



Notice: The City of Norfolk hereby gives notice of its intent to seek proposals from interested parties in response to this Request for Proposals for Sale & Development of City Owned Property.

I. Overview

- A. The City of Norfolk ("City") invites qualified real estate developers (Respondents') to submit qualifications and full proposals for consideration to redevelop **2839, 2900, and 2901 East Virginia Beach Boulevard (Merrimac Market Sites)** These City-owned sites are situated in the Broad Creek neighborhood on the southwest, northeast and southwest corners of East Virginia Beach Blvd and Merrimac Avenue ([See Parcels Map](#)).
- B. Although this RFP is for the transfer and development of real estate and, therefore, not subject to the Virginia Public Procurement Act, the RFP process is similar to that used for procurement of goods and services.

II. Background

A. City of Norfolk

Norfolk is a central city of 246,000 residents within the Hampton Roads region. As the financial, business, medical, cultural, education and entertainment center, Norfolk is the heart of the Hampton Roads metropolitan area.

The city encompasses approximately 54 square-miles and is strategically located in southeast Virginia on the Elizabeth River and the southern side of Hampton Roads. Norfolk is an ideal size, offering the best of urban amenities and opportunities with the unique charms and easy living of a midsize urban city.

B. Broad Creek Community

Traditional Broad Creek and the Broad Creek Renaissance together form a dynamic and evolving residential community that combines historic charm, architectural distinction, and a strong sense of neighborhood pride. This area offers a unique opportunity for housing development within a well-established urban fabric enriched by tradition and thoughtfully planned growth.

Traditional Broad Creek is a predominantly single-family neighborhood located between Corprew Avenue to the south and East Princess Anne Road to the north, with East Virginia Beach Boulevard serving as the central commercial corridor. The northern section of Broad Creek showcases early 20th-century homes, characterized by compact layouts, cozy fireplaces, and deep porches or overhanging roofs that provide shade and contribute to the neighborhood's historic charm. In contrast, the southern portion features mid- to late-20th-century Post-War Bungalows with enclosed sunrooms, sculptural detailing, and practical single-story designs that prioritize accessibility and comfort.

The Broad Creek Renaissance, located to the north and east of the traditional neighborhood, represents a more recent phase of residential development. This area is known for its larger multi-family homes—typically 2- to 6-unit buildings—that retain the character and scale of detached homes. Each residence features spacious entryways, often with porches or balconies that blend privacy with street engagement.

Architecturally, the Broad Creek Renaissance is defined by a Colonial Revival style, with many homes featuring classical elements such as Greek-inspired columns, gridded windows, shutters, and picket fences. Brick is commonly used on building bases and street-facing façades, creating a unified and dignified streetscape. The neighborhoods known as Robert's Village and Bowling Green are key parts of this area and exemplify this architectural consistency and thoughtful urban design.

The combination of historic ambiance in Traditional Broad Creek and the refined multi-family living of the Broad Creek Renaissance creates a well-rounded neighborhood ideal for future residential development. Opportunities exist to introduce new homes - particularly four (4) to six (6) unit multifamily buildings - that complement the existing architectural language and enhance the community's vibrancy.

With its blend of history, thoughtful design, and strong community spirit, the Broad Creek area offers a highly attractive setting for investment in high-quality housing that supports both growth and neighborhood continuity.

III. Development Site

A. Location

1. The sites are inclusive of three properties on E Virginia Beach Blvd.

- 2839 East Virginia Beach Boulevard
- 2900 East Virginia Beach Boulevard
- 2901 East Virginia Beach Boulevard

B. Property Size

1. The properties are vacant sites, approximately 0.587 acres of land total.
 - 2839 East Virginia Beach Boulevard (0.0995 acres/ 4,400 SF)
 - 2900 East Virginia Beach Boulevard (0.1695 acres/7,384 SF)
 - 2901 East Virginia Beach Boulevard (0.3180 acres/13,852 SF)

C. Ownership

1. City of Norfolk

D. Use

1. The current property use is vacant land

E. Character District

1. Single Family Traditional
2. Commercial

F. Flood Zone

1. X (Low to Moderate)

G. Zoning

1. The properties currently have the below zoning status. SF-T: Single Family – Traditional (2839 E Virginia Beach Boulevard)
 - C-N: Neighborhood Commercial (2900 E Virginia Beach Boulevard)
 - C-C: Community Commercial (2901 E Virginia Beach Boulevard)
 - BCRO: Broad Creek Refresh Overlay

The City has worked with a design firm to perform development test fits of the site with preferred development pattern options. Development proposals are requested to explain how their proposal will meet the goals shown in the test fits. [See Test Fit Concepts here.](#)

A rezoning for the commercially zoned properties will be necessary to facilitate development that meets the test fits.

H. Utilities

1. All utilities are available to the property in adjacent public right of ways.

I. Census Tract Number

1. 44 – Roberts Village/Bowling Green

IV. **Development Objectives**

- A. The City of Norfolk has identified key objectives that if achieved, will align with the successful execution of the development site(s).

1. Deliver high-quality, well-designed housing that meets the growing demand for diverse residential options in the City of Norfolk with no commercial.
 2. Contribute to the long-term vitality of the surrounding neighborhood by delivering housing that is attractive, durable, and accessible – enhancing the overall quality of life for current and future residents. The City has worked with a design firm to perform development test fits of the site with preferred development pattern options. Development proposals are requested to explain how their proposal will meet the goals shown in the test fits.
 3. Identify one or more qualified Respondents to develop all three (3) sites, two (2) sites, or one (1) site.
 4. Accommodate parking requirements on-site.
 5. Include options for Accessory Dwelling Units to provide homeowners with the opportunity to have multigenerational housing, a home office, or additional rental income.
- B. It is the policy of the City to facilitate the establishment, preservation, and strengthening of small businesses and businesses owned by women and minorities and to encourage their participation in Norfolk’s procurement activities. Toward that end, the city encourages these firms to compete. Respondents are asked, as part of their submission, to describe any planned use of such businesses in their development proposal.
- C. It is the policy of the City to support Norfolk businesses and workforce development, and it encourages companies with corporate offices in Norfolk and which employ Norfolk residents to compete for city contracts. Respondents are asked, as a part of their submission, to identify their Norfolk location and/or detail their employment of Norfolk residents if applicable.

V. Offering Price

- A. The City of Norfolk will consider the most competitive proposals to be those that offer the best overall value in alignment with the Development Objectives outlined above. It is expected that all costs associated with supporting the proposed development - including, but not limited to, real estate, entitlements, pre-development activities, infrastructure improvements, and construction - will be considered direct costs borne by the Respondent(s) as part of the proposal.
- B. The FY 2024 appraised values of the properties total **\$189,400.00**. The City of Norfolk will consider proposals for the development of all three (3) sites, the development of two (2) sites, and the development of one (1) site.
1. **2839 East Virginia Beach Boulevard (0.0995 acres/4,400 SF) \$57,000.00**
 2. **2900 East Virginia Beach Boulevard (0.1695 acres/7,384 SF) \$52,000.00**
 3. **2901 East Virginia Beach Boulevard (0.3180 acres/13,852 SF) \$80,400.00**

VI. Communication and Confidentiality

A. Communication

1. The RFP Point of Contact is Mr. Ian Brown, Bureau Manager for the City's Department of Housing and Community Development. All questions or other issues should be directed to Mr. Ian Brown at Ian.Brown@Norfolk.gov and VacantCityOwnedProperties@Norfolk.gov. Please include "**Merrimac Market Sites RFP**" in the subject line of any correspondence.
2. The city seeks to conduct a transparent, fair, and highly competitive RFP process free of conflicts of interest. Therefore, during the time that the RFP is available for response as well as during the city's deliberative process following submission, communications regarding the "Merrimac Market Sites" between potential Respondents, including their agents or representatives, and anyone associated with the City, including employees, elected officials, agents, representatives, and individuals employed by an Associated Entity, are prohibited with the exception of communications with Mr. Ian Brown (see Calendar of Events below). Potential Respondents may communicate with the RFP Point of Contact as outlined in this document to request information or to facilitate direct communication with an Associated Entity. The City at its sole discretion, will facilitate those discussions, if they are to occur.
3. The RFP Point of Contact may facilitate conversations between the City and Respondents to clarify the RFP and ensure complete understanding and responsiveness. At their sole discretion, the RFP Point of Contact may also include other Associated Entities in those discussions.

B. Confidential Information

1. All responses and related materials are the property of the City of Norfolk and will not be returned. At the conclusion of the process, the city may retain or may dispose of all materials received from Respondents consistent with its obligations under the Virginia Public Records Act, Va. Code §§ 42.1-76 et. seq. In no event will the city assume liability for any loss, damage, or injury that may result from any disclosure or use of proprietary information. Respondents should be aware that records of the city including records submitted by Respondents in response to this RFP are subject to all provisions of the Virginia Freedom of Information Act regarding access to public records. (See Va. Code §§ 2.2-3700 et. seq.)
2. By submitting a proposal response, each Respondent acknowledges and agrees that any ideas, intellectual property, improvements, or other suggestions will not be subject to any restrictions on use by the City or any other entity and will become a public record under Virginia law. Except as otherwise required by law, none of the responses will be made available to the public until after the City determines to enter a specific contract or to not enter into any contract as a result of this RFP.
3. If Respondents provide information that they believe is exempt from mandatory disclosure under Virginia law, Respondents shall include the following legend on the title page of the response: "THIS PROPOSAL CONTAINS INFORMATION THAT IS EXEMPT FROM MANDATORY DISCLOSURE." In addition, on each page that contains information that Respondents believe

is exempt from mandatory disclosure under Virginia law, Respondents shall include the following separate legend: "THIS PAGE CONTAINS INFORMATION THAT IS EXEMPT FROM MANDATORY DISCLOSURE." On each such page, Respondents shall also clearly specify the exempt information and shall state the specific Code of Virginia section and exemption within which it is believed the information falls.

4. Although the city will generally endeavor not to disclose information designated by Respondents as exempt information, the city will independently determine whether the information designated by Respondents is exempt from mandatory disclosure. Moreover, exempt information may be disclosed by the city, at its discretion, unless otherwise prohibited by law, and the city shall have no liability related to such disclosure. In all cases, the city will adhere to the Virginia Freedom of Information Act (Va. Code § 2.2-3700 et. seq).

VII. Proposal Information Requested

Specifically, the city is seeking the information below. Please provide the information requested and respond to each question in the order provided, addressing how your current or proposed qualifications align with the items listed below:

A. Introduction Letter of Intent (LOI)

1. Introduce your group, providing a brief summary of your qualifications, relevant development experience, and any small business inclusion components within your team. If applicable, identify any Norfolk-based offices and/or employment of Norfolk residents.
2. Clearly state your intent to develop the Subject Site(s) as outlined in the RFP.
3. Provide the Respondent's name/firm, the primary contact person for the submission (including name, title, mailing address, phone number, and email address), a designation of the legal entity responsible, and the signature of an authorized representative.
4. Identify all members of the development group that are affiliated with this proposal. Include each member's name, company affiliation, role in the proposed project, and the legal relationship among group members (e.g., partner, investor, consultant, contractor, subcontractor).
5. Confirm that the development entity is duly formed, legally recognized, and registered to do business in the Commonwealth of Virginia with the State Corporation Commission (SCC). Also confirm that the listed contact person is authorized to represent and communicate on behalf of the Respondent.

B. Project Information

1. Describe your group's proposed vision for the site(s) and if your group will be advancing the City's [site master plan](#). Include which specific property address(es) within the Merrimac Market site that your team proposes to develop.
2. State how the proposed development supports and advances the City's objectives as outlined in **Section IV**, of the RFP.
3. Submit a proposed development timeline, detailing key milestones and identifying a projected construction start date.
4. Detail how your development group will plan to structure and fund this project? Include the status and timing of available funding.

5. Provide any other relevant information related to your group's proposal.

C. Respondent Experience and Additional Information

1. Provide a comprehensive overview of your group's experience and qualifications in housing development and/or construction, highlighting relevant expertise and demonstrated capacity to timely deliver similar projects.
2. Include up to three (3) examples of comparable, successful development projects. For each example, include the project name, location, brief description of the scope, and the group's and/or group member's specific role and responsibilities.

D. Offer

1. Submit a clear and detailed purchase offer for the city-owned parcel(s) included in the proposal.
2. Identify the specific parcel address(es) covered by your offer to ensure accurate review and consideration.

VIII. Submission Process and Deadline

To ensure consistency and facilitate the review process, please ensure proposals are organized in the manner specified below. Include all information outlined above in this Request for Proposal.

Respondents submitting proposals in response to this Request for Proposal (RFP) should include all requested proposal information as outlined above:

1. Letter of Intent
2. Project Information
3. Experience and Additional Relevant Information
4. Offer

A. Submitting Responses

1. The City of Norfolk must receive all responses to this RFP by **June 20th, 2025, at 5:00 PM Eastern Standard Time**. Any submittal received after the slated time and date shall not be considered and will be deemed non-responsive. It shall be the sole responsibility of the Respondent to have its intended response to the City of Norfolk via electronic submittal. The electronic submission must be in the PDF format.
2. One (1) signed electronic copy of the submittal must be sent to the City of Norfolk – Department of Housing and Community Development, **clearly marked, "Merrimac Market Sites RFP"**, sent to:
Mr. Ian Brown, Bureau Manager
City Department of Housing and Community Development
Ian.Brown@Norfolk.gov and VacantCityOwnedProperty@Norfolk.gov
3. Submissions must be in the 8 ½" x 11 electronic format with standard text no smaller than 11 point. The margins on each page should not be less than 1 inch and the line spacing should not be less than 1.1", excluding charts and graphics (if applicable).
4. All request for clarification should be made in writing by **May 30th, 2025, by 12:00 PM** via email to Ian.Brown@Norfolk.gov. Subject line should indicate **"Merrimac Market Sites RFP"**. All responses will be posted on the site indicated below.

5. Responses received after the deadline stated will not be considered.
6. Responses received in hard copy will not be considered.

B. Calendar of Event

Listed below are the important actions and dates/times by which the actions must be taken or completed. All listed times are EST in Norfolk, Virginia. The following key dates/times are subject to change at the sole discretion of the City of Norfolk.

EVENT	LOCATION	DATE/TIME
Request for Proposal (RFP) Release	City Department of Housing and Community Development Webpage. See "Development Showcase - Merrimac Market Sites" and New Journal and Guide advertisement	05/15/2025 by 5:00 PM
Deadline for the Submission of Questions and Request for Clarification	Email RFP Point of Contact at Ian. Brown@Norfolk.gov and VacantCityOwnedProperties.com	05/30/2025 by 12:00 PM
Deadline for the Responses to all Questions and Request for Clarification	City Department of Housing and Community Development Webpage. See "Development Showcase - Merrimac Market Sites"	06/13/2025 by 12:00 PM
Request for Proposal (RFP) Submission Deadline	Email RFP Point of Contact at Ian. Brown@Norfolk.gov and VacantCityOwnedProperties.com	06/20/2025 by 5:00 PM

D. Withdrawal

Respondents may, at any time after proposal submission and before the city has entered into an agreement with a Respondent, withdraw their proposal for this project(s). The notice to withdraw must be made in writing, signed by the same entity and Point of Contact that submitted the proposal; and submitted electronically to the RFP Point of Contact at:

Ian.Brown@Norfolk.gov and VacantCityOwnedProperty@Norfolk.gov

IX. Review of Submissions

A. City Review

1. The City of Norfolk, at its discretion, may establish a review committee or team to evaluate the Submissions. The city will then determine the appropriate next steps, if any, for the process.
2. After the initial review of the Proposals, the city will begin the process of selecting the Proposal that is most favorable to the city. As a part of that process, one or more Respondents may be asked to:
 - a) Submit additional information
 - b) Present its proposal to a review committee or team
 - c) Review and comment on draft documents
 - d) Provide revised and final pricing
 - e) Appear before the City Council, City Administration, or other project related

organizations to make a presentation

- f) Conduct other discussions related to this RFP with the City or its representatives
- g) Take such other action as the City deems helpful to the evaluation and selection process

B. Negotiations and Selection

1. Following the review, the City of Norfolk will make its determination as to the most appropriate response to the Proposals and may enter into a contract with a Respondent(s). If unable to complete and execute a contract with the selected Respondent(s) within a reasonable period, the City reserves the right, in its sole discretion, to extend or suspend the negotiations, begin negotiations with another Respondent(s), or terminate all negotiations.

C. Reserved Rights and Options

1. Respondents are encouraged to be thorough in addressing the specific requirements and scope of work and submittal requirements set forth in this RFP. The City reserves the right to determine if a submission is incomplete. Further, the City reserves and holds the right, at its sole discretion, to:
 - a) Accept any Proposal
 - b) Reject any or all Proposals
 - c) Not enter into a transaction with any Respondent
 - d) Terminate consideration or evaluation of any Proposal at any time, for any reason
 - e) Suspend, discontinue, or terminate the RFP process for any reason
 - f) Negotiate with a selected Respondent without being bound by any provision in a Proposal
 - g) Request or receive additional information regarding any Proposal
 - h) Revise, supplement, withdraw, or cancel all or part of this RFP for any reason
 - i) Conduct investigations with respect to the qualifications and experience of Respondents
 - j) Change or deviate from anything specified in this RFP
 - k) Evaluate alternative operational and financial models
 - l) Request clarifications
 - m) Take any other action affecting the RFP or the process that is in the City's best interest
2. While the City will endeavor to adhere to the schedule outlined in **Section VIII.**, the City reserves the right to amend or deviate from the timeline for any reason.

D. Notifying Unsuccessful Respondents

1. The City will notify unsuccessful Respondents at a time the City deems appropriate.

X. Selection Criteria

- A. The City will consider the most competitive proposal to be those that provide the "Best Offer" of value, in keeping with the development objectives.
- B. Evaluation of proposals will be within the discretion of the City. The City reserves the sole right to

judge the Respondent's representations, either written or oral, as to their veracity, substance, and relation to the project scope.

- C. Proposals that result in a financial obligation for the City will be thoroughly evaluated, and the extent of any such obligation will be a factor in the selection process.
- D. The City's expectations of meeting its fiscal objectives regarding this development opportunity will be considered.

XI. Cost of Preparation

- A. Proposals are to be prepared at the sole cost and expense of the Respondents, with the express understanding that there may be no claims whatsoever for the reimbursement of any costs, damages, or expenses related to this RFP from the City or their officers, employees, advisors, or representatives, or any other party for any reason.

XII. Accuracy of the RFP and Related Documents

- A. The City assumes no responsibility for the completeness, or the accuracy of specific technical and background information presented in this RFP or otherwise distributed or made available during this RFP process. No persons other than those referenced in this RFP have been authorized by the City to provide any information other than that contained in this RFP, and, if given, such other information should not be relied upon as having been authorized by the City.
- B. Respondents are responsible for reviewing and becoming familiar with all available documents pertaining to the Project and the Project Area. Specifically, it is the obligation and responsibility of each Respondent submitting a Proposal to:
 - 1. Review the terms of this RFP so that it is familiar with all aspects of it.
 - 2. Analyze all applicable federal, state and local laws, regulations, ordinances, permits, approvals and orders that may affect the cost, performance, or furnishing of the development set forth in the Respondent's Proposal.
 - 3. Notify the RFP Point of Contact, prior to the submission of responses to this RFP, of any conflicts, errors, omissions, or discrepancies herein. It is the Respondent's responsibility to ensure that it proactively addresses any questions, issues, or concerns related to the RFP or the RFP process.

XIII. Legal Issues

A. No Suspension or Debarment

- 1. By submitting the information called for by this RFP, the Respondent submitting the information certifies that neither it nor those within its organization/group (including partners and subcontractors) are under suspension or debarment by any governmental entity, instrumentality, or authority. Please provide:
 - a) A list of any projects on which the Developer, its parent company, or any member of the Development Team has defaulted or declared bankruptcy, and an explanation of each default or bankruptcy.
 - b) Detailed information regarding any criminal indictments or felony convictions of the Developer or any principal, officer, director, partner, member, manager or

equivalent of any person or entity constituting a member of the Development Team.

B. Compliance with Applicable Law

1. Respondents are responsible for ensuring that their Proposal, as submitted, complies with all applicable legal requirements. In addition, the successful Respondent shall furnish the City upon request all documentation regarding necessary licenses, permits, certifications, or registrations required by the laws or rules and regulations of the City, the Commonwealth of Virginia, and the United States.
2. By submitting this Proposal, the Respondent certifies that it is now and will remain in good standing with such governmental agencies and that it will keep its licenses, permits, certifications, and registrations in force during the term of any contract entered into for the acquisition and development of the Project. Any deviation from good standing shall require immediate notification to Mr. Ian Brown at Ian.Brown@Norfolk.gov and VacantCityOwnedProperty@Norfolk.gov.
3. All responsibilities that the Respondent and its approved partners and subcontractors perform under any resulting agreements must be performed in accordance with applicable law (including all applicable governmental approvals). The Respondent shall immediately remedy any failure to comply with applicable law at its expense and shall pay any fines and penalties related thereto.

C. Selection Non-Binding

1. The City's selection of a preferred Respondent(s) indicates only that the City's intent is to negotiate with the Respondent(s), and the selection does not constitute a commitment by the City to execute a final contract with the Respondent(s). Respondents agree and acknowledge that they are barred from claiming to have detrimentally relied on the City, its employees, agents or representatives' actions for any costs or liabilities incurred as a result of responding to the RFP. Further, Respondents acknowledge that while employees, agents, or representatives of the City will be involved in negotiation with the Respondent, any agreements between the City and a Respondent(s) are subject to the approval of the Norfolk City Council, and some approvals, actions and determinations may be undertaken by other entities.