



City of Pendleton, Oregon
Request For Proposals (RFP)

Redevelopment of Bisnett Building

**13 SW Byers Ave
Pendleton, Oregon**

Issued: Sept. 2, 2024

**Responses Due:
January 8, 2025, 4:00 pm (PST)**

For More Information Contact:

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City Manager
City of Pendleton
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Pendleton, Oregon 97801-2090
541-966-0201
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Supporting Material will be posted at the following web site or at the Pendleton City Hall.

<https://pendletonor.gov/community/page/bisnett-building>

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Photos, design renderings, site map and other resources:

www.prosperinPendleton.com/ByersOpportunity

I. Unique Development Opportunity

Pendleton's riverfront offers incredible development opportunities for the right individuals or organization. Year-round, the beautiful Umatilla River winds right through the middle of the city. The adjacent river levee features a 2+ mile paved riverwalk, the River Parkway, running its entire length, ideal for walkers, joggers, bikers and bird watchers. That Parkway passes directly by the subject property, the Bisnett Center Building, which has been unoccupied since 1993.

The Pendleton City Council (the "Council") is pleased to announce a redevelopment opportunity for a key site on the river, anchored by the historic Bisnett Center Building, an iconic structure sitting on the southwest corner of the Main Street Bridge, gateway between Pendleton's most affluent neighborhood and its historic Main Street. The site begins at the river, rises to the top of the levee and into what are now streets and parking areas. The north side of the Bisnett Center Building abuts the river levee and now features River Parkway access. The entire site is approximately 1.1 acres. Built in 1926, the building is 4,196 sf and sits on a .18 acre lot (7,908 sf). The building site is considered a key corner on Pendleton's Main Street. The Council seeks a developer(s) who believes in Pendleton, believes in its Downtown, and brings a vision that will allow the site and this iconic building to achieve the highest and best use for the community.

The City of Pendleton and its neighbor, the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), are the de facto entertainment capital of Eastern Oregon. The Tribes own and operate the Wildhorse Casino and Resort, featuring a Las Vegas style casino, a bowling alley and five-screen movie theatre, two 18-hole golf courses, the Tamastlikt Cultural Institute, and five restaurants, including Plateau Fine Dining at the casino and Hamley's Western Store and Steakhouse Saloon in downtown Pendleton. The City of Pendleton is home to the legendary Round-Up Stadium (capacity 22,000), home of the world-famous Pendleton Round-Up Rodeo; Happy Canyon Arena (capacity 4,000) and Pendleton Convention Center (capacity 3,800); and, now under construction, the biggest indoor riding arena between Portland and Boise. Over the last 114 years, Pendleton has become well known for hosting one of the world's greatest rodeos, but there are numerous other big events and concerts throughout the year as well. Subject property is a short walk from over a dozen great downtown restaurants, bars and attractions, and less than a quarter mile walk (ten blocks) from the Pendleton Round-Up stadium.

The Council seeks a developer(s) with a vision for this unique site that will benefit the community and enhance Pendleton's Downtown District. Development projects would be best received if they added to Pendleton's already strong cultural arts community and/or attracted overnight visitors, and/or increased local commerce. Projects will be evaluated by a

committee and graded based on 17 criteria. Pendleton is looking for a developer(s) who is willing to invest in Pendleton's future. This RFP is intended to provide an opportunity for developers to demonstrate their interest, creativity and capability to redevelop this property consistent with the vision and goals of the City.

Specifically, the Council is seeking responses from experienced developers or development teams willing to develop the property alone or in partnership. The objective is for prospective developers and development teams to submit sufficient information so that the Council can select a short list of finalists who will be invited to present their project concepts to the Council.

RFP responses are due by 4:00 p.m. on January 8, 2025. Late proposal responses are not accepted. We look forward to your submittal.

Development Team

The Council seeks qualifications from developers and development teams with a demonstrated ability to develop projects which become an asset and a correct fit within a community. We are seeking a partnership with individuals and entities that have experience in developing, financing, marketing, selling, and /or managing projects of a similar size, scope and nature. Compliance with budgets and schedules will be considered essential, as will the ability to demonstrate sufficient financing capacity to complete the Project. In addition to the qualities of the developer and development team, the Council desires a proposed concept that positively contributes to the community – economically, socially, aesthetically and environmentally. To this end, respondents and responding teams should include any discipline they deem appropriate including, but not limited to:

1. Development entity (lead team member)
2. Architect (experience with sustainable development preferred)
3. Real estate broker
4. Planner
5. Civil engineer
6. General contractor
7. Marketing/sales support
8. Financial partner
9. Any other partners deemed appropriate

A. GENERAL INFORMATION/BACKGROUND:

THE COMMUNITY



Located in the rolling hills of Eastern Oregon, Pendleton is the county seat and home to one of the largest populations in the region. It has long been considered the cultural hub of the eastern half of the State. Pendleton is located along Interstate 84 and Highway 395 with easy access to neighboring communities, great mountain biking, and other outdoor recreation. Pendleton is also less than a one-day's drive to Seattle and Spokane, WA; Portland, OR; Boise, ID; Salt Lake City, UT; and Vancouver, B.C. Eastern Oregon Regional Airport boasts the only subsidized air service in the Northwest, offering 3 round-trips daily to Portland (PDX) on Boutique Air.

Pendleton takes tremendous pride in its 113-year-old Pendleton Round-Up, voted top large outdoor rodeo in North America 6 of the last 7 years. Pendleton is also home to the original Pendleton Woolen Mill, a world-renowned brand still making blankets here. They don't actually bottle Pendleton Whisky here, but if they name a top-10 selling whisky in the world after you, then you must be doing something right. We're also home to many big events, such as Pendleton Whisky Music Fest and Jackalope Jamboree. If that's not enough, then Pendleton boasts:

- Historic Western Main Street with Great Restaurants and Bars
- A National Register downtown historic district focused on the 1880-1926 period
- "Top 20 Small Towns to Visit in the US" (The Smithsonian, 2018)
- Top 10 Fastest Internet in Oregon
- Nearly New Hospital and New Cancer Center
- High Graduation Rate from High School
- Affordable Office Space and Industrial Lands
- Most Solarized City per Capita in Oregon
- State-of-the-art, Eco-friendly Municipal Water and Wastewater Systems
- One of the Busiest UAS (Unmanned Aerial Systems) Test Ranges in the US
- "Oregon's Most Underrated City" (MSN, 2018)



THE LOCAL ECONOMY

Due to its central location in the Pacific Northwest, Pendleton enjoys a very diversified economy with manufacturing, food processing, medical testing, distribution, entertainment and government as the leading employers. We are proud to be the West Coast home to Keystone RV Company, Newly Weds Foods, and the original Pendleton Woolen Mill. Hill Meat Company, the largest premium pork processor in the Northwest, and the largest independent medical testing lab, Interpath Lab, also call Pendleton home. In addition, Pendleton's Downtown boasts numerous artisans making hand-crafted saddles, boots, bags, clothing and cowboy hats.

Regionally, Umatilla County is home to about 80,000 residents with another 12,300 and 26,212 in neighboring Morrow and Union Counties, respectively. Just over the border resides another 210,000 residents of Benton County, WA (Tri-Cities), and another 62,000 in Walla Walla County, WA. Pendleton is a quick 30, 45, 50 and 60-minute commute from Hermiston, Port of Morrow, Walla Walla and Tri-Cities. The latter two are both highly affluent communities with commercial airports of their own. There are two Columbia River ports within 45 minutes, and Pendleton's Eastern Oregon Regional Airport's (PDT) Boutique Air is serving three daily direct flights to and from Portland International Airport (PDX), the only subsidized air service in the Northwest. Jobs are plentiful here and hundreds of units of housing are either under construction or planned for construction. Low cost of living, high quality of life, affordable power and abundant water are just some of the many reasons to expect the region to continue its rapid growth. Over 4,000 people commute into Pendleton for work each day, most coming from more than 25 miles away.

B. THE SITE:

The Bisnett Center Building is nestled up against the river levee on the southwest corner of the Main Street Bridge, overlooking the beautiful Umatilla River. The address is 13 SW Byers Ave and the cross street is Main Street. The entire site, located on the western side of Downtown, enjoys excellent views and access to the Umatilla River as well as an easy walk to both Roy Raley Park and the Pendleton Round-Up Grounds.

Street Address:
13 SW Byers Avenue



Northeast view of building at south end of Main Street bridge over Umatilla River



Southeast view of building at corner of S. Main Street and SW Byers Avenue

PROPERTY IDENTIFICATION:

Map No. 2N-32-10AA Tax Lot 2800, Serial No. 136339

C. PROPERTY SIZE: 1 tax lot of .18 acres or 7,908 square feet.

D. BUILDING SIZE:

- I. Lot Size 7,908 SF
- II. Building = 4,196 SF

E. EXISTING STRUCTURES & USES:

This commercially zoned structure was built in 1926. It was appraised for \$385,000 in 2023.

NEIGHBOR SITES

In addition to the building site, the neighboring streets, SW Byers Ave. and SW 1st St., were identified in a significant plan for the riverfront as the location for a public festival area that would include the existing streets and a new plaza that would be constructed to provide access to the river adjacent to the Bisnett building. The plan, prepared by landscape design firm Greenworks in the lead-up to the centennial celebration for the Pendleton Round-Up, can be accessed here: <https://pendletonor.gov/community/page/bisnett-building>

A development proposal for the building could suggest how the development of the Bisnett building might coordinate with the designed plaza, were it to be built by the City.

Just to the north of the adjacent Main Street bridge, on its east side, is the Pendleton Center for the Arts, an historic former Carnegie Library, owned by the City of Pendleton and managed and utilized for decades by the Pendleton Arts Council. The Center hosts numerous cultural events and features a marvelous gallery of art from major sources and a retail store.

Just to the west of the site, on SW 1st St., is a large US Bank branch, a marvelous example of 1960s architecture, and its parking area adjacent to the river. Immediately to the south of the site, across SW Byers Ave., are two small buildings of relatively recent construction, home to an insurance company and a financial company, both facing Main Street. Both have parking areas behind the buildings on SW 1st St and SW Byers Ave.

F. COMPREHENSIVE PLAN DESIGNATION:

The site is located within the City of Pendleton's land use designation as Central Commercial Mixed Use. The purpose of this RFP is to provide land areas and uses that preserve and enhance the City's core area, within which occur concentrations of retail, business, government and residential activity.

The site is highly valued by the community due to its proximity to the Umatilla River, public walkways, and for its function as a physical conduit between Main Street and the North Hill, a high-value residential neighborhood. The property could feature pedestrian-friendly retail shops, makers, artisans, restaurants or event space. A restaurant with rooftop bar and river deck (does not exist currently) have been some of the many ideas suggested in the past. Any proposed use should capitalize on these amenities while maintaining the natural beauty and health of the Umatilla River.

G. ZONING DESIGNATION:

The site is designated Central Mixed Use (C-1) Commercial Zone. This zone allows for various commercial, retail, and housing type uses. Please note that industrial land uses are not envisioned for the properties. All permits for vertical and horizontal development will be issued by the City.

H. TOPOGRAPHY:

Flat, at street level.

I. FLOOD PLAIN STATUS:

North side of property abuts southside of Umatilla River levee. Numerous high-river events over nearly a century have left the property untouched.

J. UTILITIES:

The site has electric, natural gas, water service, wastewater service as well as connections to the city storm water lines. Two water meters serve the site.

K. ENVIRONMENTAL CONDITIONS:

A Level 1 Environmental Site Assessment conducted in December, 2023, revealed no adverse environmental conditions. The ESA was produced by PBS Engineering and Environmental Inc., Richland, Washington.

L. BUILDING CONDITION

The Bisnett Building is showing its nearly 100-year-old age. It has not been occupied for 30 years. Interested parties are encouraged to make their own inspections of the building. Depending on redeveloped use, a possible water line expansion would be needed for a fire

suppression sprinkler system. In addition, it may need upgraded HVAC system, ADA access, and roof repair or replacement. City will entertain proposals to acquire the structure or lease it from the City of Pendleton. In the case of a sale, it would be offered in “as is” condition.

M. Building Ownership:

The building is owned by the City of Pendleton. City will entertain proposals that ask the City to become the landlord and proposals that wish to acquire the building from the City. Regardless of the form of ownership, all proposals will require developer’s projects to redevelop the property to become a positive benefit to the community. Interested parties should be aware that any lease or sale agreement will have firm development timelines and strong clawbacks if developer fails to perform what is proposed.

N. Transportation:

The subject property is walking distance to most of the City or a quick, 5 to 7 minute commute by car. Connections to public bus transportation and the Riverwalk pathway are immediate.

O. Relevant Documents

There are additional documents pertinent to the RFP that can be downloaded for reference from the city’s website—<https://pendletonor.gov/community/page/bisnett-building>

II. Project Objectives

The project objectives for the site are consistent with Comprehensive Plan designation and development policies for the City.

The City of Pendleton desires to work in partnership with the Development Team to facilitate development of the subject site to meet the following objectives. The City is looking for a coordinated concept plan for the entire site. The concept plan diagram does not need to be detailed at this point (e.g., a bubble diagram or schematics of the site). Even if a Development Team’s ultimate plans only propose to develop a portion of the site, the City needs an overall concept plan for the entire site to evaluate how the whole site could be developed.

The City of Pendleton vision for redevelopment of the Bisnett Building is a project that will:

- Enhance the Riverwalk, River Quarter & Downtown Area
- Be a catalyst that will help encourage additional new investment/development; bring people to the river and downtown
- Enhance the cultural attractions in Downtown Pendleton

- Appeal to both residents and visitors

OBJECTIVES OF THE PROJECT:

Recommendation 1: The project should be considered a destination place and stimulate the downtown.

The Council envisions the redevelopment of the subject property as an opportunity to have a significant impact on the Downtown/River Quarter. The project should be financially successful on its own as well as having a broader catalytic or stimulative effect that will lead to further redevelopment, higher property values and increasing spending in the downtown. As the project should go beyond something that is minimally feasible and offer more amenities, it should have an attractive design and inviting appeal. Interested parties are encouraged to review the former River Quarter Plan (available as a document on the website) and consider how this building could complement the Byers Greenworks plaza design that was developed in that plan. The plan can be accessed here:

<https://pendletonor.gov/community/page/bisnett-building>

Recommendation 2: The project may be developed as a public-private partnership.

In order to fulfill the vision defined above, the Council recommends a public-private partnership approach. This approach would not only include the City but could also include other partners such as the Urban Renewal Agency. Public partnership participation could include regulatory and permitting assistance, public outreach and communication, marketing, offsite infrastructure and financial resources.

Developer Responsibilities:

1. **Development Schedule.** The developer, in conjunction with the Council, will be responsible for developing detailed schedules for the numerous planning, designs, financing, construction, and maintenance activities.
2. **Design.** The developer will create, in collaboration and coordination with the Council.
3. **Development Approvals.** The developer is responsible for procuring all necessary regulatory approvals.
4. **Financing.** The developer will be responsible for financing the entire cost of its portion of the project, including the following:
 - a. Negotiating a project financing plan that details public and private finance sources and uses.
 - b. Securing all necessary private sources of equity and debt to fund development.
 - c. Financing the cost of the project, including pre-development and development costs.
 - d. Designing and construction required infrastructure and public realm improvements.
 - e. Vertical development and/or sale and assignment of development rights.
 - f. Complying with the City's land use regulations and securing any required land use approvals and building permits.
 - g. Acquiring the property per the terms of any negotiated agreement.
 - h. Establishing and managing any project-specific financing districts, if applicable.
5. **Construction.** The developer will be responsible for the construction of all necessary cores and shells, tenant improvements, fixtures, and equipment, and onsite and right-of-way landscaping within the project development area. The developer will be required to comply with all applicable state and federal regulations regulating prevailing wage and other labor-related issues.
6. **Maintenance and Operations.** The developer will be responsible for the on-going operation, maintenance, and improvements of buildings and grounds developed in the project.
7. **Community Relations.** The developer must commit to working collaboratively and cooperatively with the Council, adjacent property owners, neighborhoods, and stakeholders. This activity includes the possibility of conducting strategic community meetings, creating and maintaining comment processes for community involvement in the overall planning, creating and maintaining channels for public information and comment, and working with elected officials and the media.

III. Pre-Submission Meeting & Tour

Interested parties are invited to participate in a pre-submission meeting and tour of the property by City of Pendleton staff. During the meeting and tour, participants will be provided with the opportunity to walk on the site and through the existing building to inspect the condition and ask questions of City of Pendleton staff. The pre-submission meeting will take place at the following time and location:

Date: Oct. 24, 2024
Time: 1:00pm-4:00pm
Location: At Pendleton City Hall, at Bisnett Building & on Zoom
 500 SW Dorion Ave
 Pendleton, OR 97801
 For Zoom Link: Send request to Charles.denight@pendletonor.gov

IV. Submission Requirements

In order to be considered responsive, all proposals must contain the following information in the format described below:

1. Cover Letter & Development Program and Design

Provide a signed cover letter from an authorized officer or director of the Development Team submitting the proposal introducing the firm(s) involved and summarizing areas the team is interested in pursuing. Describe the Development Team and interest in the project. Please also indicate to the extent known, your preliminary thoughts about the development program for the site. Though not required, if you have broad or specific ideas about programming (e.g. use mix, density of development, etc.) please so indicate.

Describe how your proposed development will meet the objectives outlined in Section II.

Address each of these specific items:

- A. Narrative description of the project including vision, goals, major design elements, and urban design approach
- B. Include a general illustrated concept for the site (e.g. bubble drawing, schematics)

- C. Housing: type/units/size orientation
- D. Commercial Space
- E. Parking
- F. Design character and quality standards
- G. Open/green/public space if any
- H. Relationship to adjacent Riverwalk and the City's Main Street area
- I. Identified constraints or challenges
- J. References

2. Development Team Capability

Outline of Development Team, including:

- A. Principals, members and/or members of Development Team. Provide resumes for key members.
- B. Summary of financial capacity
- C. Project Manager
- D. Ownership Entity
- E. Development Experience. Describe the team's experience with development of high quality, successful urban infill projects. What is the team's recent experience with this type of development, particularly in light of the current challenging financial environment?
- F. Status of Projects and Locations (optional: send photos of similar projects).
- G. Describe the team's previous experience working with public sector partners and the types of public-private partnerships.
- H. References

V. General Conditions

- All facts and opinions stated within this RFP and all supporting documents and data are based on information from a variety of sources. No representation or warranty is made with respect thereto.
- The City of Pendleton reserves the right in their sole discretion to accept or reject all responses in response to this RFP without cause.
- The City of Pendleton reserves the right in their sole discretion to modify the selection process or other aspects of this RFP, including extending the deadline or canceling the RFP without selecting a developer or team. The City will take reasonable steps to

ensure that any modification or clarification to the RFP shall be distributed in writing to all persons who have requested a copy of the RFP.

- The City of Pendleton reserves the right to request additional information following their review of the initial submission. In addition, they may retain consultants to assist in their evaluation of submissions.
- In the interest of a fair and equitable selection process, the City of Pendleton reserves the right to determine the timing, arrangement, and method of any presentation throughout the selection process. Teams are cautioned not to undertake any activities or actions to promote or advertise their proposals except during City-authorized presentations. Teams are encouraged to contact relevant City staff to learn more about ideas and visions for the site and the area. However, developers and their representatives are not permitted to make any direct or indirect (through others) contact with members of the Pendleton City Council concerning their proposals, except in the course of City-sponsored presentations. Violation of these rules is grounds for disqualification of the team.
- All submissions shall become the sole and exclusive property of the City of Pendleton. Teams shall not copyright, or cause to be copyrighted, any portion of their submission. Within the bounds of public records laws, the City will maintain the confidentiality of submissions at least until the preliminary selection of a developer team. Any proprietary financial information or other information which developer teams submit will be maintained as confidential as allowed by public records law. Submissions or information that the proposal team would like to remain confidential must be marked confidential.
- The City of Pendleton makes no representations as to whether or not a project to be developed as a result of this RFP, or any possible City participation therein, is a “public improvement” project or a “public works” project as those terms are defined in the Oregon Public Contracting Code and therefore no representations as to whether a project will be subject to public contracting procedures and/or federal or state prevailing wage laws.
- News releases by the selected team pertaining to its selection will require prior written approval from the City of Pendleton.
- The City of Pendleton permits the participation of real estate brokers acting on behalf of and with the authorization of teams, provided that the broker arranges for the payment of its commission or other compensations exclusively by the proposed developer team. The City has not retained any broker in connection with the project.
- The City of Pendleton reserves the right to verify and investigate the qualifications and financial capacity of any and all members of the proposing teams.

- The City of Pendleton accepts no responsibility or obligation to pay any costs incurred by any party in the preparation or submission of a proposal or in complying with any subsequent City request for information or for participation throughout the evaluation process.
- By responding to this request, the team certifies to the best of its knowledge that it is not aware of any actual or potential conflicts of interest. A “conflict of interest” for the purposes of this RFP and any project(s) that result from its means that because of activities, relationships, or investments with persons or entities, including activities, relationships or investments of a team’s owners or officers in their individual capacity, a team is unable or potentially unable to impartially assist and partner with the City. “Persons or entities” include the City of Pendleton or any person or entity that may benefit from a project resulting from this RFP. A team is disqualified if it has an actual conflict of interest. If a team believes a potential conflict of interest may exist it must provide, as an exception to the certification, a statement describing the potential conflict of interest in a form acceptable to the City. The City will review the statement and any facts relating to the potential conflict and will decide, in their sole discretion, whether the potential conflict disqualifies the team.

The City of Pendleton has not set a specified page limit for responses; however, we expect to receive responses that are thorough, concise, and to the point without unnecessary content.

Questions about any matter contained in this RFP should be emailed to: Robb Corbett, City Manager, robb.corbett@pendletonor.gov no later than ten (10) business days prior to the deadline of this RFP. All material changes or qualifications of any matter contained in this RFP will be posted on the City of Pendleton website <https://pendletonor.gov/community/page/bisnett-building> and sent directly to the pool of potential respondents who have registered to receive such updates.

Due Date Submittal Deadline: 4:00 pm January 8, 2025

VI. Evaluation Criteria & Selection

All complete and responsive proposals will be evaluated by an evaluation committee of the City of Pendleton. The evaluation will be based on the information submitted as well as any related information that the City of Pendleton may discover or request in analyzing or verifying information submitted in the proposal. In addition, to the extent that the proposed project meets the project objectives described earlier, the following additional criteria will be considered in evaluating responsive proposals.

Development Program

- Extent proposed development meets community objectives for this site
- Extent the proposal demonstrated quality site planning concepts, architectural design concepts and urban design considerations

Development Team Capability

- Demonstrated ability of the Development Team in the successful development, operations and economic performance of projects of comparable type, size, scale and complexity including projects with public/private development relationship.
- Demonstrated ability of the Development Team in financing, constructing and completing projects of the comparable type, size, scale and complexity on time and within forecasted budgets.
- The quality of architectural and urban design aspects of other projects completed by the Development Team.
- Financial capacity of the Development Team to complete the project as proposed.

Projects will be scored by a team of evaluators on 17 criteria*:

- 1. Projected Property Value Increase Upon Completion of Project**
- 2. Type of Community Benefit**
- 3. Projected Economic Impacts of the Bisnett Building**
- 4. Projected Economic Impacts to Downtown**
- 5. Level of Developer Investment and Improvements to Structure**
- 6. Developer's Offer Amount, If Proposing Purchase of Building**
- 7. Requested Funding Assistance from City/PDC**

- 8. Other Developer Investments or Influencing Factors**
- 9. Project Design Aesthetics**
- 10. Recognition of the Bisnett Family**
- 11. Project Makes Better Use of the River (view, access, etc.)**
- 12. Improvements to the Property, Byers Ave and Main Street**
- 13. Improvement to Landscaping**
- 14. Developer(s) Experience and Reputation**
- 15. Developer(s) Past Projects**
- 16. Financial Readiness**
- 17. Projected Start Date & Completion Date**

*Note: Weight of the score may vary for each of the 17 criteria.

The RFP may lead to one of the following outcomes:

- A request for additional information from one or more RFP respondents, including potential interviews
- A selection of 1-5 RFP respondents who will be invited to submit more detailed major design elements and site plan information along with a financial budget and business terms.
- Cancellation of this RFP without the selection of a Development Team.

VII. Additional Information

Supporting Material will be posted at the following web site or at the Pendleton City Hall.

<https://pendletonor.gov/community/page/bisnett-building>

The site will include links to the following documents:

- City of Pendleton Comprehensive Plan
- Unified Development Code (Zoning)
- McKenzie Bond Report
- Images of the building, the riverfront and nearby areas of downtown Pendleton
- The River Quarter plan

- The Greenworks Riverfront Development Plan and Designs
- The Pendleton Downtown/Riverfront Urban Renewal Plan

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