



Request for
Qualifications

CRAWFORD BAY REDEVELOPMENT

Premier Waterfront Development
Opportunity in Portsmouth, Virginia

March 4, 2026



PORTSMOUTHVA
Economic Development Authority

City of Portsmouth Economic Development Authority (EDA)

200 High Street, Suite 200,
Portsmouth, VA 23704
(757) 393-8804
accessportsmouthva.com

Please email your questions regarding this opportunity

to: **Brian Donahue**
Secretary
City of Portsmouth Economic Development Authority
donahueb@portsmouthva.gov

cc: **Sarah Richards**
Technical Advisor
AECOM
sarah.richards@aecom.com

RFQ Release Date
March 4, 2026

RFQ Responses Due
April 30, 2026

S
T
I
Z
E
D
I
N
F
O
R
M
A
T
I
O
N

CHAPTER 1
Introduction

- 1.1 Opportunity Overview
- 1.2 City of Portsmouth's Waterfront
- 1.3 Crawford Bay Site

04

CHAPTER 2
Solicitation Process

- 2.1 RFQ Purpose
- 2.2 Solicitation Schedule
- 2.3 Pre-Proposal Conference
- 2.4 Questions
- 2.5 Proposal
- 2.6 Changes

10

CHAPTER 3
Site Information

- 3.1 Development Site
- 3.2 Site History
- 3.3 Parking Garage Replacement
- 3.4 Funding Opportunities
- 3.5 Utilities & Infrastructure
- 3.6 Transportation
- 3.7 Zoning and Entitlements

14

CHAPTER 4
Market Overview

- 4.1 Regional Context
- 4.2 Nearby Attractions
- 4.3 Recent Investment
- 4.4 Market Activity

22

CHAPTER 5
Development Requirements

- 5.1 Development Goals
- 5.2 Development Team
- 5.3 Development Program
- 5.4 Deal Structure
- 5.5 Expected Responsibilities
- 5.6 Community Feedback

36

CHAPTER 6
Submittal Instructions

- 6.1 Technical Response
- 6.2 Response Requirements
- 6.3 Evaluation Criteria
- 6.4 Additional Terms

40

APPENDIX A
Requested Feedback

44

APPENDIX B
Firm Information Summary

46

APPENDIX C
Additional Site Information

48



SAIL BEYOND 

Scan the QR code or visit the [Crawford Bay Redevelopment Project Page](#) for more information and the latest updates



INTRODUCTION

1.1

Opportunity Overview

The Economic Development Authority of the City of Portsmouth (EDA) is seeking an experienced development partner to develop a mixed-use development of approximately 6 acres of EDA-owned land overlooking the Elizabeth River near the Olde Towne Historic District in Portsmouth, Virginia (Site). The EDA is supported by the City of Portsmouth through a cooperation agreement. The EDA and the City are collectively referred to herein as the “City.”

This downtown waterfront Site, in the growing Hampton Roads region, boasts views of the Norfolk skyline and Portsmouth’s working waterway and provides immediate access to the Elizabeth River Ferry system. The Site represents a once-in-a-generation opportunity to create a landmark destination and transit-oriented development that builds upon the City’s significant economic momentum.

This Request for Qualifications (RFQ) is the first of a two-phase solicitation process to select a master developer for the Site. Offerors are asked to provide information on their proposed team, relevant experience, organizational capacity, and vision for the Site. After an evaluation of RFQ responses, selected offerors will then be invited to participate in a subsequent Request for Proposals (RFP), during which offerors will be asked to provide development concepts and financial offers. Further detail on the solicitation process is provided in [Chapter 2: Solicitation Process](#) and [Chapter 6: Submittal Instructions](#).

1.2

Portsmouth Waterfront

The City of Portsmouth is located on the Elizabeth River at the midpoint of the U.S. Atlantic Coast, on the world’s largest natural deep-water harbor, at Mile Marker Zero of the Intracoastal Waterway. The City of Portsmouth’s waterfront and downtown district have been a hub for shipping activity and commerce for well over 200 years. The Portsmouth waterfront features beautiful views of the Elizabeth River, historic residential and business districts, and an active working waterway.

The vision for the Site is a landmark mixed-use development that introduces new housing, hotel, retail, dining, and entertainment options while coordinating with adjacent and future investments. The City envisions a walkable, amenity-rich destination for residents and visitors alike to engage with the waterfront and experience the best of what this historic city has to offer.

The Site is one of two major EDA-owned assemblages along the waterfront being prepared for redevelopment and is the first phase of an ongoing plan to revitalize the waterfront and connect to the historic retail corridor on High Street. Please refer to the [project webpage](#) for updated information on the results of community engagement around the vision and use mix for this site. The approximately 9-acre Civic Center site is expected to be marketed for development following demolition of the existing jail, and relocation of City services. The EDA’s timeline for redeveloping the Civic Center site depends on multiple factors and will be made public once confirmed.



The Portsmouth waterfront features beautiful views of the Elizabeth River, historic residential and business districts, and an active working waterway.

Source: Portsmouth Tourism

Figure 1 Crawford Bay Site

Source: AECOM



Crawford Bay Trail

CRAWFORD PKWY

Tidewater Yacht Marina

CRAWFORD BAY REDEVELOPMENT SITE ±5.95 ACRES

OPTIONAL DEVELOPMENT EXPANSION AREA ±0.77 ac

Portsmouth Olde Towne Historic District

Portside Park

HARBOR CT

Harbor Tower Apartments

NORTH ST

100 ft 200 ft 400 ft

Former Visitor's Center

Ferry Stop North Landing

WATER ST

Portsmouth Water Stage



Figure 2 Study Area

Source: AECOM



1.3

Crawford Bay Site

Consisting of five EDA-owned parcels totaling approximately 5.95 acres, the Site features nearly 500 feet of river frontage along its eastern edge and is prominently visible from the Elizabeth River and Downtown Norfolk. It is located within a quarter mile of the High Street Business District, which offers a concentration of unique restaurants, shops, and local services. It is also adjacent to the Olde Towne Historic District, home to the largest collection of 18th- and 19th-century historic residences between Alexandria and Charleston.

As the location of the North Landing stop of the [Elizabeth River Ferry](#), the Site offers quick connectivity to attractions and businesses in Norfolk and Portsmouth with frequent service. The Site may be eligible for federal funding under Transportation Infrastructure Finance and Innovation Act (TIFIA) funding and is [identified as a TIFIA-eligible site by the Build America Bureau](#).



The Site features nearly 500 feet of river frontage along its eastern edge and is prominently visible from the Elizabeth River and Downtown Norfolk.

Table 1 Site Details

Topic	Detail
Site Area	±5.95 acres, with option for up to ±0.77 additional acres
Owner	Economic Development Authority of the City of Portsmouth (EDA)
Address	8 Crawford Parkway
City	Portsmouth
State	Virginia
Region	Hampton Roads
Submarket	Downtown Portsmouth
Transit Access	Hampton Roads Transit Bus Service, Elizabeth River Ferry
Current Uses	Parking Garage, Vacant Land
Prior Uses	Holiday Inn, Rail Yard, Various Structures
Zoning	D1 T6 Downtown Urban Core
Potential Funding Sources	Transportation Infrastructure Finance and Innovation Act (TIFIA) Virginia Enterprise Zone (VEZ) Port Host Communities Revitalization Fund (PHCRF) Virginia Brownfields Restoration and Economic Redevelopment Assistance Fund (VBAF)



SOLICITATION PROCESS

2.1

RFQ Purpose

The EDA seeks offerors with the development experience, financial resources, technical capacity, and vision required to partner with the EDA to realize this generational project. This RFQ is the first phase of a two-phase development solicitation process, and will be used to accomplish several goals:

- Determine market interest in developing the Site within expected timelines and understand the density and use mix most likely to be proposed.
- Collect feedback from the development community that the EDA can use to shape RFP requirements, including creative transaction structures that support feasibility and share risks between public and private partners.
- Identify challenges that may limit the ability for offerors to provide best value proposals and address these and provide required information where possible in advance of an RFP.
- Prioritize establishing a strong, trust-driven partnership between the EDA and a future selected development team before requesting detailed proposals and financial offers from these teams.

Through this RFQ, the EDA aims to better understand development interest in the Site, explore potential development programs and approaches, and identify a short list of qualified firms who are best suited to realize this vision. Selected offerors will be invited to participate in the RFP, during which the EDA will request development concepts and financial offers.

The EDA aims to better understand development interest in the Site, explore potential development programs and approaches, and identify a short list of qualified firms who are best suited to realize this vision.

2.2

Solicitation Schedule

The anticipated schedule for this RFQ is listed below. The timing of the steps in this process is subject to change.

EXPECTED DATE	MILESTONE
2026	
March 4	RFQ issued
March 16 2pm ET	Virtual pre-proposal conference
March 20 5pm ET	Written questions due from offerors
March 30	Answers provided in addendum
April 30 5pm ET	RFQ responses due from offerors
May 29	Shortlisted firms notified
June	Community meeting
June 30	RFP release
August 31	RFP responses due
September	Evaluation & Interviews
October	
November	Selection

Pre-Proposal Conference



**Monday
March 16, 2026
2pm – 3pm ET**

A virtual pre-proposal conference with interested RFQ offerors will be held on **Monday, March 16, 2026, from 2pm – 3pm ET**. Participation is optional but strongly encouraged. City representatives will present the development opportunity, review the RFQ process and expectations for offerors, and provide time for questions. To attend the virtual meeting, please use the following link:

zoom



https://us06web.zoom.us/webinar/register/WN_TgGHsYpqSBO46a8r_UbsLg#/registration

There will not be a scheduled tour of the property. Offerors are encouraged to visit the Site on their own schedule, to understand the site context and experience Portsmouth's thriving community.

For questions regarding site access, please email:

Brian Donahue
Secretary
City of Portsmouth Economic Development Authority
donahueb@portsmouthva.gov

Questions

All questions concerning this RFQ should be submitted via email no later than **Friday, March 20, 2026, at 5pm ET**.

to: **Brian Donahue**
Secretary, EDA
donahueb@portsmouthva.gov

cc: **Sarah Richards**
Technical Advisor, AECOM
sarah.richards@aecom.com

The City will provide answers in an addendum on the [Crawford Bay Redevelopment project page](#) no later than **Monday, March 30, 2026**.

Proposal

Offeror responses to the RFQ must be submitted via email no later than **Thursday, April 30, 2026, at 5pm ET**.

to: **Brian Donahue**
Secretary, EDA
donahueb@portsmouthva.gov

cc: **Sarah Richards**
Technical Advisor, AECOM
sarah.richards@aecom.com

Responses received after the deadline may not be accepted. Detailed information on response requirements is included in [Chapter 6: Submittal Instructions](#).

Changes

Any changes or clarifications to this RFQ will be distributed via addenda posted to the [Crawford Bay Redevelopment project page](#).

The EDA reserves the right to reject at any time any or all proposals, to waive minor irregularities in the RFQ process, to modify schedules or instructions, and to withdraw from discussions at the EDA's sole discretion. In addition, the EDA's decision to pursue an RFP for this Site, the timing of RFP release, and/or criteria for RFP participation or evaluation are subject to change.



Offerors are encouraged to visit the Site on their own schedule, to understand the site context and experience Portsmouth's thriving community.



SITE INFORMATION

3.1

Development Site

The Site consists of five EDA-owned waterfront parcels totaling approximately 5.95 acres, bounded by Crawford Parkway to the west, a private marina to the north, the Portsmouth Seawall to the east, and Water Street to the south. Contributing parcels are summarized in **Table 2**, and a legal description of the parcels is provided for download from the [project page](#).

Two potential development expansion areas, shown in blue in **Figure 1**, provide up to approximately 0.77 acres of additional development or active programming opportunity. This may include additional boat slips and ancillary structures in the area that currently includes the Water Stage and development of the area north of Harbor Tower, currently occupied by a tennis court and dog run. See the [project page](#) for a copy of this option agreement.

Additional pedestrian access to the north may be arranged with adjacent landowner Tidewater Yacht Marina, an active year-round marina that sees customers from all 50 states and abroad and can receive yachts of up to 300 feet long. The Marina recently made approximately \$2 million in improvements to the property. Their ownership has expressed support for the redevelopment of the adjacent Crawford Bay site.

The EDA would like to see the Crawford Bay site redeveloped in a manner that allows for future connections and synergies between the Civic Center and Crawford Bay sites, creating an active, connected, waterfront destination with a mix of uses and public and private amenities.

Table 2 Parcel List

Parcel	Address	Acres
Former Holiday Inn 00040022	8 Crawford Pkwy	±3.60
Harbor Court Garage 00040030	2 Harbor Ct	±1.29
Portside Park 00040020	2 Crawford Pkwy	±0.51
Former Visitor Center 00040050	3 Harbor Ct	±0.40
Sea Wall Parcel 00040025	1 Harbor Ct	±0.15
Total		±5.95

The Site is surrounded by multiple waterfront attractions. The 325-slip [Tidewater Yacht Marina](#) to the north is a popular stop for boaters traveling the Intracoastal Waterway and includes the popular [Fish & Slips Marina Raw Bar & Grill](#). The 26-story Harbor Tower abuts the eastern portion of the site with 189 residential units. The North Landing Ferry Stop is adjacent to the Site. Further south is the Portsmouth Water Stage and a 249-room [Renaissance Portsmouth Hotel and Waterfront Conference Center](#).

The Seawall promenade to the east extends along the entire downtown waterfront and provides panoramic views of the Norfolk skyline and a bustling working harbor, including a parade of recreational, commercial and military craft. The City will retain ownership and easement rights for maintenance and repair of the seawall and walkway. The seawall is not constructed for ship docking.

The world's largest military ships regularly pass by the Site. Along the southern portion of the harbor is the historic Norfolk Naval Shipyard, founded in 1767. Along the northern end of the harbor is the Naval Medical Center Portsmouth, the oldest continuously running Naval hospital in the United States. Nearby is the Olde Towne Portsmouth Historic District and the Portsmouth Pavilion, a 6,500-capacity outdoor entertainment venue.

As aforementioned, the 9-acre Civic Center site, comprised of 11 City-owned parcels, will be solicited following demolition of the existing jail and relocation of City services. The EDA would like to see the Crawford Bay site redeveloped in a manner that allows for future connections and synergies between the two sites, creating an active, connected, waterfront destination with a mix of uses and public and private amenities.

Figure 3 Parcel Map

Source: AECOM, City of Portsmouth GIS (Layers for Planning and Development)



3.2

Site History

Documented development of the Site dates back to the 1880s, when it was occupied by a railroad yard. The rail lines connected to docking slips where ships and barges would unload cargo. There are records of warehouses on the Site, as well as limited coal and oil storage. The tracks, warehouses, and support structures were demolished in the 1950s. A Holiday Inn and adjacent parking garage were built in the 1960s, and occupied the Site until 2008, when the Holiday Inn was demolished. The parking garage still stands.

Historical mapping and property records indicate that portions of the Site were originally submerged and were later filled to support railroad, port, and waterfront-related uses beginning in the late 19th century. A current boundary and topographic survey will be required to confirm parcel limits, elevations, easements, and rights-of-way prior to redevelopment, particularly given the Site's waterfront location and history of land reclamation.

3.3

Parking Garage Replacement

The site is currently improved with a 776-space Harbor Court Garage at 2 Harbor Court. This garage was constructed in 1982 and is near the end of its useful life. Development plans from offerors are expected to include proposed approach to parking garage demolition.

The City is committed to providing 250 spaces on the Site for Harbor Tower residents in perpetuity, leased at market rates, per agreement between the City and the owner of Harbor Tower (see the [project page](#) for a copy of this lease agreement). Future development must accommodate these 250 spaces in addition to the spaces required to serve the new development.

The offerors will be asked to develop a detailed phasing plan that includes temporary parking spaces and a demolition plan for the Harbor Court Garage, agreed to by both the City and Harbor Tower's management, as part of the response to the future RFP. The City has conducted preliminary studies for how to accommodate the required parking during construction. This information may be shared during the RFP phase of this process.

Parking on this site will need to accommodate the 250 spaces needed for Harbor Tower, in addition to parking to service the new development. For the RFQ response, please include a statement around how temporary parking will be addressed.

3.4

Funding Opportunities

The Site may be eligible for several state and federal incentives that provide access to gap financing. Offerors are responsible for independently confirming incentive availability, eligibility, and application requirements for the Site.

The Site is identified as eligible for [Transportation Infrastructure Finance and Innovation Act \(TIFIA\)](#) funding by the Build America Bureau, due to its proximity to the North River Landing Elizabeth River Ferry stop. Eligible TIFIA projects may benefit from Federal credit assistance in the form of direct loans, loan guarantees, and standby lines of credit.

The Site is also located within a designated [Virginia Enterprise Zone \(VEZ\)](#). The VEZ program is a partnership between the Commonwealth of Virginia and participating local governments that offers fiscal incentives to qualifying commercial and mixed-use development within designated zone boundaries. Eligible projects may benefit from cash grants, development fee rebates, and/or certain tax exemptions.

Additional funding sources to explore include the [Port Host Communities Revitalization Fund \(PHCRF\)](#) and the [Virginia Brownfields Restoration and Economic Redevelopment Assistance Fund \(VBAF\)](#). The Virginia Department of Housing and Community Development (DHCD) has a number of opportunities listed on their [website](#). The [Virginia Economic Development Partnership \(VEDP\)](#) also has several programs supporting "shovel-ready sites."



3.5

Utility Providers





Existing utility capacity is anticipated to be generally sufficient to support moderate- to high-density redevelopment. New utility connections to Crawford Parkway would likely be needed for fire/water, sanitary/sewer, storm drainage, electrical, and data. Further study may be required to understand the need for water/sewer upgrades, in coordination with the Public Utilities office.

As with most new urban redevelopment projects, additional on-site infrastructure improvements would be required, including fire hydrants, stormwater detention with associated piping, and electrical infrastructure such as a substation or site transformer. Based on anticipated project scale, density, and site topography, both sites would likely require a water pressure booster and a sanitary sewer lift station.

New construction on the Site would need to avoid the tie-back system for the upgraded seawall adjacent to the property. The location of the tie-back easements is shown in the [project page](#).

A Phase 1 Environment Site Assessment (ESA) was conducted in 2024. Recognized Environmental Conditions (RECs) found include unknown fill materials, possible underground storage tanks, and possible contamination from a former electric plant. There is an active underground fuel storage tank adjacent to the Site that is currently in use by Tidewater Yacht Marina. According to the 2024 ESA, the Virginia Department of Environmental Quality (DEQ) issued a “no further action” letter for remediation in 2014. See [project page](#) for a copy of the Phase 1 ESA.

Table 3 Utility Providers

 <p>Electric Dominion Energy Virginia dominionenergy.com</p>	 <p>Water Portsmouth Public Utilities utilities.portsmouthva.gov</p>
 <p>Sewer Hampton Roads Sanitation District (HRSD) hrsd.com</p>	 <p>Gas Columbia Gas of Virginia columbiagasva.com</p>

3.6

Transportation

The Site is well-connected to transportation networks, located roughly one mile from Interstate 264, a 25-mile highway that connects Portsmouth to Chesapeake, Norfolk and Virginia Beach. From I-264, the Site offers convenient access to Interstate 464 (approximately three miles), Interstate 64 (approximately ten miles), and Route 17, which provides regional connectivity to Newport News, western Virginia, and the Virginia-North Carolina border. The Site is approximately 15 minutes from Norfolk International Airport and within 30 minutes of Virginia Beach and Williamsburg. Please refer to the locator map on the [project webpage](#) for additional regional transportation context.

Local transit service is provided by Hampton Roads Transit (HRT). The Site is immediately adjacent to an [Elizabeth River Ferry](#) terminal, providing direct waterborne transit between Portsmouth and Downtown Norfolk approximately 10 minutes away. The ferry system has seen recent public investment to support increased ridership and major regional destinations. In June 2025, three new ferry shelters were introduced, and Hampton Roads Transit added two new vessels to the ferry fleet. These ferries are expected to cover the additional ridership brought on by several high-profile destinations, including Norfolk’s Headwaters Casino, Harbor Park Stadium, and festivals in downtown Norfolk and Portsmouth.

Regional rail access is available via the [Amtrak station in Norfolk](#), located 10 minutes away along the Elizabeth River at the eastern edge of Downtown Norfolk adjacent to Harbor Park. Since 2012, the station has served as the eastern terminus of a branch of Amtrak’s Northeast Regional service, providing direct connectivity to major employment and population centers along the East Coast, including Washington, D.C., New York City, and Boston. The station is also located near the Harbor Park stop of the Tide Light Rail, a 7.4-mile system that connects Eastern Virginia Medical School, Downtown Norfolk, Norfolk State University, and Newtown Road.

The Site is within an approximately half-mile walk of multiple public bus stops served by Routes 41, 43, 45, 47, 50, and 980, offering direct connections to downtown and midtown Portsmouth, as well as nearby industrial, office, retail, and educational employment centers. HRT has expressed potential interest in adding a stop in proximity to the development site. We should include a statement to this desire that is non-committal. HRT has expressed interest in potentially adding a bus stop closer to the site, depending on future demand and other considerations.

Figure 4 Downtown Portsmouth Public Utilities

Source: City of Portsmouth, AECOM

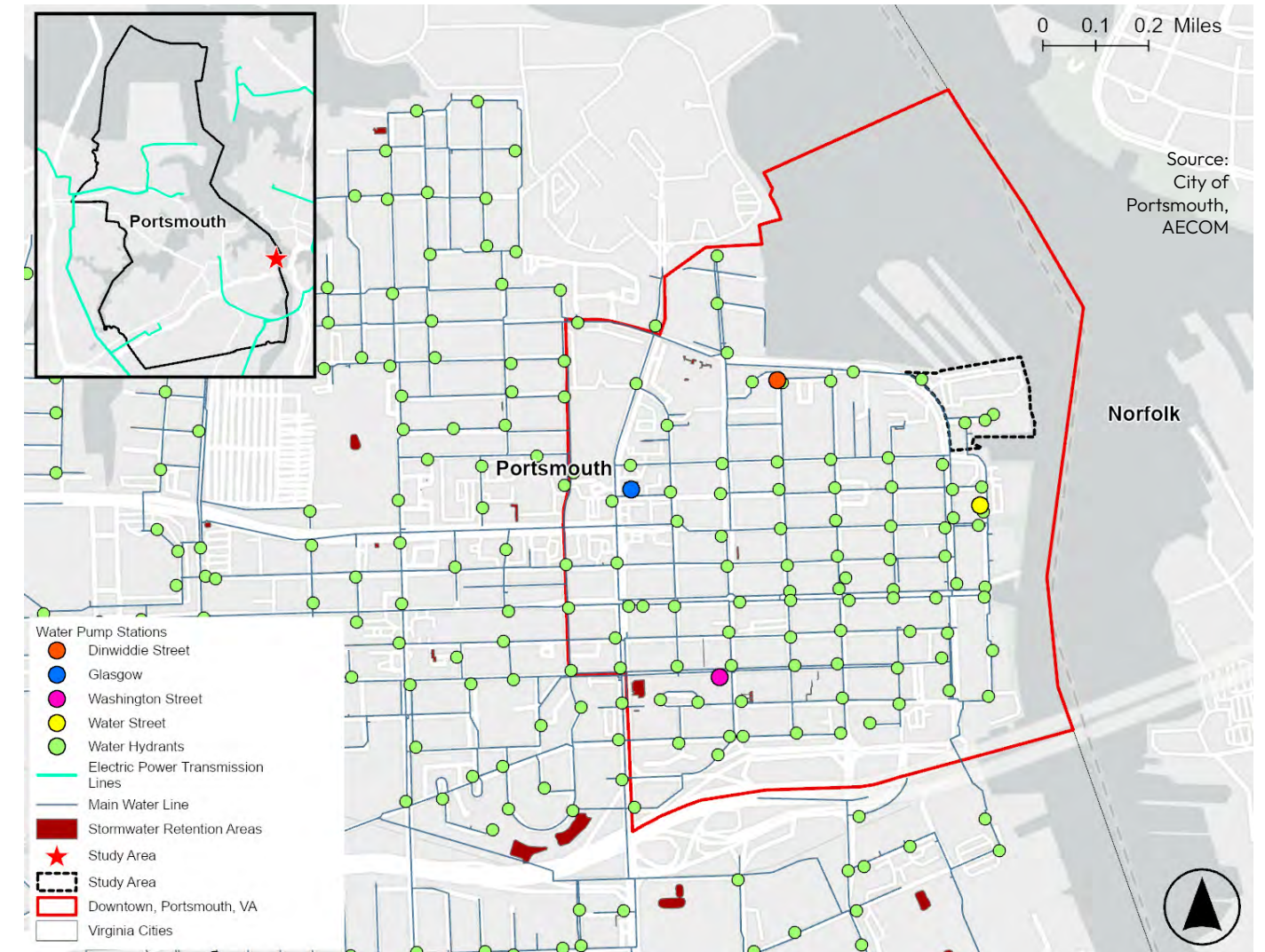
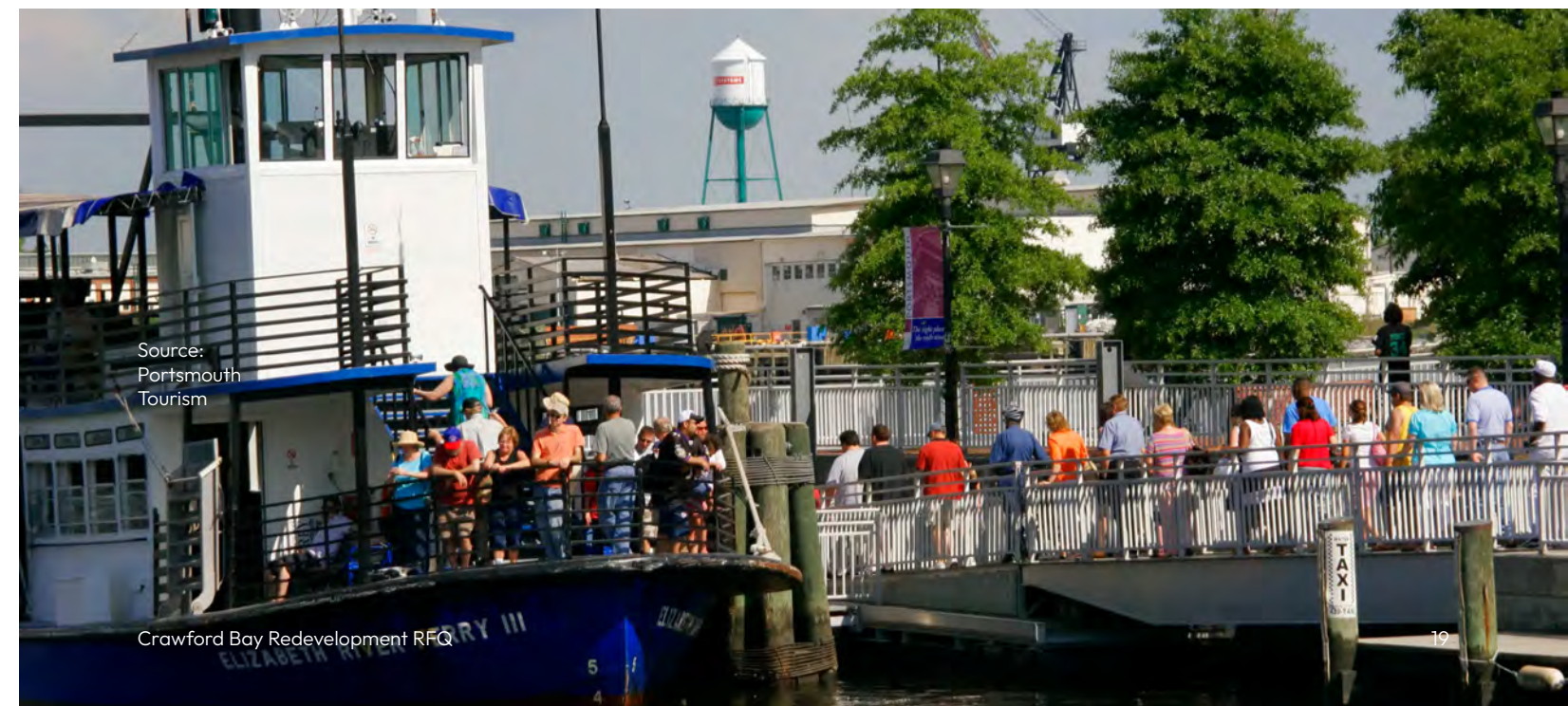


Figure 5 Elizabeth River Ferry High Street Landing



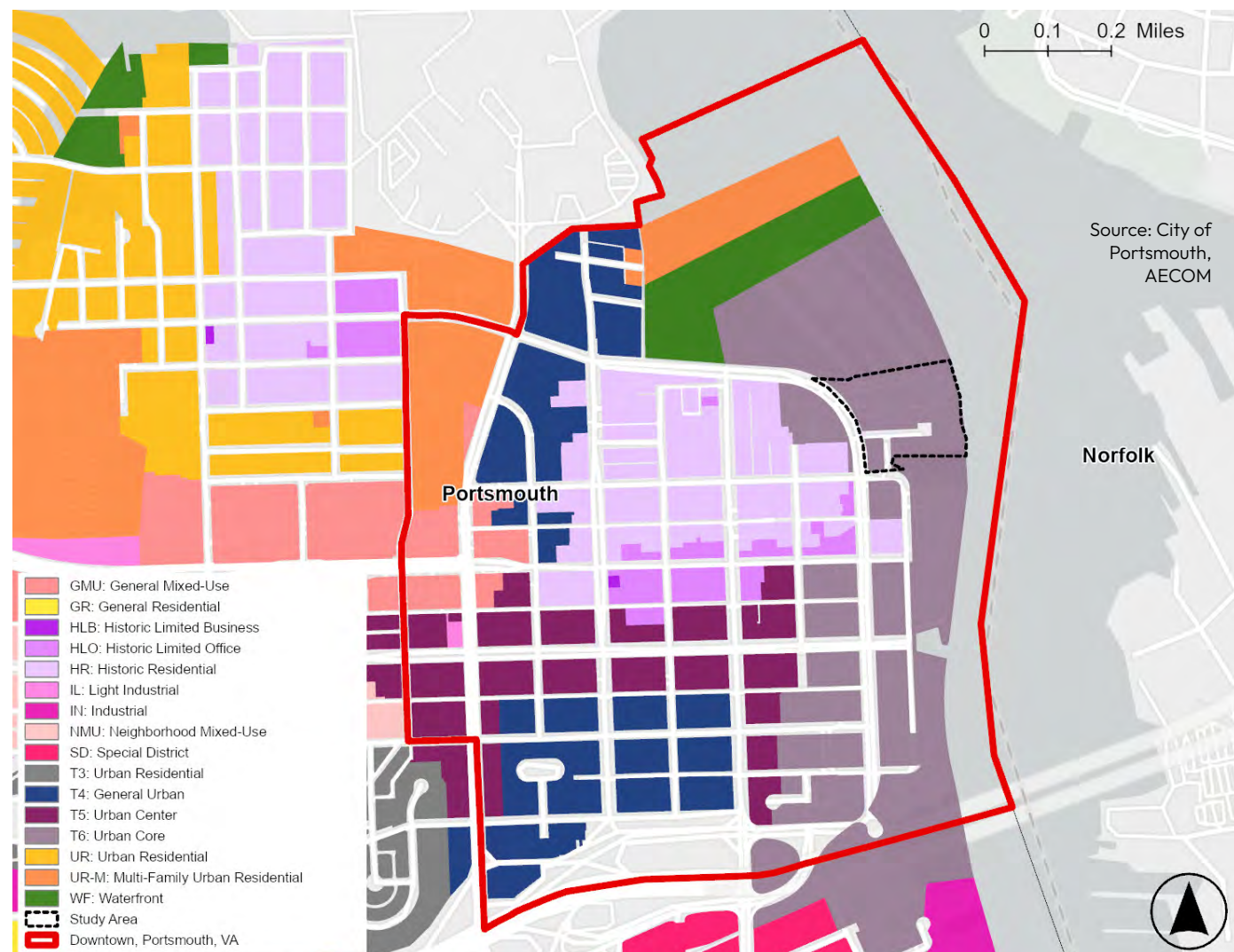
Zoning and Entitlements

In 2023, the City adopted updates to the Zoning Ordinance that increased allowable densities across several Downtown zoning districts. The Site is zoned Downtown D1 T6 (Urban Core), a designation intended to support high-density, mixed-use development with a strong urban and waterfront orientation. The EDA has indicated that it will consider proposals from development teams that do not conform exactly with the current zoning and the EDA will provide guidance to the offeror on the rezoning application process to add an overlay district to the current site that would allow for the proposed uses, dimensional requirements, and densities.

Most residential, commercial, hospitality, or a mix of those uses are permitted by right within this district. However, a proposed full-service hotel would require approval of a Use Permit by the City Council. The EDA will provide guidance to the offeror on the process of obtaining necessary zoning approvals for the project, including a rezoning if warranted.

The EDA will provide guidance to the offeror on the rezoning application process to add an overlay district to the current site that would allow for the proposed uses, dimensional requirements, and densities.

Figure 6 Downtown Portsmouth Zoning



Environmental

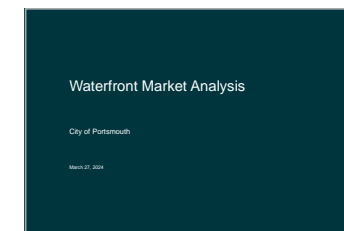
The Site is located within both the FEMA 100-year and 500-year flood zones, with a mapped base flood elevation of approximately 10 to 11 feet. Future development will need to comply with applicable floodplain management and elevation requirements in the [Flood Protection Ordinance](#).

The site is also located within the Intensely Developed Area (IDA) of the Chesapeake Bay Preservation Area (CBPA). The IDA is a designated redevelopment area that includes areas in which development and impervious cover were concentrated as of January 21, 1992. The selected developer will need to follow the [Chesapeake Bay Preservation Ordinance](#) requirements for development in IDAs, which may include underground on-site stormwater storage/detention. Infiltration at the Site is considered low, due to the soils and shallow groundwater depth. The City of Portsmouth is currently regulated under a Municipal Separate Storm Sewer System (MS4) Permit, #VA0088668, administered by the Commonwealth of Virginia. Under this permit, the City must implement a series of programs to reduce the discharge of pollutants from the MS4 in a manner that protects the water quality of nearby waterways. Please note a wetlands delineation may be required as part of the Environmental permitting process.

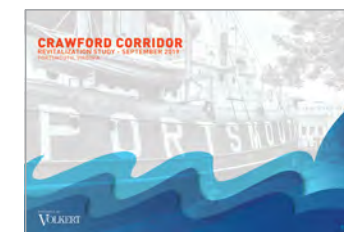
A Phase I Environmental Site Assessment (ESA) conducted by Stokes Environmental Associates, Ltd. in 2024 identified the presence of historic fill material of unknown composition beneath the Site, which is common for waterfront properties of this age and development history. Potential fill materials may include soil, construction debris, ash, and other materials associated with historic rail and port activity. See [project page](#) for a copy of this Phase I ESA.

Environmental investigations have also identified minor to moderate historical contamination associated with former underground storage tanks (USTs) and possible residual contamination from a former electric plant. Two USTs remain in active use by the Tidewater Yacht Marina for fueling operations. The Virginia Department of Environmental Quality (DEQ) issued a No Further Action (NFA) determination in 2014.

As zoning may change prior to development of the Site, offerors may reference the following plans when considering the proposed development program (click to view):



Waterfront Market Analysis
2024



Crawford Corridor Revitalization Study
2019



Build One Portsmouth Comprehensive Plan
2018

Geotechnical

The Site lies on the seaward edge of Virginia's Coastal Plain physiographic province and is underlain by unconsolidated marine and fluvial sediments, including sand, clay, silt, gravel, and shell material. Groundwater in the area is generally shallow, occurring within approximately five feet of the ground surface. Historic documentation indicates that much of the Site was formerly part of Crawford Bay and was filled incrementally to support railroad infrastructure and later redevelopment. As a result, subsurface conditions likely include variable depths of engineered and undocumented fill over native soils.

These conditions are typical of waterfront redevelopment sites but will necessitate a site-specific geotechnical investigation to evaluate bearing capacity, settlement potential, groundwater influence, and appropriate foundation systems for future development.

See [project page](#) for a Preliminary Geotechnical Engineering Report conducted by ECS in 2024 as well as the most recent survey the seawall, including easement and tie-back locations. The City makes no warranties regarding the location of the seawall tie-backs and that all risk for avoiding them rests solely with the developer.

4

MARKET OVERVIEW

4.1

Regional Context

Greater Hampton Roads is a dynamic and rapidly growing coastal metropolitan region of approximately 1.8 million people. Located at the mouth of the Chesapeake Bay, the region includes the cities of Virginia Beach, Norfolk, Chesapeake, Suffolk, Portsmouth, Hampton, and Newport News. Hampton Roads continues to grow at a steady rate, providing a strong baseline for continued demand for new residential and mixed-use development. Broader regional trends, including continued gross domestic product growth and sustained employment across defense, logistics, healthcare, and maritime industries, support long-term growth potential within the urban core.

The broader Hampton Roads region is highly interconnected, with residents commonly living and working across municipal boundaries. **Figure 8** illustrates the geographic distribution of Portsmouth residents' work locations in 2021. Dot intensity corresponds to employment concentration, with darker and larger symbols indicating higher concentrations of workers. This demonstrates the Site's ability to capture demand not just in Portsmouth, but also in the wider Hampton Roads region.

The region is anchored by a unique concentration of military, maritime, logistics, and advanced manufacturing assets. Hampton Roads is one of the nation's most important defense and maritime hubs, home to the world's largest naval base, Naval Station Norfolk. It is home to more than 120,000 active-duty and reserve military members. These industries provide long-term employment stability and continue to drive sustained demand for housing, services, and mixed-use development.

The city is home to major federal and naval installations, including the Norfolk Naval Shipyard, the Naval Medical Center Portsmouth, and U.S. Coast Guard facilities. Two significant components of the Port of Virginia, which is the second largest commercial port on the East Coast by volume, are located in Portsmouth: the Virginia International Gateway (VIG) and the Portsmouth Marine Terminal (PMT). Residents and visitors benefit from the coastal climate and direct access to beaches, waterways, and historic urban cores.

The strongest household growth in Portsmouth over the next five years is projected to occur among households earning \$100,000 or more. This growth includes both younger households (under age 25) and older households (ages 55+), demographic groups that often place a premium on urban living attributes such as walkability, proximity to neighborhood amenities and retail, and access to services, rather than larger suburban homes or school-driven location decisions.

Portsmouth's relative affordability within the Hampton Roads region positions the City to capture a larger share of regional growth, particularly among households seeking urban amenities at a lower cost than competing submarkets.

Table 4 Key Population Statistics

97K

City of Portsmouth Population, 2024

1.8M

Hampton Roads MSA Population, 2024

▲ 5.6%

Hampton Roads
Regional Population Growth,
2016 – 2026

36%

City of Portsmouth Median Age, 2023

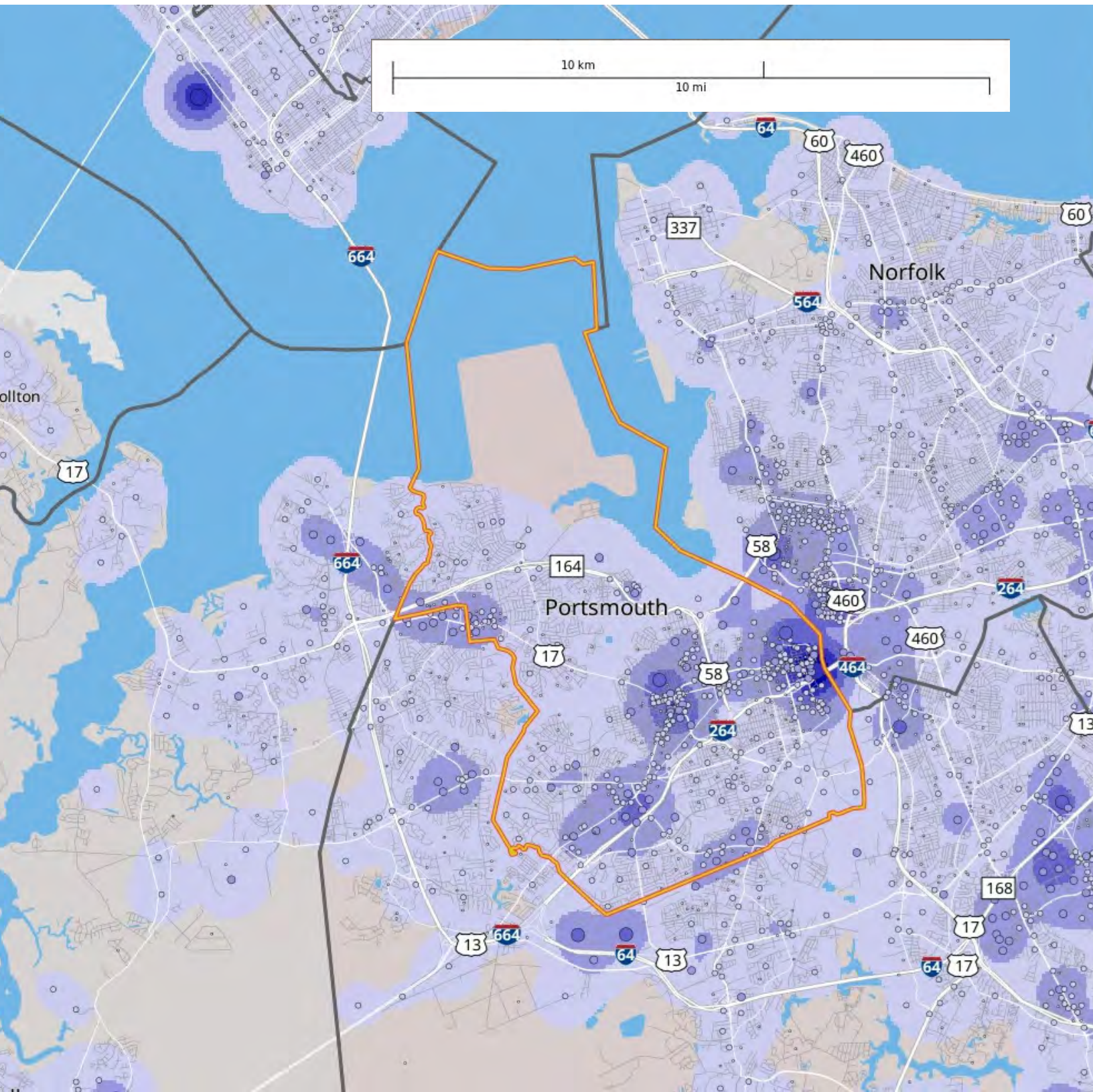
\$81K

Hampton Roads Median Income, 2023

Source: US Census, AECOM

Figure 8 Where Portsmouth Residents Work, 2021

Source: US Census, OnTheMap, AECOM



Jobs per Square Mile



No. of Jobs



Figure 9 Top Five MSA Industries, 2024 - 2034

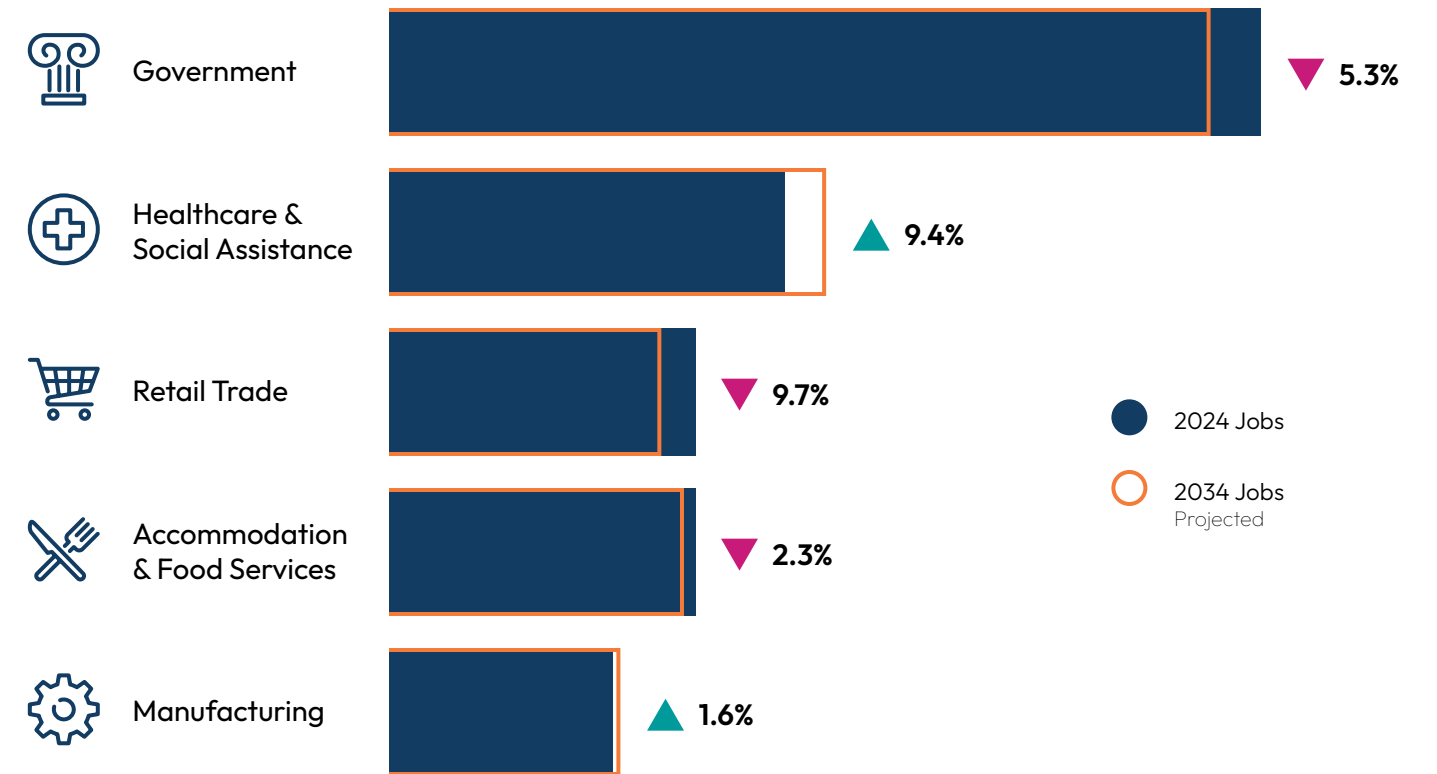


Figure 10 Rivers Casino Portsmouth



Nearby Attractions

The Site is located near a concentration of established cultural, entertainment, and waterfront destinations that attract both local and regional visitors, including the Olde Towne Historic District, the High Street business district, the Cultural Arts District, and the Renaissance Portsmouth Waterfront Hotel. The City is home to nine unique museums: the Children’s Museum of Virginia, Jewish Museum & Cultural Center, Naval Shipyard Museum, Art and Cultural Center, African American Community Library Museum, Lightship Museum, Portsmouth Police Museum, the Hill House Museum, and the Railroad Museum of Virginia. Portsmouth is a well-established tourist destination with a diverse mix of arts, cultural, and entertainment amenities. Downtown Norfolk amenities accessible via a quick ferry ride include Harbor Park, home of the Tides minor league baseball team; shopping and dining on Granby Street; the Waterside Entertainment District; and many other attractions.

Olde Towne Portsmouth is a highly walkable area characterized by preserved historic architecture, cultural institutions, and locally owned businesses. The neighborhood boasts the largest collection of period homes between Alexandria, Virginia and Charleston, South Carolina. High Street serves as the City’s primary retail and dining corridor, featuring restaurants, breweries, cafés, galleries, and museums. Nearby, the Cultural Arts District includes public art installations, landmarks, and flexible event spaces that support year-round programming. Additional attractions include the Portsmouth Pavilion, a 6,500-seat outdoor music venue that draws nationally recognized performers, and The Commodore Theatre, a restored 1940s Art Deco cinema located along High Street.

Portsmouth hosts 20 signature events that draw thousands of visitors from the region and beyond, activating the City year-round. Notable events include Oktoberfest, which draws roughly 2,300 visitors; the High Street Festival, which draws 3,500 visitors; the Ghost Walk and Bazaar, which draws 3,500 visitors; and the Wall Street Mural Festival, which attracts 2,600 visitors. American Cruise Line currently docks in Portsmouth about 15 times during the fall and spring seasons, and has proposed increasing its dockings in recent months. Paradise Creek Nature Park, Hoffer Creek Nature Preserve, and City Park offer year-round outdoor recreation.

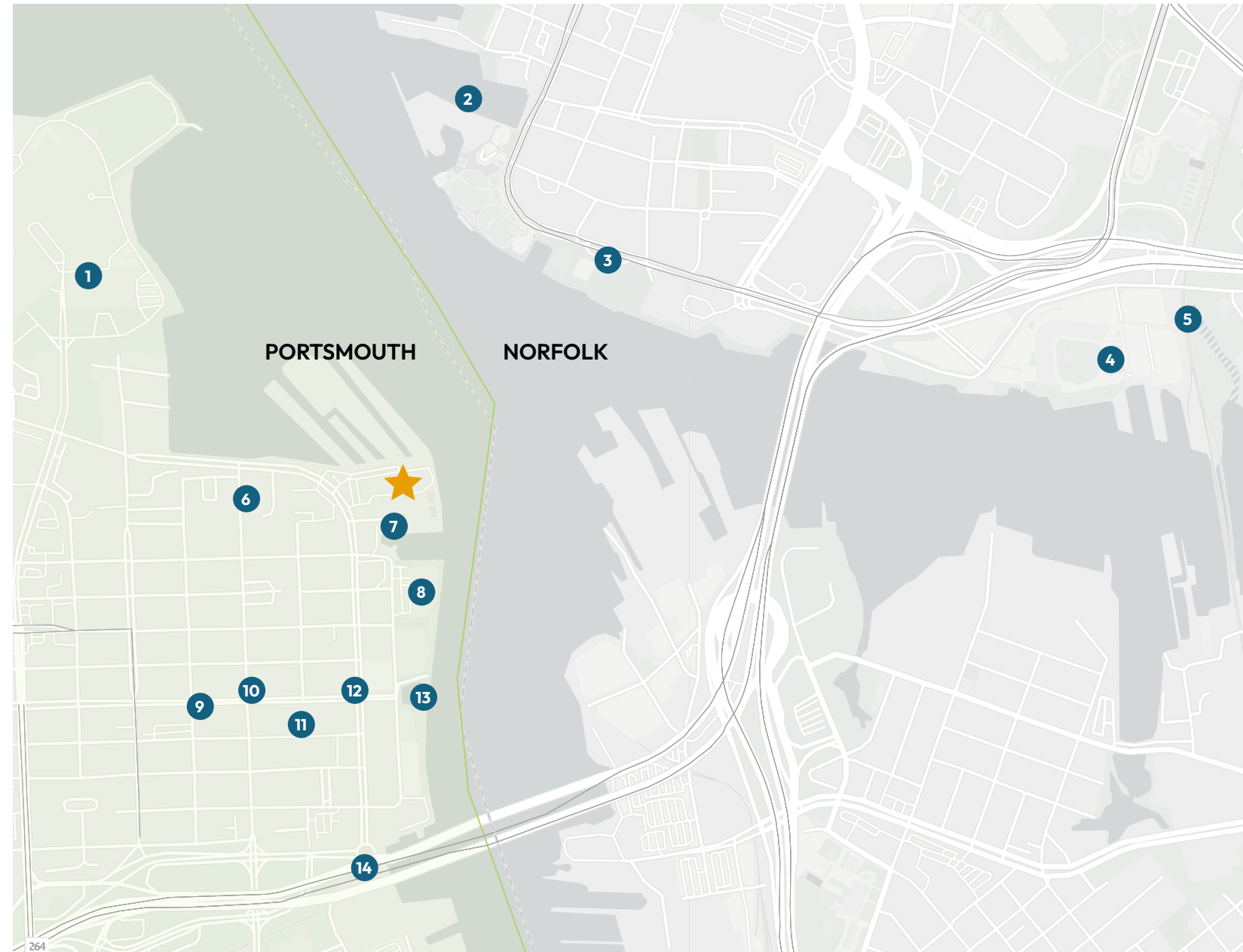
Table 5 Portsmouth Visitation Statistics



The Rivers Casino Portsmouth, which opened in early 2023, is Virginia’s first permanent casino, and has quickly become a major regional draw within the Hampton Roads market. The 400,000-square foot resort, which features slots, table games, sports betting, six dining establishments, a 25,000-square-foot event center, which generated \$310 million in total revenue in 2023. The casino anchors a 50-acre Entertainment District surrounding the casino resort. The project was delivered through a public-private partnership between the City of Portsmouth and Rush Street Gaming. The development leveraged private capital investment alongside City support related to site readiness, infrastructure coordination, and regulatory approvals.

Stakeholders have continually expressed the importance of strengthening connections between the Entertainment District and downtown, as both are strong destinations for visitors. The City is exploring how to strengthen those connections; the development team should also consider opportunities for capturing a share of the Casino visitor market onsite.

Figure 11 Nearby Attractions, 2026



- 1 Naval Medical Center Portsmouth
- 2 Nauticus
- 3 Waterside District
- 4 Harbor Park Stadium
- 5 Amtrak Station
- 6 Portsmouth Olde Towne Historic District
- 7 North Landing Ferry Stop
- 8 Renaissance Portsmouth-Norfolk Waterfront Hotel
- 9 The Commodore Theatre
- 10 High Street
- 11 Children’s Museum of Virginia
- 12 Cultural Arts District
- 13 High Street Ferry Stop
- 14 Portsmouth Pavilion
- ★ Crawford Bay Site

Source: AECOM

4.3

Recent Investment

Over the past several years, the City of Portsmouth has experienced increased business investment and development activity, representing approximately \$1.5 billion in new capital investment.

As summarized in **Table 6**, Portsmouth has experienced substantial development activity since 2020. Asset classes with the strongest growth over this period include multifamily (14.4%), industrial (18.4%), and flex space (10.3%). In addition, there is a 106-room hotel under development adjacent to the Rivers Casino. City permit data shows more than 1,100 units of multifamily housing in the development pipeline for 2026. Nearby Norfolk has also seen significant development momentum, particularly in the multifamily sector, which has grown by approximately 20.8% since 2020.

Portsmouth's maritime based economy is currently experiencing strong growth, which is driven by defense related ship building and repair services and port-related distribution and logistics. Lineage Logistics recently selected the City as the site of a new, state-of-the-art automated cold-storage facility. The 168,000-square-foot facility, located adjacent to the Port of Virginia, represents an \$84 million investment. In 2026, the city will also welcome two new rail served agricultural transloading facilities, operated by the DeLong Co. and Raymont Logistics providing increased export capacities for the Port of Virginia. Portsmouth is also rapidly emerging as a Mid-Atlantic hub for offshore wind development. Through Dominion Energy's Coastal Virginia Offshore Wind project, partnerships with Siemens Games and the Port of Virginia are positioning the Portsmouth Marine Terminal as the premier center for the staging and assemblage of offshore wind projects along the East Coast.

Table 6 Recent Portsmouth Inventory Growth

Asset Class	Measure	2020	2025	% Change
Multifamily	Units	10K	12K	▲ 14.4%
Retail	SF	5.4M	5.5M	▲ 1.9%
Industrial	SF	4.9M	5.8M	▲ 18.4%
Flex	SF	551K	608K	▲ 10.3%
Office	SF	2.0M	2.1M	▲ 5.0%
Hospitality	Rooms	600	600	-

Source: CoStar, Expedia, AECOM

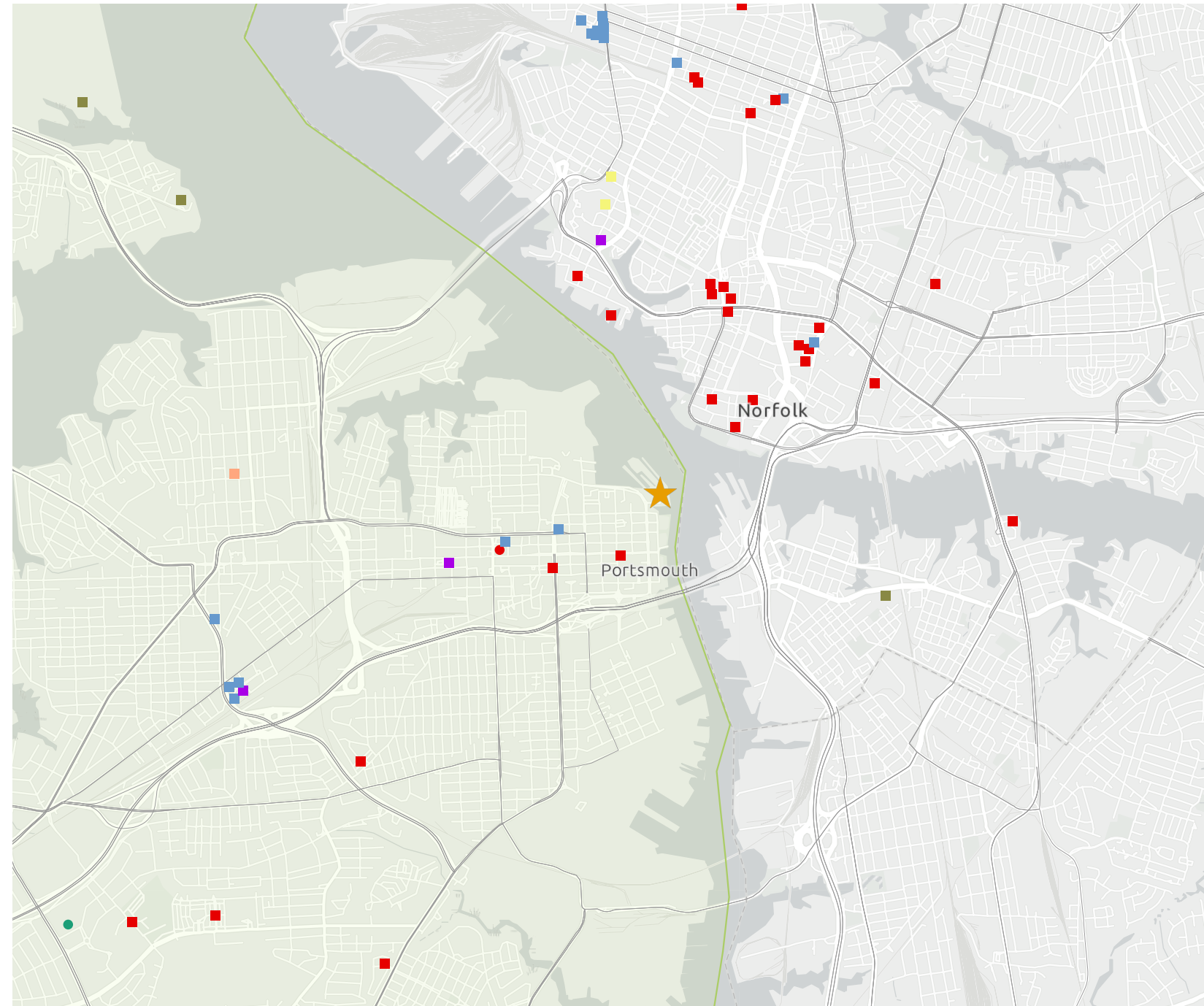
The City of Portsmouth has experienced increased business investment and development activity, representing approximately \$1.5 billion in new capital investment.

Figure 12
Renaissance Portsmouth-Norfolk Waterfront Hotel



Source: Marriott

Figure 13 Development Pipeline and Deliveries Since 2020



Deliveries since 2020

- Flex
- Healthcare
- Hospitality
- Industrial
- Multifamily
- Office
- Retail

Development Pipeline

- Hospitality
- Multifamily
- Office
- Retail

★ Crawford Bay Site

Source: CoStar, AECOM

Market Activity

Multifamily

Multifamily performance in Downtown Portsmouth is strong. As of 2025, downtown multifamily occupancy averaged approximately 94%. This high occupancy, combined with consistent historical rent growth of approximately 3% to 8% annually since 2020, supports a positive outlook for new multifamily development in the downtown area. Portsmouth's housing stock is generally older and offers a more limited range of unit types, amenities, and price points, including those that will be sought by families, young professionals, and empty nesters. Approximately 52% of the City's housing inventory was constructed between 1970 and 2000.

The Bains Point Apartments, currently under construction along High Street, represent a significant private-sector investment in affordable housing within downtown Portsmouth. The project will deliver 50 income-restricted residential units upon completion in 2026. The development reflects the City's ongoing commitment to expanding housing options within walkable, transit-accessible areas near employment, services, and retail amenities.

Completed in 2024, the Professional Building at 505 Washington Street is a notable example of recent market-rate multifamily development in downtown Portsmouth. The 42-unit, seven-story building occupies a prominent corner of High Street and Washington Street. Its location offers direct access to Interstate 264 and is within walking distance of restaurants, retail shops, museums, regional banking institutions, and civic uses, including Portsmouth City Hall and the Municipal Court complex. Including these developments, City permit data shows more than 1,100 units of multifamily housing in the City's development pipeline as of Q1 2026.

The Lofts at Front Street, located along the Elizabeth River waterfront in Norfolk, offer a regional precedent for high-density waterfront residential development. Delivered in 2002, the property includes 258 multifamily units and has an occupancy rate of approximately 97.3%. Current asking rents average approximately \$2,150 per unit. The development features a range of upscale interior finishes and shared amenities, along with indoor and outdoor common spaces designed to foster resident interaction and capitalize on waterfront views and access.

Figure 14 505 Washington Street - Professional Building



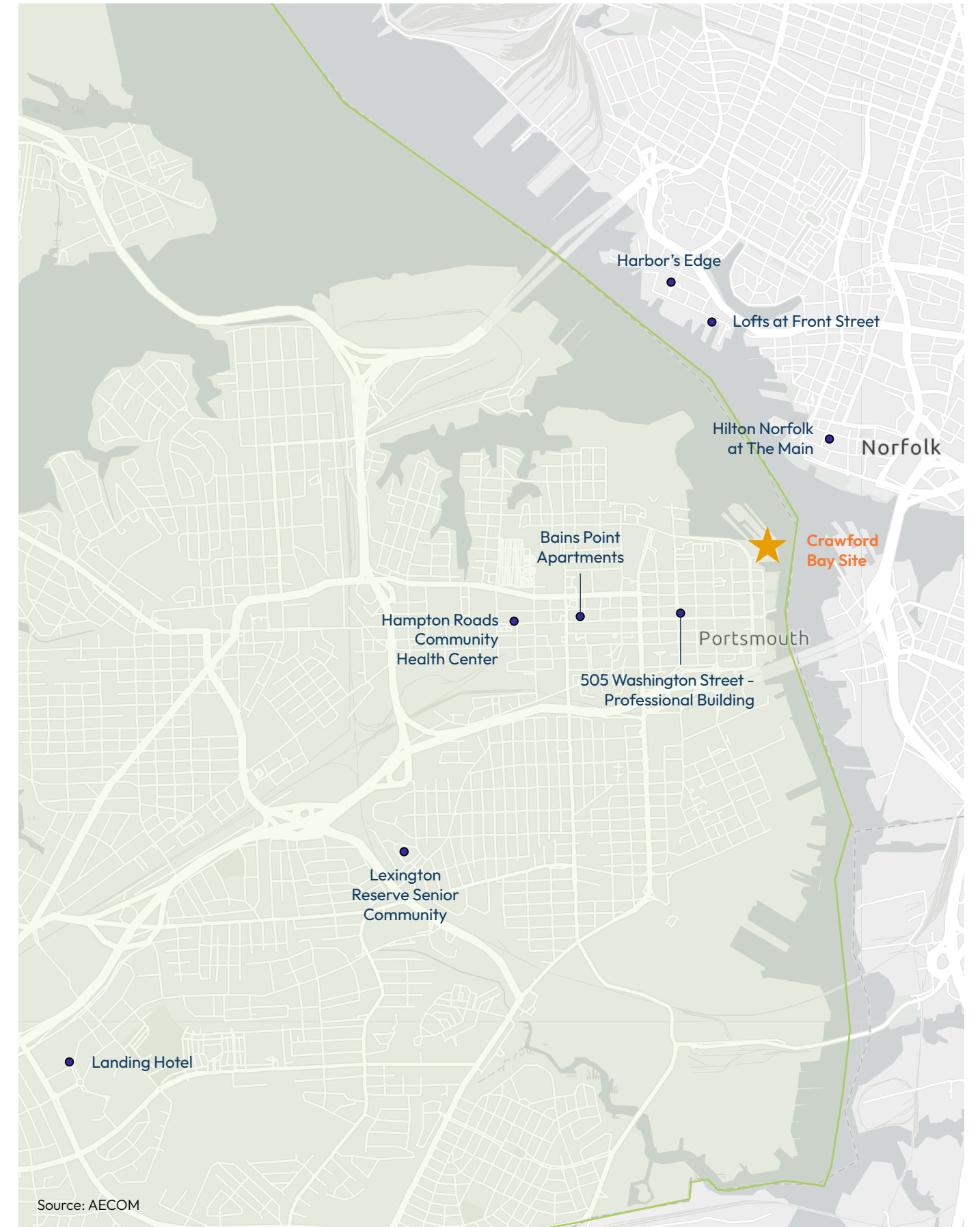
Source: GARC Design

Figure 15 Lofts at Front Street



Source: CoStar

Figure 16 Market Activity



Source: AECOM

Hospitality

The Renaissance Portsmouth-Norfolk Waterfront Hotel has long served as Portsmouth's primary full-service, upscale hotel and a key anchor within the city's hospitality market. Located along the Elizabeth River in Olde Towne, the hotel features 249 guest rooms, substantial meeting and ballroom space, an on-site restaurant, and direct access to the city's waterfront promenade and marina. Its average daily rate (ADR) in recent years has generally tracked in line with, and at times exceeded, the broader Norfolk submarket average, demonstrating that Olde Towne can support upscale hospitality product.

The Landing Hotel is currently under construction in Portsmouth and is scheduled to open in 2027. Developed by Rush Street Gaming, the \$65 million project will deliver 106 upper-midscale hotel rooms and will sit adjacent to the new Rivers Casino. Planned amenities include a sophisticated lobby bar adjacent to the reception area, two private executive boardrooms, and additional guest-oriented amenities on the first floor. The hotel will feature direct physical connection to the casino's restaurants, gaming floor, and event center. The Landing Hotel underscores growing confidence in the City's ability to support destination-oriented lodging tied to entertainment, events, and waterfront activity.

Hilton Norfolk at The Main is a high-profile mixed-use hotel and urban destination located in downtown Norfolk at the intersection of Main and Granby Streets. The 23-story development is anchored by a luxury, full-service Hilton hotel and includes extensive meeting and conference facilities, dining venues, and a structured parking garage. The project was executed as a public-private partnership between Gold Key/PHR Hotels & Resorts and the City of Norfolk. It leveraged city funds, hotel grants, and tourism financing mechanisms to support the public infrastructure needed.

The development features 300 luxury guest rooms, including sites and premium rooms overlooking the Elizabeth River and downtown; ~50,000 square feet of flexible meeting and conference space; three signature restaurant and lounge venues that activate street-level frontage, plus rooftop beer garden and social spaces. A substantial parking garage with 358 parking spaces supports hotel operations and downtown visitors.

Charter bus agencies account for a notable share of hotel bookings in the region. These agencies typically seek bus-friendly circulation, adequate bus parking, large breakfast areas, and interior-corridor hotels and rooms. These preferences are common among most 3-star and higher hotels. The City is open to proposals that best accommodate whomever the applicant feels makes up the core target visitor market; accommodating charter bus movements in the site plan is not a requirement of this RFQ, or the subsequent RFP.

Figure 17 The Landing Hotel Portsmouth



Figure 18 Hilton Norfolk The Main



Senior Housing

The share of residents aged 60 and older in Portsmouth has increased steadily since 2010, growing at an average annual rate of approximately 1.5%. As the regional population continues to age, demand for senior-oriented and age-friendly housing is expected to increase across the Hampton Roads region.

Lexington Reserve Senior Community is a 62+ residential development in Portsmouth, delivered in 2025, offering modern one- and two-bedroom apartment homes designed for active adult living. The community includes a fitness center, club room, and outdoor gathering spaces that support social engagement and wellness. The development expands the supply of senior housing within the city and signals sustained demand for this asset type. Harbor's Edge, a waterfront continuing care retirement community (CCRC) located in neighboring Norfolk, provides a strong regional precedent for high-quality senior housing. The community offers a LifeCare model that combines independent living, assisted living, memory care, and skilled nursing within a single

integrated campus. Monthly service fees reportedly average approximately \$4,770 for LifeCare residents, with independent living fees generally starting in the \$4,000-\$4,500 range and increasing with higher levels of care. Assisted living costs typically begin around \$5,000 per month, while skilled nursing rates for private rooms can exceed \$10,000 per month. These fees reflect an all-inclusive service model covering housing, dining, amenities, and healthcare.

Upon the launch of the original tower, all available residences reportedly sold out within approximately nine weeks, indicating strong market demand. The recently completed River Tower expansion further underscores the project's success and long-term viability. Delivered in 2021 at a reported cost of approximately \$145 million, the expansion added 147 luxury senior residences along with new restaurants, a spa, and expanded lifestyle and wellness amenities.

The project effectively doubled the community's capacity and established a new benchmark for urban senior living in the region.

Figure 19 Harbor's Edge in Norfolk, VA



Office

The Portsmouth office market has historically demonstrated stronger occupancy performance than the broader Hampton Roads metropolitan area. Since 2015, office vacancy in Portsmouth has averaged approximately 5.6%, compared to a regional average of 7.9%. In 2025, vacancy in Portsmouth averaged approximately 3.4%, substantially lower than the MSA's average of approximately 7.6%.

The Health Care and Social Assistance sector is projected to be the fastest-growing employment sector in the region, with employment expected to increase by approximately 9.4 percent between 2024 and 2034. Demand for medical office space is further supported by proximity to the Naval Medical Center Portsmouth, located less than one mile from the Site. Together, these factors are expected to support continued demand for medical office and other healthcare-related uses in Portsmouth.

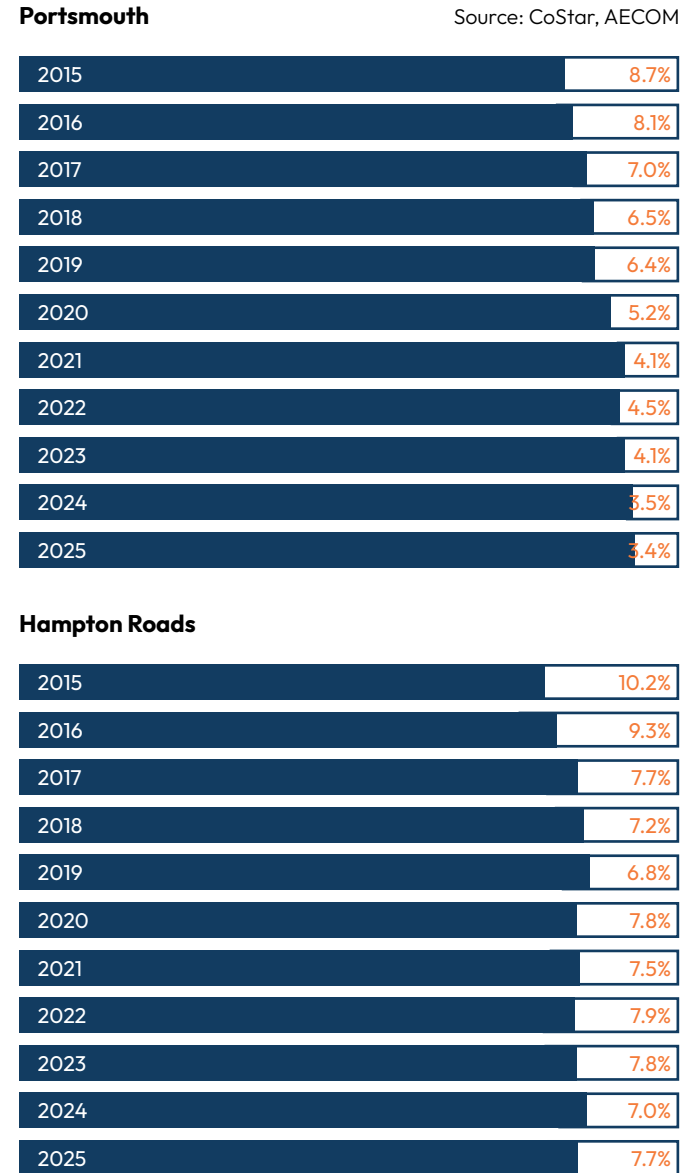
Since 2020, two medical office developments have been delivered in Portsmouth. CenterWell Portsmouth, located at 1817 Frederick Boulevard, occupies approximately 7,500 square feet and provides senior-focused primary care services, including preventive care, chronic condition management, and care coordination. Hampton Roads Community Health Center, located at 1541 High Street, occupies approximately 25,000 square feet and offers comprehensive primary and preventive healthcare services, including medical, dental, and behavioral health care. As of 2025, both facilities are fully occupied.

In nearby Norfolk, approximately 10,000 square feet of office space is currently under construction at The Railyard at Lambert's Point, a mixed-use development located adjacent to the City's landmark docks. This activity reflects continued regional demand for office and flex space in well-located, amenity-rich environments.

Figure 21 Hampton Roads Community Health Center



Figure 20 Office Vacancy Trends



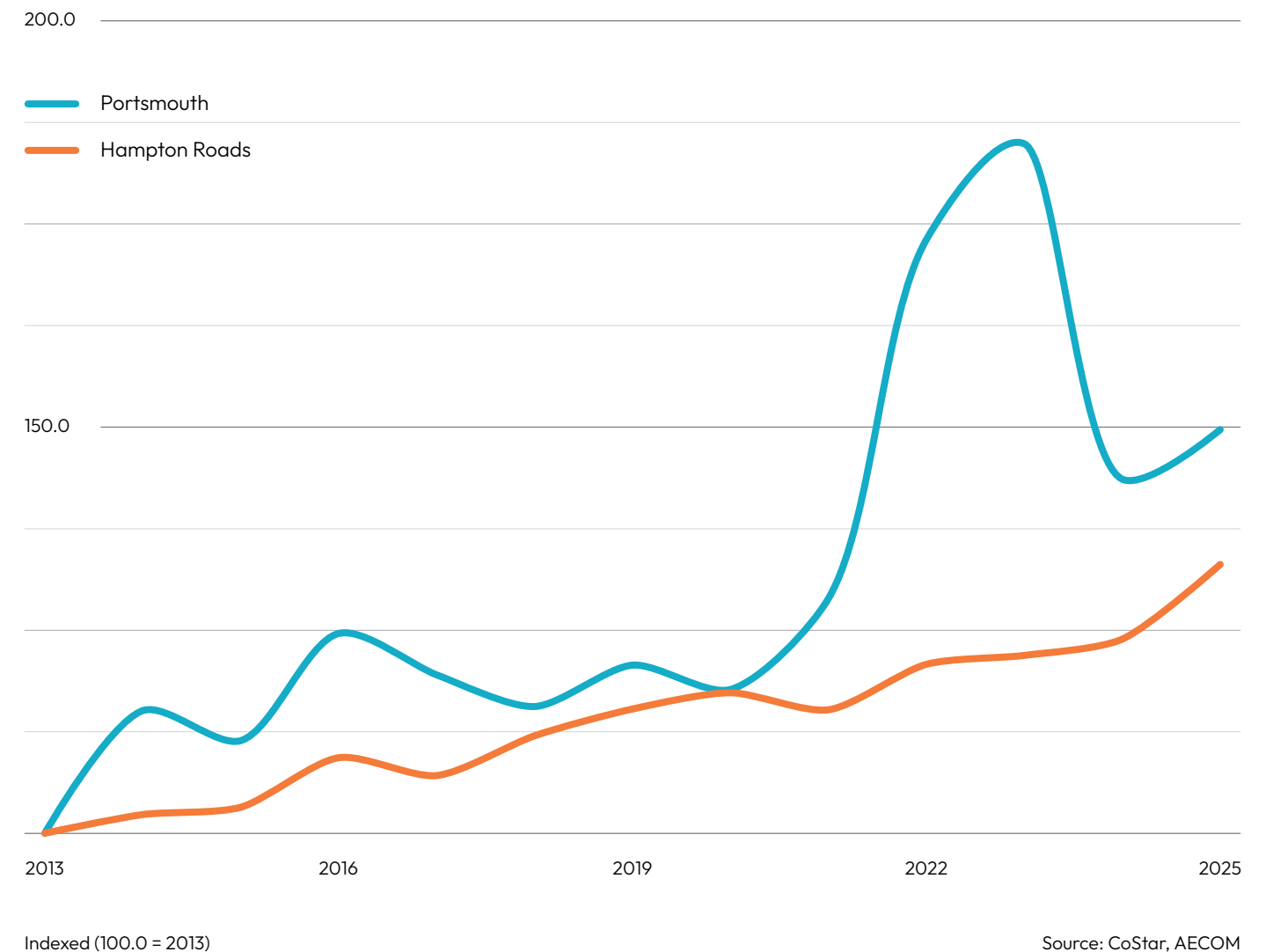
Retail & Dining

The outlook for retail and dining in Portsmouth remains positive, supported by low vacancy and relatively strong rent growth. As of 2025, Portsmouth's retail vacancy rate was approximately 4.1%, below the metropolitan average of approximately 4.6%. Since 2015, average annual retail rent growth in Portsmouth has averaged approximately 3.2%, outperforming the metropolitan area, which has averaged approximately 2.5% growth over the same period. According to CoStar, retail rents for the City of Portsmouth were \$12.96 PSF on average in 2025; for the MSA, retail rents averaged \$17.25 PSF.

Strong retail occupancy along High Street, combined with demonstrated unmet demand for higher-quality food, beverage, and entertainment offerings, supports the opportunity for a thoughtfully curated retail and dining program on the Site.



Figure 22 Retail Rent Per SF Trends in Portsmouth & Hampton Roads



5



DEVELOPMENT REQUIREMENTS

5.1

Development Goals

The EDA seeks a transformative, mixed-use development program that activates Portsmouth's waterfront, functions as a regional destination, and supports a vibrant, 24-hour environment for both residents and visitors. The preferred development program will place a strong emphasis on placemaking, high-quality urban design, and continuous activation throughout the day and evening.

The ideal development program is high density and includes a mixture of uses, including housing, hospitality, street-level retail and entertainment, and smaller-scale office where feasible. It also will have a significant focus on place-making and public space activation. Ancillary structures such as standalone retail or concession buildings are welcome to encourage engagement with the water, skyline views, and appreciation of the working waterway.

The City's goals for the Crawford Bay Redevelopment include:



Create a landmark development that attracts visitors and grows Portsmouth's downtown population



Catalyze a larger waterfront vision that connects to the High Street corridor



Address other site complexities including seawall, stormwater, and utility capacity



Provide new product types missing downtown, along with residential, hotel, dining, and entertainment uses



Involve key stakeholders and the public in the development process



Replace Harbor Court Parking Garage, including 250 spaces allocated to Harbor Tower apartments



Limit City expense by leveraging private capacity and available federal and state funding

5.2

Development Team

Offerors must have the ability, credentials, financial resources, and experience to successfully deliver a well-planned development that maximizes the potential of the Site.

Teaming is accepted between local and national or regional entities to offer both local knowledge and expertise with complex construction projects. The EDA also encourages partnerships with Portsmouth-based contractors, service providers, and other stakeholders to provide economic opportunity and participation from residents. Involvement of minority-owned and women-owned businesses within the project is important to the EDA.

5.3

Development Program

The EDA seeks feedback on what development programs will be feasible on the Site, including use mix, density, and phasing. The City envisions a development that will serve community needs for housing, retail, dining, and entertainment; attract and accommodate visitors; and activate the public realm with programmed open space and amenities. The City also seeks to maximize density on the Site.

5.4

Deal Structure

The EDA expects to convey the property under a development agreement with the EDA with property interest conveyed via fee simple transaction or ground lease. Offerors may propose alternative transaction structures they feel are best value for the City, including public-private partnership (P3) or other cost-sharing structures for specific development components such as Harbor Court parking garage replacement.

5.5

Expected Responsibilities

The selected developer of the eventual RFP will be responsible for the design, financing, and construction of vertical development, as well as interior roadways, utility connections, and stormwater management. The City will support the developer where possible during the process to facilitate success. Additional roles and responsibilities will be detailed in the RFP and ultimately negotiated with the selected developer via a development agreement.

5.6

Community Feedback

The City is engaging in a multi-part effort to educate the public on the development process and encourage the community to share their vision and priorities for the development. The central platform for providing the public with updates is the [project webpage](#); the City is also leveraging social media; local news outlets; civic leagues, and direct outreach for this effort. Two community outreach sessions were held on January 28th and February 12th at two different times and locations across the City to maximize participation. Those unable to attend the sessions were encouraged to complete a public survey available on the project website. Details about ongoing engagement and stakeholder feedback, including the results of the online public survey, will continue to be added to the [project webpage](#) throughout the process. Offerors are encouraged to check the website regularly.

During initial stakeholder outreach, attendees expressed interest in a destination that is well-connected to other parts of the city, including retail and dining on High Street, museums and cultural attractions downtown, the Olde Towne Historic District, and the rest of the Portsmouth waterfront. The need for more active, programmed open space and family friendly amenities has been a key theme throughout the engagement process. Many stakeholders noted that, even with a new 106-room hotel under construction adjacent to Rivers Casino, the City still lacks enough rooms and event space to meet demand. The desire for more flexible amenity/event space for small conferences; community gatherings; dance and art shows and events, etc. was noted by a significant percentage of stakeholders.

Multiple stakeholders have noted that the City could use more unique gathering spaces, and have stated that they would like to see development on the Site take better advantage of views and waterfront access.

Multiple stakeholders have noted that the City could use more certain unique gathering spaces (such as a rooftop bar), and have stated that they would like to see development on the Site take better advantage of views and waterfront access than the previous mid-rise hotel use on the Site. The Tidewater Yacht Marina is also a major asset, and Marina ownership has indicated a strong interest in cooperating and collaborating with the City on a site redevelopment that provides mutual benefits for their customers, other visitors, and City residents and stakeholders.



SUBMITTAL INSTRUCTIONS

6.1

Technical Response

Offerors are asked to provide a narrative in PDF format that includes the following information.

- Cover Letter**
+ Signature of Authorized Representative
- Firm Overview**
+ Development Team and Areas of Specialty
- Project Examples**
+ Up to Five (5) Similar Projects
- Development Vision**
+ Potential Program(s) and Phasing
- Additional Information**
+ Supplemental Response Templates

Financial offers and design images are not required as part of the RFQ response, but will be required of short-listed firms as part of the subsequent RFP. However, in their response, offerors should preview how they plan to approach both design and financials in the project. Conceptual site plans are encouraged in the RFQ phase, and these concepts may change between the RFQ and RFP as appropriate.

Response to this RFQ is mandatory for all offerors wishing to be considered for selection in the RFP process. The preparation of a response shall be at the expense of the offeror; the EDA will not reimburse Offerors for any costs associated with the preparation or submittal of a response. In addition, by submitting a proposal, Offerors certify that to the best of their knowledge, all responses are true, correct, and complete.

6.2

Response Requirements

Please provide a proposal narrative in PDF format according to the section headers and topics below. Additional attachments may be included as necessary.

Table 8 Technical Response Sections

Topic	Detail
Cover Letter	
Cover Letter	Summary of proposal, including development vision for the site, team composition, and key considerations for the EDA when finalizing RFP requirements
Primary Contact	Point of contact, including email and company address, and signature of authorized representative
Table of Contents	Table of contents with page numbers
Firm Overview	
Team Structure	Expected organizational structure including lead developer and any co-developer or sub-developers, general contractor (as applicable), financial partners, and/or partners identified at this stage
Firm Description	Description of developer(s) and any other partner firms, including company location, areas of specialty, and other key information demonstrating capacity and expertise
Financial Capacity	Evidence of financial capacity and ability to perform, including established relationships and other demonstrated ability to raise debt, equity, and other targeted funding sources in current capital markets, as well as success financing and completing complex public-private and/or mixed use projects
Financial Condition	Attestation of financial condition executed by the offeror's Chief Financial Officer or equivalent, demonstrating financial stability and capability to undertake the proposed project, and discussion of any conditions that may risk ability to perform, along with any additional evidence of financial condition

Table 8 Technical Response Sections (cont.)

Topic	Detail
Firm Differentiators	Description of the types of projects in which your firm specializes; please note any in-house capabilities potentially unique to your firm structure, including construction management, property management, affordable housing, commercial leasing, etc.
Key Personnel	List of key personnel with brief bios and organizational chart indicating roles and reporting structure for the project
Project Examples	
Project Details	Table summarizing key data for at least five similar projects that incorporate the following information: Project name and location, development program, total development cost, start and completion date, and financing structure
Project Descriptions	Detailed narrative for the same five projects that includes development vision, financing structure and approach to funding gaps, and key challenges and how they were addressed. Include multiple design or completed images
Related Experience	Summary of local or regional understanding, including relevant example projects, key team members, and any experience within the city and region/similar areas
Public-Private Experience	Experience with development on publicly owned land or other forms of public-private partnerships
Development Vision	
Proposed Program	Potential program envisioned for the Site with reference to market-supportable conditions, described in narrative form and in a table that includes at minimum use, square footage, and parcel or location
Proposed Phasing	Expected timeline of development across the site with a focus on major pre-construction activities, construction phasing, and overall milestones by year.

Topic	Detail
Site Activation	Specific ways the Site may be programed to increase pedestrian activity, improve resident experience, draw visitors, and engage with the waterfront
Deal Structure	Preferred deal structure, including key terms such as ownership, parcel optionality, and performance requirements
Feasibility Factors	Key risks and feasibility factors impacting feasibility for Site and how the City may address these prior to RFP release
Garage Replacement	Proposed approach to replacing the Harbor Court Garage, including roles of City and developer in construction and operations, and approach to temporary parking
Community Engagement	Approach to engaging local communities, especially underrepresented groups, before and after development
Additional Information	
Appendix A Requested Feedback Form	Table of responses to Appendix A. Requested Feedback, including market perspective that will help shape the subsequent RFP
Appendix B Firm Information Form	Table of responses to Attachment B. Firm Information, including basic firm and proposal information to support EDA collation of responses
Resumes	Provide resumes for Key Personnel identified in the Team Structure
Financial Statements	Annual financial statements for the prior two fiscal years, including income statements, balance sheet, statement of cash flows, and statement of retained earnings
Support Letters	Provide at least three reference letters or endorsements from previous lenders and/or equity providers indicating capacity to perform.

6.3

Evaluation Criteria

RFQ responses will be evaluated by an evaluation committee made up of EDA and city personnel, and will be scored based upon the criteria outlined below. The City is seeking a transparent process, and the general public has been given the opportunity to weigh in on the vision and goals for the site stated in the RFQ and RFP. Offerors with the highest scores will be invited to participate in the RFP phase.

To meet minimum response qualifications, Offerors must provide a complete submittal that includes all required information and provides the City with a clear understanding of the offeror’s proposed approach to development on the Site.

The City reserves the right to alter eligibility for the RFP phase to increase competition or respond to material changes in market, site, or other conditions.

Table 8 Evaluation Criteria

Criteria, Points	Description
Minimum Qualified Response	Prerequisite Response was submitted electronically prior to the deadline and includes all required information.
Project Team 15 Points	Offeror has demonstrated the organizational structure, experience, and team needed to be effective City partner, including experienced team structure and effort to incorporate M/WBE participation in the project. Offeror has provided details as to the proposed/conceptual partnership structure with the City.
Relevant Experience 30 Points	Offeror has completed or is currently completing similar projects that demonstrate their expertise and project execution.
Financial Capacity 30 Points	Offeror has demonstrated the financial capacity to successfully execute the project and be an effective City partner, and has described expectations for contributions by the City, if any.
Development Vision 25 Points	Offeror has proposed a unique and innovative vision for the Site that is likely to be feasible, achieves the City’s goals, reflects local identity, and contributes positively to downtown and the waterfront, and a general timeline for executing this vision.

Total 100 Points

6.4

Additional Terms

By submitting a proposal, offerors accept the evaluation process and acknowledge that the evaluation of proposals may require subjective judgments by the EDA, the City, and its partners. The EDA, the City, and its Technical Advisor make no representations or warranties regarding the condition of the development site, or the suitability of the site for any development planned or proposed. The descriptions in this RFQ and the materials provided with it are intended solely to assist potential offerors to familiarize themselves with the site, and City and its Technical Advisor do not warrant their accuracy or completeness. All offerors or potential offerors are solely responsible for performing their own due diligence at their own cost. All acreage estimates provided are approximate.

All responses submitted to this RFQ are for the exclusive, personal and deliberative use of the City, its Technical Advisor, and any designees assisting the City in this RFQ process. All submitted responses to this RFQ will become the property of the City and the City will not return the same to the offerors. To the extent permissible by law, the City will make best efforts to keep the content of any trade secrets or proprietary information submitted as part of the response to this RFQ confidential, if and to the extent the offeror shall have (a) specifically designated such trade secrets or proprietary information as confidential (it shall be insufficient to designate the entire response as confidential); (b) cited to the applicable provision of Virginia law which permits confidentiality; and (c) stated the reasons[s] why protection is necessary. For further information, please review the Virginia Freedom of Information Act, Section 2.2-3700 of the Code of Virginia of 1950, as amended, at: <https://law.lis.virginia.gov/vacodepopularnames/virginia-freedom-of-information-act>.

The City is seeking a transparent process, and the general public has been given the opportunity to weigh in on the vision and goals for the site stated in the RFQ and RFP.



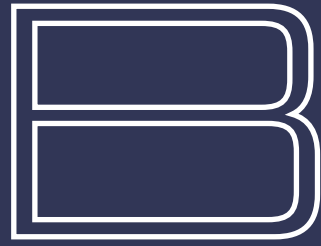
APPENDIX



**REQUESTED
FEEDBACK**

The City seeks feedback on the following additional questions in the RFQ to inform development of the subsequent RFP. Please include these responses in tabular form for ease of review.

Topic	Question	Topic	Question
Project Schedule	Based on current site and market conditions, how would you see this development being phased and on what construction and delivery schedule?	Infrastructure Responsibilities	What site infrastructure or equivalent funding do you expect to include within your project scope? What site infrastructure or equivalent funding do you expect the City to provide?
Similar Projects	What similar projects (by any developer) have informed or will inform your proposal, including similar waterfront developments and/or public-private partnerships?	Parking Replacement	How does Harbor Garage replacement impact project finances and feasibility? What role do you expect parties to play in temporary parking and replacement parking? What transaction structure is preferred for the replacement garage?
Project Feasibility	Is your envisioned private development program feasible (i.e. without support from one or more public entities)? What if any conditions will determine project feasibility?	Infrastructure Funding	What mechanisms to fund required site infrastructure do you recommend exploring with the City?
Key Risks	What key obstacles or risks for this project most impact your decision-making on this opportunity? Which must be addressed prior to issuance of the RFP or financial close?	Deal Structure	What type of transaction structure would you prefer? If only a ground lease is offered, would that impact your decision to propose?
Feasible Uses	Which uses are market supportable in the near term, with reference to key market metrics? What densities and building heights are feasible?	Performance Requirements	What common public procurement requirements or development agreement terms, if any, do you anticipate as part of development scope?
Achievable Rents	What rents could be achieved on this Site for proposed uses, with reference to other submarkets where appropriate?	Proposal Security	What forms of proposal security are appropriate in the RFP and negotiation phase, including letters of credit, performance bonds, and/or deposits, with amount and timing considerations?
Infeasible Uses	Are there specific uses or densities you considered for the Site that are not market supportable in the near term, with reference to key market metrics?	Transaction Process	What specific clarity is needed in the RFP regarding how the selected developer will negotiate towards financial close?
Waterfront Phasing	How do you see the mix of uses for the Crawford Bay site differ from the Civic Center site? Would a Right of First Offer or other mechanism for control of the second site improve the offer you could provide in the RFP response?	Additional Information	What additional due diligence information from the City and/or EDA would you need to design a preliminary concept and make an initial financial offer in the RFP, in addition to what is provided in this RFQ?
Funding Sources	What funding sources do you expect to include in your capital stack and what related underwriting or funding conditions must be considered?		



APPENDIX

FIRM INFORMATION SUMMARY

Please provide the following information with further explanation where appropriate, **providing one copy for each developer if there are co-developers or sub-developers identified**. Answers may be elaborated upon in this table or in the Firm Overview and/or Project Experience sections of the Technical Response.

Topic	Request
Overview	Legal Company Name
	Headquarters Location
	Nearest Office Location
	Year Founded
	Number of Employees
Project Team	Point of Contact
	Contact Information
	Contact Years of Experience
Development Experience	Primary Product Type Specialties
	Primary Geographies/ Investment Locations
	Value of Pipeline Projects (\$M Total Development Costs)
	Value of Completed Projects (\$M Total Development Costs)
	Ongoing Projects in Virginia
Recently Completed Projects in Virginia, Last 5 Years	

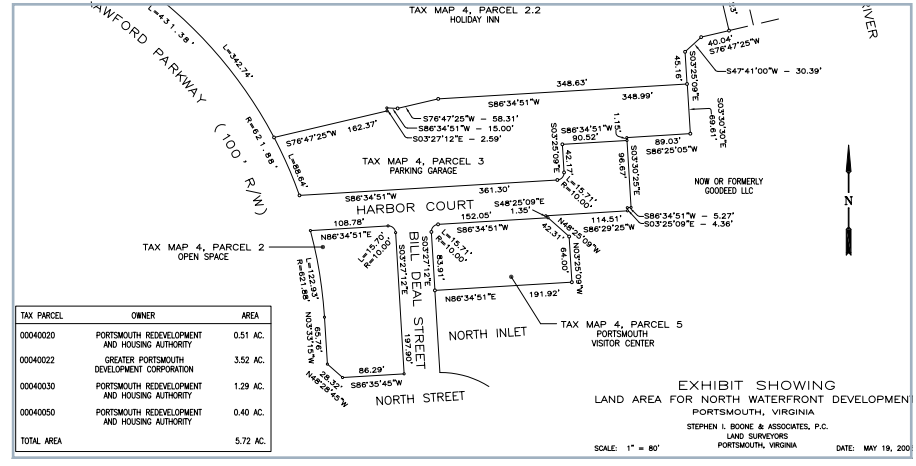
Topic	Request
Financial Capacity	Assets Under Management (\$M)
	Credit Rating and Agency
	Total Assets
	Total Liabilities
	Working Capital
Additional Background	List of known relationships with the City of Portsmouth and/or the appearance of any conflict of interest
	List of past or ongoing litigation between your firm and the City of Portsmouth or Commonwealth of Virginia
	List of loans or financial obligations with associated project in which your firm has defaulted within the past ten years, including any current non-performing loans or financial obligations
	List of criminal indictments by key personnel or the firm's principals in the past ten years
	Statement indicating whether the offeror or affiliated legal entities has ever declared bankruptcy and if so, further detail and explanation.

APPENDIX



ADDITIONAL SITE INFORMATION

The following attachments are available for download from the [project page](#):



LEGAL DESCRIPTIONS OF SITES COMPOSING CRAWFORD BAY PROPERTY

PARCEL ONE (Former Holiday Inn Site)

ALL THOSE certain pieces or parcels of land with the appurtenances thereto belonging, lying, situate and being in the City of Portsmouth, Virginia, identified and shown as Parcels B, C and D on plat entitled: "Plan of Property Conveyed to Portsmouth Hotel Associates", made by Langley and McDonald, Civil Engineers, dated October 15, 1980, revised December 29, 1980 and January 2, 1981 and January 6, 1981, attached hereto and made a part hereof, shown as Exhibit A to that certain Deed of Bargain and Sale from Portsmouth Hotel Associates, L.P. a/k/a and f/k/a Portsmouth Hotel Associates dated November 2, 2014 and recorded in the Portsmouth Circuit Court Clerk's Office as Instrument Number 04002271. Said Parcels B, C and D are more fully described as follows:

PARCEL B: Beginning at a point in the eastern line of Crawford Street, which point is the true point of beginning for the hereinafter described Parcel C, also known as the southwest corner of Parcel C, thence N 79 degrees 47' 25" E, 613.65' to the true point of beginning for Parcel B, thence N 13 degrees 19' 55" W, 185.50' to a point in the southern line of property now or formerly Tidewater Yacht Agency, Inc., thence continuing with the southern line of the aforementioned property N 79 degrees 47' 15" E, 40.00' to a point, thence S 13 degrees 19' 55" E, 184.23' to a point, thence S 76 degrees 47' 25" W, 40.00' to the true point of beginning of Parcel B. The aforescribed parcel lies wholly within the City of Portsmouth, Virginia.

PARCEL C: Beginning at a point in the eastern line of Crawford Street as it intersects the northern line of Water Street, thence from said point along the eastern line of Crawford Street N 03 degrees 33' 15" W, 65.76' to a point of curvature, thence continuing with the eastern line of Crawford Street along a curve to the left an arc length of 263.07', a radius of 621.88' to the true point of beginning, thence continuing with the eastern line of Crawford Street along a curve to the left an arc length of 342.74', a radius of 621.88' to a point in the southern line of the property now or formerly Tidewater Yacht Agency, Inc., thence continuing with the southern line of Tidewater Yacht Agency, Inc., S 82 degrees 58' 48" E, 254.38' to a point known as point A, thence continuing with the southern property line of Tidewater Yacht Agency, Inc. N 78 degrees 47' 15" E, 546.00' to a point, thence S 13 degrees 19' 55" E, 185.50' to a point, thence S 47 degrees 41' 00" W, 30.39' to a point, thence S 03 degrees 25' 09" E, 45.16' to a point, thence S 84 degrees 33' 43" W, 348.63' to a point, thence S 76 degrees 47' 25" W, 40.00' to a point.

Site Survey

Site Legal Description

ECS Mid-Atlantic, LLC
Preliminary Geotechnical Engineering Report
2 Harbor Court & Crawford Pkwy - EDA

2 Harbor Court & Crawford Pkwy
Portsmouth, Virginia

ECS Project No. 04-12472
June 25, 2024

STOKES ENVIRONMENTAL ASSOCIATES, LTD.

1 May 2024

Portsmouth Economic Development
Attn: Christopher Ebert
200 High Street
Suite 200
Portsmouth, Virginia 23708
Tel: (757) 261-0000 | stokes@stokesenv.com

Re: Phase I Environmental Site Assessment
2 Crawford Parkway, 1 Crawford Parkway,
2 Harbor Court and 3 Harbor Court,
Portsmouth, Virginia
S/A 24-0111

Dear Sirs: This report is prepared in accordance with the EPA All Appropriate Inquiry regulations and is intended to provide the property owner with the necessary information to satisfy the CERCLA liability. As much as we can, we have followed the procedures outlined in the CERCLA liability. As much as we can, we have followed the procedures outlined in the CERCLA liability. As much as we can, we have followed the procedures outlined in the CERCLA liability.

The review found RECs associated with the subject property.

Please do not hesitate to call me if you have any questions or need further assistance.
With best regards,
David A. Baskley
Stokes Environmental Associates, Ltd.

Commonwealth of Virginia
Land Record Instruments
Case Sheet - Form A

Instrument No. 1373009
Date of Instrument: 12/1/2009
Instrument Type: EDP
Number of Pages: 13
Number of Exhibits: 13

Case Sheet Page 1 of 1

Geotechnical Report

Environmental Site Assessment

Harbor Tower Tennis Court Option Agmt.

PARKING LEASE AGREEMENT

THIS AGREEMENT, dated April 1, 1999, by and between PORTSMOUTH PARKING AUTHORITY, a political subdivision of the Commonwealth of Virginia with offices at 801 Crawford Street, Portsmouth, Virginia 23703 (the "Landlord"), and CRAWFORD HARBOR ASSOCIATES, a partnership with offices at The Management Corp., 645 Madison Avenue, 18th floor, New York, New York 10022 (the "Tenant").

WITNESSETH:

WHEREAS, Landlord is the Owner of a thirty-year leasehold interest in a certain parking facility (the "Garage") on the premises described on Exhibit A attached hereto and made a part hereof; and

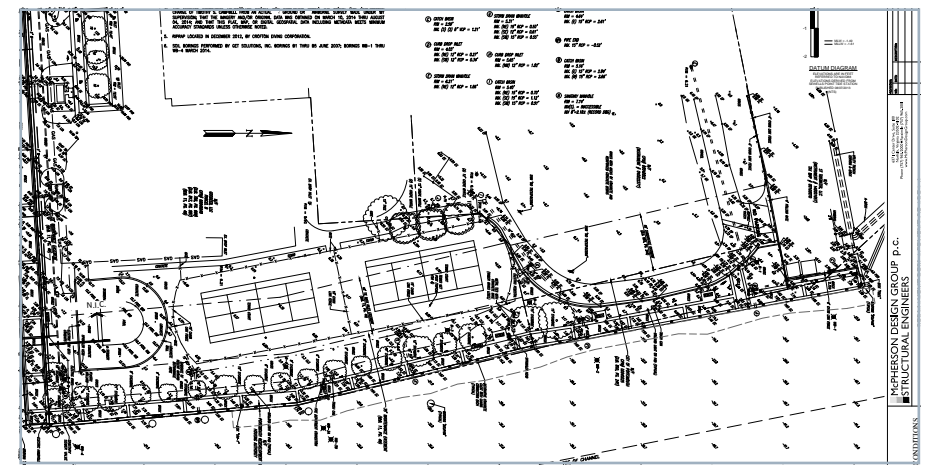
WHEREAS, Tenant is the owner of a certain apartment complex containing 189 residential units together with certain retail and commercial spaces in the building known as "Harbor Tower" and more particularly described on Exhibit B attached hereto and made a part hereof (the "Harbor Facility"); and

WHEREAS, pursuant to an agreement dated as of July 1, 1999, by and between Landlord, Tenant and Portsmouth Redevelopment and Housing Authority, Tenant was granted the right to use up to 250 parking spaces of the Garage as needed by Tenant (the "Prior Parking Lease Agreement"); and

WHEREAS, paragraph 8 of the Prior Parking Lease Agreement provides that in the event that existing bond financing is paid and satisfied, the Prior Parking Lease Agreement shall terminate; and

WHEREAS, the existing bond financing is about to be paid and satisfied, which event will terminate the Prior Parking Lease Agreement; and

WHEREAS, Landlord and Tenant wish to memorialize Tenant's continued use of the Garage upon the terms and conditions hereinafter provided.



Harbor Tower Garage Lease Agreement

Seawall Tie-Back Survey

**Crawford Bay Redevelopment
Request for Qualifications**

**RFQ Responses Due
April 30, 2026**

Please email your questions
regarding this opportunity

to: **Brian Donahue**
Secretary
City of Portsmouth Economic
Development Authority
donahueb@portsmouthva.gov

cc: **Sarah Richards**
Technical Advisor
AECOM
sarah.richards@aecom.com

AECOM's findings represent its professional judgment. Neither AECOM nor its parent corporations, nor their respective affiliates or subsidiaries ("AECOM Entities") make any warranty or guarantee, expressed or implied, with respect to any information or methods contained in or used to produce the Deliverables. The Deliverables shall not be used in conjunction with any public or private offering of securities, debt, equity, or other similar purpose where it may be relied upon to any degree by any person other than the Client. The Deliverables shall not be used for purposes other than those for which they were prepared or for which prior written consent has been obtained from AECOM.

No third party may rely on the Deliverables unless expressly authorized by AECOM in writing (including, without limitation, in the form of a formal reliance letter. Any third party expressly authorized by AECOM in writing to rely on the Deliverables may do so only on the Deliverable in its entirety and not on any abstract, excerpt or summary. Entitlement to rely upon the Deliverables is conditioned upon the entitled party accepting full responsibility for such use, strict compliance with this Agreement and not holding AECOM liable in any way for any impacts on the forecasts or the earnings resulting from changes in "external" factors such as changes in government policy, in the pricing of commodities and materials, changes in market conditions, price levels generally, competitive alternatives to the project, the behavior of consumers or competitors and changes in the Client's policies affecting the operation of their projects.

The Deliverables may include "forward-looking statements". These statements relate to AECOM's expectations, beliefs, intentions or strategies regarding the future. These statements may be identified by the use of words like "anticipate," "believe," "estimate," "expect," "intend," "may," "plan," "project," "will," "should," "seek," and similar expressions. The forward-looking statements reflect AECOM's views and assumptions with respect to future events as of the date of the Deliverables and are subject to future economic conditions, and other risks and uncertainties. Actual and future results and trends could differ materially from those set forth in such statements due to various factors, including, without limitation, those discussed in the Deliverables. These factors are beyond AECOM's ability to control or predict. Accordingly, AECOM makes no warranty or representation that any of the projected values or results contained in the Deliverables will actually occur or be achieved. The Deliverables are qualified in their entirety by, and should be considered in light of, these limitations, conditions and considerations.