming sites or sites identified as potential catalyst projects, such as redevelopment of the Thornton Shopping Center site that meet city and community goals and objectives. Consider amending Section 18.38 - Administrative Review for Priority Projects to include catalyst redevelopment projects like the Thornton Shopping Center redevelopment. 	<ul style="list-style-type: none"> Reduces time and barriers for desired project types, signaling priority for projects that align with adopted plans; can help catalyze early investment in underperforming commercial areas.
No fee reductions, waivers or credits for catalyst projects in code for projects that meet certain community goals and objectives	<ul style="list-style-type: none"> Consider development fee reductions, waivers or credits for projects that meet certain community goals and objectives, such as the Thornton Shopping Center redevelopment. This could be via negotiated development agreement on a project-by-project basis or separate fee incentive policy established by City Council. 	<ul style="list-style-type: none"> Reduces cost barriers for desired project types, signaling priority for projects that align with adopted plans; can help catalyze early investment in underperforming commercial areas.
City's development review process involves multiple steps and multiple department roles to ensure quality outcomes, but for catalytic projects like the Thornton Shopping Center redevelopment, additional coordination can help reduce uncertainty and improve efficiency.	<ul style="list-style-type: none"> Appoint an Entitlement Partner Liaison: Designate a single point of contact within the City to shepherd the redevelopment project through entitlements and approvals, helping streamline coordination across departments and ensuring predictability. 	<ul style="list-style-type: none"> Provides predictability, accelerating timelines, and reinforces the City's role as an active partner—building developer confidence and making Thornton more competitive in attracting investment.

Public Investment Financial Toolbox

Redeveloping the Thornton Shopping Center in partnership with a developer will require a layered public financing strategy that combines direct City participation with broader district-based and private tools.

While the project demonstrates strong long-term potential, each redevelopment scenario faces a measurable financial gap between projected returns and required investment. To close this gap and attract private capital, the City and URA can deploy a suite of local financing tools—ranging from water tap credits and land concessions to property tax TIF—alongside mechanisms such as Metro District financing and Public Improvement Fees (PIF). These tools not only help address upfront development costs but also reduce risk, improve feasibility, and ensure delivery of high-quality public realm and community benefits.

The primary City financial incentives for the Thornton Shopping Center redevelopment include approximately \$3.5 million in water tap credits to offset vertical costs, a potential land price concession to reduce the developer's basis, and the use of property tax increment financing (TIF) through the South Thornton Urban Renewal Area to help fund eligible public improvements. It is understood that the South Thornton URA will sunset in 2037 so there will be limited property tax TIF available depending on when the project is completed.

Other non-City tools include mechanisms such as a Public Improvement Fee (PIF)—a privately imposed fee on retail sales within the project that can be reinvested into site improvements or debt service—and a Metro District, which can levy property taxes or assessments to fund horizontal infrastructure and provide long-term operations and maintenance of shared amenities. Leveraging these tools can reduce the level of direct City investment needed to make the project financially feasible.

Local / District Tools to Consider

- **Water Tap Credits** - Directly offsets hard costs for vertical development, providing an immediate equity-like contribution from the City. Estimated water tap credit of approximately \$3.5 million available for Thornton Shopping Center redevelopment.
- **Urban Renewal / TIF** - Thornton Shopping Center site is located in the South Thornton Urban Renewal District. Property tax increment as well as potentially sales tax increment could be used as part of a public-private partnership to fund eligible public improvements.
- **Land Sales Price Concession / Write Down** - Direct reduction in acquisition cost, lowering developer's basis and making mixed-use or aspirational concepts more financeable.
- **Special Districts (Metro District / BID)** - Can fund horizontal infrastructure (streets, utilities, parking) and marketing/activation. Provides mechanism for long-term O&M of shared amenities.
- **Infrastructure Investment (e.g., undergrounding utilities)** - City-led infrastructure delivery reduces project cost, accelerates development, and improves placemaking.
- **Waivers, Credits, or Reductions of Development Fees** - Impact fees, development fees and permit fees waivers, credits or reductions can improve project feasibility.
- **Ownership / Maintenance of Public Spaces** - Having the City, BID, or Metro District assume ownership and O&M of plazas, streetscapes, or civic spaces reduces developer burden and ensures quality public realm.
- **Public Improvement Fee (PIF)** - Privately imposed fee charged on retail sales within a project that can be used to fund project-related improvements, infrastructure, or financing.
- **Environmental Remediation / Liability Coverage** - City/URA assumes cleanup risk, funds remediation, and provides liability protection to improve lender confidence.

Public Investment Financial Toolbox

In addition to City-led incentives, a range of state, federal, and partnership-based tools can be leveraged to support the Thornton Shopping Center redevelopment. These mechanisms expand the financing toolbox, reduce reliance on direct City subsidy, and attract outside capital while advancing community objectives.

The site's unique location within designated Opportunity Zone and Enterprise Zone districts positions it well for leveraging tax credit programs, while additional housing, retail, and civic-focused tools can address market gaps and enhance feasibility.

The Thornton Shopping Center site is located within a Federal Opportunity Zone. Although the original OZ program is set to sunset on December 31, 2026, **recent federal legislation has extended and reformed the program (often referred to as 'OZ 2.0')**. It will be important to confirm whether this site remains eligible under the newly designated zones under the updated law. The Opportunity Zone designation can help close the financial gap by attracting patient private equity capital through Qualified Opportunity Funds, improving after-tax investor returns, and reducing reliance on City subsidies. In addition, OZ funds increasingly target placemaking, food-and-beverage, and entertainment projects that drive community revitalization.

Enterprise Zone incentives is another tool that can help close the financial gap for redevelopment of the former Thornton Shopping Center. The program provides state tax credits that lower occupancy and operating costs for businesses, making it easier to attract and retain retail, service, and employment tenants who might otherwise be deterred by higher redevelopment costs. **By offering Enterprise Zone benefits as part of a tenant recruitment package, the City and URA can position the redevelopment as a competitive location for local businesses, services, and employers.**

Additional Tools

- **Opportunity Zone** - Thornton Shopping Center site is located within a Federal Opportunity Zone which allows investors to defer or reduce capital gains taxes by reinvesting in Qualified Opportunity Funds that support projects within designated OZ tracts. This tool could help bring in private equity for mixed-use or housing components.
- **Enterprise Zone** - Thornton Shopping Center site is located in a Colorado Enterprise zone which provides state income tax credits for businesses that invest in designated economically distressed areas. Could be used to attract tenants and employers by offsetting investment and job creation costs in Thornton.
- **New Markets Tax Credits** - Federal tax credit program that incentivizes private investment in low-income communities. Could support financing of community-serving commercial, retail, or civic components, especially if tied to job creation or workforce programs.
- **Colorado Middle-Income Housing Tax Credits** - State credit targeting workforce housing for households in the 80–120% AMI range. Could facilitate development of attainable rental housing as part of a mixed-use project, filling a gap between affordable housing and market-rate.
- **Tenant Improvement (TI) Support Fund** - A local subsidy pool to help cover tenant build-out costs for unique, local, or experiential retailers. This reduces up-front barriers for small businesses and helps curate an aspirational tenant mix that differentiates the project from commodity retail. Fund is established and administered by the City, URA, BID, or Metro District as part of a redevelopment incentive package.
- **Land Banking or Joint Venture** - City/URA retains ownership of portions of site for long-term ground lease, reducing developer's up-front acquisition risk while retaining control over vision.

Public Return on Investment

A Public Sector Return on Investment (ROI) is a way for cities, urban renewal authorities (URAs), or other public entities to evaluate whether investing public dollars in a redevelopment project will generate sufficient long-term returns to justify the expense.

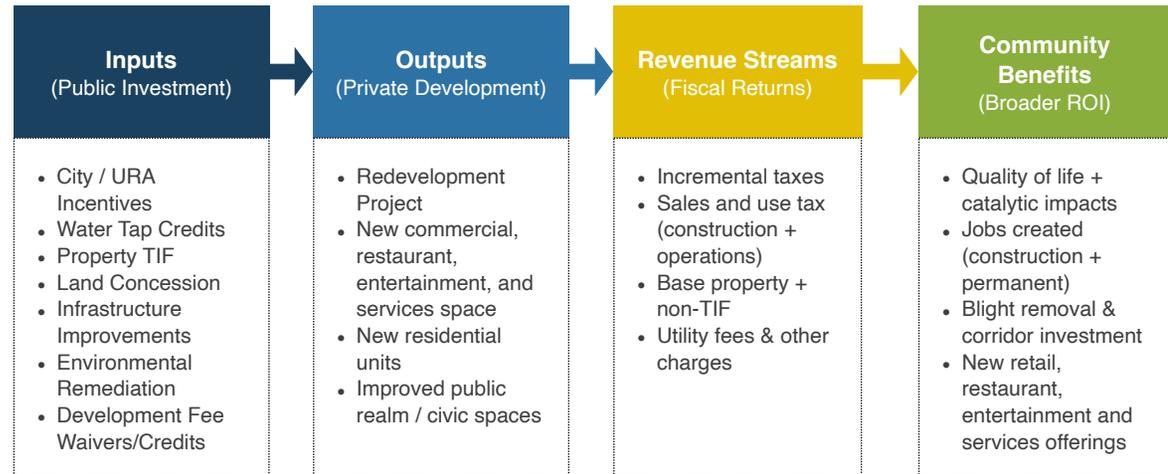
Unlike private ROI, which focuses on profit to an investor, **public ROI measures the net fiscal and community value created by the development project.** Typically, it compares the net present value (NPV) of new revenues generated by a project (property taxes, sales and use taxes, etc.) over a period of time against the amount of public investment or subsidy provided (e.g. TIF, fee waivers, infrastructure spending).

The goal is to answer two basic questions:

- Will the City's investment "pay back" over time in new revenues?
- Does the project deliver broader community benefits (new retail and services, jobs, housing, revitalization) that justify the investment, even if the direct ROI is modest?

While fiscal ROI measures the direct tax revenues generated by redevelopment, projects also deliver significant non-fiscal returns that strengthen the community. These include improved quality of life, expanded housing choices, job creation, equity outcomes, environmental cleanup, and catalytic reinvestment that cannot be captured in revenue models but are essential to long-term community success.

PUBLIC SECTOR ROI FRAMEWORK



Non-Fiscal Benefits to the Community

Blight Removal & Safety Improvements

- Eliminates unsafe, underutilized, or deteriorating properties
- Improves neighborhood perception and public safety

Commercial / Retail Opportunities

- New retail, restaurant, entertainment and services offerings to community residents and visitors

Job Creation & Workforce Opportunities

- Construction-phase employment and training opportunities
- Permanent jobs in retail, services, and management

Quality of Life Enhancements

- Walkable, mixed-use environments with amenities close to residents
- New civic, cultural, and community spaces (arts, event plazas)

Housing & Affordability Outcomes

- Adds new housing to support commercial / retail uses

Small Business Opportunities

- Opportunities for local/minority-owned businesses
- Expanded access to services like childcare, healthcare, and food options

Catalytic & Strategic Impacts

- Spurs adjacent private investment and corridor revitalization
- Reinforces adopted comprehensive plan and urban renewal goals

Environmental & Sustainability Benefits

- Brownfield remediation and environmental cleanup
- Green infrastructure, energy-efficient buildings, improved stormwater management

Public Return on Investment

The conceptual retail / commercial development program compares the five redevelopment scenarios for the Thornton Shopping Center site, illustrating how variations in scale and tenant mix—from neighborhood services to anchors, food halls, and community uses—translate into different levels of sales performance and annual city sales tax revenue.

Sales and sales tax revenue estimates were developed by applying Denver metro retail sales-per-square-foot benchmarks to the programmed square footage by retail category in each redevelopment scenario. Annual city sales tax revenue was then calculated using Thornton’s 3.75% sales tax rate applied to projected annual sales.

**Conceptual Retail / Commercial Development Program
Annual Sales and Sales Tax Estimate by Redevelopment Scenario**

Retail Category	A – Suburban Mixed Use	B – Retail Node + Mixed-Income Residential Village	C – Experiential Retail + Food Hall + High-Density Residential	D – Hybrid Town Center	E – Mercado District + Mixed-Income Residential + Civic/Arts Plaza
Food & Beverage	9,000	12,000	12,000	17,500	14,000
Neighborhood Services	10,500	8,000	9,000	7,000	4,000
General / Specialty Retail	7,500	8,000	6,000	10,500	10,000
Anchor / Mini-Anchor	0	4,000	0	14,000	0
Medical/Wellness	0	4,000	6,000	7,000	2,000
Food Hall / Market Hall	0	0	18,000	0	0
Entertainment / Experiential	3,000	4,000	9,000	10,500	4,000
Community / Civic / Office	0	0	0	3,500	6,000
Total Square Feet	30,000	40,000	60,000	70,000	40,000
Average Sales Per Sq. Ft.	\$323	\$378	\$365	\$375	\$329
Total Annual Sales	\$9,675,000	\$15,100,000	\$21,900,000	\$26,250,000	\$13,150,000
City Sales Tax Rate	3.75%	3.75%	3.75%	3.75%	3.75%
Annual City Sales Tax Revenue	\$362,813	\$566,250	\$821,250	\$984,375	\$493,125

Scenario A	Scenario B	Scenario C	Scenario D	Scenario E
Suburban Mixed Use	Retail Node + Mixed Income Residential Village	Experiential Retail / Entertainment + Food Hall + High Density Residential	Hybrid Town Center	Mercado District + Mixed Income Residential + Civic/ Arts Plaza
<ul style="list-style-type: none"> Smaller-scale retail mix weighted toward neighborhood services and general retail. Generates the lowest sales tax revenue at \$363K annually. Limited experiential or anchor components constrain revenue potential. 	<ul style="list-style-type: none"> Adds anchor/mini-anchor and medical/wellness space, boosting sales productivity. Moderate performance with \$566K in annual sales tax revenue. Balanced mix but no major experiential draw. 	<ul style="list-style-type: none"> Strong emphasis on food hall and entertainment/experiential uses. High sales volumes despite fewer anchor tenants. Generates \$821K annually, showing strong catalytic potential through experiential programming. 	<ul style="list-style-type: none"> Largest footprint, including a 14,000 SF anchor and significant entertainment. Highest total annual sales (\$26.25M) and the highest sales tax revenue at \$984K annually. Strongest fiscal performer due to both size and diversity of retail categories. 	<ul style="list-style-type: none"> Cultural/arts and community-oriented programming with moderate retail mix. Produces \$493K annually in sales tax, slightly below Scenario B despite similar square footage. Higher community/civic value but less fiscal return compared to retail-heavy options.

Public Return on Investment

The Public ROI analysis evaluates the long-term fiscal return of the five redevelopment scenarios for the Thornton Shopping Center by comparing 25-year tax revenue streams (sales tax, property tax, and construction-related sales/use tax) against the levels of public investment (water tap credits, land concessions, and TIF).

The analysis also incorporates other financing tools such as a Public Improvement Fee (PIF) and Metro District contributions.

Results are expressed as City ROI ratios under two cases:

- (1) if the City funds 100% of the financial gap, and
- (2) under a minimum investment approach where other tools are leveraged.

Scenarios B and D offer the strongest ROI leverage when paired with PIF and Metro District tools, while Scenario C generates the highest overall revenues but requires the largest subsidy. Scenarios A and E show modest fiscal returns but can achieve positive ROI with minimum City participation layered with other financing sources.

Estimated Public Return on Investment (ROI) - 25 Year from Project Stabilization

	A – Suburban Mixed Use	B – Retail Node + Mixed-Income Residential Village	C – Experiential Retail + Food Hall + High-Density Residential	D – Hybrid Town Center	E – Mercado District + Mixed-Income Residential + Civic/Arts Plaza
Financial Gap	\$13,931,700	\$14,969,200	\$30,881,700	\$25,219,200	\$13,806,700
<u>Fiscal Revenue</u>					
Sales tax revenue	\$7,068,356	\$11,031,750	\$15,999,690	\$19,177,711	\$9,607,120
Property Tax Revenue (Base + Non-TIF)	\$1,540,031	\$1,896,012	\$2,411,934	\$2,375,834	\$1,699,971
Sales and Use Tax revenue (one-time construction)	\$1,439,063	\$1,753,125	\$2,264,063	\$2,062,500	\$1,504,688
Subtotal	\$10,047,450	\$14,680,887	\$20,675,687	\$23,616,044	\$12,811,779
<u>City Investment Sources</u>					
Water Tap Credits	\$3,500,000	\$3,500,000	\$3,500,000	\$3,500,000	\$3,500,000
Land Write Down / Concession	\$6,800,000	\$6,800,000	\$6,800,000	\$6,800,000	\$6,800,000
Property TIF (from project)	\$3,684,123	\$5,004,259	\$6,906,845	\$6,751,609	\$4,266,573
Subtotal	\$13,984,123	\$15,304,259	\$17,206,845	\$17,051,609	\$14,566,573
Finance Gap <u>After</u> City Investment	\$52,423	\$335,059	(\$13,674,855)	(\$8,167,591)	\$759,873
<u>Other Investment Sources</u>					
PIF (1.5%)	\$1,996,819	\$3,116,483	\$4,519,932	\$5,417,726	\$2,714,023
Metro District	\$5,141,682	\$6,393,012	\$8,201,826	\$8,065,464	\$5,699,166
Subtotal	\$7,138,501	\$9,509,494	\$12,721,757	\$13,483,190	\$8,413,189
City Investment	\$13,984,123	\$15,304,259	\$17,206,845	\$17,051,609	\$14,566,573
Other Investment	\$7,138,501	\$9,509,494	\$12,721,757	\$13,483,190	\$8,413,189
Total Potential Investment	\$21,122,624	\$24,813,754	\$29,928,603	\$30,534,799	\$22,979,762
Financial Gap	\$13,931,700	\$14,969,200	\$30,881,700	\$25,219,200	\$13,806,700
Gap Balance (Surplus/Deficit)	\$7,190,924	\$9,844,554	(\$953,097)	\$5,315,599	\$9,173,062
City ROI - 100% City Investment	0.72	0.96	1.20	1.38	0.88
City ROI - Minimum City Investment	1.48	2.69	1.14	2.01	2.38

Public Return on Investment



A
Suburban Mixed Use

- **City ROI:** 0.72 (100% City investment) 1.48 (leveraging PIF/Metro District).
- With only 30,000 SF of retail, this scenario generates the lowest total revenue among all options, reflecting its **smaller scale and limited tenant mix**.
- While the fiscal return is modest under a full City funding model, the ROI improves significantly when **other tools are layered in**, showing that even a smaller project can achieve feasibility with the right financing mix.



B
Retail Node + Mixed Income Residential Village

- **City ROI:** 0.96 (100% City investment); 2.69 (leveraging PIF/Metro District).
- This concept achieves one of the **strongest fiscal returns when leverage is applied**, producing \$14.7M in tax revenues over 25 years.
- The scenario demonstrates how combining a balanced retail/residential program with external financing sources can maximize City ROI and minimize the need for direct subsidy.



C
Experiential Retail / Entertainment + Food Hall + High Density Residential

- **City ROI:** 1.20 (100% City investment); 1.14 (leveraging PIF/Metro District).
- Although this program has the **largest financial gap**, it also delivers the **highest total revenues (\$20.7M)** due to strong experiential and food-and-beverage components.
- However, because of the **high upfront development costs and subsidy requirement**, the ROI ratios remain relatively flat even with PIF/Metro District support—showing limited leverage potential despite strong revenue generation.



D
Hybrid Town Center

- **City ROI:** 1.38 (100% City investment); 2.01 (leveraging PIF/Metro District).
- This scenario provides the **highest overall fiscal return**, with revenues of \$23.6M over 25 years.
- The strong mix of **anchor retail, entertainment, and residential density** creates the most balanced model, yielding both scale and stability. With leveraged financing tools, this option demonstrates a **sustainable balance between community impact and fiscal payback**.



E
Mercado District + Mixed Income Residential + Civic/Arts Plaza

- **City ROI:** 0.88 (100% City investment); 2.38 (leveraging PIF/Metro District).
- While this concept generates less revenue than larger, retail-heavy options, it is **highly efficient when paired with other financing sources**.
- The inclusion of civic/arts components and cultural programming makes it **community-rich but fiscally modest**—yet under a minimum City investment framework, it delivers one of the **highest leveraged ROIs**, proving that cultural/community value can align with fiscal feasibility when tools are layered strategically.

Strategies to Attract an Unique, Destination-Oriented Development

De-Risk the Site for Developers

- **Pre-Invest in Infrastructure & Remediation** – Complete environmental cleanup, utility upgrades, and other infrastructure improvements before development solicitation process to eliminate major unknowns.
- **Publicly Fund and Own/Maintain Key Site Components** – Consider the City or TDA developing/owning civic space or anchor public amenities to reduce private capital needs and maintenance costs.
- **Land Contribution at Low or No Cost** – Contribute land to development partners while retaining public benefit through development agreements to help close the financial gap and achieve the City's vision.

Layer Public Incentives to Bridge the Financial Gap

- **Stack Multiple Public Investment Tools** – Consider a wide range of public investment tools to lower the pro forma break-even point to help make a project viable.
- **Reduced Rent / Tenant Improvement Allowances** – Explore direct incentives to lower the operating costs to attract high-quality tenants, especially unique local or experiential operators.
- **Fee & Cost Reductions** - Consider waivers / credits for development and impact fees along with expedited review / administrative relief that provides faster approvals to save carrying costs and improve project IRR.

Invest in Non-Market Driven Uses

- **Civic & Cultural Anchors** – Explore having civic and cultural anchors for the site, such as community arts center, cultural pavilion, or a food innovation hub to drive consistent foot traffic and help activate site
- **Creative Placemaking / Destination Public Spaces** – Invest in a signature plaza, park, or community gathering spaces that creates a “must-visit” environment for visitors.
- **Interim Uses / Public-Private Programming** – Commit to hosting markets, concerts, festivals, and seasonal activations to keep the site vibrant. Enhance site image with interim activation strategies, such as pop-up markets, events, cultural programming.

Curate a Distinct Identity for the Site Redevelopment

- **Ethnic/Cultural Marketplace (“Mercado” Concept)** – Leverage Thornton’s Hispanic community to create a distinctive retail/food experience not found in competing suburbs.
- **Specialty District Branding / Monumentation** – Position the site as a unique arts/food/culture hub, not a generic mixed-use center. Consider branding the site, perhaps adding a unique vertical element (monument tower)
- **Architectural Distinction** – Explore opportunities to incentivize the development community with design guidelines that elevate the visual identity without imposing unbuildable standards.

Phase Development to Match Market Absorption

- **Start Small with a Catalyst Phase** – Permit development partner to phase development with an achievable mix to prove demand and raise area perceptions.
- **Allow Flexibility for Future Intensification** – Permit ability to entitle the site for higher-density mixed-use so later phases can add additional retail, offices, or mid-rise housing when market improves.

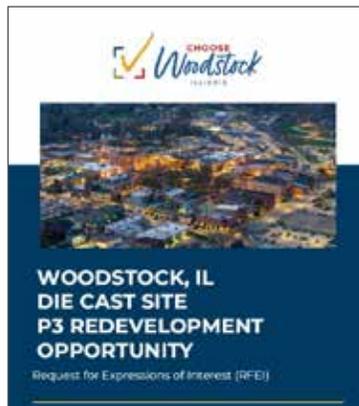
Manage Expectations While Building Momentum

- **Strong, Transparent Communication:** Communicate openly that the aspirational vision will require significant public investment, creative partnerships, and potentially a multi-phase approach to align market realities with community goals.
- **Market Early Wins:** Use early wins (e.g. site cleanup) to help attract a unique, destination style developer to change perceptions. Explore interim uses for the site before development begins, such as farmers market, arts / cultural events, concerts, to help create a buzz.

Strategies to Attract an Unique, Destination-Oriented Development

Rethink the Developer Solicitation Process

- **Reframe the RFQ Positioning** - Market the site as a rare, catalytic opportunity rather than a routine redevelopment, emphasizing its potential role as a community-defining, regional destination.
- **Address Market Reality vs. Vision** - Acknowledge openly the current market constraints (lower rents, demographic challenges) while presenting a toolkit of incentives potentially available to close feasibility gaps.
- **Expand the Target Developer Pool** - Actively recruit destination-oriented developers beyond the typical suburban retail/mixed-use pool and directly invite and brief national/regional players who may not typically respond to municipal RFQs but could be intrigued by a unique positioning.
- **Incentives & Partnership Framework** - Structure the RFQ to communicate concrete incentives up front (e.g. TIF, sales tax sharing, land write-downs, expedited approvals and entitlement certainty, infrastructure partnerships (streetscape, public space, utilities) and permit developers to propose public-private partnership structures and creative financing models.
- **Prioritize Destination-Quality Criteria** - Signal that selection will be based not only on financials, but also on: originality of concept; ability to serve as a regional draw and uniqueness vs. duplicating existing suburban retail; integration of public and civic amenities; long-term adaptability and resilience of the program.
- **City as Development Partner and Co-Investor** - Highlight flexibility and partnership potential instead of over-prescribing uses, allowing developers to propose innovative solutions within broad city objectives. Position the City as a co-investor or problem-solver, not just a regulator. Acknowledge that the City is taking on environmental cleanup and liability.
- **Market-Like a Developer Would** - Develop a polished RFQ package that feels like an investment prospectus and use direct outreach, roadshows, and one-on-one briefings with target developers and investors.
- **Permit Phasing Development to Match Market Absorption** - Start small with a catalyst phase to prove demand and raise area perceptions and allow flexibility for future intensification; allow for site to be entitled for higher-density mixed-use so later phases can add additional residential and commercial when market improves.



Appendix



Edgewater Marketplace



Stanley Marketplace



East 29th Street, Denver



Palisades Village

Public Sector Return on Investment

Conceptual Retail / Commercial Development Program Annual Sales and Sales Tax Estimate by Redevelopment Scenerio

	A – Suburban Mixed Use		B – Retail Node + Mixed-Income Residential Village		C – Experiential Retail + Food Hall + High-Density Residential		D – Hybrid Town Center		E – Mercado District + Mixed-Income Residential + Civic/Arts Plaza	
Retail SF - Total	%	30,000	%	40,000	%	60,000	%	70,000	%	40,000
Food & Beverage	30%	9,000	30%	12,000	20%	12,000	25%	17,500	35%	14,000
Neighborhood Services	35%	10,500	20%	8,000	15%	9,000	10%	7,000	10%	4,000
General / Specialty Retail	25%	7,500	20%	8,000	10%	6,000	15%	10,500	25%	10,000
Anchor / Mini-Anchor	0%	0	10%	4,000	0%	0	20%	14,000	0%	0
Medical/Wellness	0%	0	10%	4,000	10%	6,000	10%	7,000	5%	2,000
Food Hall / Market Hall	0%	0	0%	0	30%	18,000	0%	0	0%	0
Entertainment / Experiential	10%	3,000	10%	4,000	15%	9,000	15%	10,500	10%	4,000
Community / Civic / Office	0%	0	0%	0	0%	0	5%	3,500	15%	6,000
	100%	30,000	100%	40,000	100%	60,000	100%	70,000	100%	40,000
Total Sales	Sales/SF	Sales	Sales/SF	Sales	Sales/SF	Sales	Sales/SF	Sales	Sales/SF	Sales
Food & Beverage	\$450	\$4,050,000	\$450	\$5,400,000	\$450	\$5,400,000	\$450	\$7,875,000	\$450	\$6,300,000
Neighborhood Services	\$250	\$2,625,000	\$250	\$2,000,000	\$250	\$2,250,000	\$250	\$1,750,000	\$250	\$1,000,000
General / Specialty Retail	\$400	\$3,000,000	\$400	\$3,200,000	\$400	\$2,400,000	\$400	\$4,200,000	\$400	\$4,000,000
Anchor / Mini-Anchor	\$500	\$0	\$500	\$2,000,000	\$500	\$0	\$500	\$7,000,000	\$500	\$0
Medical/Wellness	\$325	\$0	\$325	\$1,300,000	\$325	\$1,950,000	\$325	\$2,275,000	\$325	\$650,000
Food Hall / Market Hall	\$400	\$0	\$400	\$0	\$400	\$7,200,000	\$400	\$0	\$400	\$0
Entertainment / Experiential	\$300	\$900,000	\$300	\$1,200,000	\$300	\$2,700,000	\$300	\$3,150,000	\$300	\$1,200,000
Community / Civic / Office	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total	\$323	\$9,675,000	\$378	\$15,100,000	\$365	\$21,900,000	\$375	\$26,250,000	\$329	\$13,150,000
City Sales Tax	Rate	Tax Revenue	Rate	Tax Revenue	Rate	Tax Revenue	Rate	Tax Revenue	Rate	Tax Revenue
Food & Beverage	3.75%	\$151,875	3.75%	\$202,500	3.75%	\$202,500	3.75%	\$295,313	3.75%	\$236,250
Neighborhood Services	3.75%	\$98,438	3.75%	\$75,000	3.75%	\$84,375	3.75%	\$65,625	3.75%	\$37,500
General / Specialty Retail	3.75%	\$112,500	3.75%	\$120,000	3.75%	\$90,000	3.75%	\$157,500	3.75%	\$150,000
Anchor / Mini-Anchor	3.75%	\$0	3.75%	\$75,000	3.75%	\$0	3.75%	\$262,500	3.75%	\$0
Medical/Wellness	3.75%	\$0	3.75%	\$48,750	3.75%	\$73,125	3.75%	\$85,313	3.75%	\$24,375
Food Hall / Market Hall	3.75%	\$0	3.75%	\$0	3.75%	\$270,000	3.75%	\$0	3.75%	\$0
Entertainment / Experiential	3.75%	\$33,750	3.75%	\$45,000	3.75%	\$101,250	3.75%	\$118,125	3.75%	\$45,000
Community / Civic / Office	3.75%	\$0	3.75%	\$0	3.75%	\$0	3.75%	\$0	3.75%	\$0
Total		\$362,813		\$566,250		\$821,250		\$984,375		\$493,125
Years	25	\$9,070,313	25	\$14,156,250	25	\$20,531,250	25	\$24,609,375	25	\$12,328,125

Financial Gap - Redevelopment Scenario Assumptions

Thornton Redevelopment Scenarios Financial Gap Analysis

Metric	A – Suburban Mixed Use	B – Retail Node + Mixed-Income Residential Village	C – Experiential Retail + Food Hall + High-Density Residential	D – Hybrid Town Center	E – Mercado District + Mixed-Income Residential + Civic/Arts Plaza
Stabilized NOI	\$5,430,000	\$6,624,000	\$8,088,000	\$7,434,000	\$5,700,000
Total Development Cost	\$83,545,360	\$100,295,360	\$132,545,360	\$119,295,360	\$87,045,360
Actual Yield on Cost (YOC)	6.5%	6.6%	6.1%	6.2%	6.5%
Target Yield on Cost	7.5%	7.5%	7.5%	7.5%	7.5%
Target NOI	\$6,265,902	\$7,522,152	\$9,940,902	\$8,947,152	\$6,528,402
NOI Gap (Annual)	\$835,902	\$898,152	\$1,852,902	\$1,513,152	\$828,402
Market Cap Rate (Blended)	6.0%	6.0%	6.0%	6.0%	6.0%
Financial Gap to Achieve Target YOC	\$12-\$15M	\$13-\$17M	\$28-\$32M	\$23M-\$27M	\$12-\$15M
Retail SF	30,000	40,000	60,000	70,000	40,000
Retail cost/SF	350	350	350	350	350
Total retail cost	\$10,500,000	\$14,000,000	\$21,000,000	\$24,500,000	\$14,000,000
Multifamily units	250	300	350	300	250
Multifamily cost/unit (excluding land)	\$265,000	\$265,000	\$285,000	\$285,000	\$265,000
Total multifamily cost	\$66,250,000	\$79,500,000	\$99,750,000	\$85,500,000	\$66,250,000
Land cost/SF	\$10	\$10	\$10	\$10	\$10
Land cost	\$6,795,360	\$6,795,360	\$6,795,360	\$6,795,360	\$6,795,360
Structured parking / space	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
# structured parking spaces	0	0	100	50	0
Structured parking cost	\$0	\$0	\$5,000,000	\$2,500,000	\$0
Total development cost	\$83,545,360	\$100,295,360	\$132,545,360	\$119,295,360	\$87,045,360
Retail square footage	30,000	40,000	60,000	70,000	40,000
Market rent / SF	\$30	\$30	\$30	\$30	\$30
Total rent	\$900,000	\$1,200,000	\$1,800,000	\$2,100,000	\$1,200,000
Expense ratio	10%	10%	10%	10%	10%
Total expenses	\$90,000	\$120,000	\$180,000	\$210,000	\$120,000
NOI	\$810,000	\$1,080,000	\$1,620,000	\$1,890,000	\$1,080,000
Multifamily units	250	300	350	300	250
Market rent/unit	\$2,200	\$2,200	\$2,200	\$2,200	\$2,200
Total revenue	\$6,600,000	\$7,920,000	\$9,240,000	\$7,920,000	\$6,600,000
Expense ratio	30%	30%	30%	30%	30%
Total expenses	\$1,980,000	\$2,376,000	\$2,772,000	\$2,376,000	\$1,980,000
NOI	\$4,620,000	\$5,544,000	\$6,468,000	\$5,544,000	\$4,620,000
Total NOI	\$5,430,000	\$6,624,000	\$8,088,000	\$7,434,000	\$5,700,000
Total Project Cost	83,545,360	100,295,360	132,545,360	119,295,360	87,045,360
Yield on Cost (Actual)	6.5%	6.6%	6.1%	6.2%	6.5%
Target Yield on Cost (ROC)	7.50%	7.50%	7.50%	7.50%	7.50%
NOI needed to achieve target yield	\$6,265,902	\$7,522,152	\$9,940,902	\$8,947,152	\$6,528,402
NOI Gap to achieve Required Yield (Annual)	\$835,902	\$898,152	\$1,852,902	\$1,513,152	\$828,402
Market Cap Rate (Blended)	6.0%	6.0%	6.0%	6.0%	6.0%
Financial Gap (capitalized value of NOI shortfall)	\$13,931,700	\$14,969,200	\$30,881,700	\$25,219,200	\$13,806,700
Financial Gap % of Total Development Cost	16.7%	14.9%	23.3%	21.1%	15.9%

Proforma Analysis - Scenario A

Thornton Shopping Center - Scenario A (Suburban Mixed Use)

		Construction										URA Sunset				
		2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Absorption Schedule																
% Commercial					50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
% Residential					50%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Commercial Sq. Ft.	30,000				15,000	22,500	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000
Total Residential Units	250				125	250	250	250	250	250	250	250	250	250	250	250
Project Market Value																
Inflation Factor	2%															
Commercial (Per Sq. Ft.)	\$350				\$5,571,342	\$8,524,153	\$11,592,848	\$11,824,705	\$12,061,200	\$12,302,424	\$12,548,472	\$12,799,441	\$13,055,430	\$13,316,539	\$13,582,870	\$13,854,527
Residential (Per Unit)	\$300,000				\$39,795,300	\$81,182,412	\$82,806,060	\$84,462,181	\$86,151,425	\$87,874,454	\$89,631,943	\$91,424,581	\$93,253,073	\$95,118,135	\$97,020,497	\$98,960,907
					\$45,366,642	\$89,706,565	\$94,398,909	\$96,286,887	\$98,212,625	\$100,176,877	\$102,180,415	\$104,224,023	\$106,308,503	\$108,434,673	\$110,603,367	\$112,815,434
Project Taxable Value																
Commercial Ratio	25.0%															
Residential Ratio	7.15%															
Assessor % Reduction	100%															
Commercial Taxable Value					\$1,392,836	\$2,131,038	\$2,898,212	\$2,956,176	\$3,015,300	\$3,075,606	\$3,137,118	\$3,199,860	\$3,263,858	\$3,329,135	\$3,395,717	\$3,463,632
Residential Taxable Value					\$2,845,364	\$5,804,542	\$5,920,633	\$6,039,046	\$6,159,827	\$6,283,023	\$6,408,684	\$6,536,858	\$6,667,595	\$6,800,947	\$6,936,966	\$7,075,705
Project Assessed Value (Taxable Value)					\$4,238,199	\$7,935,581	\$8,818,845	\$8,995,222	\$9,175,127	\$9,358,629	\$9,545,802	\$9,736,718	\$9,931,452	\$10,130,081	\$10,332,683	\$10,539,337
Property Tax TIF Estimate																
Assessed Value					\$4,238,199	\$7,935,581	\$8,818,845	\$8,995,222	\$9,175,127	\$9,358,629	\$9,545,802	\$9,736,718	\$9,931,452	\$10,130,081	\$10,332,683	\$10,539,337
Estimated Base																
Base Inflation Factor	1%															
Existing Taxable (Assessed) Value		\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
Incremental Taxable (Assessed) Value																
Mill Levy	104.526				\$1,644,077	\$5,236,126	\$6,092,396	\$6,268,773	\$6,421,413	\$6,604,916	\$6,764,551	\$6,955,467	\$7,122,389	\$7,321,018	\$7,495,529	\$7,702,183
Annual Incremental Estimate		\$0	\$0	\$0	\$171,849	\$547,311	\$636,814	\$655,250	\$671,205	\$690,385	\$707,071	\$727,027	\$744,476	\$765,237	\$783,478	\$805,078
Discount Rate	5.00%															
NPV (from construction start)					\$3,684,123											
NPV (from project stabilization)					\$3,974,226											
City of Thornton Property Tax Revenue (Base + Non-TIF)																
Base Assessed Value		\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
City Mill Levy	10.21															
Annual Base Property Tax Revenue		\$24,951	\$25,201	\$25,707	\$26,486	\$27,561	\$27,837	\$27,837	\$28,115	\$28,115	\$28,397	\$28,397	\$28,681	\$28,681	\$28,967	\$28,967
Non-TIF Allocated Property Tax Revenue (After URA Sunset)																
Discount Rate	5.00%															
NPV					\$1,540,031											
Project City Sales Tax																
City Sales Tax Rate	2.75%															
Retail Absorption Schedule	30,000															
% Absorption					50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Retail Sq. Ft.					15,000	22,500	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000
Annual retail sales growth factor	2.00%															
Blended Retail Sales Per Sq. Ft.	\$323				\$5,133,594	\$7,854,398	\$10,681,982	\$10,895,621	\$11,113,534	\$11,335,805	\$11,562,521	\$11,793,771	\$12,029,646	\$12,270,239	\$12,515,644	\$12,765,957
Estimated Annual Sales Tax					\$192,510	\$294,540	\$400,574	\$408,586	\$416,758	\$425,093	\$433,595	\$442,266	\$451,112	\$460,134	\$469,337	\$478,723
Discount Rate	5.00%															
NPV (from construction start)					\$4,992,048											
NPV (from project stabilization)					\$7,068,356											
PIF Estimate																
Add-On PIF Rate	1.50%															
Estimated Annual Retail Sales		\$0	\$0	\$0	\$5,133,594	\$7,854,398	\$10,681,982	\$10,895,621	\$11,113,534	\$11,335,805	\$11,562,521	\$11,793,771	\$12,029,646	\$12,270,239	\$12,515,644	\$12,765,957
Estimated PIF		\$0	\$0	\$0	\$77,004	\$117,816	\$160,230	\$163,434	\$166,703	\$170,037	\$173,438	\$176,907	\$180,445	\$184,054	\$187,735	\$191,489
Discount Rate	5.00%															
NPV (from construction start)					\$1,996,819											
NPV (from project stabilization)					\$2,827,343											
Metro District Estimate																
Total Taxable (Assessed) Value					\$4,238,199	\$7,935,581	\$8,818,845	\$8,995,222	\$9,175,127	\$9,358,629	\$9,545,802	\$9,736,718	\$9,931,452	\$10,130,081	\$10,332,683	\$10,539,337
Metro District Mill Levy	40															
Debt Service Mill Levy	30															
Annual Debt Service Amount					\$127,146	\$238,067	\$264,565	\$269,857	\$275,254	\$280,759	\$286,374	\$292,102	\$297,944	\$303,902	\$309,980	\$316,180
O&M Mill Levy	10															
Annual O&M Amount					\$42,382	\$79,356	\$88,188	\$89,952	\$91,751	\$93,586	\$95,458	\$97,367	\$99,315	\$101,301	\$103,327	\$105,393
Discount Rate	5.00%															
Debt Service NPV	\$3,856,261															
O&M NPV	\$1,285,420															
NPV (from construction start)					\$5,141,682											
NPV (from project stabilization)					\$6,224,537											

Proforma Analysis - Scenario A

Thornton Shopping Center - Scenario A (Suburban Mixed Use)

	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	2051	2052	2053	2054	2055	2056	
	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
Absorption Schedule																	
% Commercial	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
% Residential	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Commercial Sq. Ft.	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	
Total Residential Units	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	
Project Market Value																	
Inflation Factor	2%																
Commercial (Per Sq. Ft.)	\$350	\$14,131,618	\$14,414,250	\$14,702,535	\$14,996,586	\$15,296,517	\$15,602,448	\$15,914,497	\$16,232,787	\$16,557,442	\$16,888,591	\$17,226,363	\$17,570,890	\$17,922,308	\$18,280,754	\$18,646,369	\$19,019,297
Residential (Per Unit)	\$300,000	\$100,940,125	\$102,958,928	\$105,018,106	\$107,118,469	\$109,260,838	\$111,446,055	\$113,674,976	\$115,948,475	\$118,267,445	\$120,632,794	\$123,045,450	\$125,506,359	\$128,016,486	\$130,576,815	\$133,188,352	\$135,852,119
	\$115,071,743	\$117,373,178	\$119,720,641	\$122,115,054	\$124,557,355	\$127,048,502	\$129,589,472	\$132,181,262	\$134,824,887	\$137,521,385	\$140,271,813	\$143,077,249	\$145,938,794	\$148,857,570	\$151,834,721	\$154,871,415	
Project Taxable Value																	
Commercial Ratio	25.0%																
Residential Ratio	7.15%																
Assessor % Reduction	100%																
Commercial Taxable Value	\$3,532,904	\$3,603,562	\$3,675,634	\$3,749,146	\$3,824,129	\$3,900,612	\$3,978,624	\$4,058,197	\$4,139,361	\$4,222,148	\$4,306,591	\$4,392,723	\$4,480,577	\$4,570,189	\$4,661,592	\$4,754,824	
Residential Taxable Value	\$7,217,219	\$7,361,563	\$7,508,795	\$7,658,971	\$7,812,150	\$7,968,393	\$8,127,761	\$8,290,316	\$8,456,122	\$8,625,245	\$8,797,750	\$8,973,705	\$9,153,179	\$9,336,242	\$9,522,967	\$9,713,426	
Project Assessed Value (Taxable Value)	\$10,750,123	\$10,965,126	\$11,184,428	\$11,408,117	\$11,636,279	\$11,869,005	\$12,106,385	\$12,348,513	\$12,595,483	\$12,847,393	\$13,104,340	\$13,366,427	\$13,633,756	\$13,906,431	\$14,184,559	\$14,468,251	
Property Tax TIF Estimate																	
Assessed Value	\$10,750,123	\$10,965,126	\$11,184,428	\$11,408,117	\$11,636,279	\$11,869,005	\$12,106,385	\$12,348,513	\$12,595,483	\$12,847,393	\$13,104,340	\$13,366,427	\$13,633,756	\$13,906,431	\$14,184,559	\$14,468,251	
Estimated Base																	
Base Inflation Factor	1%																
Existing Taxable (Assessed) Value	\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231	
Incremental Taxable (Assessed) Value	\$7,884,598	\$8,099,600	\$8,290,248	\$8,513,936	\$8,713,157	\$8,945,882	\$9,154,031	\$9,396,159	\$9,613,606	\$9,865,515	\$10,092,644	\$10,354,731	\$10,591,943	\$10,864,618	\$11,112,328	\$11,396,020	
Mill Levy	104.52%																
Annual Incremental Estimate	\$824,145	\$846,619	\$866,546	\$889,928	\$910,751	\$935,077	\$966,834	\$982,143	\$1,004,872	\$1,031,203	\$1,064,944	\$1,082,339	\$1,107,133	\$1,135,635	\$1,161,527	\$1,191,180	
Discount Rate	5.00%																
NPV (from construction start)	\$3,684,123																
NPV (from project stabilization)	\$3,974,225																
City of Thornton Property Tax Revenue (Base + Non-TIF)																	
Base Assessed Value	\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231	
City Mill Levy	10.21																
Annual Base Property Tax Revenue	\$29,257	\$29,257	\$29,550	\$29,550	\$29,845	\$29,845	\$30,144	\$30,144	\$30,445	\$30,445	\$30,749	\$30,749	\$31,057	\$31,057	\$31,367	\$31,367	
Non-TIF Allocated Property Tax Revenue (After URA Sunset)	\$80,502	\$82,697	\$84,643	\$86,927	\$88,961	\$91,337	\$93,463	\$95,935	\$98,155	\$100,727	\$103,046	\$105,722	\$108,144	\$110,928	\$113,457	\$116,353	
Discount Rate	5.00%																
NPV	\$1,540,031																
Project City Sales Tax																	
City Sales Tax Rate	3.75%																
Retail Absorption Schedule	30,000																
% Absorption	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Retail Sq. Ft.	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	
Annual retail sales growth factor	2.00%																
Blended Retail Sales Per Sq. Ft.	\$323	\$13,021,276	\$13,281,702	\$13,547,336	\$13,818,282	\$14,094,648	\$14,376,541	\$14,664,072	\$14,957,353	\$15,256,500	\$15,561,630	\$15,872,863	\$16,190,320	\$16,514,127	\$16,844,409	\$17,181,297	\$17,524,923
Estimated Annual Sales Tax	\$488,298	\$498,064	\$508,025	\$518,186	\$528,549	\$539,120	\$549,903	\$560,901	\$572,119	\$583,561	\$595,232	\$607,137	\$619,280	\$631,665	\$644,299	\$657,185	
Discount Rate	5.00%																
NPV (from construction start)	\$4,992,048																
NPV (from project stabilization)	\$7,068,356																
PIF Estimate																	
Add-On PIF Rate	1.50%																
Estimated Annual Retail Sales	\$13,021,276	\$13,281,702	\$13,547,336	\$13,818,282	\$14,094,648	\$14,376,541	\$14,664,072	\$14,957,353	\$15,256,500	\$15,561,630	\$15,872,863	\$16,190,320	\$16,514,127	\$16,844,409	\$17,181,297	\$17,524,923	
Estimated PIF	\$195,319	\$199,226	\$203,210	\$207,274	\$211,420	\$215,648	\$219,961	\$224,360	\$228,848	\$233,424	\$238,093	\$242,855	\$247,712	\$252,666	\$257,719	\$262,874	
Discount Rate	5.00%																
NPV (from construction start)	\$1,996,819																
NPV (from project stabilization)	\$2,827,343																
Metro District Estimate																	
Total Taxable (Assessed) Value	\$10,750,123	\$10,965,126	\$11,184,428	\$11,408,117	\$11,636,279	\$11,869,005	\$12,106,385	\$12,348,513	\$12,595,483	\$12,847,393	\$13,104,340	\$13,366,427	\$13,633,756	\$13,906,431	\$14,184,559	\$14,468,251	
Metro District Mill Levy	40																
Debt Service Mill Levy	30																
Annual Debt Service Amount	\$322,504	\$328,954	\$335,533	\$342,244	\$349,088	\$356,070	\$363,192	\$370,455	\$377,864	\$385,422	\$393,130	\$400,993	\$409,013	\$417,193	\$425,537	\$434,048	
O&M Mill Levy	10																
Annual O&M Amount	\$107,501	\$109,651	\$111,844	\$114,081	\$116,363	\$118,690	\$121,064	\$123,485	\$125,955	\$128,474	\$131,043	\$133,664	\$136,338	\$139,064	\$141,846	\$144,683	
Discount Rate	5.00%																
Debt Service NPV	\$3,856,251																
O&M NPV	\$1,285,420																
NPV (from construction start)	\$5,141,682																
NPV (from project stabilization)	\$6,224,527																

Proforma Analysis - Scenario B

Thornton Shopping Center - Scenario B (Retail Node + Mixed Income Residential Village)

	Construction											URA Sunset			
	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Absorption Schedule															
% Commercial				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
% Residential						100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Commercial Sq. Ft.	40,000			20,000	30,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000
Total Residential Units	300			150	300	300	300	300	300	300	300	300	300	300	300
Project Market Value															
Inflation Factor	2%														
Commercial (Per Sq. Ft.)	\$350			\$7,428,456	\$11,365,538	\$15,457,131	\$15,766,274	\$16,081,599	\$16,403,231	\$16,731,296	\$17,065,922	\$17,407,240	\$17,755,385	\$18,110,493	\$18,472,703
Residential (Per Unit)	\$300,000			\$47,754,360	\$9,418,894	\$99,367,272	\$101,354,618	\$103,381,710	\$105,449,344	\$107,558,331	\$109,709,498	\$111,903,688	\$114,141,762	\$116,424,597	\$118,753,089
				\$55,182,816	\$108,784,432	\$114,824,404	\$117,120,892	\$119,463,309	\$121,852,576	\$124,289,627	\$126,775,420	\$129,310,928	\$131,897,147	\$134,535,090	\$137,225,791
Project Taxable Value															
Commercial Ratio	25.0%														
Residential Ratio	7.15%														
Assessor % Reduction	100%														
Commercial Taxable Value				\$1,857,114	\$2,841,384	\$3,864,283	\$3,941,568	\$4,020,400	\$4,100,808	\$4,182,824	\$4,266,480	\$4,351,810	\$4,438,846	\$4,527,623	\$4,618,176
Residential Taxable Value				\$3,414,437	\$6,965,451	\$7,104,760	\$7,246,855	\$7,391,792	\$7,539,628	\$7,690,421	\$7,844,229	\$8,001,114	\$8,161,136	\$8,324,359	\$8,490,846
Project Assessed Value (Taxable Value)				\$6,271,551	\$9,806,835	\$10,969,043	\$11,188,424	\$11,412,192	\$11,640,436	\$11,873,245	\$12,110,710	\$12,352,924	\$12,599,982	\$12,851,982	\$13,109,022
Property Tax TIF Estimate															
Assessed Value				\$6,271,551	\$9,806,835	\$10,969,043	\$11,188,424	\$11,412,192	\$11,640,436	\$11,873,245	\$12,110,710	\$12,352,924	\$12,599,982	\$12,851,982	\$13,109,022
Estimated Base															
Base Inflation Factor	1%														
Existing Taxable (Assessed) Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
Incremental Taxable (Assessed) Value				\$2,677,428	\$7,107,381	\$8,242,594	\$8,461,975	\$8,658,479	\$8,886,722	\$9,091,994	\$9,329,459	\$9,543,861	\$9,790,919	\$10,014,828	\$10,271,868
Mill Levy	104.526														
Annual Incremental Estimate	\$0	\$0	\$0	\$279,861	\$742,906	\$861,565	\$884,496	\$905,036	\$928,894	\$950,350	\$975,171	\$997,582			
Discount Rate	5.00%														
NPV (from construction start)				\$5,004,259											
NPV (from project stabilization)				\$6,360,084											
City of Thornton Property Tax Revenue (Base + Non-TIF)															
Base Assessed Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
City Mill Levy	10.21														
Annual Base Property Tax Revenue	\$24,951	\$25,201	\$25,707	\$26,486	\$27,561	\$27,837	\$27,837	\$28,115	\$28,115	\$28,397	\$28,397	\$28,681	\$28,681	\$28,967	\$28,967
Non-TIF Allocated Property Tax Revenue (After URA Sunset)													\$99,965	\$102,251	\$104,876
Discount Rate	5.00%														
NPV				\$1,896,012											
Project City Sales Tax															
City Sales Tax Rate	3.75%														
Retail Absorption Schedule															
% Absorption				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Retail Sq. Ft.				20,000	30,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000
Annual retail sales growth factor	2.00%														
Blended Retail Sales Per Sq. Ft.	\$379														
Estimated Annual Sales Tax	\$0	\$0	\$0	\$8,012,120	\$12,258,544	\$16,671,620	\$17,005,053	\$17,345,154	\$17,692,057	\$18,045,898	\$18,406,816	\$18,774,952	\$19,150,451	\$19,533,460	\$19,924,129
Discount Rate	5.00%														
NPV (from construction start)				\$7,791,206											
NPV (from project stabilization)				\$11,031,759											
PIF Estimate															
Add-On PIF Rate	1.50%														
Estimated Annual Retail Sales	\$0	\$0	\$0	\$8,012,120	\$12,258,544	\$16,671,620	\$17,005,053	\$17,345,154	\$17,692,057	\$18,045,898	\$18,406,816	\$18,774,952	\$19,150,451	\$19,533,460	\$19,924,129
Estimated PIF	\$0	\$0	\$0	\$120,182	\$183,878	\$250,074	\$255,076	\$260,177	\$265,381	\$270,688	\$276,102	\$281,624	\$287,257	\$293,002	\$298,862
Discount Rate	5.00%														
NPV (from construction start)				\$3,116,483											
NPV (from project stabilization)				\$4,412,709											
Metro District Estimate															
Total Taxable (Assessed) Value				\$5,271,551	\$9,806,835	\$10,969,043	\$11,188,424	\$11,412,192	\$11,640,436	\$11,873,245	\$12,110,710	\$12,352,924	\$12,599,982	\$12,851,982	\$13,109,022
Metro District Mill Levy	40														
Debt Service Mill Levy	30														
Annual Debt Service Amount				\$158,147	\$294,205	\$329,071	\$305,653	\$342,366	\$349,213	\$356,197	\$363,321	\$370,588	\$377,999	\$385,559	\$393,271
O&M Mill Levy	10														
Annual O&M Amount				\$52,716	\$98,068	\$109,690	\$111,884	\$114,122	\$116,404	\$118,732	\$121,107	\$123,529	\$126,000	\$128,520	\$131,090
Discount Rate	5.00%														
Debt Service NPV	\$4,794,759														
O&M NPV	\$1,598,253														
NPV (from construction start)				\$6,393,012											
NPV (from project stabilization)				\$7,742,194											

Proforma Analysis - Scenario B

Thornton Shopping Center - Scenario B (Retail Node + Mixed Income Residential Village)

	2041 16	2042 17	2043 18	2044 19	2045 20	2046 21	2047 22	2048 23	2049 24	2050 25	2051 26	2052 27	2053 28	2054 29	2055 30	2056 31	
Absorption Schedule																	
% Commercial	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
% Residential	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Commercial Sq. Ft.	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	
Total Residential Units	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	
Project Market Value																	
Inflation Factor	2%																
Commercial (Per Sq. Ft.)	\$350	\$18,842,157	\$19,219,000	\$19,603,380	\$19,995,447	\$20,395,356	\$20,803,264	\$21,219,329	\$21,643,715	\$22,076,590	\$22,518,121	\$22,968,484	\$23,427,854	\$23,896,411	\$24,374,339	\$24,861,826	\$25,359,062
Residential (Per Unit)	\$300,000	\$121,128,150	\$123,550,713	\$126,021,728	\$128,542,162	\$131,113,006	\$133,735,266	\$136,409,971	\$139,138,170	\$141,920,934	\$144,759,352	\$147,654,540	\$150,607,630	\$153,619,783	\$156,692,179	\$159,826,022	\$163,022,543
	\$139,970,307	\$142,769,713	\$145,625,108	\$148,537,610	\$151,508,362	\$154,538,529	\$157,629,300	\$160,781,886	\$163,997,523	\$167,277,474	\$170,623,023	\$174,035,484	\$177,516,194	\$181,066,517	\$184,687,848	\$188,381,605	
Project Taxable Value																	
Commercial Ratio	25.0%																
Residential Ratio	7.15%																
Assessor % Reduction	100%																
Commercial Taxable Value	\$4,710,539	\$4,804,750	\$4,900,845	\$4,998,862	\$5,098,839	\$5,200,816	\$5,304,832	\$5,410,929	\$5,519,147	\$5,629,530	\$5,742,121	\$5,856,963	\$5,974,103	\$6,093,585	\$6,215,456	\$6,339,766	
Residential Taxable Value	\$8,660,663	\$8,833,876	\$9,010,554	\$9,190,765	\$9,374,580	\$9,562,071	\$9,753,313	\$9,948,379	\$10,147,347	\$10,350,294	\$10,557,300	\$10,768,446	\$10,983,814	\$11,203,491	\$11,427,561	\$11,656,112	
Project Assessed Value (Taxable Value)	\$13,371,202	\$13,638,626	\$13,911,398	\$14,189,626	\$14,473,419	\$14,762,887	\$15,058,145	\$15,359,308	\$15,666,494	\$15,979,824	\$16,299,421	\$16,625,409	\$16,957,917	\$17,297,075	\$17,643,017	\$17,995,877	
Property Tax TIF Estimate																	
Assessed Value	\$13,371,202	\$13,638,626	\$13,911,398	\$14,189,626	\$14,473,419	\$14,762,887	\$15,058,145	\$15,359,308	\$15,666,494	\$15,979,824	\$16,299,421	\$16,625,409	\$16,957,917	\$17,297,075	\$17,643,017	\$17,995,877	
Estimated Base																	
Base Inflation Factor	1%																
Existing Taxable (Assessed) Value	\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231	
Incremental Taxable (Assessed) Value	\$10,505,677	\$10,773,101	\$11,017,218	\$11,295,446	\$11,550,297	\$11,839,765	\$12,105,791	\$12,406,954	\$12,684,617	\$12,997,947	\$13,287,725	\$13,613,713	\$13,916,104	\$14,255,263	\$14,570,786	\$14,923,646	
Mil Levy	104.526%																
Annual Incremental Estimate																	
Discount Rate	5.00%																
NPV (from construction start)	\$5,004,259																
NPV (from project stabilization)	\$5,350,084																
City of Thornton Property Tax Revenue (Base + Non-TIF)																	
Base Assessed Value	\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231	
City Mil Levy	10.21																
Annual Base Property Tax Revenue	\$29,257	\$29,257	\$29,550	\$29,550	\$29,845	\$29,845	\$30,144	\$30,144	\$30,445	\$30,445	\$30,749	\$30,749	\$31,057	\$31,057	\$31,367	\$31,367	
Non-TIF Allocated Property Tax Revenue (After URA Sunset)	\$107,263	\$109,993	\$112,486	\$115,327	\$117,929	\$120,884	\$123,600	\$126,675	\$129,510	\$132,709	\$135,668	\$138,996	\$142,083	\$145,546	\$148,768	\$152,370	
Discount Rate	5.00%																
NPV	\$1,896,012																
Project City Sales Tax																	
City Sales Tax Rate	3.75%																
Retail Absorption Schedule	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	
% Absorption	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Retail Sq. Ft.	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	
Annual retail sales growth factor	2.00%																
Blended Retail Sales Per Sq. Ft.	\$378	\$20,322,612	\$20,729,064	\$21,143,645	\$21,566,518	\$21,997,849	\$22,437,806	\$22,886,562	\$23,344,293	\$23,811,179	\$24,287,402	\$24,773,151	\$25,268,614	\$25,773,986	\$26,289,466	\$26,815,255	\$27,351,560
Estimated Annual Sales Tax	\$762,098	\$777,340	\$792,887	\$808,744	\$824,915	\$841,418	\$858,246	\$875,411	\$892,915	\$910,778	\$928,993	\$947,573	\$966,524	\$985,855	\$1,005,572	\$1,025,683	
Discount Rate	5.00%																
NPV (from construction start)	\$7,791,206																
NPV (from project stabilization)	\$11,021,750																
PIF Estimate																	
Add-On PIF Rate	1.50%																
Estimated Annual Retail Sales	\$20,322,612	\$20,729,064	\$21,143,645	\$21,566,518	\$21,997,849	\$22,437,806	\$22,886,562	\$23,344,293	\$23,811,179	\$24,287,402	\$24,773,151	\$25,268,614	\$25,773,986	\$26,289,466	\$26,815,255	\$27,351,560	
Estimated PIF	\$304,839	\$310,936	\$317,155	\$323,498	\$329,968	\$336,567	\$343,298	\$350,164	\$357,168	\$364,311	\$371,597	\$379,029	\$386,610	\$394,342	\$402,229	\$410,273	
Discount Rate	5.00%																
NPV (from construction start)	\$3,116,483																
NPV (from project stabilization)	\$4,412,700																
Metro District Estimate																	
Total Taxable (Assessed) Value	\$13,371,202	\$13,638,626	\$13,911,398	\$14,189,626	\$14,473,419	\$14,762,887	\$15,058,145	\$15,359,308	\$15,666,494	\$15,979,824	\$16,299,421	\$16,625,409	\$16,957,917	\$17,297,075	\$17,643,017	\$17,995,877	
Metro District Mil Levy	40																
Debt Service Mil Levy	30																
Annual Debt Service Amount	\$401,136	\$409,159	\$417,342	\$425,689	\$434,203	\$442,887	\$451,744	\$460,779	\$469,995	\$479,395	\$488,983	\$498,762	\$508,738	\$518,912	\$529,291	\$539,876	
O&M Mil Levy	10																
Annual O&M Amount	\$133,712	\$136,386	\$139,114	\$141,896	\$144,734	\$147,629	\$150,581	\$153,593	\$156,665	\$159,798	\$162,994	\$166,254	\$169,579	\$172,971	\$176,430	\$179,959	
Discount Rate	5.00%																
Debt Service NPV	\$4,794,759																
O&M NPV	\$1,598,253																
NPV (from construction start)	\$6,393,012																
NPV (from project stabilization)	\$7,742,194																

Proforma Analysis - Scenario C

Thornton Shopping Center - Scenario C (Experiential Retail + Food Hall + High-Density Residential)

	Construction											URA Sunset				
	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Absorption Schedule																
% Commercial				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
% Residential				50%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Commercial Sq. Ft.	60,000			30,000	45,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	
Total Residential Units	350			175	350	350	350	350	350	350	350	350	350	350	350	
Project Market Value																
Inflation Factor	2%															
Commercial (Per Sq. Ft.)	\$350			\$11,142,684	\$17,048,307	\$23,185,697	\$23,649,411	\$24,122,399	\$24,604,847	\$25,096,944	\$25,598,883	\$26,110,860	\$26,633,078	\$27,165,739	\$27,709,054	
Residential (Per Unit)	\$300,000			\$55,713,420	\$113,655,377	\$115,928,484	\$118,247,054	\$120,611,995	\$123,024,235	\$125,484,720	\$127,994,414	\$130,554,302	\$133,165,388	\$135,828,696	\$138,545,270	
				\$66,856,104	\$130,703,683	\$139,114,181	\$141,896,465	\$144,734,394	\$147,629,082	\$150,581,664	\$153,593,297	\$156,665,163	\$159,798,466	\$162,994,435	\$166,254,324	
Project Taxable Value																
Commercial Ratio	25.0%															
Residential Ratio	7.15%															
Assessor % Reduction	100%															
Commercial Taxable Value				\$2,785,671	\$4,262,077	\$5,796,424	\$5,912,353	\$6,030,600	\$6,151,212	\$6,274,236	\$6,399,721	\$6,527,715	\$6,658,269	\$6,791,435	\$6,927,264	
Residential Taxable Value				\$3,983,510	\$8,126,359	\$8,288,887	\$8,454,664	\$8,623,758	\$8,796,233	\$8,972,157	\$9,151,601	\$9,334,633	\$9,521,325	\$9,711,752	\$9,905,987	
Project Assessed Value (Taxable Value)				\$6,769,181	\$12,388,436	\$14,085,311	\$14,367,017	\$14,654,357	\$14,947,445	\$15,246,393	\$15,551,321	\$15,862,348	\$16,179,596	\$16,503,187	\$16,833,250	
Property Tax TIF Estimate																
Assessed Value				\$6,769,181	\$12,388,436	\$14,085,311	\$14,367,017	\$14,654,357	\$14,947,445	\$15,246,393	\$15,551,321	\$15,862,348	\$16,179,596	\$16,503,187	\$16,833,250	
Estimated Base																
Base Inflation Factor	1%															
Existing Taxable (Assessed) Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154	
Incremental Taxable (Assessed) Value																
Mill Levy	104.526															
Annual Incremental Estimate	\$0	\$0	\$0	\$436,402	\$1,012,760	\$1,187,296	\$1,216,742	\$1,243,927	\$1,274,562	\$1,302,932	\$1,334,804	\$1,364,408				
Discount Rate	5.00%															
NPV (from construction start)	\$6,906,845															
NPV (from project stabilization)	\$7,344,107															
City of Thornton Property Tax Revenue (Base + Non-TIF)																
Base Assessed Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154	
City Mill Levy	10.21															
Annual Base Property Tax Revenue	\$24,951	\$25,201	\$25,707	\$26,486	\$27,561	\$27,837	\$27,837	\$28,115	\$28,115	\$28,397	\$28,397	\$28,681	\$28,681	\$28,967	\$28,967	
Non-TIF Allocated Property Tax Revenue (After URA Sunset)																
Discount Rate	5.00%															
NPV	\$2,411,934															
Sales Tax TIF / Shareback Estimate																
City Sales Tax Rate	3.75%															
Retail Absorption Schedule	60,000															
% Absorption				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Retail Sq. Ft.				30,000	45,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	
Annual retail sales growth factor	2.00%															
Blended Retail Sales Per Sq. Ft.	\$365															
Estimated Annual Sales Tax	\$0	\$0	\$0	\$11,620,228	\$17,778,948	\$24,179,370	\$24,662,957	\$25,156,216	\$25,659,340	\$26,172,527	\$26,695,978	\$27,229,897	\$27,774,495	\$28,329,985	\$28,896,585	
Discount Rate	5.00%															
NPV (from construction start)	\$11,299,829															
NPV (from project stabilization)	\$15,999,690															
PIF Estimate																
Add-On PIF Rate	1.50%															
Estimated Annual Retail Sales	\$0	\$0	\$0	\$11,620,228	\$17,778,948	\$24,179,370	\$24,662,957	\$25,156,216	\$25,659,340	\$26,172,527	\$26,695,978	\$27,229,897	\$27,774,495	\$28,329,985	\$28,896,585	
Estimated PIF	\$0	\$0	\$0	\$174,303	\$266,684	\$362,691	\$369,944	\$377,343	\$384,890	\$392,588	\$400,440	\$408,448	\$416,617	\$424,950	\$433,449	
Discount Rate	5.00%															
NPV (from construction start)	\$4,519,932															
NPV (from project stabilization)	\$6,399,876															
Metro District Estimate																
Total Taxable (Assessed) Value				\$6,769,181	\$12,388,436	\$14,085,311	\$14,367,017	\$14,654,357	\$14,947,445	\$15,246,393	\$15,551,321	\$15,862,348	\$16,179,596	\$16,503,187	\$16,833,250	
Metro District Mill Levy	40															
Debt Service Mill Levy	30															
Annual Debt Service Amount				\$203,075	\$371,653	\$422,559	\$431,011	\$439,631	\$448,423	\$457,392	\$466,540	\$475,870	\$485,388	\$495,096	\$504,998	
O&M Mill Levy	10															
Annual O&M Amount				\$67,692	\$123,884	\$140,853	\$143,670	\$146,544	\$149,474	\$152,464	\$155,513	\$158,623	\$161,796	\$165,032	\$168,333	
Discount Rate	5.00%															
Debt Service NPV	\$6,151,369															
O&M NPV	\$2,050,456															
NPV (from construction start)	\$8,201,826															
NPV (from project stabilization)	\$9,941,725															

Proforma Analysis - Scenario C

Thornton Shopping Center - Scenario C (Experiential Retail + Food Hall + High-Density Residential)

	2041 16	2042 17	2043 18	2044 19	2045 20	2046 21	2047 22	2048 23	2049 24	2050 25	2051 26	2052 27	2053 28	2054 29	2055 30	2056 31	
Absorption Schedule																	
% Commercial	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
% Residential	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Commercial Sq. Ft.	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	
Total Residential Units	350	350	350	350	350	350	350	350	350	350	350	350	350	350	350	350	
Project Market Value																	
Inflation Factor	2%																
Commercial (Per Sq. Ft.)	\$350	\$28,263,235	\$28,828,500	\$29,405,070	\$29,993,171	\$30,593,035	\$31,204,895	\$31,828,993	\$32,465,573	\$33,114,885	\$33,777,182	\$34,452,726	\$35,141,780	\$35,844,616	\$36,561,508	\$37,292,738	\$38,038,593
Residential (Per Unit)	\$300,000	\$141,316,176	\$144,142,499	\$147,025,349	\$149,965,856	\$152,965,173	\$156,024,477	\$159,144,966	\$162,327,865	\$165,574,423	\$168,885,911	\$172,263,629	\$175,708,907	\$179,223,080	\$182,807,542	\$186,463,692	\$190,192,966
Project Taxable Value		\$169,579,411	\$172,970,999	\$176,430,419	\$179,959,027	\$183,558,208	\$187,229,372	\$190,973,959	\$194,793,439	\$198,689,307	\$202,663,093	\$206,716,355	\$210,850,682	\$215,067,696	\$219,369,050	\$223,756,431	\$228,231,560
Project Taxable Value																	
Commercial Ratio	25.0%																
Residential Ratio	7.15%																
Assessor % Reduction	100%																
Commercial Taxable Value	\$7,065,809	\$7,207,125	\$7,351,267	\$7,498,293	\$7,648,259	\$7,801,224	\$7,957,248	\$8,116,293	\$8,278,721	\$8,444,296	\$8,613,181	\$8,785,445	\$8,961,154	\$9,140,377	\$9,323,185	\$9,509,648	
Residential Taxable Value	\$10,104,107	\$10,206,189	\$10,512,312	\$10,722,559	\$10,937,010	\$11,155,750	\$11,378,865	\$11,606,442	\$11,838,571	\$12,075,343	\$12,316,850	\$12,563,186	\$12,814,450	\$13,070,739	\$13,332,154	\$13,598,797	
Project Assessed Value (Taxable Value)		\$17,169,915	\$17,513,314	\$17,863,580	\$18,220,852	\$18,585,269	\$18,956,974	\$19,336,113	\$19,722,836	\$20,117,292	\$20,519,638	\$20,930,031	\$21,348,632	\$21,775,604	\$22,211,116	\$22,655,339	\$23,108,445
Property Tax TIF Estimate																	
Assessed Value		\$17,169,915	\$17,513,314	\$17,863,580	\$18,220,852	\$18,585,269	\$18,956,974	\$19,336,113	\$19,722,836	\$20,117,292	\$20,519,638	\$20,930,031	\$21,348,632	\$21,775,604	\$22,211,116	\$22,655,339	\$23,108,445
Estimated Base																	
Base Inflation Factor	1%																
Existing Taxable (Assessed) Value		\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231
Incremental Taxable (Assessed) Value		\$14,304,390	\$14,647,788	\$14,969,399	\$15,326,671	\$15,662,146	\$16,033,851	\$16,383,760	\$16,770,482	\$17,135,415	\$17,537,761	\$17,918,335	\$18,336,936	\$18,733,791	\$19,169,303	\$19,583,108	\$20,036,214
Mill Levy	104.526																
Annual Incremental Estimate																	
Discount Rate	5.00%																
NPV (from construction start)		\$6,906,845															
NPV (from project stabilization)		\$7,344,107															
City of Thornton Property Tax Revenue (Base + Non-TIF)																	
Base Assessed Value		\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231
City Mill Levy	10.21																
Annual Base Property Tax Revenue		\$29,257	\$29,257	\$29,550	\$29,550	\$29,845	\$29,845	\$30,144	\$30,144	\$30,445	\$30,445	\$30,749	\$30,749	\$31,057	\$31,057	\$31,367	\$31,367
Non-TIF Allocated Property Tax Revenue (After URA Sunset)		\$146,048	\$149,554	\$152,838	\$156,485	\$159,911	\$163,706	\$167,278	\$171,227	\$174,953	\$179,061	\$182,946	\$187,220	\$191,272	\$195,719	\$199,944	\$204,570
Discount Rate	5.00%																
NPV		\$2,411,934															
Sales Tax TIF / Shareback Estimate																	
City Sales Tax Rate	3.75%																
Retail Absorption Schedule	60,000																
% Absorption	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Retail Sq. Ft.	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	
Annual retail sales growth factor	2.00%																
Blended Retail Sales Per Sq. Ft.	\$365	\$29,474,517	\$30,064,007	\$30,665,287	\$31,278,593	\$31,904,165	\$32,542,248	\$33,193,093	\$33,856,955	\$34,534,094	\$35,224,776	\$35,929,271	\$36,647,857	\$37,380,814	\$38,128,430	\$38,890,999	\$39,668,819
Estimated Annual Sales Tax		\$1,105,294	\$1,127,400	\$1,149,948	\$1,172,947	\$1,196,406	\$1,220,334	\$1,244,741	\$1,269,636	\$1,295,029	\$1,320,929	\$1,347,348	\$1,374,295	\$1,401,781	\$1,429,816	\$1,458,412	\$1,487,581
Discount Rate	5.00%																
NPV (from construction start)		\$11,299,823															
NPV (from project stabilization)		\$15,999,690															
PIF Estimate																	
Add-On PIF Rate	1.50%																
Estimated Annual Retail Sales		\$29,474,517	\$30,064,007	\$30,665,287	\$31,278,593	\$31,904,165	\$32,542,248	\$33,193,093	\$33,856,955	\$34,534,094	\$35,224,776	\$35,929,271	\$36,647,857	\$37,380,814	\$38,128,430	\$38,890,999	\$39,668,819
Discount Rate	5.00%	\$442,118	\$450,960	\$459,979	\$469,179	\$478,562	\$488,134	\$497,896	\$507,854	\$518,011	\$528,372	\$538,939	\$549,718	\$560,712	\$571,926	\$583,365	\$595,032
NPV (from construction start)		\$4,519,932															
NPV (from project stabilization)		\$6,399,876															
Metro District Estimate																	
Total Taxable (Assessed) Value		\$17,169,915	\$17,513,314	\$17,863,580	\$18,220,852	\$18,585,269	\$18,956,974	\$19,336,113	\$19,722,836	\$20,117,292	\$20,519,638	\$20,930,031	\$21,348,632	\$21,775,604	\$22,211,116	\$22,655,339	\$23,108,445
Metro District Mill Levy	40																
Debt Service Mill Levy	30																
Annual Debt Service Amount		\$515,097	\$525,399	\$535,907	\$546,626	\$557,558	\$568,709	\$580,083	\$591,685	\$603,519	\$615,589	\$627,901	\$640,459	\$653,268	\$666,333	\$679,660	\$693,253
O&M Mill Levy	10																
Annual O&M Amount		\$171,699	\$175,133	\$178,636	\$182,209	\$185,853	\$189,570	\$193,361	\$197,228	\$201,173	\$205,196	\$209,300	\$213,486	\$217,756	\$222,111	\$226,553	\$231,084
Discount Rate	5.00%																
Debt Service NPV	\$6,151,369																
O&M NPV	\$2,050,456																
NPV (from construction start)		\$8,201,826															
NPV (from project stabilization)		\$9,941,725															

Proforma Analysis - Scenario D

Thornton Shopping Center - Scenario D (Hybrid Town Center)

	Construction											URA Sunset			
	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Absorption Schedule															
% Commercial				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
% Residential				50%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Commercial Sq. Ft.	70,000			35,000	52,500	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000
Total Residential Units	300			150	300	300	300	300	300	300	300	300	300	300	300
Project Market Value															
Inflation Factor	2%														
Commercial (Per Sq. Ft.)	\$350			\$12,999,798	\$19,889,691	\$27,049,980	\$27,590,979	\$28,142,799	\$28,705,655	\$29,279,768	\$29,865,363	\$30,462,671	\$31,071,924	\$31,693,362	\$32,327,230
Residential (Per Unit)	\$300,000			\$47,754,360	\$97,418,894	\$99,367,272	\$101,354,618	\$103,381,710	\$105,449,344	\$107,558,331	\$109,709,498	\$111,903,688	\$114,141,762	\$116,424,597	\$118,753,089
				\$60,754,158	\$117,308,585	\$126,417,252	\$128,945,597	\$131,524,509	\$134,154,999	\$136,838,099	\$139,574,861	\$142,366,358	\$145,213,685	\$148,117,959	\$151,080,318
Project Taxable Value															
Commercial Ratio	25.0%														
Residential Ratio	7.15%														
Assessor % Reduction	100%														
Commercial Taxable Value				\$3,249,950	\$4,972,423	\$6,762,495	\$6,897,745	\$7,035,700	\$7,176,414	\$7,319,942	\$7,466,341	\$7,615,668	\$7,767,981	\$7,923,341	\$8,081,807
Residential Taxable Value				\$3,414,437	\$6,965,451	\$7,104,760	\$7,246,855	\$7,391,792	\$7,539,628	\$7,690,421	\$7,844,229	\$8,001,114	\$8,161,136	\$8,324,359	\$8,490,846
Project Assessed Value (Taxable Value)				\$6,664,386	\$11,937,874	\$13,867,255	\$14,144,600	\$14,427,492	\$14,716,042	\$15,010,363	\$15,310,570	\$15,616,781	\$15,929,117	\$16,247,699	\$16,672,653
Property Tax TIF Estimate															
Assessed Value				\$6,664,386	\$11,937,874	\$13,867,255	\$14,144,600	\$14,427,492	\$14,716,042	\$15,010,363	\$15,310,570	\$15,616,781	\$15,929,117	\$16,247,699	\$16,672,653
Estimated Base															
Base Inflation Factor	1%														
Existing Taxable (Assessed) Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
Incremental Taxable (Assessed) Value															
Mill Levy	104.526														
Annual Incremental Estimate	\$0	\$0	\$0	\$425,448	\$965,655	\$1,164,504	\$1,193,494	\$1,220,213	\$1,250,374	\$1,278,260	\$1,309,640	\$1,338,740			
Discount Rate	5.00%														
NPV (from construction start)	\$6,751,609														
NPV (from project stabilization)	\$7,204,578														
City of Thornton Property Tax Revenue (Base + Non-TIF)															
Base Assessed Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
City Mill Levy	10.21														
Annual Base Property Tax Revenue	\$24,951	\$25,201	\$25,707	\$26,486	\$27,561	\$27,837	\$27,837	\$28,115	\$28,115	\$28,397	\$28,397	\$28,681	\$28,681	\$28,967	\$28,967
Non-TIF Allocated Property Tax Revenue (After URA Sunset)															
Discount Rate	5.00%														
NPV	\$2,375,834														
Sales Tax TIF / Shareback Estimate															
City Sales Tax Rate	3.75%														
Retail Absorption Schedule	70,000														
% Absorption				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Retail Sq. Ft.	35,000	52,500	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000
Annual retail sales growth factor	2.00%														
Blended Retail Sales Per Sq. Ft.	\$375														
Estimated Annual Sales Tax	\$0	\$0	\$0	\$522,313	\$799,139	\$1,086,830	\$1,108,566	\$1,130,737	\$1,153,362	\$1,176,419	\$1,199,948	\$1,223,947	\$1,248,426	\$1,273,394	\$1,298,862
Discount Rate	5.00%														
NPV (from construction start)	\$13,544,316														
NPV (from project stabilization)	\$19,177,711														
PIF Estimate															
Add-On PIF Rate	1.50%														
Estimated Annual Retail Sales	\$0	\$0	\$0	\$13,928,355	\$21,310,383	\$28,982,121	\$29,561,764	\$30,152,999	\$30,756,059	\$31,371,180	\$31,998,604	\$32,638,576	\$33,291,347	\$33,957,174	\$34,636,318
Estimated PIF	\$0	\$0	\$0	\$208,925	\$319,656	\$434,732	\$443,426	\$452,295	\$461,341	\$470,568	\$479,979	\$489,579	\$499,370	\$509,358	\$519,545
Discount Rate	5.00%														
NPV (from construction start)	\$5,417,726														
NPV (from project stabilization)	\$7,671,084														
Metro District Estimate															
Total Taxable (Assessed) Value				\$6,664,386	\$11,937,874	\$13,867,255	\$14,144,600	\$14,427,492	\$14,716,042	\$15,010,363	\$15,310,570	\$15,616,781	\$15,929,117	\$16,247,699	\$16,672,653
Metro District Mill Levy	40														
Debt Service Mill Levy	30														
Annual Debt Service Amount				\$199,932	\$358,136	\$416,018	\$424,338	\$432,825	\$441,481	\$450,311	\$459,317	\$468,503	\$477,874	\$487,431	\$497,180
O&M Mill Levy	10														
Annual O&M Amount				\$66,644	\$119,379	\$138,673	\$141,446	\$144,275	\$147,160	\$150,104	\$153,106	\$156,168	\$159,291	\$162,477	\$165,727
Discount Rate	5.00%														
Debt Service NPV	\$6,049,098														
O&M NPV	\$2,016,366														
NPV (from construction start)	\$8,065,464														
NPV (from project stabilization)	\$9,787,817														

Proforma Analysis - Scenario D

Thornton Shopping Center - Scenario D (Hybrid Town Center)

	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	2051	2052	2053	2054	2055	2056	
	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
Absorption Schedule																	
% Commercial	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
% Residential	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Commercial Sq. Ft.	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	
Total Residential Units	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	300	
Project Market Value																	
Inflation Factor	2%																
Commercial (Per Sq. Ft.)	\$350	\$32,973,774	\$33,633,250	\$34,305,915	\$34,992,033	\$35,691,874	\$36,405,711	\$37,133,825	\$37,876,502	\$38,634,032	\$39,406,713	\$40,194,847	\$40,998,744	\$41,818,719	\$42,655,093	\$43,508,195	\$44,378,359
Residential (Per Unit)	\$300,000	\$121,128,150	\$123,550,713	\$126,021,728	\$128,542,162	\$131,113,006	\$133,735,266	\$136,409,971	\$139,138,170	\$141,920,934	\$144,759,352	\$147,654,540	\$150,607,630	\$153,619,783	\$156,692,179	\$159,826,022	\$163,022,543
		\$154,101,925	\$157,183,963	\$160,327,642	\$163,534,195	\$166,804,879	\$170,140,977	\$173,543,796	\$177,014,672	\$180,554,966	\$184,166,065	\$187,849,386	\$191,606,374	\$195,438,502	\$199,347,272	\$203,334,217	\$207,400,901
Project Taxable Value																	
Commercial Ratio	25.0%																
Residential Ratio	7.15%																
Assessor % Reduction	100%																
Commercial Taxable Value		\$8,243,444	\$8,408,312	\$8,576,479	\$8,748,008	\$8,922,968	\$9,101,428	\$9,283,456	\$9,469,125	\$9,658,508	\$9,851,678	\$10,048,712	\$10,249,686	\$10,454,680	\$10,663,773	\$10,877,049	\$11,094,590
Residential Taxable Value		\$8,660,663	\$8,833,876	\$9,010,554	\$9,190,765	\$9,374,580	\$9,562,071	\$9,753,313	\$9,948,379	\$10,147,347	\$10,350,294	\$10,557,300	\$10,768,446	\$10,983,814	\$11,203,491	\$11,427,561	\$11,656,112
Project Assessed Value (Taxable Value)		\$16,904,106	\$17,242,188	\$17,587,032	\$17,938,773	\$18,297,548	\$18,663,499	\$19,036,769	\$19,417,505	\$19,806,855	\$20,201,972	\$20,606,011	\$21,018,132	\$21,438,494	\$21,867,264	\$22,304,609	\$22,750,701
Property Tax TIF Estimate																	
Assessed Value		\$16,904,106	\$17,242,188	\$17,587,032	\$17,938,773	\$18,297,548	\$18,663,499	\$19,036,769	\$19,417,505	\$19,806,855	\$20,201,972	\$20,606,011	\$21,018,132	\$21,438,494	\$21,867,264	\$22,304,609	\$22,750,701
Estimated Base																	
Base Inflation Factor	1%																
Existing Taxable (Assessed) Value		\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231
Incremental Taxable (Assessed) Value																	
Mill Levy	104.526																
Annual Incremental Estimate		\$14,038,581	\$14,376,663	\$14,692,852	\$15,044,592	\$15,374,426	\$15,740,377	\$16,084,416	\$16,465,151	\$16,823,978	\$17,220,095	\$17,594,315	\$18,006,436	\$18,396,681	\$18,825,451	\$19,232,378	\$19,678,470
Discount Rate	5.00%																
NPV (from construction start)		\$6,751,609															
NPV (from project stabilization)		\$7,204,578															
City of Thornton Property Tax Revenue (Base + Non-TIF)																	
Base Assessed Value		\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231
City Mill Levy	10.21																
Annual Base Property Tax Revenue		\$29,257	\$29,257	\$29,550	\$29,550	\$29,845	\$29,845	\$30,144	\$30,144	\$30,445	\$30,445	\$30,749	\$30,749	\$31,057	\$31,057	\$31,367	\$31,367
Non-TIF Allocated Property Tax Revenue (After URA Sunset)		\$143,334	\$146,786	\$150,014	\$153,605	\$156,973	\$160,709	\$164,222	\$168,109	\$171,773	\$175,817	\$179,638	\$183,846	\$187,830	\$192,208	\$196,363	\$200,917
Discount Rate	5.00%																
NPV		\$2,376,834															
Sales Tax TIF / Shareback Estimate																	
City Sales Tax Rate	3.75%																
Retail Absorption Schedule	70,000																
% Absorption	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Retail Sq. Ft.	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	70,000	
Annual retail sales growth factor	2.00%																
Blended Retail Sales Per Sq. Ft.	\$375	\$35,329,044	\$36,035,625	\$36,756,337	\$37,491,464	\$38,241,293	\$39,006,119	\$39,786,242	\$40,581,966	\$41,393,606	\$42,221,478	\$43,065,907	\$43,927,226	\$44,805,770	\$45,701,885	\$46,615,923	\$47,548,242
Estimated Annual Sales Tax		\$1,324,839	\$1,361,336	\$1,378,363	\$1,406,930	\$1,434,048	\$1,462,729	\$1,491,984	\$1,521,824	\$1,552,260	\$1,583,305	\$1,614,972	\$1,647,271	\$1,680,216	\$1,713,821	\$1,748,097	\$1,783,059
Discount Rate	5.00%																
NPV (from construction start)		\$13,544,316															
NPV (from project stabilization)		\$19,177,711															
PIF Estimate																	
Add-On PIF Rate	1.50%																
Estimated Annual Retail Sales		\$35,329,044	\$36,035,625	\$36,756,337	\$37,491,464	\$38,241,293	\$39,006,119	\$39,786,242	\$40,581,966	\$41,393,606	\$42,221,478	\$43,065,907	\$43,927,226	\$44,805,770	\$45,701,885	\$46,615,923	\$47,548,242
Estimated PIF		\$529,936	\$540,534	\$551,345	\$562,372	\$573,619	\$585,092	\$596,794	\$608,729	\$620,904	\$633,322	\$645,989	\$658,908	\$672,087	\$685,528	\$699,239	\$713,224
Discount Rate	5.00%																
NPV (from construction start)		\$5,417,726															
NPV (from project stabilization)		\$7,671,084															
Metro District Estimate																	
Total Taxable (Assessed) Value		\$16,904,106	\$17,242,188	\$17,587,032	\$17,938,773	\$18,297,548	\$18,663,499	\$19,036,769	\$19,417,505	\$19,806,855	\$20,201,972	\$20,606,011	\$21,018,132	\$21,438,494	\$21,867,264	\$22,304,609	\$22,750,701
Metro District Mill Levy	40																
Debt Service Mill Levy	30																
Annual Debt Service Amount		\$507,123	\$517,266	\$527,611	\$538,163	\$548,926	\$559,905	\$571,103	\$582,525	\$594,176	\$606,059	\$618,180	\$630,544	\$643,155	\$656,018	\$669,138	\$682,521
O&M Mill Levy	10																
Annual O&M Amount		\$169,041	\$172,422	\$175,870	\$179,388	\$182,975	\$186,635	\$190,368	\$194,175	\$198,059	\$202,020	\$206,060	\$210,181	\$214,385	\$218,673	\$223,046	\$227,507
Discount Rate	5.00%																
Debt Service NPV		\$6,049,098															
O&M NPV		\$2,016,366															
NPV (from construction start)		\$8,065,464															
NPV (from project stabilization)		\$9,787,817															

Proforma Analysis - Scenario E

Thornton Shopping Center - Scenario E (Mercado District + Mixed-Income Residential + Civic/Arts Plaza)

	Construction											URA Sunset			
	2026 1	2027 2	2028 3	2029 4	2030 5	2031 6	2032 7	2033 8	2034 9	2035 10	2036 11	2037 12	2038 13	2039 14	2040 15
Absorption Schedule															
% Commercial				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
% Residential				50%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Commercial Sq. Ft.	40,000			20,000	30,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000
Total Residential Units	250			125	250	250	250	250	250	250	250	250	250	250	250
Project Market Value															
Inflation Factor	2%														
Commercial (Per Sq. Ft.)	\$350			\$7,428,456	\$11,365,538	\$15,457,131	\$15,766,274	\$16,081,599	\$16,403,231	\$16,731,296	\$17,065,922	\$17,407,240	\$17,755,385	\$18,110,493	\$18,472,703
Residential (Per Unit)	\$300,000			\$39,795,300	\$81,182,412	\$82,806,060	\$84,462,181	\$86,151,425	\$87,874,454	\$89,631,943	\$91,424,581	\$93,253,073	\$95,118,135	\$97,020,497	\$98,960,907
				\$47,223,756	\$92,547,950	\$98,263,191	\$100,228,455	\$102,233,024	\$104,277,685	\$106,363,239	\$108,490,503	\$110,660,313	\$112,873,520	\$115,130,990	\$117,433,610
Project Taxable Value															
Commercial Ratio	25.0%														
Residential Ratio	7.15%														
Assessor % Reduction	100%														
Commercial Taxable Value				\$1,857,114	\$2,841,384	\$3,864,283	\$3,941,568	\$4,020,400	\$4,100,808	\$4,182,824	\$4,266,480	\$4,351,810	\$4,438,846	\$4,527,623	\$4,618,176
Residential Taxable Value				\$2,845,364	\$5,804,542	\$5,920,633	\$6,039,046	\$6,159,827	\$6,283,023	\$6,408,684	\$6,536,858	\$6,667,595	\$6,800,947	\$6,936,966	\$7,075,705
Project Assessed Value (Taxable Value)				\$4,702,478	\$8,645,927	\$9,784,916	\$9,980,614	\$10,180,227	\$10,383,831	\$10,591,508	\$10,803,338	\$11,019,405	\$11,239,793	\$11,464,589	\$11,693,881
Sales Tax TIF / Shareback Estimate															
Assessed Value				\$4,702,478	\$8,645,927	\$9,784,916	\$9,980,614	\$10,180,227	\$10,383,831	\$10,591,508	\$10,803,338	\$11,019,405	\$11,239,793	\$11,464,589	\$11,693,881
Estimated Base															
Base Inflation Factor	1%														
Existing Taxable (Assessed) Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
Incremental Taxable (Assessed) Value															
Mill Levy	104.526														
Annual Incremental Estimate	\$0	\$0	\$0	\$220,378	\$621,561	\$737,793	\$768,249	\$776,264	\$797,646	\$816,375	\$838,617	\$858,194			
Discount Rate	5.00%														
NPV (from construction start)	\$4,266,573														
NPV (from project stabilization)	\$4,692,391														
City of Thornton Property Tax Revenue (Base + Non-Tif)															
Base Assessed Value	\$2,443,781	\$2,468,219	\$2,517,830	\$2,594,123	\$2,699,455	\$2,726,449	\$2,726,449	\$2,753,714	\$2,753,714	\$2,781,251	\$2,781,251	\$2,809,063	\$2,809,063	\$2,837,154	\$2,837,154
City Mill Levy	10.21														
Annual Base Property Tax Revenue	\$24,951	\$25,201	\$25,707	\$26,486	\$27,561	\$27,837	\$27,837	\$28,115	\$28,115	\$28,397	\$28,397	\$28,681	\$28,681	\$28,967	\$28,967
Non-Tif Allocated Property Tax Revenue (After URA Sunset)													\$86,078	\$88,086	\$90,427
Discount Rate	5.00%														
NPV	\$1,699,571														
Project City Sales Tax															
City Sales Tax Rate	3.75%														
Retail Absorption Schedule	40,000														
% Absorption				50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total Retail Sq. Ft.				20,000	30,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000
Annual retail sales growth factor	2.00%														
Blended Retail Sales Per Sq. Ft.	\$329			\$6,977,443	\$10,675,487	\$14,518,663	\$14,809,036	\$15,105,217	\$15,407,321	\$15,715,467	\$16,029,777	\$16,350,372	\$16,677,380	\$17,010,927	\$17,351,146
Estimated Annual Sales Tax	\$0	\$0	\$0	\$261,654	\$400,331	\$544,450	\$555,339	\$566,446	\$577,775	\$589,330	\$601,117	\$613,139	\$625,402	\$637,910	\$650,668
Discount Rate	5.00%														
NPV (from construction start)	\$6,785,057														
NPV (from project stabilization)	\$9,607,120														
PIF Estimate															
Add-On PIF Rate	1.50%														
Estimated Annual Retail Sales	\$0	\$0	\$0	\$6,977,443	\$10,675,487	\$14,518,663	\$14,809,036	\$15,105,217	\$15,407,321	\$15,715,467	\$16,029,777	\$16,350,372	\$16,677,380	\$17,010,927	\$17,351,146
Estimated PIF	\$0	\$0	\$0	\$104,662	\$160,132	\$217,780	\$222,136	\$226,578	\$231,110	\$235,732	\$240,447	\$245,256	\$250,161	\$255,164	\$260,267
Discount Rate	5.00%														
NPV (from construction start)	\$2,714,023														
NPV (from project stabilization)	\$3,842,848														
Metro District Estimate															
Total Taxable (Assessed) Value				\$4,702,478	\$8,645,927	\$9,784,916	\$9,980,614	\$10,180,227	\$10,383,831	\$10,591,508	\$10,803,338	\$11,019,405	\$11,239,793	\$11,464,589	\$11,693,881
Metro District Mill Levy	40														
Debt Service Mill Levy	30														
Annual Debt Service Amount				\$141,074	\$259,378	\$293,547	\$299,418	\$305,407	\$311,515	\$317,745	\$324,100	\$330,582	\$337,194	\$343,938	\$350,816
O&M Mill Levy	10														
Annual O&M Amount				\$47,025	\$86,459	\$97,849	\$99,806	\$101,802	\$103,838	\$105,915	\$108,033	\$110,194	\$112,398	\$114,646	\$116,939
Discount Rate	5.00%														
Debt Service NPV	\$4,274,374														
O&M NPV	\$1,424,791														
NPV (from construction start)	\$5,699,166														
NPV (from project stabilization)	\$6,906,411														

Proforma Analysis - Scenario E

Thornton Shopping Center - Scenario E (Mercado District + Mixed-Income Residential + Civic/Arts Plaza)

	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	2051	2052	2053	2054	2055	2056	
	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	
Absorption Schedule																	
% Commercial	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
% Residential	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Commercial Sq. Ft.	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	
Total Residential Units	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	
Project Market Value																	
Inflation Factor	2%																
Commercial (Per Sq. Ft.)	\$350	\$18,842,157	\$19,219,000	\$19,603,380	\$19,995,447	\$20,395,356	\$20,803,264	\$21,219,329	\$21,643,715	\$22,076,590	\$22,518,121	\$22,968,484	\$23,427,854	\$23,896,411	\$24,374,339	\$24,861,826	\$25,359,062
Residential (Per Unit)	\$300,000	\$100,940,125	\$102,958,928	\$105,018,106	\$107,118,469	\$109,260,838	\$111,446,055	\$113,674,976	\$115,948,475	\$118,267,445	\$120,632,794	\$123,045,550	\$125,506,359	\$128,016,486	\$130,576,815	\$133,188,352	\$135,852,119
		\$119,782,282	\$122,177,928	\$124,621,486	\$127,113,916	\$129,656,194	\$132,249,318	\$134,894,305	\$137,592,191	\$140,344,035	\$143,150,915	\$146,013,934	\$148,934,212	\$151,912,896	\$154,951,154	\$158,050,177	\$161,211,101
Project Taxable Value																	
Commercial Ratio	25.0%																
Residential Ratio	7.15%																
Assessor % Reduction	100%																
Commercial Taxable Value		\$4,710,539	\$4,884,750	\$4,960,845	\$4,998,862	\$5,098,839	\$5,200,816	\$5,304,832	\$5,410,929	\$5,519,147	\$5,629,530	\$5,742,121	\$5,856,963	\$5,974,103	\$6,093,585	\$6,215,456	\$6,339,766
Residential Taxable Value		\$7,217,219	\$7,361,563	\$7,500,795	\$7,658,971	\$7,810,150	\$7,968,393	\$8,127,761	\$8,290,316	\$8,456,122	\$8,625,245	\$8,797,750	\$8,973,705	\$9,153,179	\$9,336,242	\$9,522,967	\$9,713,426
Project Assessed Value (Taxable Value)		\$11,927,758	\$12,166,313	\$12,409,640	\$12,657,832	\$12,910,989	\$13,169,209	\$13,432,593	\$13,701,245	\$13,975,270	\$14,254,775	\$14,539,871	\$14,830,668	\$15,127,281	\$15,429,827	\$15,738,424	\$16,053,192
Sales Tax TIF / Shareback Estimate																	
Assessed Value		\$11,927,758	\$12,166,313	\$12,409,640	\$12,657,832	\$12,910,989	\$13,169,209	\$13,432,593	\$13,701,245	\$13,975,270	\$14,254,775	\$14,539,871	\$14,830,668	\$15,127,281	\$15,429,827	\$15,738,424	\$16,053,192
Estimated Base																	
Base Inflation Factor	1%																
Existing Taxable (Assessed) Value		\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231
Incremental Taxable (Assessed) Value		\$9,062,233	\$9,300,788	\$9,515,459	\$9,763,652	\$9,987,867	\$10,246,086	\$10,480,239	\$10,748,891	\$10,993,392	\$11,272,898	\$11,528,175	\$11,818,972	\$12,085,468	\$12,388,014	\$12,666,192	\$12,980,961
Mill Levy	104.526																
Annual Incremental Estimate																	
Discount Rate	5.00%																
NPV (from construction start)		\$4,266,573															
NPV (from project stabilization)		\$4,592,391															
City of Thornton Property Tax Revenue (Base + Non-TIF)																	
Base Assessed Value		\$2,865,525	\$2,865,525	\$2,894,181	\$2,894,181	\$2,923,122	\$2,923,122	\$2,952,354	\$2,952,354	\$2,981,877	\$2,981,877	\$3,011,696	\$3,011,696	\$3,041,813	\$3,041,813	\$3,072,231	\$3,072,231
City Mill Levy	19.21																
Annual Base Property Tax Revenue		\$29,257	\$29,257	\$29,550	\$29,550	\$29,845	\$29,845	\$30,144	\$30,144	\$30,445	\$30,445	\$30,749	\$30,749	\$31,057	\$31,057	\$31,367	\$31,367
Non-TIF Allocated Property Tax Revenue (After URA Sunset)		\$92,525	\$94,961	\$97,153	\$99,687	\$101,976	\$104,613	\$107,003	\$109,746	\$112,243	\$115,096	\$117,703	\$120,672	\$123,393	\$126,482	\$129,322	\$132,536
Discount Rate	5.00%																
NPV		\$1,699,971															
Project City Sales Tax																	
City Sales Tax Rate	3.75%																
Retail Absorption Schedule	40,000																
% Absorption	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Total Retail Sq. Ft.	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	40,000	
Annual retail sales growth factor	2.00%																
Blended Retail Sales Per Sq. Ft.	\$329	\$17,698,169	\$18,052,132	\$18,413,175	\$18,781,438	\$19,157,067	\$19,540,208	\$19,931,012	\$20,329,633	\$20,736,225	\$21,150,950	\$21,573,969	\$22,005,448	\$22,445,557	\$22,894,468	\$23,352,358	\$23,819,405
Estimated Annual Sales Tax		\$663,681	\$676,955	\$690,494	\$704,304	\$718,390	\$732,758	\$747,413	\$762,261	\$777,608	\$793,161	\$809,024	\$825,204	\$841,708	\$858,543	\$876,713	\$893,228
Discount Rate	5.00%																
NPV (from construction start)		\$6,785,057															
NPV (from project stabilization)		\$9,607,120															
PIF Estimate																	
Add-On PIF Rate	1.50%																
Estimated Annual Retail Sales		\$17,698,169	\$18,052,132	\$18,413,175	\$18,781,438	\$19,157,067	\$19,540,208	\$19,931,012	\$20,329,633	\$20,736,225	\$21,150,950	\$21,573,969	\$22,005,448	\$22,445,557	\$22,894,468	\$23,352,358	\$23,819,405
Estimated PIF		\$265,473	\$270,782	\$276,198	\$281,722	\$287,356	\$293,103	\$298,965	\$304,944	\$311,043	\$317,264	\$323,610	\$330,082	\$336,683	\$343,417	\$350,285	\$357,291
Discount Rate	5.00%																
NPV (from construction start)		\$2,714,023															
NPV (from project stabilization)		\$3,842,848															
Metro District Estimate																	
Total Taxable (Assessed) Value		\$11,927,758	\$12,166,313	\$12,409,640	\$12,657,832	\$12,910,989	\$13,169,209	\$13,432,593	\$13,701,245	\$13,975,270	\$14,254,775	\$14,539,871	\$14,830,668	\$15,127,281	\$15,429,827	\$15,738,424	\$16,053,192
Metro District Mill Levy	40																
Debt Service Mill Levy	30																
Annual Debt Service Amount		\$357,833	\$364,989	\$372,289	\$379,735	\$387,330	\$395,076	\$402,978	\$411,037	\$419,258	\$427,643	\$436,196	\$444,920	\$453,818	\$462,895	\$472,153	\$481,596
OSM Mill Levy	10																
Annual OSM Amount		\$119,278	\$121,663	\$124,096	\$126,578	\$129,110	\$131,692	\$134,326	\$137,012	\$139,753	\$142,548	\$145,399	\$148,307	\$151,273	\$154,298	\$157,384	\$160,532
Discount Rate	5.00%																
Debt Service NPV	\$4,274,374																
OSM NPV	\$1,424,791																
NPV (from construction start)		\$5,699,166															
NPV (from project stabilization)		\$6,906,411															