

**REQUEST FOR PROPOSAL**

# **SECOND STREET AND CHELSEA AVENUE**

DEVELOPMENT OPPORTUNITY IN MEMPHIS, TN



**Submission Deadline:  
April 25, 2025**

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Greenlaw neighborhood

## **The Uptown Community comprises several neighborhoods in North Memphis, each with a rich history and a bright future.**

Over the last 20 years, significant redevelopment and new housing construction have taken place, mainly in the Greenlaw neighborhood which is located immediately adjacent to Downtown Memphis.

Directed by the 2018 [Uptown Community Plan](#), the Community Redevelopment Agency (CRA) is working with residents, property owners, institutions, businesses, and the City to support and facilitate the revitalization of the community. To further community goals related to creating fully occupied residential neighborhoods, preserving and celebrating historic assets, and protecting affordability, the CRA is pleased to offer this RFP for redevelopment of a vacant site in the Greenlaw neighborhood.



The CRA envisions every neighborhood in the City of Memphis and Shelby County providing its residents with a healthy and safe environment, economic opportunity, affordable housing and excellent quality of life.

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## IV. Property/Site Details

The High-Density Residential zoning and surrounding development context of this site support a mid-rise multi-family or mixed-use development.

## V. Financial Assumptions

The selected developer(s) will be required to provide financial analysis and a plan of the costs required.

## VI. Evaluation Criteria

Proposals will be reviewed and ranked based on quality of concept, project feasibility, experience, and economic inclusion.

## VII. Submission Requirements

A successful proposal will include as much detail as practical.

## VIII. Submission Process

Submit questions to [vivian.ekstrom@cramemphis.org](mailto:vivian.ekstrom@cramemphis.org).

## IV. Other Requirements

Must meet CRA's diversity and inclusion goals. The CRA reserves the right to not select a proposal as a result of this process.

## V. Timeline and Key Deadlines

All proposals must be submitted by April 25, 2025.

# I. Reinvesting in North Memphis

The Uptown Redevelopment Area is located immediately adjacent to the northern edge of Downtown Memphis and encompasses a number of different neighborhoods in North Memphis, including: Greenlaw, Uptown, Smokey City, New Chicago, Bickford, Bearwater, Mud Island, and the Medical District.

The purpose of the Uptown Redevelopment Area is to fund affordable housing construction, building repair/retrofit/rehabilitation, building demolition, site preparation, and infrastructure improvements that will create and ensure the continued economic vitality of these neighborhoods. Over the last 20 years, the Memphis & Shelby County Community Redevelopment Agency (CRA) has been instrumental in the ongoing revitalization of the Uptown area, with 850 homes and apartments built and 30,000 square feet of roads, sidewalks, and alleyways improved.

The CRA's work is guided by the [Uptown Community Plan](#). This plan provides a shared vision for the district and outlines areas of focus, community priorities, and recommended projects. A vital recommendation of the plan is to acquire vacant and unoccupied properties to facilitate an increase in quality housing stock.

This RFP represents an important opportunity to revitalize a key corner property and bring new residential and community-serving uses to the Greenlaw neighborhood. The CRA is excited to partner with experienced development teams to bring this vision to reality.



Edgeview at Legends Park



Room In The Inn



Greenlaw neighborhood

## II. Opportunity

The Memphis and Shelby County Community Redevelopment Agency (CRA) is seeking proposals for a site at the corner of Second St and Chelsea Ave.

This site is part of the Burkle Park neighborhood anchor in the Uptown Community Plan which calls for medium-density residential development in this area. The site covers 3/4 of the block bounded by Chelsea Ave, Second St, Keel Ave, and Third St.

Existing zoning and surrounding land use make this site suitable for denser residential uses and institutional uses. Small-scale commercial/retail and third-place amenities would also be suitable in ground-floor corner spaces.



Contextual Design  
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Housing proposed for the site may be tailored to different income levels, but developers are strongly encouraged to provide a robust level of quality, affordable housing for the project. The CRA prioritizes affordable housing for low-income households whose income does not exceed 80% of the Memphis MSA's median income based on family size.

<b>Family Size</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
<b>Annual Income Limits</b>	<b>47,750</b>	<b>54,550</b>	<b>61,350</b>	<b>68,150</b>	<b>73,650</b>	<b>79,100</b>

Housing designed for moderate income households, up to 120% AMI, is also encouraged.

Through this RFP, the CRA seeks proposals from qualified developers that:

- Possess experience developing infill mixed-use projects in an urban context and working collaboratively with the community.
- Propose a realistic strategy for starting construction within 12 months from the date of the executed development agreement.
- Demonstrate the ability to obtain and work efficiently with private and public financing.
- Present a development concept that meets the goals of this RFP and the Uptown Community Plan.

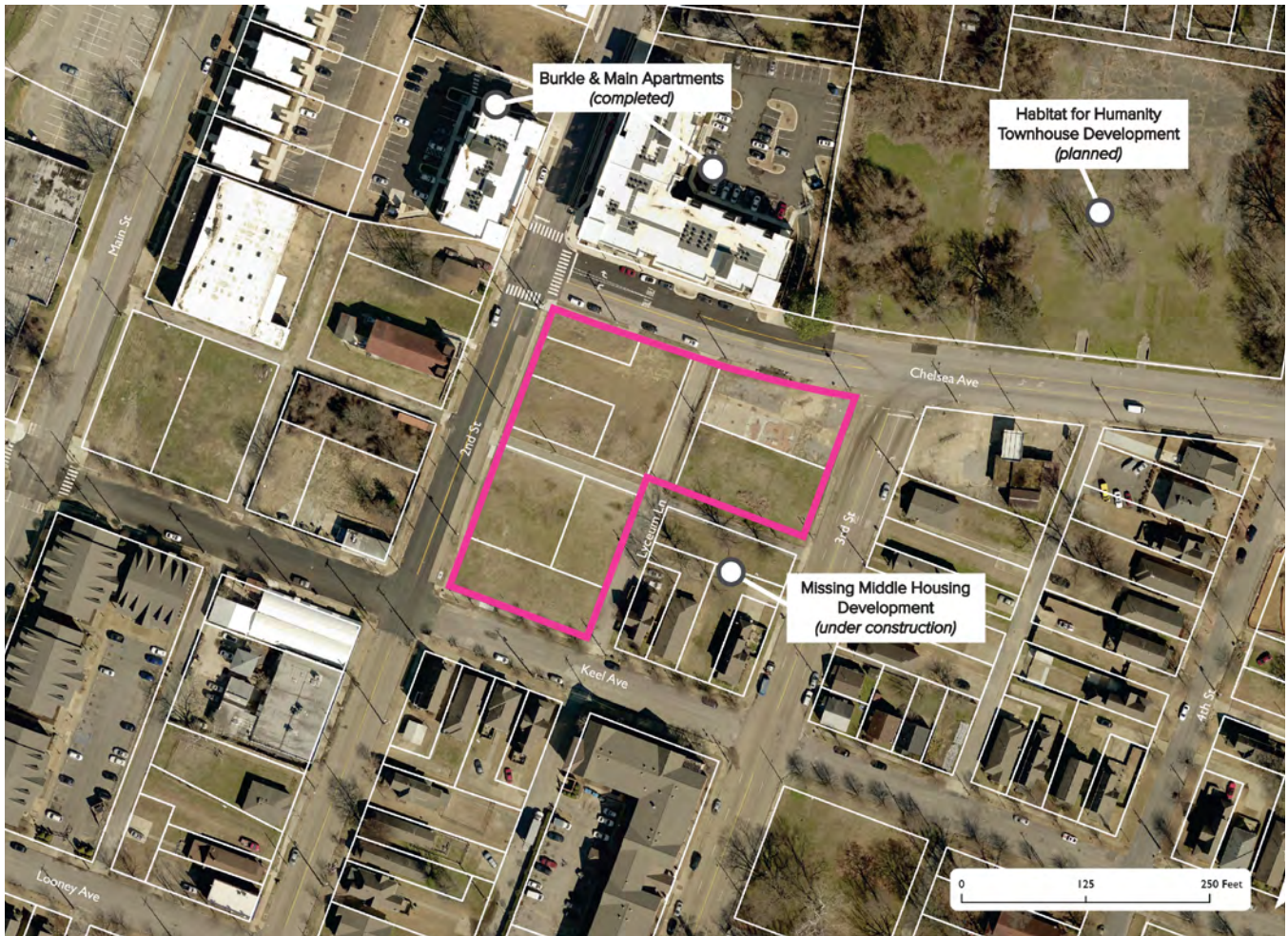
Developers must demonstrate their capacity and experience in developing well-designed, commercial and mixed-use property in urban areas. Respondents will have the financial and organizational capacity to complete the project within 24-36 months of the executed redevelopment agreement. Proof of financing and equity will ultimately be required prior to any transfer of property from the CRA to a private developer.



### III. Project Goals

The CRA seeks proposals from qualified housing developers who support and can fulfill the following project goals:

- Provide quality, affordable housing for long-term and new residents.
- Create fully occupied residential neighborhoods with a mix of incomes and ages in which people share a sense of belonging.
- Develop housing that supports the creation of distinct neighborhood identities that foster a sense of belonging and neighborhood pride.
- Provide high-quality architectural design that reflects the scale and character of the neighborhood.
- Provide energy-efficient housing that provides a high-quality indoor environment and enables residents to save money.
- Maintain housing affordability over the long-term within the TIF district.



**PARCEL IDS**

001055 00001  
 001055 00002  
 001055 00011  
 001055 00010  
 001055 00012  
 001055 00009C  
 001055 00003  
 001055 00004

1.6 Acres

**ZONING**

Uptown Special Purpose District,  
 High-Density Residential (HDR),

## IV. Property/ Site Details

This project site includes eight parcels at the intersection of Second Street & Chelsea Avenue. Chelsea Avenue is a key transportation thoroughfare, and an entrance/exit to I-40/I-240 is located 1.5 miles to the east. Second Street connects the Downtown Central Business District to the Uptown Redevelopment Area and proceeds north through the residential neighborhoods of Greenlaw, Bickford, & Bearwater. This route later continues north to Frayser and Millington.

The High-Density Residential zoning and surrounding development context of this site support a mid-rise multi-family or mixed-use development. The site is part of the Burkle Park neighborhood anchor in the Uptown





Community Plan which calls for medium density residential development. Recent nearby development includes a completed four-story multi-family apartment complex directly across Chelsea Avenue, the in-progress Snuff District mixed-use redevelopment less than a quarter mile to the west which includes residential, office, and commercial, and a missing-middle housing project that is in pre-development at Second Street & Hickory Avenue.

### **Brownfield Considerations**

The site is currently being evaluated through the CRA's Brownfield Assessment Grant with U.S. EPA. A Phase I Environmental Site Assessment (ESA) has been ordered and a report of findings will be released later this fall to interested parties. If recommended by the Phase I ESA report, a Phase II will subsequently be ordered. A Phase II for a portion of the site was completed in 2020 ([Download the report](#)).

After assessment the site will likely be entered into the Tennessee Department of Environment and Conservation (TDEC) Voluntary and Cleanup, Oversight and Assistance Program (VOAP) and may be subject to engineering and/or institutional controls.

### **As-Is Condition**

The site is being offered in as-is condition. The CRA makes no representation, guarantee, or warranty concerning any property conditions, including the possible presence of hazardous materials. The CRA will not bear any responsibility or expense in removal or treatments of asbestos, lead, or other hazardous materials.



# UPTOWN AREA



# Contextual Design Examples



L'Avenir Net Zero LEED Platinum | Ft. Collins, CO



Brush Park | Detroit, MI



Cresco | Springfield, MO

# Contextual Design Examples



22nd & Lombard | Philadelphia, PA



Isla Intersections | Los Angeles, CA



## IV. Financial Assumptions

The selected developer will be expected to identify and secure all necessary pre-development and, if applicable, property acquisition financing.

The development team will be required to provide financial analysis and a plan of the likely costs required to undertake the proposed project, including the potential sources and uses for the budget. The financing plan must demonstrate a sensitivity and approach in using public funds and resources in the most efficient manner.

If public funding or incentives are required to fill a financing gap, the CRA may be able to provide funding for the project.

# VI. Evaluation Criteria

Proposals will be reviewed and ranked based on a 100-point scale. Criteria used in evaluation of proposals include, but are not limited to, the following:

### Quality of development concept and alignment with project goals

(30 points)

1. Proposal meets the project/community goals and requirements outlined in this RFP.
2. Overall scope and quality of the proposed development.
3. Quality of the design of the proposed development, as well as its compatibility with the surrounding neighborhood.

### Project feasibility

(30 points)

1. Project is economically sound and supported by realistic assumptions.
2. Proposed capital stack and financing strategy.
3. Project may be accomplished in a timely manner.
4. Project does not face insurmountable regulatory hurdles or constraints.

### Developer capacity and experience

(20 points)

1. Developer has a track record of delivering high-quality infill projects of a similar scale and level of complexity.
2. Proven ability to obtain sufficient financial resources for similar projects.

### Economic and community inclusion

(20 points)

1. Proposal provides a plan that outlines the minority- and women-owned business (M/WBE) and locally owned small business (LOS) participation in the proposed site development, including a preliminary list of M/WBE and LOS consultants, financial institutions, and employees who will be asked to participate.
2. Proposal provides a plan that outlines community engagement throughout the design and implementation process that demonstrates an understanding of the collaborative nature of this project and the need for strong community partnership.



### Proposal must include:

- Cover Letter
- Development Team Details
- Development Experience and Qualifications
- Initial Design Concept, Timeline, and Financial Feasibility
- Financial Capacity of Developer
- Diversity & Inclusion Plan

## VII. RFP Submission Requirements

The submitted proposal should articulate the vision for the property and explain how the project will meet the evaluation criteria set forth in this RFP. It is understood that the preparation of exact budgets and detailed architectural drawings is not possible or necessary at this point in the process. A successful proposal will include as much detail as practical, with the understanding that architectural drawings will be conceptual and budgets will be subject to further revisions.

Please include the following components:



### Cover Letter

The cover letter should explain your interest in the opportunity, outline the main elements of your development concept, and identify the primary contact person (name, address, phone number and email address).



### Development Team Details

This section should provide information on all members of your team and relevant experience, expertise, and capacity. Identify the development entity's name and contact information, and specify the legal form of the organization (e.g. corporation, partnership, joint venture, other).

Provide relevant experience and qualifications for each team member - including architects, engineers, contractors, financial and equity partners, lenders, or any other consultants or entities. This section should include a resume, a description of previous projects, and the team members' role in the cited project and proposed project. Provide information on whether any of these team members are a certified M/WBE business.



### **Development Experience and Qualifications**

Provide descriptions for completed projects similar to the proposed project and their respective locations. Include project timelines, showing all pertinent dates of the project development. Include all funding sources utilized for the project. Provide the names and telephone numbers of project references (private and/or public sector) for each project described.



### **Initial Design Concept, Timeline, and Financial Feasibility**

1. Provide a narrative of the proposed development concept and how it addresses the project goals. Identify your team's vision for this project and how it would fit into your overall business strategy. Proposals should illustrate the team's understanding of Memphis, the Uptown TIF district neighborhoods, and the importance of a successful project. Include any conceptual site plans, building elevations, floor plans, or renderings as needed to communicate the concept and design. Applicants shall comply with local development and construction codes. The proposal should illustrate that the developer understands legal requirements and property disposition restrictions.
2. Provide an estimated budget indicating the likely costs of the project. This budget should include the purchase offer (this can be nominal) that will be made by the developer to the CRA as well as the estimated hard and soft costs. Provide a summary of the assumptions on which these estimates are based, such as previous comparable projects or estimates provided by contractors.
3. Explain the proposed capital stack and financing strategy. If possible, provide a Sources and Uses Statement estimating the amount of debt and equity by source.
4. Provide a clear overview of identified/desired CRA funding, if needed, in order to make the project viable.
5. Provide a project timeline with key milestones listed. Explain any project phasing, if planned.





### **Financial Capacity of Developer**

Provide information that demonstrates the team has the financial capacity and willingness to carry out the proposed project and to initiate construction within 12 months of completing the development agreement. Submittals should include the following information:

1. Identify the team's capacity to secure the equity and financing required to construct, market, and sell the proposed development. Include the developer or related entities' financials and holdings.
2. Provide a basic pro forma and identify the potential amount of gap financing required and the gap financing resources related to underwriting the cost of development and operations. Define the team's experience with securing sources of gap financing that may be used for the project. The CRA may be able to provide funding for financial gaps identified in the pro forma.



### **Commitment to Diversity & Inclusion**

Applicants should include as part of their proposal a Diversity Plan that is both attainable and workable. The Diversity Plan shall identify goals for participation of Minority/Women Business Enterprises (M/WBE) and Locally Owned Small Businesses (LOSB). Suggested percentages or degrees of participation by certified M/WBEs and LOSBs are:

1. For all projects, the CRA sets an overall combined goal of 40% M/WBE participation for Professional Services, with a 26% for MBE and a 14% goal for WBE, as defined by Shelby County ordinance.
2. Within this overall goal for M/WBE participation, the CRA sets goals for goods and services categories consistent with those of the City of Memphis as outlined in Ordinance 5384, Sec. 2-327, using the ratio of the M/WBE participation goals for each sector. These goals are to be updated when the City of Memphis revises their goals.
3. The LOSB participation goals remain at 10%.
4. The CRA will monitor its projects, requiring contractors to submit regular reports, and reviewing the goals on an annual basis.

Upon approval, the Applicant will be responsible for implementation of the Diversity Plan and for filing with the CRA staff quarterly reports that reflect the names of the certified firms involved, the amount of money received by such firms and the total amount spent.

Respondents should also outline their experience and commitment to community collaboration and provide a plan for community engagement throughout the redevelopment process.

## VIII. RFP Submission Process

### QUESTIONS

Submit questions in writing to Vivian Ekstrom via email at [vivian.ekstrom@cramemphis.org](mailto:vivian.ekstrom@cramemphis.org) using the subject line "Second and Chelsea RFP."

### SUBMISSION DUE DATE

All proposals to this RFP must be submitted to the CRA by 5:00 PM CST on Friday, April 25, 2025. Respondents must submit a digital PDF of the entire submission via email to [vivian.ekstrom@cramemphis.org](mailto:vivian.ekstrom@cramemphis.org) (subject line should read "Second and Chelsea RFP") prior to the deadline described above. Please format the document to fit 8.5 x 11 size. A maximum length of 20 pages is preferred.

## IX. Other Requirements

### EQUAL OPPORTUNITY STATEMENT

The CRA is an equal opportunity employer and will select a development proposal without regard to age, disability, religion, creed or belief, political affiliation, race, sex, or ethnicity.

### CRA'S DIVERSITY AND INCLUSION GOALS

The CRA requires that a best-faith effort is made to proactively avail any potential contracting or subcontracting opportunities to qualified minority and women-owned businesses and locally owned small businesses. Our minimum overall goal is 40% combined M/WBE participation and 10% LOSB participation. Please reference the Commitment to Diversity & Inclusion section on page 15 for additional details.

### RIGHT TO REVISE OR REISSUE RFP

The CRA may need to request additional information from the respondents as part of the selection process once finalist firms have been identified. The CRA reserves the right to not select a proposal as a result of this process. In that event, the CRA may, or may not, elect to reissue the RFP if deemed necessary to solicit additional interest in the property.

## X. Timeline and Key Deadlines

### RFP Published

October 1, 2024

### RFP Submittals Due

April 25, 2025 by 5:00 PM CST

### Selection Committee Review:

May/June 2025

### Development Agreement:

August 2025

### Start of Construction:

Early 2026

Please send questions to:  
Vivian Ekstrom, Director of Planning and  
Community Development  
[vivian.ekstrom@cramemphis.org](mailto:vivian.ekstrom@cramemphis.org)

# Thoughtful Design Appendix

## Housing Diversity and Innovative Development

To maximize the potential for housing affordability and promote housing diversity within the Uptown Redevelopment Area, developers are encouraged to consider alternative housing models and innovative development strategies. The following options can be explored:

**Building Smaller:** Embrace the concept of building smaller, compact housing units (700 sq. ft. - 1,300 sq. ft.) designed to be efficient in space utilization and construction costs. Smaller footprint homes can provide affordable housing options for individuals or small families while minimizing environmental impact and reducing overall development costs.

**Cottage Court Development:** Explore the possibility of developing a cottage court—a cluster of small, detached dwellings arranged around a central courtyard or green space. Cottage courts offer a sense of community and shared amenities while providing individual privacy and autonomy. This approach allows for the creation of multiple housing units on a single lot, maximizing land use efficiency and affordability.

**Consolidating or Subdividing the Lot:** Consider consolidating or subdividing parcels to accommodate multiple housing units. Reconfiguring lots can facilitate the development of additional housing options, such as single-family homes, townhouses, or duplex/triplex configurations. This approach enables developers to create a diverse mix of housing types that cater to different household sizes and income levels within the community. Creating more units to choose from helps with scale, sustainability, and financial attainment.

**Accessory Dwelling Units (ADUs):** Integrate accessory dwelling units (ADUs) into the development plan to increase housing supply and affordability. ADUs, also known as granny flats, in-law suites, or backyard cottages, are secondary dwelling units located on the same property as a primary residence. These smaller, self-contained units provide flexible housing options for extended family members, renters, or homeowners looking to generate supplemental income.

**Duplex/Triplex Construction:** Consider constructing duplexes or triplexes to accommodate multiple households within a single building structure. Duplex/triplex configurations offer the benefits of shared infrastructure and construction costs while providing individual housing units with separate entrances and living spaces. This approach maximizes land use efficiency and promotes affordability through economies of scale.

# Sustainability

Incorporating sustainable design principles and environmentally friendly practices into the development is essential to minimize environmental impact, promote biodiversity, and enhance overall sustainability. In addition, we advise that all erosion control measures during construction are considerate of the native ecosystem and the surrounding residences. The final landscape package for developments should pull from species native to Tennessee, the southeast, or North Americas. We highly recommend consulting these two species lists ([1](#) & [2](#)) produced and provided by the UT extension office.

*Developers are encouraged to consider the following strategies:*

**Utilize Native Plant Species:** Integrate native plant species that are indigenous to Tennessee or the southeastern region of the United States into the landscape design. Native plants are well-adapted to local climate conditions and soil types, requiring less water, fertilizer, and maintenance compared to exotic species. By incorporating native vegetation, developers can support local ecosystems, provide habitat for wildlife, and enhance the aesthetic appeal of the site.

**Promote Biodiversity:** Design landscaped areas to incorporate a diverse range of plant species, including trees, shrubs, grasses, and flowering perennials. Creating habitat diversity within the site encourages a variety of native wildlife species, such as birds, pollinators, and beneficial insects, to thrive in the urban environment. Incorporating features such as birdhouses, and butterfly gardens can further enhance biodiversity and ecological resilience.

**Green Infrastructure:** Implement low-impact development (LID) techniques to manage stormwater runoff and reduce the burden on municipal drainage systems. Examples of green infrastructure elements include permeable pavements, rain gardens, and bioswales. These systems help to capture, treat, and infiltrate stormwater onsite, reducing erosion, flooding, and water pollution while replenishing groundwater supplies.

**Sustainable Site Design:** Optimize site layout and orientation to maximize energy efficiency, minimize heat island effects, and promote passive solar heating and cooling. Incorporate features such as solar panels, rainwater harvesting systems, and energy-efficient lighting to reduce utility costs and environmental impact. Preserve existing trees and vegetation where possible to provide shade, improve air quality, and mitigate urban heat stress.

## Third Place Amenity

If proposing a third-place amenity, describe the concept, its intended use, and how it will benefit the community.

For neighborhoods to maintain a vibrant fabric, healthy community amenities are often needed in addition to housing. Looking back at how towns were developed historically - often corner lots featured an amenity that was in walking distance to residences and helped them care for themselves. The CRA encourages small scale amenities to be infused into developments when possible.