

REQUEST FOR PROPOSAL

MANASSAS MARKET

MIXED-USE DEVELOPMENT OPPORTUNITY IN MEMPHIS, TN



Submission Deadline:
August 22, 2025

Vivian Ekstrom,
Director of Planning and Community Development
vivian.ekstrom@cramemphis.org



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

Over the last twenty 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 [Uptown Community Plan](#), the Community Redevelopment Agency (CRA) is working with residents, property owners, institutions, businesses, and the City to support and facilitate community revitalization. To further community goals related to promoting the development of vibrant anchors that serve as gathering spaces and protecting housing affordability, the CRA is pleased to offer this RFP for a mixed-use development at a key site in the Uptown area.



The former Chism Trail grocery store.

INDEX

I. Reinvesting in North Memphis

The Uptown Redevelopment Area consists of different neighborhoods on the northern edge of downtown Memphis.

II. Opportunity

The Uptown Plan recommends retail uses for the site – particularly a grocery store and pharmacy – as well as residential uses.

III. Project Goals

Developer must preserve community identity while strengthening connections to downtown.

IV. Property/Site Details

The project site includes three contiguous parcels totaling just over 3 acres.

V. Financial Assumptions

The selected developer(s) will be expected to identify and secure all necessary pre-development financing.

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 and proposals to Vivian Ekstrom.

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 RFP process.

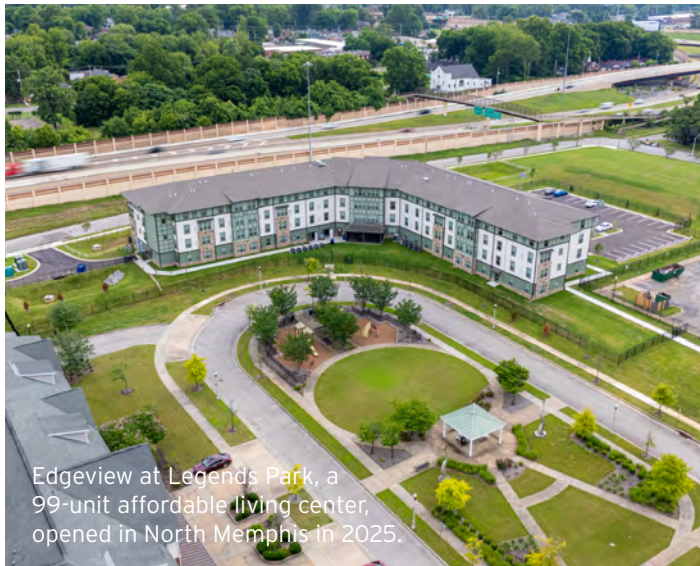
V. Timeline and Key Deadlines

All proposals must be submitted by August 22, 2025.



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.

850 N. Manassas St. | Memphis, TN 38107
www.cramemphis.org



Edgeview at Legends Park, a 99-unit affordable living center, opened in North Memphis in 2025.

I. Reinvesting in North Memphis

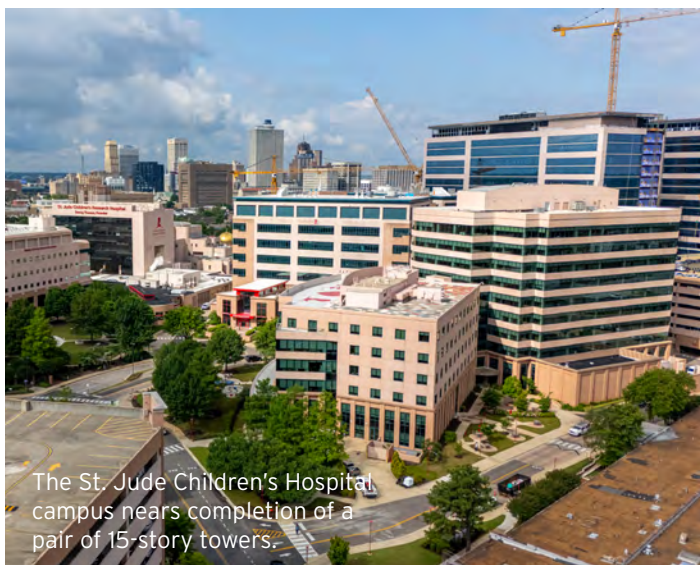
The Uptown Redevelopment Area is located immediately adjacent to the northern edge of Downtown Memphis and encompasses several neighborhoods in North Memphis, including, Greenlaw, Uptown, Smokey City, New Chicago, Bickford, Bearwater, Mud Island, and the Medical District.

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 major recommendation of the plan is to strengthen community anchors in order to have the greatest impact on stabilization, revitalization, and community pride. The subject site for this RFP is included in the Manassas Market anchor, which envisions a mixture of community-serving retail uses and residential uses.



A Chick-fil-A restaurant is under construction across the street from Manassas Market.



The St. Jude Children's Hospital campus nears completion of a pair of 15-story towers.

II. Opportunity

The Memphis and Shelby County Community Redevelopment Agency (CRA) is seeking qualified and experienced respondents to submit a proposal to act as the developer for a site in the Uptown Redevelopment Area bounded by Thomas Street to the west, North Parkway to the south, Dunscomb Place to the east, and Jackson Avenue to the north. The CRA will convey the property to the selected developer subject to the terms of a redevelopment agreement. MLB Uptown LLC – the former master developer for the Uptown Redevelopment Area – purchased the property in 2015 and conveyed it to the CRA in 2019.

This site forms the heart of the Manassas Market community anchor, as outlined in the [Uptown Community Plan](#). It is located along major transportation routes and is steps away from the St. Jude Children's Research Hospital campus. **The plan recommends retail uses for the site – particularly a grocery store and pharmacy – as well as residential uses.**

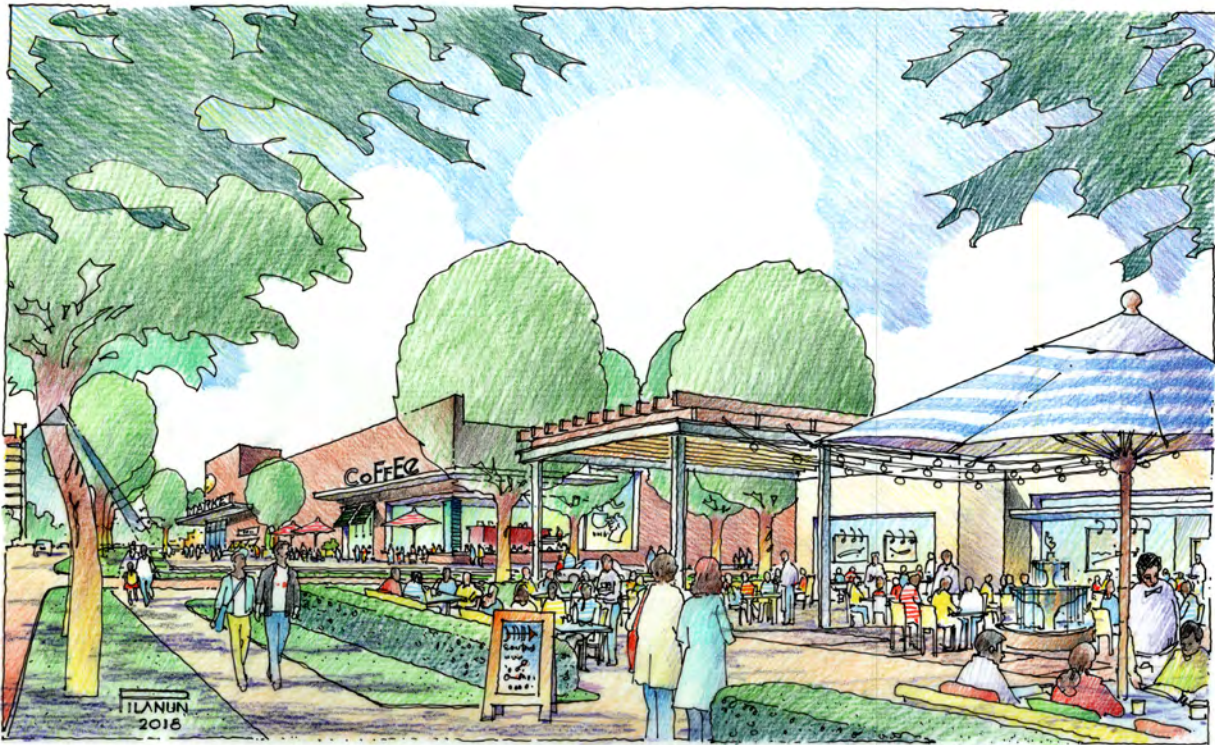
The site includes three contiguous parcels covering 3+ acres. The former grocery store building - vacant for over 15 years - is approximately 26,000 square feet. While the building could be renovated and incorporated into the larger redevelopment project, the CRA does not have a requirement or preference for preserving the building.

Although the CRA does not own adjacent vacant property to the east, there may be opportunities to work with the owners to incorporate these properties into a larger redevelopment project.



Key Links:

- [Housing Design and Construction Guidelines](#)
- [Community Design Precedent Document](#)
- [Site Conditions and Constraints](#)
- [Link to Phase 1 ESA Ibrahim/Chism Trail](#)



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:

Family Size	1	2	3	4	5	6
Annual Income Limits	\$51,050	\$58,350	\$65,650	\$72,900	\$78,750	\$84,600

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 developing well-designed, commercial, mixed-use properties in urban areas. The ideal respondents will have the financial and organizational capacity to complete the project within 24-36 months of the executed development agreement. Proof of financing and equity will ultimately be required before any transfer of property from the CRA to a private developer.



III. Project Goals

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

- Provide a grocery store or fresh food retail use that serves the surrounding community, particularly current residents.
- Provide quality, affordable housing and maintain affordability over the long-term within the TIF district.
- Honor and preserve community identity.
- Create a land use pattern that promotes the development of vibrant anchors that are gathering places for the community.
- Create a development with high-quality urban and architectural design that supports a more walkable, pedestrian-scale environment that reflects the scale and character of the neighborhood.
- Strengthen connections to Downtown.

COMMUNITY DESIGN PRECEDENT



The Uptown Community Advisory Committee developed this document with examples of mixed-use developments in other cities to demonstrate design and architecture preferences for this project.

[Download Booklet](#)

Specific Community Use and Design Requests

In addition to the project goals, community members have provided more specific input on desired uses and design for this site.

Respondents are strongly encouraged to incorporate these requests into their project proposals. See also the [Community Design Precedent](#) document.

- While a full-service grocery store is a top priority, the community is open to other retail formats that offer fresh food options, including food markets (the now-defunct local Easy Way chain mentioned as a model), farmers' markets, and food halls/markets with local food and beverage vendors.
- In addition to a grocery/fresh food market use, the community is also open to other retail options such as a gym or fitness center, pharmacy, or beauty salon. A larger retailer that incorporates household goods and products as well as a grocery component is also acceptable.
- Housing that serves a mix of income levels - with an emphasis on low and moderate income households - is a priority.
- Place any buildings on the site closer to the street and consider making Dunscomb Lane a 2-lane street.

Developers are expected to engage with the community on project details during the proposal review process and development agreement negotiations. The Uptown Community Advisory Committee is the primary avenue for this work.

UPTOWN AREA



IV. Property/Site Details

The project site includes three contiguous parcels totaling just over 3 acres (see highlighted area on next page and table below). In addition to its location along major transportation corridors, the site is adjacent to St. Jude Children's Research Hospital, a key employment hub in the city that is in the midst of implementing a strategic plan that will invest \$2.3 billion in new construction, renovation, and capital needs and support 2,300 new jobs over the next several years.

In late 2024, St. Jude announced plans to construct a 16-story research tower on their campus at the southwest corner of the Thomas and A.W. Willis intersection, located diagonally from the project site. Directly to the west of the project site across Thomas, a Chick-fil-A restaurant is currently under construction with a planned Summer 2025 completion.

The property has multiple constraints in terms of environmental contamination, utility location/easements, and deed restrictions. The linked documents in this RFP provide more detail.

The site and building are 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 any other hazardous materials.

PROJECT SITE



1

544 Jackson Ave

**PARCEL ID
001107 00001**

**LOT AREA
2.76 Acres**

2

0 Danny Thomas Blvd

**PARCEL ID
001096 A00099**

**LOT AREA
0.196 Acres**

3

645 Jackson Ave

**PARCEL ID
001106 00001**

**LOT AREA
0.349 Acres**

**ZONING
Uptown District,
Mixed Use w/ Neighborhood Center Overlay (MU-NC)**



Rendering of proposed Jackson-Thomas intersection improvements

The following links provide more detailed information on site conditions and planned improvements to the Jackson Ave streetscape and its intersection with Thomas Street:

- [Site conditions and constraints](#)
environmental conditions, sewer gravity main location, and deed restrictions for 544 Jackson)
- [Link to Phase 1 ESA Ibrahim/Chism Trail](#)

Video renderings:

- [Jackson corridor streetscape improvements](#)
- [Jackson/Thomas intersection improvements](#) (2021)



IV. Financial Assumptions

The selected developer(s) will be expected to identify and secure all necessary pre-development financing.

The selected developer(s) will be required to provide financial analysis and a plan for the likely costs required to undertake the proposed project, including the potential sources and uses for the development budget. The financing plan must demonstrate a sensitivity and an approach to use public funds and resources efficiently.

If public funding or incentives are required to fill a demonstrated 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 mixed-use 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 (LOSB) participation in the proposed site development, including a preliminary list of M/WBE and LOSB 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 and 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% goal 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 using the subject line "Manassas Market RFP." Responses to questions will be posted on the CRA website as they are received.

SUBMISSION DUE DATE

All proposals to this RFP must be submitted to the CRA by 5:00 PM CST on Friday, August 22, 2025. Respondents must submit a digital PDF of the entire submission via email to vivian.ekstrom@cramemphis.org (subject line should read "Manassas Market 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

May 30, 2025

RFP Submittals Due

August 22, 2025 by 5:00 PM CST

Selection Committee Review:

September/October 2025

Development Agreement:

January 2026

Start of Construction:

2026

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