



# Pike Place Market Master Plan



# Foreword

Pike Place Market, a dynamic public space with intricacies unmatched by any other destination, stands as a testament to our community's commitment to both its authentic heritage and entrepreneurial drive. It's not just a Market - a vibrant fusion of retail wonders, restaurants, food purveyors, farm-fresh produce, flowers, and handmade crafts - it's also a performance space for live music, a provider of vital social services, and a home for nearly 500 people. The significance of preserving its historic purpose and unique charm prompted the PDA to launch a 50-year Master Plan - a monumental task requiring transparency, collaboration and commitment.

This comprehensive Master Plan, a guiding framework for the next ten years and beyond, preserves the objectives defined in the Charter and safeguards the Market as the Soul of the City. It charts a course for ensuring long-term financial sustainability, reorienting the Market to local customers, and recommitting ourselves to the Market's longstanding dedication to diversity, equity, and inclusion for future generations.

Throughout this 14-month process, we actively sought and listened to the voices of this city and region - your voices - through surveys, outreach events, and public meetings, ensuring a responsive and inclusive approach. The result is a plan that echoes the collective aspirations of diverse groups of people all dedicated to preserving Pike Place Market as a vibrant and caring community for decades to come. This Plan would not have been possible without your input and steadfast love for the Market.

The gradual work of implementing this Plan begins now. By 2033, we hope to have achieved a number of significant milestones, and many other aspects of the plan will just be getting started. We will undoubtedly course correct along the way and we're counting on your continued engagement, insight, and support through this next phase and beyond.

Just as new and old combine fluidly in Pike Place Market, the Master Plan is a living, working guide for ensuring the Market's long-term commercial success while preserving the authenticity of this unique and treasured place.



Mary Bacarella,  
Executive Director, Pike Place Market PDA



Margaret Norton Arnold



Pike Place Market PDA Council

# Acknowledgements

We acknowledge that we work on the unceded, traditional land of the Coast Salish Peoples, specifically the first people of Seattle, the Duwamish People, original stewards of the land, past and present. We honor with gratitude the land itself and the Duwamish Tribe.

Special thanks to the entire PDA staff and PDA Council, including Patrice Barrentine, Jan Hendrickson, Ray Ishii, Gina Karaba, Devin McComb, Gordie McIntyre, JJ McKay, Russell Monroe, Paul Neal, Margaret Norton-Arnold, Nick Setten, and Gundeep Singh, for their dedication, leadership, and guidance throughout the Master Plan process.

Thank you to the Market community for their ongoing commitment to the Market, including the Pike Place Market Foundation, Friends of the Market, Market Constituency, all the social service providers in the Market, as well as the tenants, farmers, craftspeople, buskers, daystall agents, business employees, and residents who shared valuable insights and feedback that shaped this Master Plan.

We are also hugely grateful to everyone who participated in interviews, completed surveys, attended group discussions, submitted comments, and/or attended meetings in person or online for your passion and engagement. We could not have done this without you.

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# Executive Summary

**Pike Place Market is the ‘Soul of Seattle,’ the place where the heritage and vibrancy of this city and region reinforce each other, with enduring appeal to both locals and visitors from around the world.**

Operating since 1907 on unceded land originally occupied by the Duwamish people, the Market is managed under City charter by the Pike Place Market Preservation and Development Authority (PDA). In 2019, the PDA Council voted to develop a Master Plan to give councilmembers, staff, and the public a structured way to study a range of issues crucial to the Market’s long-term success, and how best to move forward.

The Master Plan described here is a roadmap for achieving our vision and goals for the Market over the next 50 years. It is a commitment to regularly revisit strategies and actions, and adapt to changing conditions. It is the product of broad, inclusive public engagement. It reflects input from Market tenants, residents, neighbors and other stakeholders; thousands of Seattle-area survey respondents; hundreds of emails; and over 20 public Council meetings.

The Plan assesses significant challenges: operating costs outpacing revenues, declining local patronage, aging infrastructure, a distressed downtown, fast-changing retail conditions, and existential threats to local family farming. It also describes opportunities equal to these challenges, all rooted in the power of the Market’s historic purpose and authentic character.

Staying true to our Charter, we envision a Market that maintains its purpose and authentic character as a public space where the people of Seattle gather and trade with farmers and local entrepreneurs. It will provide vital social services, play an active role shaping decisions affecting the city and region, and operate with a strong commitment to diversity, equity, and inclusion.

The Plan’s three Goals and four corresponding Strategies aim to capitalize on these opportunities and ensure the Market continues to be a supportive, diverse community and a thriving center of Pacific Northwest food, commerce, and culture for generations to come.

## Three Foundational Goals:

1. Ensure long-term financial sustainability
2. Increase local patronage
3. Advance a diverse, equitable, and inclusive Market



## Supported by Four Integrated Strategies:

1. Pacific Northwest Food Life to reattract locals and reenergize the Market’s farmer program
2. Business supports to promote local entrepreneurship and craftspeople
3. Sustainable physical investments to maintain and adapt the Market
4. Partnerships to amplify the Market as the Soul of Seattle



**We will embrace Pacific Northwest Food Life** as a core theme in our investments in two ways. First, we intend to support farmers’ financial sustainability and increase their presence at the Market by addressing current farm business realities and existing operational challenges. We will also curate commercial tenants and programming that prioritizes authentic Pacific Northwest food products, dining concept, producers, and experiences and supports an eclectic mix of owner-operated commercial tenants, including an increased presence of BIPOC vendors.

**We will provide business supports to promote local entrepreneurship and craftspeople** to advance wealth building and enable greater financial sustainability. We will continue to facilitate small business incubation and pursue opportunities for shared infrastructure. We also intend to strengthen and grow the Market’s crafts community by lowering barriers to entry and promoting pathways to grow into retail spaces at the Market.

**We will make sustainable physical investments to maintain and adapt the Market** in three targeted areas: Pike Place, First Avenue, and Western Avenue. We intend to partner with the City to assign the PDA responsibility for managing Pike Place to enhance a high-quality experience for visitors while maintaining critical functions for Market businesses. Along First Avenue, we intend to invest in the Market’s entrances, internal connections, and gathering spaces to reinforce downtown connections, improve wayfinding, reduce visitor crowding, and create delightful public spaces. We intend to orient ourselves more towards the new Waterfront Park by investing in Western Avenue and the Downunder to increase foot traffic and create more rentable and programmable space.

And we will invest in making the entire Market more physically accessible and improve the Market’s environmental sustainability and resilience to achieve low-waste, low-carbon operations that support human comfort and wellbeing.

Finally, **we will strengthen our partnerships to amplify the Market as the “Soul of Seattle.”** We will increase public awareness of social impact at the Market, collaborating with social service providers, as well as strengthen external relationships and advocacy to ensure a “seat at the table” on local policy issues.

Under each strategy, the Plan defines potential Actions: tactics which we may pursue - or not - based on further study and input. Many of these Actions were proposed by the Market community, plus current and prospective local customers; others by PDA staff, based on their deep subject-matter expertise; and some come from the successful efforts of other public markets in the US and abroad who, like us, use a farming and food-centered approach to attract a local audience.

The Implementation section presents a three-phased approach for executing the Master Plan over the next 10 years, including steps to prepare for a potential taxpayer levy in 2028. It also includes a framework for establishing success metrics and tracking progress.

Finally, the Plan is accompanied by a set of Appendices, inviting deeper study into supporting reports and analyses, including the Sustainability Work Template, results from Internal and External Surveys, the Community Engagement Report, Financial Analysis, and Case Studies of other city markets that share relevant aims and characteristics.



# INTRODUCTION

# Background

**Pike Place Market (the Market) is a community of farmers, shop owners, restaurateurs, craftspeople, buskers, residents, social service providers, and operations and management staff bound together by a desire for opportunity and prosperity and a hope of greater social connection. It is known as the “Soul of the City” because that sense of community is manifest from one’s first few steps into the Market.**

It is also an internationally renowned icon that remains true to its “Meet the Producer” philosophy over a century after its founding. In blending these roles, it is a place we believe to be unique in this country and possibly in the world - where heritage and vibrancy reinforce each other, with enduring appeal to both locals and visitors from around the world. This is true thanks to generations of ongoing community-driven efforts to preserve and protect the Market. Pike Place Market continually adapts and evolves as the world around it changes while staying true to its purpose of providing affordable space to local, owner-operated small businesses. It facilitates authentic connections between Seattle residents and farmers, craftspeople, food producers, and others who produce the goods they sell. It provides housing, food access, childcare, health care, and senior services. It fosters Seattleites’ pride in their city and in the Pacific Northwest’s rich agricultural and culinary offerings.

**“The Market is yours. I dedicate it to you and may it prove a benefit to you and your children. It is for you to protect, defend, and uphold, and it is for you to see that those who occupy it treat you fairly... It is here to stay and there is no influence, no power, no combination, and no set of either political or commercial grafters that will destroy it.”**

-Thomas Revelle, 1907 dedication to the Market

The Market occupies land originally settled by the Coast Salish and Duwamish peoples. It was established in 1907 to give producers the opportunity to sell goods directly to the public in an environment that was functional, flexible, and adaptable - open outdoor space where carts, horses, cars, and people mixed in a delightful and sensory cacophony. That arrangement kept prices affordable and established the Market’s powerful “Meet the Producer” philosophy. In its first 50 years, the Market evolved into a patchworked set of buildings and became a thriving centerpiece of downtown Seattle.



Over time, the Market fell into disrepair, leading to calls in the 1960s for demolition and urban renewal. In response, Friends of the Market, a volunteer education and advocacy organization, led a seven-year long campaign that culminated in a successful citizens' initiative in 1971 to "Keep the Market". The Pike Place Market Historical District (Historical District) was created to protect and preserve the Market's physical spaces and its role as a diverse urban neighborhood and home for farmers, food vendors, craftspeople, and small family-run businesses operating in a cash economy. The Historical District now covers 22 buildings, 14 of which are owned by the PDA, across nine acres. Friends of the Market remains one of several strong advocates for preserving the Market as a thriving community, a regional food center, and an economic anchor for Seattle and the region. The initiative also created the Market Historical Commission (MHC), 12 citizen volunteers appointed by the mayor to review applications for design and use changes in the Historical District pursuant to a set of guidelines.

The City created the Pike Place Market Preservation & Development Authority (PDA) in 1973 and established the Charter of the Pike Place Market PDA. The PDA maintains ownership of the historic and other properties comprising the core Market and operates with a management structure governed by a Council of 12 citizen volunteers - four of whom are nominated by the Mayor, four by the Council, and four by the Pike Place Market Constituency. All are subject to confirmation by the City Council. The Charter defines our responsibilities for stewarding the Market's preservation and development goals according to the values and objectives set forth in the Pike Place Market Historical Commission guidelines. Within the first decade following the creation of the Historical District and the PDA, occupied Market retail space and number of businesses tripled, the residential population grew to more than 500, and a network of community social services was established. This curated blend of uses and adaptation of the physical environment are core to how the Market continues to adapt successfully over time.



## PIKE PLACE MARKET ECOSYSTEM

For a deeper dive on the Market's history, check out the Market's "Inside Pike Place Market" free e-book.

# Master Plan Process

In 2019, We, the PDA Council, voted to develop a Master Plan to ensure the long-term viability of the Market as the Soul of the City, a place where locals and visitors could Meet the Producer. We halted this work during the COVID-19 pandemic and restarted in 2022, with the release of a Request for Qualification (RFQ) to select a consultant to lead the planning process.

The RFQ process resulted in the selection of HR&A Advisors and their assembled project team that includes BERK Consulting, Mithun, and MRA International. Each firm is a recognized expert in subjects vital to the Plan's development. More details on the consultants and selection process are in the Appendix.

During our November 2022 retreat, the Council established parameters for the Master Plan to guide decisions on preservation, development, and use of assets over future generations. We crafted a scope of work that considers the Market holistically across its business operations, physical plant, civic engagement, financing models, and management on a 10-year active planning horizon and 50-year vision horizon.



## Public Outreach

This Plan reflects the insights and perspectives of a diverse range of groups and individuals. A Public Engagement Plan provided the structure for a set of listening and sharing activities of unprecedented range and depth and ensured the development process remained transparent. A detailed summary of our public outreach is included in the Appendix. Input included:

- **2,365** responses from the External Community Survey – open to King County residents and out-of-town visitors
- **372** responses from the Internal Market Community Survey – open to Market tenants, craftspeople, farmers, buskers, daystall agents, business employees, and residents
- **54** interviews with neighboring institutions, non-profit organizations, tenants at the Market, and other stakeholders
- **35+** people engaged at the April Open House event introducing the Master Plan process
- **25** tenants engaged at Coffee and Donuts Event for Tenants
- **50** residents engaged over two Summer BBQs for Market Residents
- **3** discussions with Friends of the Market, Pike Place Market Constituency, Pike Place Market Foundation, and the Legacy Partners<sup>1</sup>
- **2** conversations with the Market Historical Commission
- **45+** comments from the PDA Listening Sessions on the Master Plan Draft #1 and Draft #2
- **150+** messages via the PDA website and email on the Master Plan process and drafts
- **110+** public comments recorded across 21 PDA Council Meetings

## PDA Council Meetings

The PDA Council met frequently with the consulting team over the course of the project and all meetings were open to the public. These meetings included:

- Master Plan Project Kickoff (March 30, 2023)
- Eco-Charrette Workshop (May 25, 2023)
- Opportunities, Constraints, and DEI Discussion (June 29, 2023)
- Food Life Follow-Up Discussion (July 27, 2023)
- Social Services & Community Steward Discussion (August 17, 2023)
- The Market as Food Life Nexus (August 23, 2023)
- The Market as Food Life Nexus (August 31, 2023)
- Sustainability Work Template Update & Physical Analysis (September 14, 2023)
- DEI discussion (September 21, 2023)
- The Market as Small Business Hub (September 28, 2023)
- The Market as Downtown Anchor and Workshop Preview (October 18, 2023)
- Scenario Workshop (October 26, 2023)
- Financial Analysis and Draft Master Plan (December 21, 2023)
- Capital Phasing Plan and Sustainability Work Template (January 17, 2024)
- Master Plan Implementation (January 24, 2024)

**Many specific recommendations from public input are captured and reflected in this Plan. All were heard and carefully considered. Look out for this bubble in the text that follows to read what the community had to say! For detailed review of community input into the Master Plan, please see the [Appendix](#).**

<sup>1</sup> Legacy Partners are also known as the Five Families and include the Pike Market Food Bank, Pike Market Child Care and Preschool, Neighborcare Clinic, Pike Market Senior Center, and Heritage House Assisted Living.



# CONTEXT, VISION & GOALS

# Context

Beginning in February 2020, we responded to the COVID-19 pandemic, adopting new strategies to serve as a lifeline to merchants, residents, and shoppers. We provided \$3.8M in financial support to commercial tenants for almost 16 months, halted all capital projects and established funds and initiated programming in partnership with the Pike Place Market Foundation to help vendors stay in business.

The Market has faced many challenges and changes in the 50 years since the PDA was created. The next 50 years promise new challenges and opportunities driven both by internal operational pressures and external forces. Unlike 50 years ago, when the need was to resuscitate a beloved institution fallen on hard times, today's challenge is to keep the Market relevant and financially strong in a fundamentally changing retail and technology environment, while preserving its historic purpose and authentic character in a growing and changing city.

**Today, the Market faces significant operational pressures.**

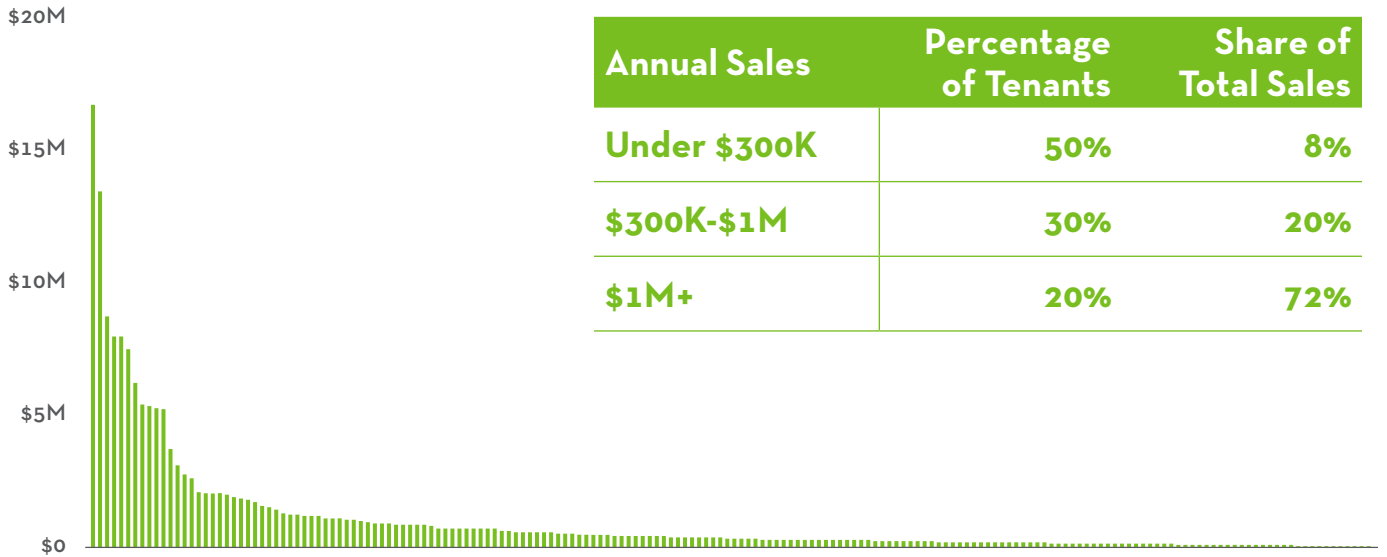
## **Costs Outpacing Revenues**

In line with the Market's purpose to support small, owner-operated businesses, we are committed to maintaining tenant rents well below market rates. However, rapidly rising operating costs (including increasing labor, utilities, and insurance costs that are beyond our control) are outpacing increases in revenues and pose a threat to long-term sustainability. Although these cost increases can be mitigated in the short- to medium-term with modest rent increases, we need other tools to build resilience in the face of the unpredictable and to contribute to the cost of the major capital investments identified in this Plan. The Market receives no operating funds from the City, and all operating expenses must be covered by rents and parking fees. Today, the top 20% of the Market's commercial tenants - restaurants, food vendors, and retailers that earn more than \$1M in annual sales - generate 72% of sales revenue. The bottom 50% of

2018-2023 costs rose by  
**31%**  
while revenues grew by only  
**23%**

## Total Sales by Tenant

(2023)



**50%**  
of Market businesses  
currently make less than  
**\$300K**  
a year.

tenants earn less than \$300K each, representing 8% of total sales revenue.<sup>2</sup> There is currently a “missing middle” of tenants that can be grown to create stability by adding to regular operating revenue, which will in turn further support the Market’s social service functions. We want to be clear that \$300K is in no way a threshold for operating at the Market - and we remain committed to keeping one-of-a-kind small businesses who may generate far fewer sales. At the same time, we want to ensure the Market enables entrepreneurs the ability to sustain a livelihood and build wealth, and \$300K is an indicator of successful business incubation and growth.

### Losing Locals

The Market was established to serve the people of Seattle and remains a beloved civic institution, but it has grown increasingly dependent on revenue from out-of-town visitors. Cell phone data suggest that only one in three visitors to the Market lives in the Puget Sound region.<sup>3</sup> On weekends and in high season - from May to September - parts of the Market are overcrowded, especially when an influx of cruise passengers arrives, which, locals say, deters them from visiting. Destinations increasingly dominated by tourists lose their sense of authenticity (which is what attracted tourists in the first place), a concern highlighted by many locals in outreach for the Master Plan. Without intentional, authentic curation of experiences and vendors that locals seek, the Market runs the risk of becoming a tourist-only destination.

### Aging Infrastructure

Market buildings are expensive to maintain, present considerable challenges for accessibility, and are subject to increasing pressures of climate change. Limited public seating, inadequate back-of-house capacities, and tight spaces especially strain Market operations. Addressing our aging infrastructure will also support the incredible busker community who bring life, color, and music to the Market.

<sup>2</sup> We want to ensure that business owners can afford the cost of living in Seattle and, over time, build intergenerational wealth, particularly for demographic groups that have historically been denied access and opportunity. Assuming a standard industry metric that 30% of business sales translate to an owners’ income, \$300K in annual sales supports an income of approximately \$90K, which is a bit less than the Seattle median household income of \$107K. While we will always continue to welcome and support small, new, and legacy businesses at the Market, \$300K serves as a suggested goal for businesses.

<sup>3</sup> Near, HR&A Analysis (2023)



## The Market must also adapt to rapidly changing external forces.

### Slow Downtown Recovery

Downtown Seattle today is in crisis. The return of office workers lags other cities by a wide margin; as of fall 2023, the city ranked 63 of 66 downtowns in terms of recovered foot traffic to pre-pandemic levels.<sup>4</sup> Public safety concerns and rising commercial vacancies threaten the vitality of downtown. We are optimistic the situation will turn around but recognize the important near-term implications for the Market.

### Declining Farmer Population

Farmers continue to sell at the Market, but macro-economic pressures on agriculture have resulted in a decline in their presence: total farm attendance in 2022 was 69% of pre-pandemic levels.<sup>5</sup> While the Market continues to see a vibrant mix of flower and value-added farmers, rapid consolidation in the agricultural sector is making it increasingly difficult for farmers to make money selling in the daystall environment. Nationally, farmers face steep

increases in production costs due to labor shortages, logistical constraints, and land appreciation – U.S. farms expected to see a 16% decrease in 2023 profits largely due to rising expenses,<sup>6</sup> not to mention the challenges of unpredictable weather patterns. The farm industry also has an aging workforce. Across the U.S., there are 6X as many farmers 65+ versus under 35 years.<sup>7</sup> Farmers at the Market have voiced uncertainties around succession and whether their next generation will continue the business.

### Evolving Retail Trends

Commercial tenants – restaurants, food purveyors, and retailers – and craftspeople also face an ever-changing retail environment increasingly focused on delivery, online shopping, and rapidly shifting consumer preferences. Spending on “dining out” now exceeds money spent on “preparing meals at home.” With the rise of online shopping, brick-and-mortar mom-and-pop retail and local craftspeople struggle to compete.

### Sustainability Needs

Further, the climate crisis compels us to collectively reduce energy use, adapt to sustainable food systems, and build equitable practices that directly benefit the most marginalized. Washington State energy policy is among the strongest policies in the country and the City of Seattle’s program, BEPS (Building Emissions Performance Standard) sets even higher targets, providing us with an opportunity to be a prominent example for innovative sustainability practices among public markets.

Seattle’s foot traffic  
recovery ranks

#63

across 66 U.S. downtowns.

<sup>4</sup> University of Toronto, Downtown Recovery Rankings (2023).  
<sup>5</sup> PDA Data. Includes both flower and produce farmers.

<sup>6</sup> USDA’s Economic Research Service (2023).  
<sup>7</sup> National Young Farmers Coalition (2019).

**We are clear-eyed about these many challenges and see a corresponding set of emerging opportunities to ensure the Market's long-term success, all grounded in the power of its historic purpose and authentic character.**

### **Meet the Producer**

We will leverage growing consumer interest in the individual, sensory experiences endemic to a true public market. We believe there is tremendous opportunity to deliver on our “Meet the Producer” philosophy with renewed strength. By supporting farmers and curating local and regional food products, and with our crafters and other vendors, we can reinforce pride in local ownership, local production, and consumption of local goods.

### **Locals Focused**

We believe this strengthened commitment to supporting farmers and curating local and regional food products is crucial to another great opportunity – to return the focus of Market operations back to people who live and work in the Seattle region. Other public markets have shown encouraging signs of success by more deeply engaging and serving locals, whether through introducing new eateries, hosting community events, and/or expanding local delivery service. Although Seattle’s downtown is currently struggling, it has a rapidly growing residential population, with a 71% increase in residents since 2010 that the Market could serve. Further, the Waterfront Park, slated to open in 2025, is projected to bring 1.5M new visitors to the area<sup>8</sup> and the Market is a physical connector between downtown and the waterfront.

### **Business Support & Growth**

We see an opportunity to address the Market’s operational challenges by growing our “missing middle” and increasing the performance of some of the 50% of Market businesses currently making less than \$300K a year. Through programs to support existing tenants, curation, and attracting a larger pool of local shoppers, we will strengthen the health and viability of Market businesses as a whole, to financially support the Market’s social services, low-income residents, and daystall environment.

### **Sustainability Leadership**

We also believe we can be a national case study in demonstrating how historic adaptive reuse can address new energy policies by embracing a

multifaceted sustainability strategy that cuts across food systems, energy, materials, and community wellbeing. All the U.S. and international public markets we studied as part of this plan have sustainability action plans; our working document is included as an appendix to this Plan.

### **Stronger Voice**

Finally, we see an opportunity to become a stronger advocate in the community and a stronger voice in local government decisions that have an impact on the Market and the surrounding downtown. One key issue is assuming management of the Pike Place street. We believe this is the time to play a more active role and engage with community partners who can support us.

**As a historic hub for immigrant farmers and diverse entrepreneurs, and as a longtime home for social services and affordable housing, we must strengthen our diversity, equity, and inclusion (DEI) commitments as first established by our Charter.** This Plan offers opportunities to build on work to date to embed DEI across our Market community, including PDA Council and staff, merchants, workers, residents, social service providers and recipients, and visitors. With our history of social connection – and as home to the Pike Place Market Foundation, our Legacy Partners and affordable housing for nearly 500 residents (primarily low-income seniors) – the Market has an opportunity to continue to address Seattle’s social service and affordable housing needs, exacerbated by Seattle’s rapidly rising cost of living.



<sup>8</sup> Friends of Waterfront Seattle



# PIKE PLACE MARKET'S 50-YEAR *Vision & Goals*

We envision Pike Place Market 50 years from now as a supportive, diverse community and a thriving center of Pacific Northwest food, commerce, and culture. Staying true to our Charter, the Market will maintain its purpose and authentic character as a public space where the people of Seattle gather and trade with farmers and local entrepreneurs. It will provide vital social services, play an active role in shaping decisions affecting the city and region, and operate with a strong commitment to diversity, equity, and inclusion.

The Market will continue to celebrate its “Meet the Producer” philosophy - valuing face-to-face interactions between customers and farmers, producers, artists, and craftspeople, and instilling pride in what is locally sourced and handmade. And it will continue to empower the unique and incredibly diverse community who call the Market home.

We will know we have achieved this vision when the Market is operating on a long-term financially sustainable basis driven by the success of our community of local entrepreneurs; when we can point to sustained, significantly increased patronage by downtown workers and Seattle and Puget Sound residents because the Market is central to their retail, food, and cultural experiences; and when there are DEI outcomes across the Market’s organizational structure and culture that are regularly measured and improved.

- **Ensuring long-term financial sustainability** means that revenues generate an adequate margin for a strong operating reserve and a modest capital maintenance and improvement fund, as well as support more diversified funding streams for capital investments. It also means that vendors of all sizes and their employees can support themselves in the Seattle region and, over time, build wealth for their families.
- **Increasing local patronage** requires curating the Market’s tenancy to ensure a mix of businesses that are primarily of interest to locals and attract tourists by virtue of their local authenticity.
- **Advancing a diverse, equitable, and inclusive Market** requires establishing a shared definition of DEI, and institutionalizing it across our Council and staff, Market businesses, Market residents, and visitors. This will build on the Market’s rich history of diverse vendors and social impact.

**This Master Plan is a roadmap to achieving our vision and goals over the next 50 years, with the flexibility of regularly revisiting strategies and adapting to changing conditions.** It aims to provide an approach to reinvestment in the Market that can be achieved by 2033 and guide the Market for generations to come as conditions evolve. Realizing our vision also requires a holistic approach to sustainability that spans the Market’s food systems, physical infrastructure, and operations. The Implementation section of this Plan includes steps to advance the strategies and potential actions outlined in the next chapter, including steps to prepare for a potential levy in 2028. Further, the Appendix includes a Sustainability Work Template outlining steps to achieving our sustainability goals.

## Diversity, Equity, and Inclusion (DEI) at Pike Place Market

The Market has long celebrated diversity through its rich history of native and immigrant entrepreneurs and its deep social impact through provision of affordable housing and social services. Many of these populations also faced adversity and discrimination, including Native Americans who were intentionally impoverished, and Japanese American farmers who were forced to abandon their crops and stalls for incarceration during World War II. Their stories reinforce the Market's commitment to advancing diversity, equity, and inclusion.

In 2021, PDA staff drafted a working document outlining our strategic goals for DEI. It establishes that we aim to create a diverse and inclusive work environment; and to ensure that the way we engage tenants and community is grounded in equity. We seek to support Black, Indigenous and People of Color (BIPOC) through all lines of engagement and provision of access to opportunity and resources. DEI will be considered in Council, PDA leadership, management and staff positions, tenant selection, consultants, contractors, marketing, and programming. We plan to measure and review our DEI strategy on an ongoing basis.

Strategies contained in this Master Plan embed DEI, using this definition:

- **Diversity:** the presence of differences that enrich the Market. For example, diversity of race, ethnicity, gender, disability, sexual orientation, country of origin, socio-economic status, or language.
- **Equity:** ensuring that access, resources, and opportunities are provided for all to succeed and grow, especially underrepresented groups who experience disparities.
- **Inclusion:** intentionally engaging and verifying how diverse people feel welcome to visit, engage with, and participate in the Market.



# STRATEGIES & ACTIONS

# Strategies

This Plan outlines four sets of strategies to achieve our three goals of:

- 1. Ensuring long-term financial sustainability,**
- 2. Increasing local patronage, and**
- 3. Advancing a diverse, equitable, and inclusive Market.**



- 1. Pacific Northwest Food Life to reattract locals and reenergize the Market's farm program:** Curate Market businesses and experiences that facilitate "Meet the Producer," embody the Market's purpose as a hub for Pacific Northwest Food Life, advance sustainability, and support diverse, equitable, and inclusive local entrepreneurship. This will increase local visitation and increase revenues, driving financial sustainability for the Market and its diverse businesses, including restaurants, farmers, craftspeople, and retailers.



- 2. Business supports to promote local entrepreneurship and craftspeople:** Create programs and shared infrastructure to address common business needs and improve business viability for all small business owners, including ways to increase crafts participation at the Market.



- 3. Sustainable physical investments to maintain and adapt the Market:** Improve wayfinding, accessibility, and circulation; drive foot traffic to under-visited spaces; increase rentable and programmable spaces; integrate financial, environmental, and social sustainability into repairs and capital investments; and generate delight.



- 4. Partnerships to amplify the Market as the Soul of Seattle:** Pledge to renew strategic partnerships to build on the Market's longtime social mission and address emerging challenges.

The actions included within each of the four strategies on the following pages reflect ideas and input from the PDA staff, Council, Market community, and public members, as well as lessons learned from other public markets that have a strong food life focus. Each action will require additional study, discussion, and planning, all of which will involve public input.

Throughout this document, we refer to the "curation" of tenants. What we mean by that is the selection of new tenants, organization of new and existing tenants' physical placement in the Market, nurturing of tenants' aspirations, and management of their leaseholds - all in support of the vision and goals of the Master Plan, consistent with the PDA's current work and Leasing Guidelines, which state, "The PDA supports continued operation of businesses to maintain authenticity and traditions while also making the most of opportunities to improve tenant mix and customer choices when space becomes available."<sup>9</sup>

<sup>9</sup> Lease Administration Guidelines for Pike Place Market Preservation and Development Authority Commercial Property Management Department, Page 3.

# 1. PACIFIC NORTHWEST FOOD LIFE TO REATTRACT LOCALS AND REENERGIZE THE MARKET'S FARM PROGRAM

**The Pacific Northwest is a Food Life cornucopia, with rich land-based produce and bountiful sea-based foods.** Multicultural influences include Native American, Scandinavian, Western European, Latin-American, Southern Black, Asian/Pacific Islander, and more recently groups from Africa, South Asia, and Eastern Europe. This diversity is reflected in a wide variety of regional dishes, culinary fusions, and evolving dining concepts.

The Market will embrace Pacific Northwest Food Life as a core theme in our investments to build a more frequent, loyal local customer base, support farmers, and increase financial sustainability while staying authentic to our purpose. Building on the strengths of our community, the Market will grow a culinary culture based on a sustainable and equitable Pacific Northwest food system that extends from the producer to the consumer, with strong appeal to the local audience. This responds to the original mandate from our Charter, which says “...the PDA will initiate programs to expand food retailing in the Market Historical District, especially the sale of local farm produce.”<sup>10</sup> This also reflects input provided by Seattleites as well as broader trends in consumer tastes, which are increasingly focused on authentic experiences, artisanal specialty products, and locally grown and produced foods.

**The Market is the only entity possessing unique capacity, legacy, and competence to advance this opportunity in full.** It represents a strengthened commitment to our Meet the Producer philosophy and our farmers, to sustaining our diverse regional food



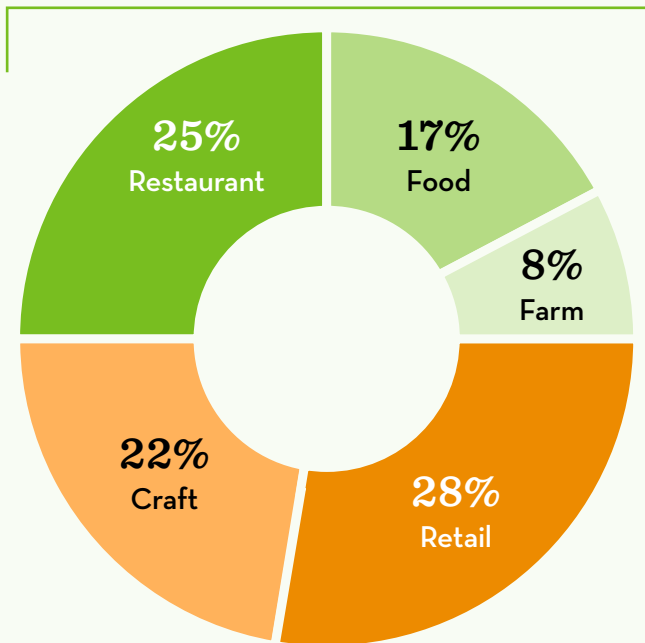
<sup>10</sup> Charter of Pike Place Market Preservation and Development Authority, Page 3.  
Pike Place Market Master Plan

## Distribution of Market Businesses

(2023)

50%

of businesses are restaurant, food, or farm

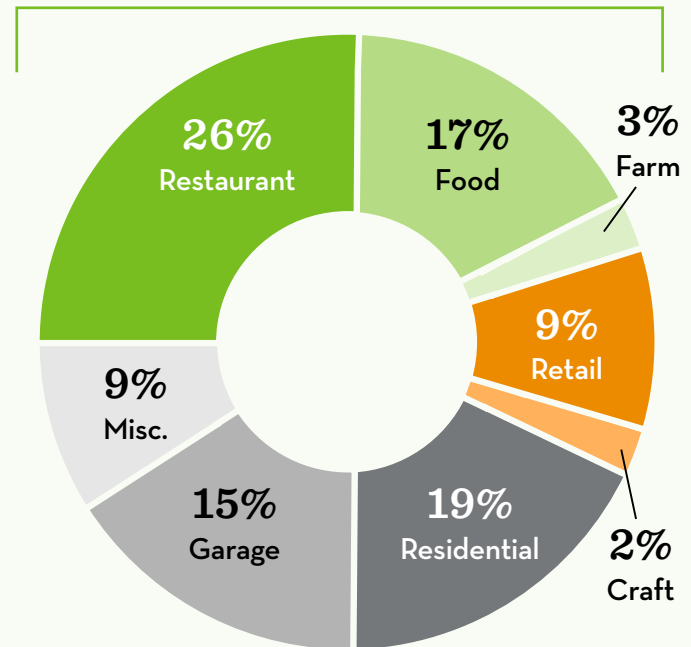


## Distribution of PDA Revenue Sources

(2023)

46%

of PDA revenues come from restaurant, food, or farm



systems, and to making food accessible to those in need. It is also a commitment to understanding local tastes and ensuring there is a diverse mix of offerings and experiences at the Market, lifting up non-food and crafts businesses as well.

**Food is already a big revenue driver - 50% of merchants and 46% of PDA revenues are from restaurants, food vendors, or farmers.** A Pacific Northwest Food Life program that takes a more integrated approach to all Market programs and operations and is aimed primarily at the local audience, will enable us to take maximum advantage of this reality.

Leaning into Pacific Northwest Food Life - while maintaining an ongoing commitment to retailers and craftspeople - also responds to unprecedented levels of consumer spending on food prepared outside the home. In 2022, 54% of total consumer food spending was on “food away from home,” an all-time high. Since 1997, adjusting for inflation, “food away from home” spending increased by 89%, while “food at home” spending - such as at grocery

stores - increased by only 53%.<sup>11</sup> Reinvesting in farmers can also leverage today’s consumer tastes: consumers are increasingly demanding healthier, locally grown, sustainable foods - 80% of American surveyed feel it is important that their fruits and vegetables are grown locally.<sup>12</sup>

A Pacific Northwest Food Life focus can increase spending by locals while continuing to attract tourists based on their respective preferences:

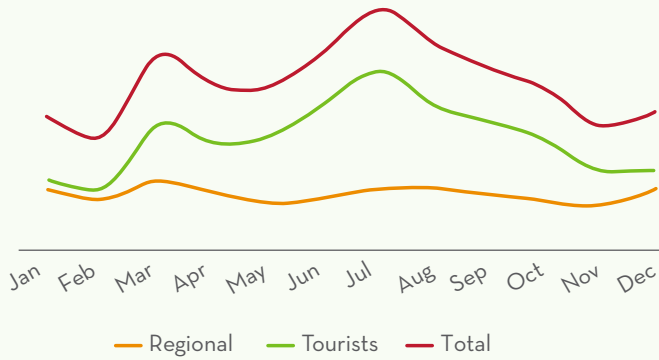
**Locals** seek out food experiences in authentic and distinctive social environments - e.g., “food as social engagement and community hub.” On weekdays, they may seek food options in the evenings after work - when many Market businesses are currently closed. Leveraging seasonal events and food offerings can increase local visitation in the shoulder seasons when the Market is less crowded, “smoothing the curve” of visitation that currently spikes during high season. The Market can also strategically cater to the rapidly growing downtown residential population, particularly by investing in local food delivery.<sup>13</sup>

<sup>11</sup> USDA, Economic Research Service’s Food Expenditure Series (2023).

<sup>12</sup> The American Food Journey Report (2021), The Farm Project & Lettuce Grow. The report surveyed 1,500 U.S. residents over the age of 18.

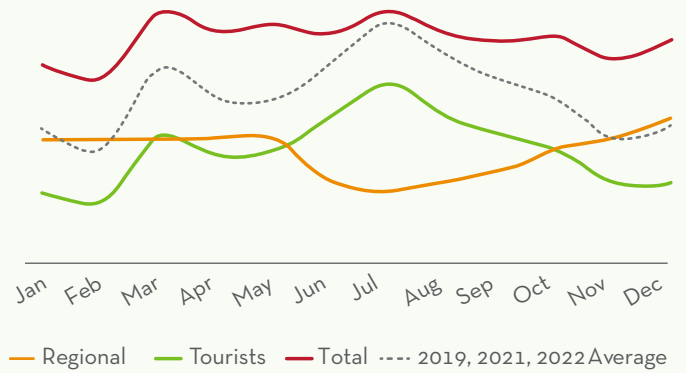
<sup>13</sup> Downtown Seattle Association (DSA) 2022 Report Card. The DSA defines downtown as the neighborhoods of Uptown, South Lake Union, Denny Triangle, West Capitol Hill, Belltown, Waterfront, West Edge, Retail Core, First Hill, Pioneer Square, Chinatown-International District, and Sodo. City of Seattle Residential Unit Types and Sizes Dashboard (2022). Downtown Activation Plan (2023).

## PPM Visitation by Month\*



## Potential PPM Visitation by Month

More Locals in Shoulder Seasons



\*Near data (average visitation for 2019, 2021, and 2022). Regional includes visitors from the Seattle-Tacoma area.

Locals are also more likely to visit public markets to shop for foods they cannot access at a typical store based on quality, diversity, and unique, local provenance. A local who visits regularly may be less likely to buy non-food goods such as apparel, jewelry, or crafts on a typical trip, but they may seek out these unique offerings on gift-giving occasions.

In contrast, **tourists** tend to seek out food experiences that are iconic, entertaining, and memorable - “food as experience and destination attraction.” While they may visit only once, they are likely to spend more per visit. They also may be more likely to buy non-food products on a visit as souvenirs and gifts. Somewhat paradoxically, the presence of locals increases a feeling of authenticity, further attracting tourists. The Market and its businesses need both locals and tourists to thrive.

### Top 3 reasons King County residents say they visit the Market:

- To eat meals, snacks, or beverages (78%)
- To bring out-of-town friends or family when they visit (69%)
- To buy food items such as groceries for myself or others (57%)

Source: External Market Survey

“Commercially, sustainability depends on being relevant to a local audience. **Seattleites love the market, but most don’t shop here**, primarily because of the perception that it’s overrun with tourists and caters to them, not to locals.”

Source: Internal Market Survey

While each public market is unique in history and locale, a review of 22 public markets<sup>14</sup> identified best practices for positioning markets as Food Life destinations for locals and visitors alike:

1. Re-envisioning **engagement with farmers** and **linking producers** to all aspects of the market
2. Committing to refining **tenant curation** processes
3. Addressing **shifts in dining patterns** across all market segments
4. Creating offerings and environments which support **local connectivity**
5. Targeting Food Life experiences which are **unique to the region** and draw more visitors – particularly locals that might otherwise shop or dine elsewhere
6. Leveraging events **programming and vibrancy** as a key function
7. Fostering **partnership relationships** to advance goals
8. Implementing **holistic sustainability practices** to advance environmental, social, and equity goals

The following actions describe how to embrace an authentic Pacific Northwest Food Life experience to achieve the goals of the Master Plan in line with the above best practices.

“The **biggest challenge is pulling in locals and farmers to the Market.** I hope there is a way to bring farmers back.”

Source: Public comment at PDA Council Meeting

“Sustainability means a **resilient regional food network.**”

Source: Internal Market Survey



<sup>14</sup> Avanti F&B Incubator, Borough Market, Cours Saleya, Granville Island Market, La Boqueria, LA Grand Central Market, LA Farmers Market, Markthal, Markthal, Marche des Enfants, Mercado Ribera, New Sydney Fish Market, Oxbow Market & Copia, Ponce City Market, Reading Terminal Market, San Miguel Market, SF Terminal Market, St. Lawrence Market, Torvehallerne Market, Toyosu Market, Trinity Grove, Westside Market.



## Support farmers' financial sustainability and increase their presence at the Market

For more than a century, the Market's farm program has provided economic opportunities for many Seattle immigrants, while supporting food access for low-income residents through a range of food assistance programs. However, macro-economic, social, and environmental changes (like those described in the Context section above) impact farmers' profitability and contribute to declining farm attendance at the Market.

The current daystall farm environment seems to conflict with today's farm business realities and must be reexamined in collaboration with farmers. Daystall requirements, including sale limitations on higher margin value-added farm products and attendance once a week by either "the permit holder, an immediate family member, or anyone actively involved in the cultivation of the farm"<sup>15</sup> result in low profit margins for farmers and disincentivizes their participation in the Market. Both produce and flower farmers also face operational challenges at the Market, including lack of oversized parking, loading/unloading, and storage areas, in addition to long workdays and limited worker support. We can grow participation and business success of all farmers by:

- Increasing the presence of **value-added prepared foods** and events centered on **seasonal harvests of regional crops** – such as an apple festival with cider tasting and apple pie competitions, or a taste of Washington cheese, wine, and compote festival, which can be hosted during the shoulder seasons to encourage more local visitation. We are already considering policies to allow farmers to sell edible and hand-crafted farm products, including baked goods.

Between 2019-2022,  
farmers' attendance at  
the Market declined by

# 26%



- Expanding the **PIKE BOX CSA**, potentially through additional catalogue narratives featuring producers, a subscription program with enhanced delivery for locals, cruise ship boxes as passenger gifts purchased by cruise companies, and/or adding a physical presence at an existing Market retail operation to expand reach.
- Incentivizing more **Market food businesses to procure seasonal food products and flowers from producers** at the Market and in the region, with special wholesale discounts, increased marketing and branding efforts, (such as "Sourced by Pike Place Market" or "Sourced in Washington State" labels on packaging and menus) or other means.
- Expanding the Market's **satellite farmers market locations** for produce and flower farmers. Farmers markets have continued to recover from the pandemic – Seattle farmers markets reported a 16% annual increase in shoppers in 2022, compared to a 2% growth in other King County farmers markets.<sup>16</sup>

15 Daystall Rules & Regulations for the Pike Place Market Preservation and Development Authority, Page 11.

16 King County Farmers Markets: 2022 Report, Washington State Farmers Markets Association.

- **Partnering with a farm business incubator to recruit farmers** to the Market. Viva Farms, for example, is a nonprofit farm incubator and training program operating in Skagit and King counties, that has currently incubated 29 farm businesses, 44% of which are female-owned.<sup>17</sup>
- **Assigning unused daystall areas for other Pacific Northwest Food Life programming**, including special promotions, BIPOC initiatives, pop-ups, or evening events that reinforce farmers and “Meet the Producer.”
- Preserve and reinforce **equitable and sustainable farming practices** in the Pacific Northwest by incentivizing vendors and farmers to sign onto a pledge and/or obtain a sustainability certification.
- Throughout these actions, proactively recruit and highlight **BIPOC farmers**.

“I’m here from 5AM, finish at 6PM, then go back to the farm to harvest until midnight. Usually it’s just me working [the daystall], or maybe my sister or mom.”

Source: Interview with Market farmer

“It’s hard to find people. This isn’t something that can be easily taught - making an iconic bouquet takes skill. And workers don’t stay long, so we have to rely on close friends or family.”

Source: Interview with Market farmer

“There are unique challenges to selling at Pike Place Market that need to be addressed successfully for Pike Place Market to be an attractive outlet for farmers. Some of these challenges include the **long market days** (14 to 15 hours not including harvesting time), the **lack of parking for oversized vehicles** at times, and the lack of loading and unloading spaces on Pike Place. Following the pandemic, the **biggest challenge has been lower sales volumes due to a significant decline in local shoppers**.

There are also challenges outside the Market that will affect the number of farmers who continue to provide produce and flowers for the Market, challenges such as **land scarcity and the rising cost of farming seeds and supplies**, and the challenge of an **aging/declining farmer population**. For over three decades the Filipino and Hmong farmers kept the Market vibrant with their produce and flowers and some of them continue to do that, but their numbers are declining due to age and infirmity or death. Younger farmers will not put up with the extreme sacrifices that the older farmers endured. Pike Place Market needs to take seriously the needs of the next generation of farmers in order to have farmers well into the future. A strong, supportive Farm Program can do that.”

Source: Public comment from a Market farmer on Master Plan Draft

17 Viva Farms.

## Curate commercial tenants and programming to embrace Pacific Northwest Food Life

The curation of tenants and programming to advance a Pacific Northwest Food Life experience authentic to the Market must respond to today's consumer tastes and be consistent with our historic purpose as a public farmers market.

Actions may include:

- **Recruit businesses** that reinforce the Market's "Meet the Producer" philosophy and Pacific Northwest Food Life image as spaces become available, in line with our Charter mandate to "expand food retailing in the Market Historical District, especially the sale of local farm produce."<sup>18</sup> We will seek an eclectic mix of owner-operated commercial tenants to ensure the limited number of tenant spaces are occupied by small businesses that generate wealth for their owners and support the Market's financial sustainability. We will prioritize **authentic Pacific Northwest food products, dining concepts, producers, and experiences** such as foraged produce, spices, culinary tools, or farm-to-table prepared products, producers and vendors that **source and hire locally**, and **BIPOC businesses** representative of the Pacific Northwest's rich cultural and ethnic mix. We will continue to embrace DEI and increase the presence of BIPOC vendors and businesses that serve BIPOC communities.

Pacific Northwest Food Life can increase the frequency and duration of local visitation, thereby increasing overall visitor spending, critical to making the Market more financially sustainable.

Top 3 offerings that regional residents said would encourage them to visit more often:

- **Locals-oriented days or discounts for Seattle residents (60%)**
- **More food-related events like food fairs and night markets (54%)**
- **After-work activities like happy hours (45%)**

Source: External Market Survey

- Create **Market zones that facilitate rich Pacific Northwest Food Life experiences** - food stands, alleys, restaurant clusters, demo spaces, etc. - that support repeat visitation by locals. Examples of potential themes might include heritage bakeries, Washington wineries, First Nations cuisine, or a Culinary Institute of America-Seattle coffee and chocolate roastery.



18 Charter of Pike Place Market Preservation and Development Authority, Article IV.

- **Increase events programming and activations** that build on existing programming efforts and spotlight the Market’s Pacific Northwest Food Life identity. Curating the merchant mix will happen over years; sponsored events and other programs can begin relatively quickly and allow us to experiment and learn what works best to increase patronage by locals. Actions we will explore include:

- Coordinate with food and restaurant businesses to extend business hours to **create an evening dining destination** that attracts more locals, particularly downtown workers and residents regularly after work.
- Create signature **Pacific Northwest Food Life-focused Market events** - centered on Market vendors, producers, craftspeople, buskers, etc. - targeting locals and regional residents, particularly outside of the summer high season. Seasonal events such as Daffodil Day in March have proven successful in attracting local visitors and increasing spending at the Market.
- **Secure sponsorships for purpose-driven initiatives** undertaken by the Market - for example, to promote Native American cuisines and Indigenous food sovereignty, or agricultural sustainability focused on promoting regenerative farming and life-cycle management. Potential partners might include neighboring theaters, museums, farmland trusts or other trade associations, and other downtown and community organizations.

- **Expand the Pike Market Food Bank capacity** through much-needed capital investments. A Pacific Northwest Food Life strategy that centers DEI and social impact cannot ignore this critical component of our local food system. The Pike Market Food Bank provides free groceries to downtown Seattle residents experiencing food insecurity - including many residents of the Market’s affordable housing. The Food Bank’s current location in the parking garage is not fit for purpose. Capital improvements through the Master Plan will support better operations and service delivery.



“The Market has amazing food, but there is a **lack of space to eat.**”

Source: Public comment at PDA Council Meeting

“I feel that **evening and late-night opportunities for the Market are huge.** I manage a restaurant and the only reason we stop seating at 9PM is that there is not strong enough foot traffic... the daystalls could be better utilized for evening traffic.”

Source: Internal Market Survey

- Encourage **zero food waste and reduced carbon emissions** on and off site among vendors. This could include policies to incentivize or mandate biodegradable packaging, aligning with the City of Seattle’s Zero Waste program, and adopting a green purchasing guideline.

“Making sure that Pike Place as a whole is all **compostable** and as close to **zero waste** as can be, would be outstanding.”

Source: Internal Market Survey



## 2. BUSINESS SUPPORTS TO PROMOTE LOCAL ENTREPRENEURSHIP AND CRAFTSPEOPLE

**Creating an environment where locally owned small businesses can grow and thrive is core to the Market's responsibility.** As stated in the Market's Charter, the PDA has a responsibility "to promote the survival and predominance of small shops, marginal businesses, thrift shops, arts and crafts..."<sup>19</sup> The Market's Leasing Guidelines also state "The PDA provides opportunity for the incubation of small businesses. The PDA can offer opportunity to new, small businesses with lower rental terms and smaller spaces than what might be offered in other areas of the downtown. The PDA seeks to work with commercial tenants to identify opportunities for their business to become viable and to succeed."<sup>20</sup>

The Market serves as a business incubator by providing below-market rental rates, small spaces, and access to customers. Likewise, we have long supported our community of artists and craftspeople making handmade products. They are a vital part of our history and authentic character, but their presence in the Market has been declining steadily.

Input from Market vendors, artists, and craftspeople, and best practices from other markets point to additional supports that could help these groups thrive in today's business environment and preserve the creative, quirky, authentic flavor that draws visitors and makes the Market so special.



Between 2012-2022,  
daily craft attendance at  
the Market declined by  
**50%**

<sup>19</sup> Charter of Pike Place Market Preservation and Development Authority, Article IV.

<sup>20</sup> Lease Administration Guidelines for Pike Place Market Preservation and Development Authority Commercial Property Management Department, Page 3.



## Support all Market small businesses to advance wealth building and enable greater financial sustainability

Many of the actions below can help small businesses face an ever-evolving retail environment, including the rise of online shopping, delivery, and use of new digital tools. They also provide startups with resources to grow. We will explore ways to:

- Pursue opportunities to create **shared infrastructure** including public WiFi and/or WiFi for businesses; break rooms for employees of Market businesses; and Market-branded containers/cutlery to support takeout business while promoting affiliation with the Market. We will survey the current use of POS system(s) across the Market and explore ways to standardize systems, to improve reporting and help the PDA gain a clearer understanding of revenues. A common POS system(s) could also help businesses manage their inventory, customers, and operations more efficiently, which could yield greater sales. A shared food delivery service, similar to London's Borough Market and Philadelphia's Reading Terminal

“It would be great to have **business coaching** or peer-based coaching to help our businesses thrive.”

Source: Internal Market Survey

Market, can increase vendor revenues from locals, generate additional revenues through percentage rent and delivery fees, and could potentially operate in tandem with shared food production and aggregation space.

- Continue to create **temporary, pop-up, and shared spaces** to facilitate small business incubation. This includes continuing to use short-term leases and potentially expanding models like Ventures Marketplace at the Market, where a single entity leases space to promote a diversity of startups. This could allow new entrepreneurs to test business ideas with lower overhead and risk, while also allowing us to evaluate new business concepts. Our Guest Vendor Program had more than 50 participating vendors in 2023, 80% of whom were BIPOC and/or women.
- **Partner with incubator and accelerator organizations that can offer resources to help new and legacy merchants sustain and grow.** While we offer technical assistance today, uptake is limited; this process will begin with an assessment of why our services are not better used and whether partnering with another organization that specializes in these services could increase reach. Training and technical assistance supported jointly by tenants and the Market and executed by a partner organization could include technology adoption, marketing and branding, business operations, and succession planning.

Small business support & training at the Market has been helpful but has had limited reach to date:

- 2022 Small Business Directory Workshop: 90 businesses attended one of three sessions
- 2022 Small Business Workshops: 31 businesses joined at least one of five sessions
- 2022-23 Marketing Virtual Office Hours: 13 businesses participated in 20-min calls

- Partner with **BIPOC community and business organizations** to create a streamlined pipeline for diverse businesses to apply to the Market. This is core to the Market’s history of welcoming and celebrating diverse merchants and key to advancing our DEI goals. Further, we can partner with **local incubator/accelerator programs focused on BIPOC businesses**, such as the Seattle Food Innovation Network, Seattle Made, and/or the Food Business Resource Center to provide targeted business support programming for BIPOC entrepreneurs, who often face greater systemic barriers to starting and scaling businesses.
- Support the creation of a mechanism for Market businesses, such as a **merchant association**, to build community, share resources and information, and troubleshoot business issues.



## Strengthen and grow the Market’s crafts community

Some craftspeople believe that stringent rules on attendance, production, and materials are too limiting and hinder business growth, including opportunities to scale into a permanent retail location. More supports for this community can support our “Meet the Producer” philosophy and help preserve the Market’s purpose and character.

We will explore how best to:

- Identify ways to **lower barriers to entry for new craftspeople and grow crafts attendance** while preserving the historic character of the daystalls. With the daystall community, we currently review and modify the daystall rules annually. Addressing tensions around attendance requirements, “handmade” definitions, and rules for adding new products could also be paired with more proactive recruitment strategies to create a pipeline for the crafts line.
- **Promote pathways to grow into permanent retail spaces** at the Market. While daystalls offer a lower-cost and lower-risk environment to test products and new business concepts, very few craftspeople have expanded their business into brick-and-mortar locations.
- **Increase participation in business training and support programs** to help craftspeople grow their businesses. Supporting craftspeople with business training resources can help address some of the current daystall challenges.

“Meet the Producer is the biggest thing for the Market. **But the rules that describe production – and my ability to staff my studio – prevent me from being more present at the Market.**”

Source: Internal Market Survey

“Very, very few businesses ever leave the craft line... [We need] more opportunities to learn next steps - maybe a class or meetings with the retail rental persons at the Market about available space and **what the leap to retail would look like.**”

Source: Internal Market Survey



- Create options for assigning underutilized daystall spaces for **other crafts programming**, such as semi-permanent **live crafts demonstrations** (e.g., painting, glassblowing, ceramics, woodcarving, or other crafts); or other workspaces that highlight handmade crafts.
- **Create a safe, inclusive, and supportive environment** for craftspeople to thrive. This includes continuing ongoing evaluations of the outdoor slabs to ensure that the craft community can best welcome shoppers into the North end of the Market.
- **Continue to highlight crafts** through marketing and other programming. We currently promote crafts in website posts and social media (such as “5 Handmade Businesses You Need to Visit at Pike Place Market”). More live demonstrations or dedicated artist workspaces can emphasize the Market’s handmade crafts and draw greater visitor foot traffic to the Market.



“The ideas of shared infrastructure, a merchants association, and improved point of sale operations are **top notch**, quick to implement opportunities.”

Source: Public Input on Draft Master Plan

“It would be amazing if the Market had a **small business liaison** that could help market businesses & permit holders navigate things like taxes, health insurance, etc.”

Source: Internal Market Survey

“Offer **retail sales consultations** to improve on marketing strategies, product offerings, customer outreach, grants to improve on business development and improvements.”

Source: Internal Market Survey

“...as I think food attracts people to the market, **handmade craft demonstrations** would also be something that would “bring folks down.” For instance, Live glassblowing demonstrations on the Market front Pavilion (which we have done many times before), as well as lots of other handmade craft experiences like live painting, ceramics, or woodcarving... I think offering handmade crafts more opportunities to move into a store front would be great as well.”

Source: Public comment by Market craftspeople on Master Plan Draft

### 3. SUSTAINABLE PHYSICAL INVESTMENTS TO MAINTAIN AND ADAPT THE MARKET



**Meeting our goals of growing long-term financial sustainability, increasing local patronage, and advancing a diverse, equitable, and inclusive Market will require strategic physical investments.** We will do this in line with our obligation to preserve and adapt the historic character of the Public Market including the physical structures, infrastructure, and public spaces, while embracing environmental sustainability.

As in the other sections of this Plan, many of the actions in this section have multiple benefits. For example, an inclusive Market that also facilitates strong economic performance must improve the visitor experience by adding seating and public spaces. A Market that is responsive to the changing waterfront and seeks greater financial sustainability must drive foot traffic to under-visited areas.

This Plan's approach to supporting the Market's physical environment is based on a foundation of ongoing maintenance and repairs in parallel with targeted capital investments in three priority areas that have distinct characters, potentials, and needs: **Pike Place, First Avenue, and Western Avenue.** These areas are shown in the diagram and described below.

Further, it includes Market-wide initiatives to make the Market more physically accessible, achieve low-carbon operations, select more sustainable materials, and support occupants' physical and emotional wellbeing.

## Pike Place:

Pike Place, the street, has always been a flexible space that serves a wide range of functions that support the Market. As the Market’s “front door,” the street is often crowded with visitors and pedestrians, and it also serves as a critical loading zone, emergency access, and thoroughway for the Market’s business. More flexible and active management of the street, under the stewardship of the PDA, can ensure that businesses continue to use the street for critical business needs while also activating the street across seasons and time of day in ways that benefit the Market ecosystem of farmers, vendors, craftspeople, and buskers, as well as visitors and downtown residents.

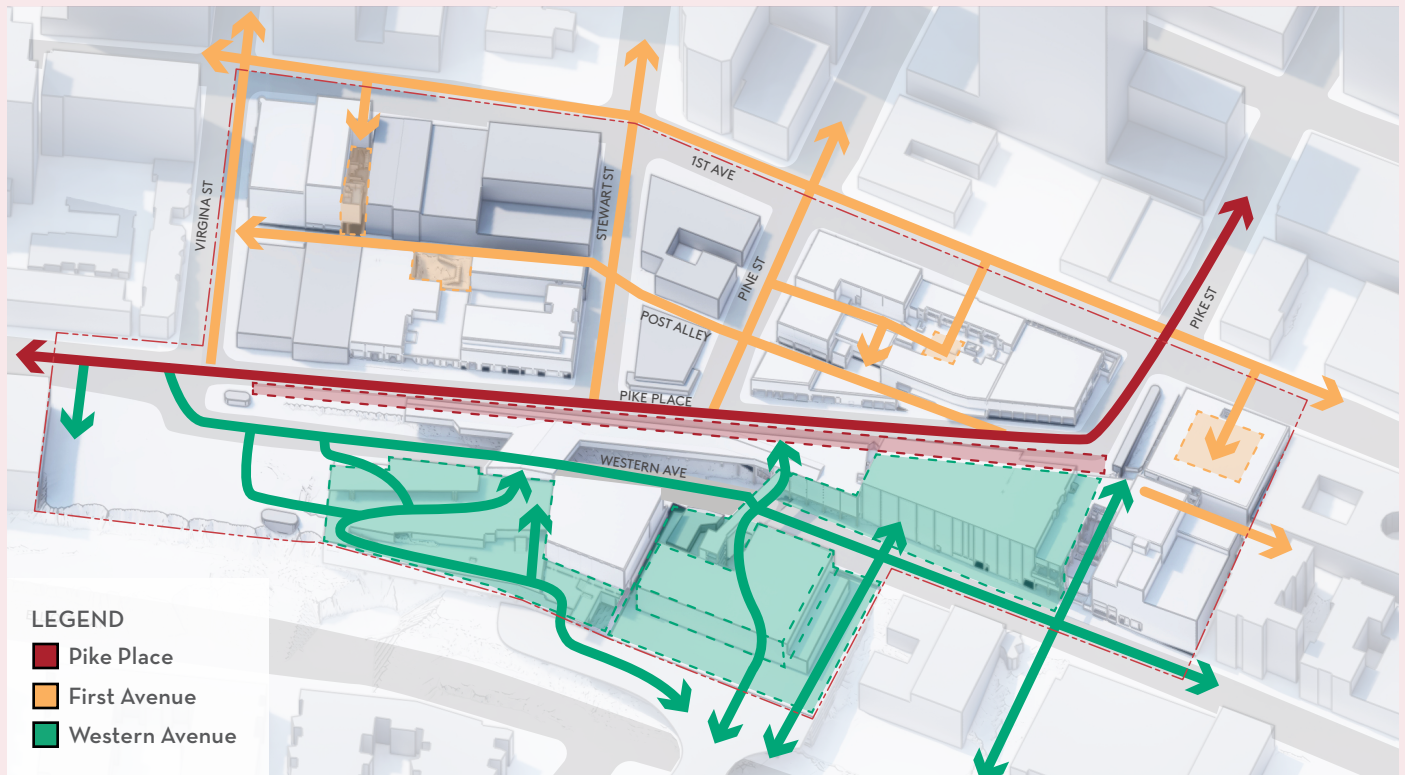
## First Avenue:

The famous “Public Market Center” sign located at First Avenue and Pike Place has been the Market’s traditional entrance. This area serves as a transition from the city street grid to the waterfront edge and contains many of the Market’s historic buildings. Enhancing additional entry points along First Avenue could distribute people entering the Market, reducing the sense of crowding and better dispersing foot traffic among shops.

Strengthening the hidden courtyards and alleys, as well as sense of discovery of this portion of the street grid, will further help distribute visitors and support small businesses in those locations.

## Western Avenue:

The environment surrounding Western Avenue is changing. Transformational investments will result in significant foot traffic between the new Waterfront Park and the Market. Today, businesses in the DownUnder and along Western Avenue receive lower foot traffic and see significantly lower average sales per square foot than those in more prominent locations. The new Overlook Walk will create a direct connection between the waterfront and the Market and has the potential to become the Market’s second “front door.” The redevelopment, repair, and/or renovation of Heritage House atop the Market garage is a significant opportunity to expand on this adjacency and increase the Market’s presence as we respond to changes on the waterfront. There is also potential in this area to create additional commercial space and public space that could help draw visitors down from upper levels and through the DownUnder.

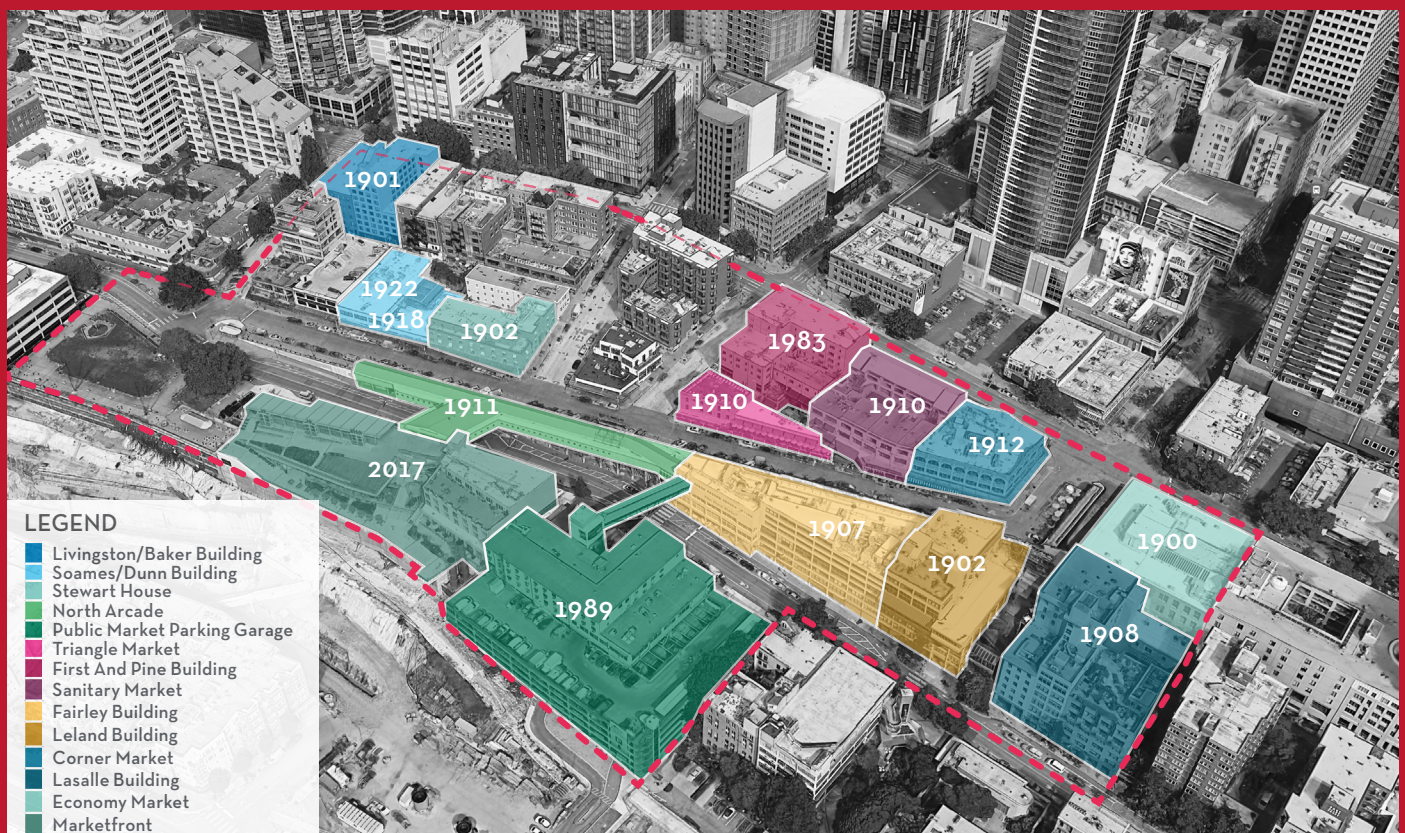


The Market can be thought of as three distinct experiences or zones, each having a distinctive character and context, and each with a unique set of needs and opportunities.

# About the Pike Place Market Historical District

“The Historical District has played and continues to play a significant role in the development of Seattle and Puget Sound Region since the inception of the Public Market in 1907.... The Historical District is associated with the lives of many Seattle and Puget Sound region families and people such as farmers, merchants, and shoppers through marketing activities. The buildings with their marketing activities and residential uses combine to form a distinctive area focusing on the central Market buildings which although humble and anonymous in character are an example of intriguing, dramatic architectural space servicing and adjusting to the varied and varying characteristic marketing activities.”

- Seattle Municipal Code 25.24.040



The Market is characterized by historic buildings that span many different decades. This mix of time periods informs both the eclectic and uniquely Seattle nature of the Market.

# Pike Place

## Partner with the City to assign the PDA responsibility for managing Pike Place to enhance a high-quality street experience for visitors while maintaining critical functions for Market businesses and increased access to their customers

As the historic spine of the Market, Pike Place, the street that runs through the Market from Pike Street to Virginia Street, has long demonstrated the value and vitality of sharing uses on a street. However, in the summer, Pike Place is continually overcrowded with both pedestrians and vehicles, while the street remains a critical loading area for vendors who have no alternative locations for receiving deliveries. The street must be managed differently to respond to varying seasonal and time-of-day use, deliveries and set up, and supporting the functional needs of the Market - while ensuring that Pike Place supports the Market experience for vendors and customers. We should assume responsibility for the management of the street to improve the experience of visiting the Market, preserve access for critical business needs, and increase capacity for a greater range of activities to serve a growing number of residents and visitors.

Half of the open comments from Market community members expressed that **the street should be managed differently**. Outreach confirmed that Pike Place provides critical infrastructure for loading. Farmers, craftspeople, and business owners typically use it for less than 30 minutes to unload and load and receive 1-2 deliveries per day. Deliveries happen throughout the day, with the most occurring between 8am-noon.

Source: Internal Market Survey 2023

Actions to improve the operations of the street should include:

- Creating a **comprehensive street management program** for Pike Place through a PDA-led process. This should start with an evaluation of the functions, needs, and users of Pike Place, and a report that identifies our priorities for the use of the street.
- Partnering with the City to designate the **PDA as the street manager** to coordinate multiple uses such as critical safety access, deliveries, parking, public seating, temporary closures, and special events - all of which have occurred in ad hoc manner to date. A central plan and management organization for public spaces is how the Downtown Seattle Association currently contracts with the City to manage Westlake, McGraw Place, and Occidental Park, and how its Clean Team manages downtown streets; it is also similar to how Freeway Park is activated by the Freeway Park Association and managed by Seattle Center.
- Working with the City to ensure investments in **streetscape improvements** that support universal accessibility, electrical power, and greater flexibility for street activation and uses such as outdoor dining, events, and kiosks for food vendors.





**FARM / CRAFT /  
RETAIL SALES**



**LOADING /  
UNLOADING**



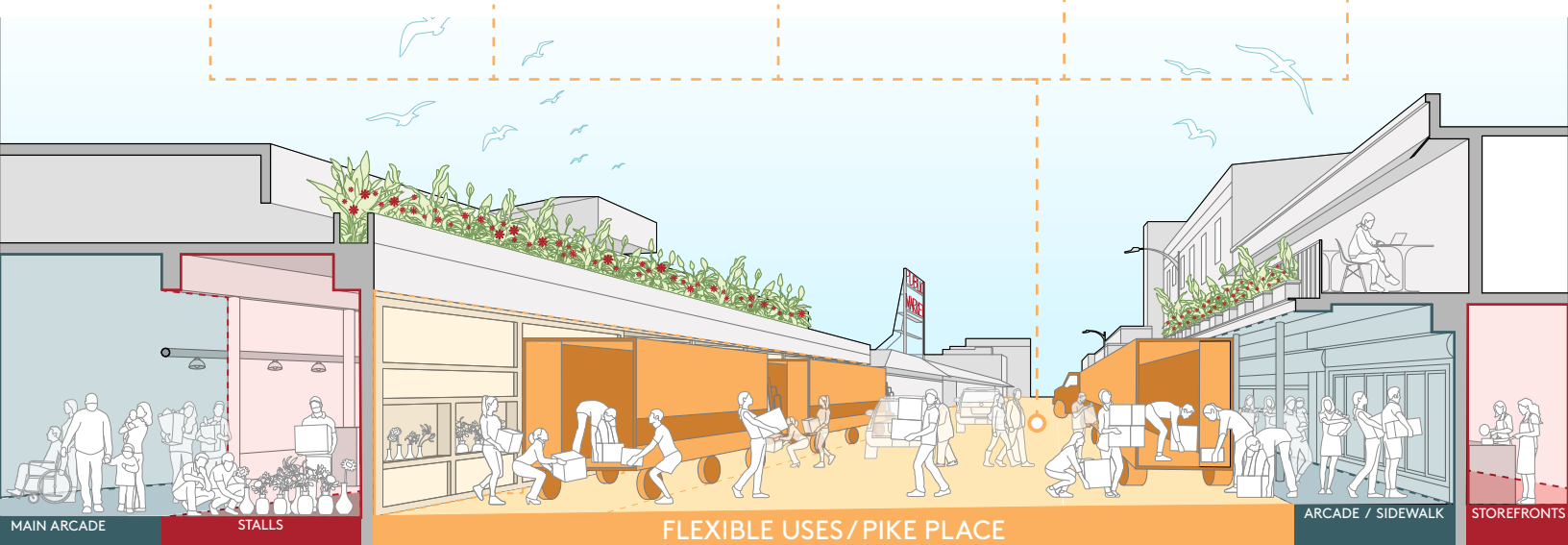
**VEHICLE &  
EMERGENCY ACCESS**



**SPECIAL EVENTS**



**OUTDOOR DINING**



**FLEXIBLE USES / PIKE PLACE**

**ARCADE / SIDEWALK**

**STOREFRONTS**

Pike Place, the street, has always been a flexible public space that adapts to the changing needs of Market functions. Surveys of regional visitors, Seattle residents, and the Market community suggest a desire to manage the street differently. We can partner with the City to manage the street to respond to functional needs, adapt to time-of-day and seasonal patterns of use, create more public seating, and expand on events that appeal to the growing and diverse local population of residents and workers.

# First Avenue

## Invest in the Market's entrances, internal connections, and gathering spaces to reinforce downtown connections, improve wayfinding, reduce visitor crowding, and create delightful public spaces

The Market's physical ties to downtown should be strengthened, drawing in the rapidly growing downtown resident population during the day and evenings, as well as downtown office workers seeking post-work gathering places. Strategically creating inviting new entry points and connections can provide alternative pathways through the Market and alleviate crowding from tourists and cruise ship passengers that locals say deters them from visiting. Improving connections and legibility can be a "both/and" idea - retaining the sense of discovery that is an inherent Market experience and providing the comfort of knowing the general direction one is headed.

The actions below will create a hierarchy of experiences for visitors, enhance a feeling of safety, create legible and engaging pathways, and expand programmable space and public seating. These actions can help define the edge of the Market district and its relationships to other districts to strengthen downtown connections. Any changes in public spaces will be designed to ensure that buskers can continue to perform in these spaces. Actions could include:

- Increase the visibility of **Market entrances along First Avenue** with public art, signage, and/or other design elements. Providing people with multiple pathways to arrive at the Market will reduce crowding and make wayfinding easier while directing visitors to more businesses. This could include creating a new connection between First Avenue and Post Alley through the Sanitary Atrium, clarifying the route from Pine Street into the Sanitary Atrium, and/or enlivening the Livingston Baker passageway between First Avenue and Post Alley. Signage can also indicate First Avenue as the edge of the Historical District to help relate the extent of the Market to the everyday user.
- Create more **visible, delightful public spaces**. This can include increasing visibility and facilitating event space functions in the Economy Atrium and adding sidewalk seating. Outdoor seating and terracing of the Soames Dunn Courtyard could create areas for social dining in collaboration with neighboring businesses. This would bring more visibility to Post Alley and Market businesses and create a "release valve" in a section of the Alley that is typically crowded in the summer by providing people moving between Post Alley and Pike Place with an alternative route - although it would not be ADA accessible.
- Work with Seattle's placemaking entities active in adjacent historic districts to create a continuous journey along **Post Alley, First Avenue, and Western Avenue** from Virginia to the Pergola at Yesler Street in Pioneer Square to connect the experiences of multiple Seattle historic districts. As the waterfront and downtown revitalization continue to attract more visitors and residents to downtown, alternative ways to walk between the Market, sporting events, hotels, and homes will distribute people and create an inviting and less crowded experience. This can include lighting, public art, wayfinding, and seating that create inviting public spaces along Post Alley, First Avenue, and Western Avenue and programming, and collaborative promotions with the adjacent historic districts.

**"The Market isn't an island; what's good for downtown is good for us. The more people downtown, the faster new businesses will open, the safer downtown will feel, which will in turn bring more people. We can promote a cycle of prosperity for the whole district... The Market's long-term survival is absolutely dependent on more locals feeling welcome in our neighborhood and patronizing our businesses."**

Source: Internal Market Survey



A more visible and generous entrance to the Economy Atrium will increase access points into the Market and highlight the food experience of the Atrium Kitchen.



Pike Place Market Master Plan

Terracing the Soames Dunn Courtyard can provide more types of seating and create opportunities for activating the space in partnership with surrounding business owners.



# Western Avenue

## Invest in Western Avenue to improve connections between the Market and the waterfront, creating more rentable and programmable space for purpose-driven and revenue-driving activities that also attract locals

The ten levels of the Market have long posed a challenge in drawing visitors to lower levels. When the new Waterfront Park opens in 2024-2025, the Market will be a destination connector between the waterfront and downtown, with the potential for a new “front door.” We will have the opportunity to observe new foot traffic patterns over several years before we respond with actions that best leverage this once-in-a-lifetime public investment in infrastructure and public space on the waterfront – an investment so transformative that 15M visitors are anticipated to visit every year and real estate developers have invested \$1.7B in new residential and commercial space nearby.

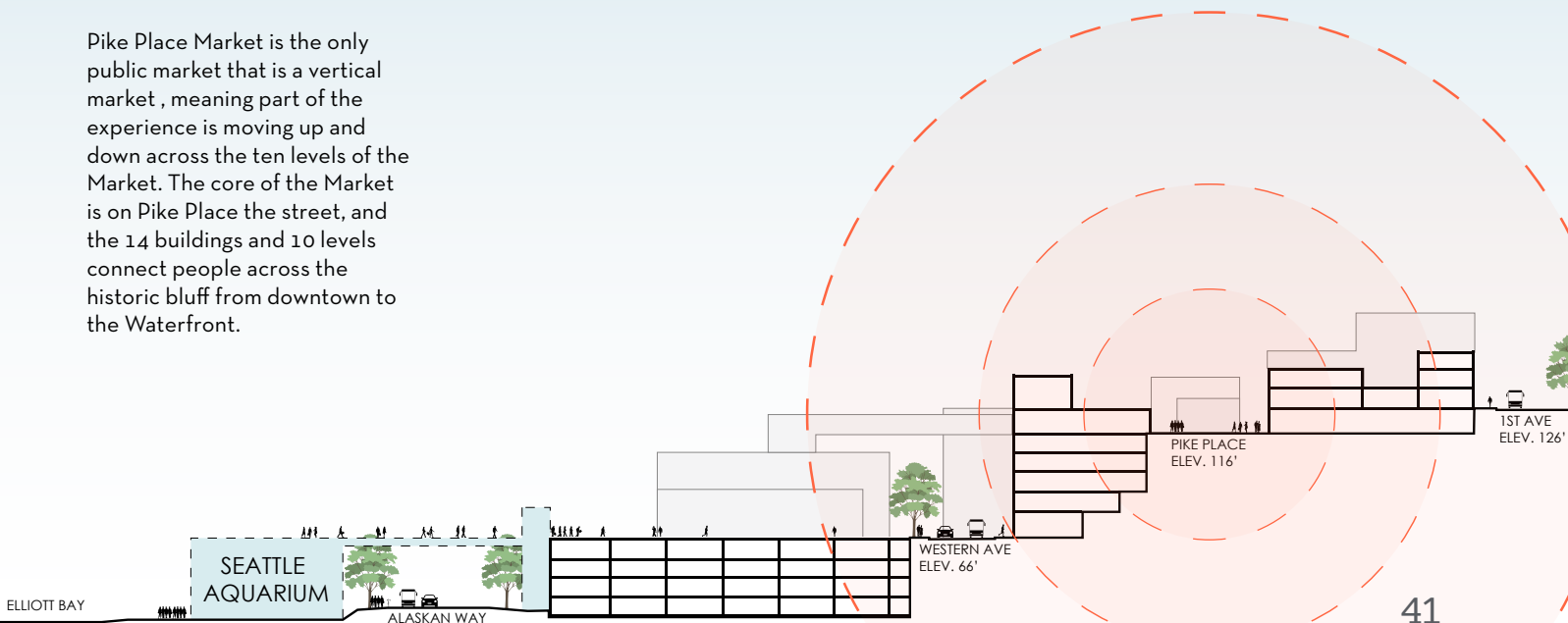
The Overlook Walk, a pedestrian bridge from the waterfront that crosses over Alaskan Way, will connect to the Market at the upper level through the MarketFront terrace. Pedestrians will also access the existing mid-level connection to Western Avenue at the current parking garage walkway via Heritage House. There is an opportunity to make short-term

and long-term improvements to this public space that could amplify the impacts of foot traffic. Potential replacement or renovation of the wood-framed structures that sit on top of the existing garage could provide a significant opportunity to create a new, highly visible entry point on Western Avenue focused on Pacific Northwest Food Life that can draw visitors and locals with new programming and public space that highlight the activities of the Market. Western could become a focal point for new retail or dining environments, which would complete redevelopment along the waterfront edge of the Market. It would also provide retail, social service, and program spaces for farmers, craftspeople, and buskers and facilitate more connections between adjacent under-visited areas outside the historic core.

Actions to realize the potential for Western Avenue could include:

- Create a **second “front door”** and improve the experience of arrival to the Market by expanding and enhancing the pedestrian connection between the Overlook Walk and Western Avenue. Build upon the already significant investment in the distinctive new Overlook Walk by providing retail and pedestrian space at this mid-level zone.
- Highlight the **western façade of the Main Arcade** with visible vertical circulation and improved signage to increase visibility and wayfinding and create more dynamic views from the DownUnder spaces and amenities.

Pike Place Market is the only public market that is a vertical market, meaning part of the experience is moving up and down across the ten levels of the Market. The core of the Market is on Pike Place the street, and the 14 buildings and 10 levels connect people across the historic bluff from downtown to the Waterfront.





- Create a **stronger ground-level experience and presence on both sides of Western Avenue** through public art, busker sites, Pacific Northwest Food Life experiences, and retail spaces, some of which could be located in the renovated or redeveloped Heritage House, or on top of the existing garage.
- Create a covered connection between **Desimone Bridge and the MarketFront** to increase usable, flexible, revenue-generating event and retail space while improving comfort for the craftspeople using the space.
- Explore ways to create improved low-income assisted living facilities and more space for additional retail and community uses at **Heritage House** (the PC-1S site) through redevelopment. Recent assessment of the existing wood-framed building above the garage indicates that significant repairs and upgrades are required to extend the useful life of the building in its current form. A major renovation or replacement of the existing upper portion of the building with a larger structure could be designed to respond holistically to improve the site, offering a new

pedestrian connection from the waterfront via the existing pedestrian bridge that could be rebuilt to activate potential new rooftop rentable space. While we will wait to observe and assess the changes to visitor traffic flow before implementing anything, this redevelopment could potentially:

- Relocate the Pike Market Food Bank to a more effective location in the new building.
- Create a more visible connection from Pine Street to the pedestrian bridge to the west.
- Create a significant public space and new front door to the market between Western Avenue and the Overlook Walk from the waterfront.
- Expand opportunity for purpose-built retail space within Heritage House, potentially adding frontage at the pedestrian walkway and along the sidewalk.
- Build to the maximum lot line along Western Avenue and resolve vehicle access and unused spaces that currently break the retail experience along Western from the upper level.
- Rebuild the pedestrian bridge to connect at upper levels of the Market to provide more retail, better views, access, and wayfinding to the waterfront.
- Resolve vehicle access and farm truck parking, while utilizing unused space at the pedestrian level adjacent to MarketFront.

“Start with having better signage in the MarketFront and elevators so that the **public realizes that Western Ave shops exist** and are a part of Pike Place Market.”

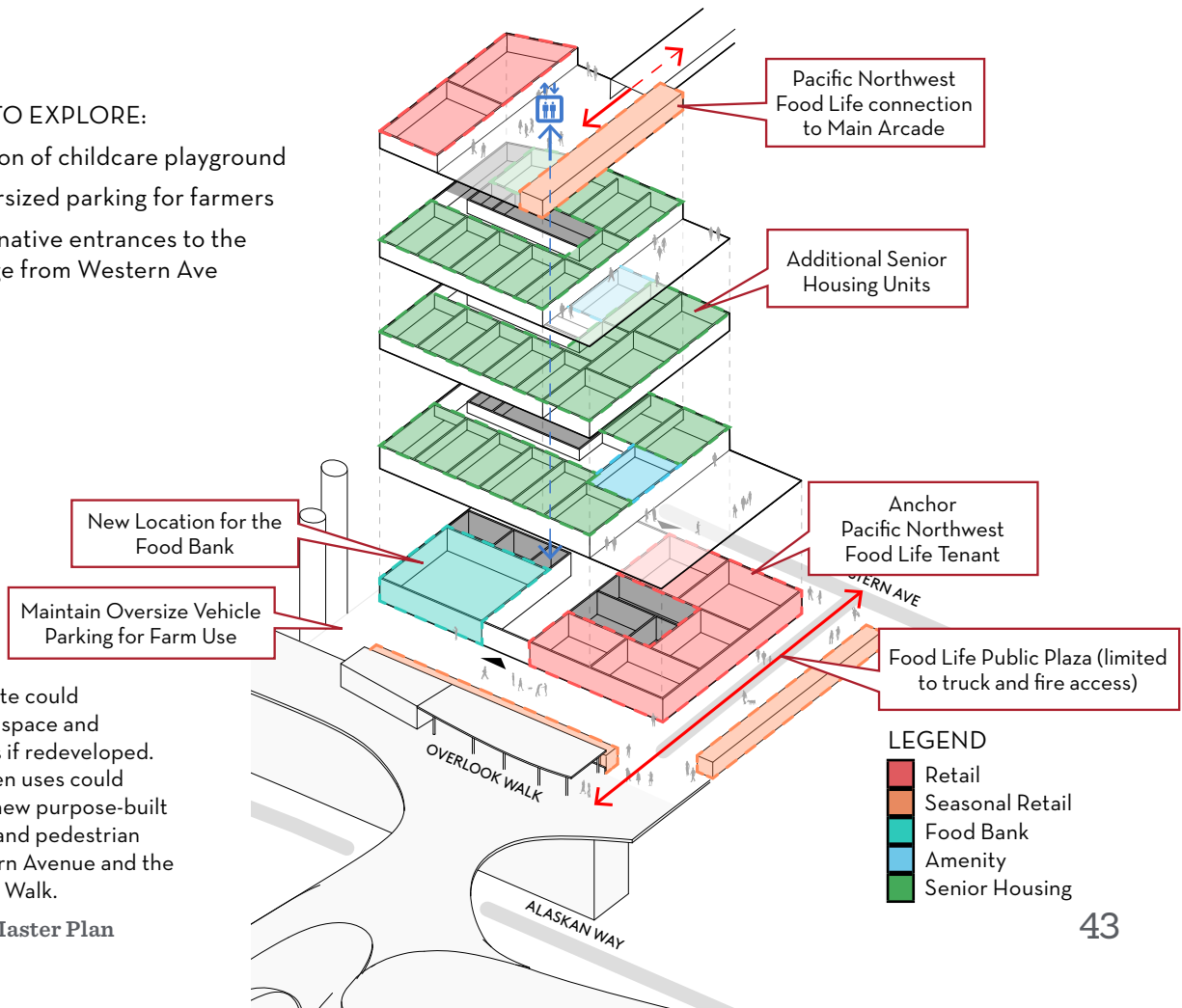
Source: Internal Market Survey



Redevelopment of Heritage House could lead to the creation of a new public space anchored by Pacific Northwest Food Life which will provide a new arrival experience from the west to Pike Place Market from the waterfront's Overlook Walk to the Main Arcade and the DownUnder.

**KEY QUESTIONS TO EXPLORE:**

- Ensure location of childcare playground
- Maintain oversized parking for farmers
- Explore alternative entrances to the parking garage from Western Ave



The Heritage House site could potentially offer more space and improved connections if redeveloped. Existing purpose-driven uses could remain in addition to new purpose-built retail, seasonal stalls, and pedestrian connections to Western Avenue and the waterfront's Overlook Walk.



## Improve access, circulation, and gathering space to drive greater foot traffic in the DownUnder and along Western Avenue

The DownUnder is one of the most distinct spaces at the Market and exemplifies the feeling of discovery that visitors experience as they wander through the labyrinth of passages. However, because the DownUnder is difficult to find and navigate, businesses experience less visitation and lower average sales per square foot than high-traffic areas such as Post Alley and the Arcade. We have an opportunity to improve parts of the DownUnder to bring more visitors through while still maintaining the “hidden” nature of the space that offers an authentic shopping and dining experience geared to locals. These changes can generate more revenues for existing retailers and the PDA while connecting more effectively to the other areas of the Market and Western Avenue.

The #2 issue respondents said the Master Plan should address was **areas of the Market that are under-visited, especially in the off-season.**

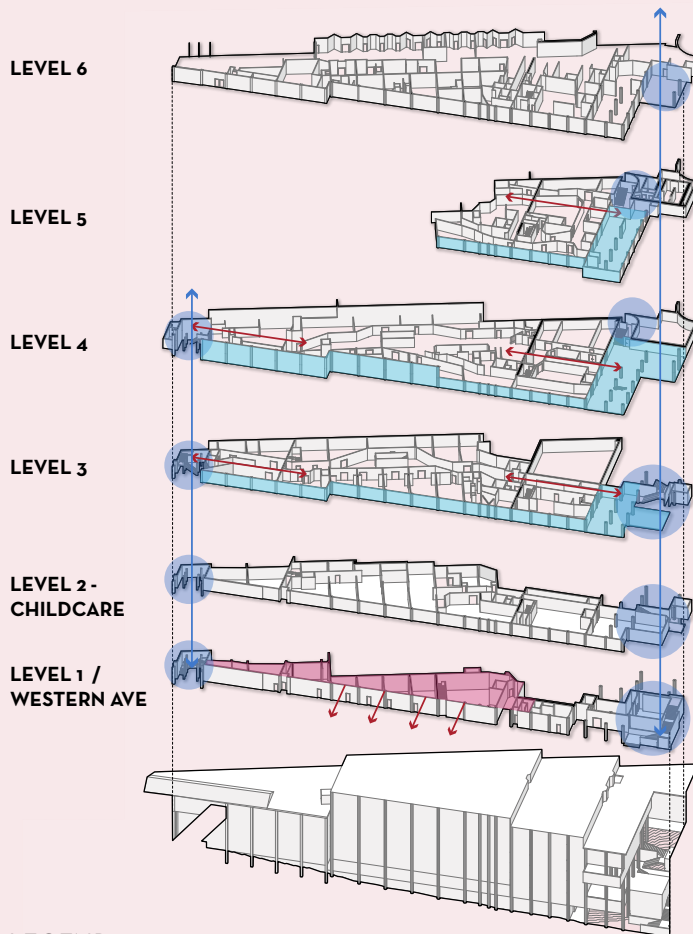
Source: Internal Market Survey

Businesses in the DownUnder average **\$450/SF** in annual sales, while high-traffic areas such as Post Alley and the Arcade average **~\$2,000/SF.**

To respond to these opportunities, we can:

- Reorganize key portions of the DownUnder to create a **Pacific Northwest Food Life destination**. This could include creating new social dining spaces to complement existing tenants. Strategically locating an anchor tenant – a popular local food business that is either an existing Market tenant or a new one – could also create a new draw for locals with positive ripple effects for other DownUnder businesses. Introducing new restaurants would require studying the potential for infrastructure – such as kitchens and venting – that may be costly and should be carried out only in suitable locations. Other food and beverage vendors – such as bars, coffee shops, prepared foods, and food products – could be located in the DownUnder without significant new infrastructure.

- **Create a dedicated, prominent zone for artists and craftspeople** paired with a program to help those on the crafts line transition into brick-and-mortar shops. This area can also feature shared creative workspaces or live demonstrations to attract visitors and highlight craftspeople as part of the “Meet the Producer” philosophy.
- **Reconfigure spaces around elevators and stairs at two ends of the DownUnder** to reduce crowding and increase the availability of public seating, which visitors and Market community members say is needed throughout the Market. Renovation concentrated at core elements could provide pathways for infrastructure improvements, retail or tenant amenities, improved accessibility, and better access to light and air to improve the visitor, tenant, and business employee experience at the Market.
- **Activate the Pike Street Hillclimb balcony spaces** that connect the different levels of the DownUnder with public seating, pop-ups, and events to create an inviting route that attracts more foot traffic and draws people through all levels of the DownUnder, particularly the lowest levels that receive the least foot traffic.
- When selecting tenants and creating gathering areas, consider potential for **visibility into and through West-facing spaces** to create more views to the water and better access to light and air that will reduce energy use.



LEGEND

- Retail/wayfinding improvements
- Area to consider increased water views / added public seating / retail amenities & support
- Improved vertical circulation & access

The DownUnder can retain its sense of surprise and discovery while increasing visitation with improved circulation, public seating, a potential Pacific Northwest Food Life focus, and increased views to Elliot Bay.

## Market-Wide

### Make the Market more physically accessible to a wider range of Market visitors, workers, and residents

The historic, “quirky” spaces of the Market are a fundamental part of its charm and authenticity. However, community input into this plan confirmed that many of these historic features – which well pre-date ADA requirements and standards – make the Market less accessible to the differently abled, to parents with young children, and to other populations. With our commitment to DEI, we must embrace a renewed attention to ensuring that all users – of different ages, abilities, and genders – can equitably access Market spaces.

There are also infrastructure needs that are necessary to better support and ensure the comfort of visitors and Market workers. Outreach found consistently that more seating was important for differently abled visitors, and for those seeking a place to linger, rest, or eat. Another concern was a

“Exploring the Market is part of the magic and charm of visiting, but we need **better wayfinding and easier access for those with disabilities**. We need gender-inclusive restrooms, not bathrooms segregated by chromosomes. We need more seating and shade to encourage people to rest and linger.”

Source: Internal Market Survey

**Availability of places to sit** was ranked as the #2 issue that most negatively impacted the experience of visiting the Market for visitors outside King County, and **availability of public restrooms** was ranked as #3.

Source: External Market Survey

lack of and limited access to restrooms, particularly for employees of Market businesses, buskers, and others during extended hours.

Actions to make the Market more physically accessible could include:

- Create a comprehensive **public seating and activation plan** that welcomes visitors to linger and enjoy the Market in collaboration with business owners, buskers, and residents. This might include interventions such as identifying locations to install diverse permanent and seasonal seating, as well as supporting infrastructure and signage.
- Conduct a universal **accessibility assessment** to guide the prioritization of investments to make the Market more accessible. This might include investments by the PDA and partners such as resetting paving, eliminating curbs, modifying or adding ramps and railings, adding elevators, lactation rooms, and gender-neutral and family toilet facilities.
- Develop an encompassing **wayfinding strategy** that is coordinated with the public seating and activation plan, accessibility assessment, and street management program. This might include investments such as installing new permanent and seasonal, traditional and digital signage compatible with Pike Place Market Guidelines.



## Achieve low-carbon, energy-efficient operations while improving human comfort and resiliency

The Market has a long history of innovation, testing ideas, and inspiring others. Building on these efforts, we, in partnership with the MHC, have an opportunity to become a model for sustainable historic preservation by demonstrating best practices for adaptive reuse of historic buildings in the context of changing energy codes and climate adaptation.

To operate with lower carbon emissions and improve climate resilience, we will:

- **Meet energy benchmarking and reporting requirements** per City and State Building Energy Performance Standards (BEPS) mandates. This will include partnership with government agencies to confirm target dates for various Market buildings and assessing our compliance pathway as a historic district. At a minimum, we will report energy consumption of each qualified building annually as mandated and implement energy efficiency measures to reduce carbon emissions where possible.
- **Reduce energy use by minimizing demand and maximizing conservation, optimizing physical plant performance at all scales.** This could be done through energy audits, physical energy efficiency improvements, and energy saving education for Market community members.
- **Maximize human comfort in living and working spaces while using extremely little energy.** This may include leveraging and potentially restoring the existing efficiency of the Market's historic buildings and regularly incorporating feedback from Market community members into energy audits to improve human comfort in Market spaces.
- **Plan and design for emergencies and vulnerabilities** associated with the long-term effects of the climate crisis. This may include the creation and adoption of a Market resilience plan to prepare the Market for disaster events, studying feasibility of a resilience hub, and making microgrid or other infrastructure investments to be able to be self-reliant in an emergency.

“Anything that leads to **carbon offsets** is a good idea. We also have significant roof spaces that can be converted to **‘green roofs’** provided that the roofs can support the weight of the soil/sod.”

Source: Internal Market Survey

## Select materials based on durability, health, and safety using an equitable, sustainable supply chain

The Market includes cherished, historically significant buildings in the heart of Seattle. Maintaining and improving the performance, durability and experience of these spaces contributes to their long-term value and sustainability. We can also work with MHC to preserve historic character with sustainable materials that contribute to reducing carbon emissions. To make the Market more responsible with resources, we will:

- **Minimize overall waste streams.** This could include adopting a zero-waste plan that aligns with the City of Seattle's vision, and implementing measures such as prohibiting single use plastics and encouraging more environmentally friendly packaging. One of the first steps could be conducting a comprehensive waste stream audit to assess where improvements should be made. A robust communications strategy to support merchants and visitor participation can help realize a zero-waste goal.
- **Prioritize selection of low-carbon, non-toxic architectural materials in maintenance, repair, and capital projects.** The development of Owner's Project Requirements and Basis of Design documents would provide performance criteria for sustainable materials such as non-toxic and low-embodied carbon items such as flooring, drywall, insulation, paints, sealants and adhesives, structural systems, HVAC (Heating Ventilation and Air Conditioning) equipment, casework, furniture and more.

- **Encourage and celebrate use of regionally manufactured products or materials.**

This could be included in design criteria that support obtaining materials from local craftspeople, prioritizing locally harvested and produced materials, and seeking out salvaged and recycled building materials. This may also include design for disassembly and consideration of end-of-life uses to support a circular economy. We can give preference to regionally manufactured products and materials and incentivize merchants to shorten supply chains - which reduces carbon impacts - and support equitable labor practices.

“Infrastructure that is more **energy efficient** (insulation, sealing holes, fans, a/c, better glass, etc.), [and] more **shaded areas** [would make the Market more sustainable.]”

Source: Internal Market Survey

## Embrace design and operational approaches that holistically support occupants’ physical, mental, and emotional wellbeing

The Market can be a living example for how the physical built environment can improve the health and wellbeing of people who live, work, and visit. We can:

- **Improve indoor environmental quality** to support long-term health and wellbeing of the Market merchants, residents, and visitors. This could include a focus on air quality, ventilation rates, lighting quality, acoustic design, thermal set points, ergonomics and more. To guide this work, we can consider adopting a building certification such as Fitwel certification or the WELL standard.
- **Nurture wellbeing through community programming and an authentic sense of belonging in public civic spaces.** This may include taking intentional steps to understand what historically marginalized groups need to feel welcomed. We may also adopt best practices from civic design, active-design, and ergonomic design guidelines and include these standards in the Owner’s Basis of Design, prior to beginning capital investments.
- **Integrate natural elements** to expand on the existing sensory experience of the Market which can result in improved productivity, increased retail sales, and reduced crime - all of which benefit the Market community.





## 4. PARTNERSHIPS TO AMPLIFY THE MARKET AS THE SOUL OF SEATTLE

**As the “Soul of Seattle,” the Market continues to be deeply committed to supporting social services.** We are also committed to addressing new questions about how we can leverage partnerships to shape a struggling downtown, the health of which is tightly bound to the health of the Market community.

The Market’s dedication to social services sets it apart from many other public markets: the Charter charges the PDA with the responsibility to “*preserve and expand the residential community, especially for low-income people.*”<sup>21</sup> We are home to roughly 500 people, mostly low-income seniors, and manage four affordable housing and HUD-subsidized buildings, including Western Avenue

Senior Housing, LaSalle Building, Market House, and Stewart House. We continue to remain committed to providing affordable housing at the Market.

Today, growing income inequality and high costs of living in Seattle make social services and affordable housing more important than ever. However, our social service providers’ impact is not well understood. We should do more to educate the public on the vital work of the Market’s social service organizations and our historical and ongoing efforts to support them. We should also work with partners for a stronger voice and a bigger seat at the table on issues that affect the Market.



21 Charter of Pike Place Market Preservation and Development Authority, Page 3.  
Pike Place Market Master Plan

## Increase public awareness of social impact at the Market

The Market is home to an array of social services - including the Pike Market Food Bank, PPM Preschool and Child Care, Neighborcare Clinic, Pike Market Senior Center, and Heritage House Assisted Living (known as “Legacy Partners” and often the “Five Families”) - and affordable housing. Since its establishment in 1982, the Pike Place Market Foundation (Foundation) has been instrumental in securing capital grants to fund construction of more than 60,000 SF of space within PDA-owned buildings, and continues to coordinate funding for ongoing operations. In addition to its primary function of supporting Legacy Partners, the Foundation also manages the Market Commons, Food Access Program, Community Safety Net Funding, Small Business Recovery Program, among other essential resources.

### The PDA has long played a core role in supporting the operations of social services.

Far from being simply a landlord, we are and have been a major contributor to each of the Legacy Partners and the Foundation. In the 1980s, we built a space for the Pike Market Food Bank. In the 1990s, we partnered with the Foundation to fund a new full-service Senior Center and double the size of the Neighborcare Health Clinic. During renovations in 2010, the Preschool was relocated and expanded with a new outdoor play area. We provide robust ongoing support by offering highly discounted rents on long-term leases and annual grants to support the Foundation’s operating budget.

Today, the organizations with the greatest capital investment needs are the Pike Market Food Bank, which has seen a dramatic increase in demand but no longer has convenient access for deliveries and general operations; and Heritage House, which needs significant repairs. Actions for investing in these critical spaces are described in the Pacific Northwest Food Life and Physical Investments strategy sections, respectively.

As part of the master planning process, we conducted extensive outreach to the social service community and the people it serves.

These conversations revealed a desire for further connection and partnership between the social services providers and the rest of the Market, as well as a desire for increased public awareness of their role and community impact. Conversations highlighted that social services are challenging to sustain and require substantial funds to expand, and that providers’ physical assets need ongoing maintenance and capital improvements.

**“Uplift the Foundation and social services at the Market - it will help us see the impact of the Market more broadly.”**

Source: External Market Survey

**Only 16% of public respondents think of the Market’s role as a mission-based service provider.**

Source: External Market Survey

Through the PDA, Market merchants currently support social services in a variety of ways, including:

- 70,000 SF of affordable space, equivalent to a total subsidy of \$1.7M per year.
- Special event support, including security, facilities, maintenance and project management, for the Foundation and Pike Market Senior Center’s annual events.
- Annual cash support of nearly \$500,000 paid to the Foundation and Pike Market Senior Center.
- Marketing, I.T., and administrative support and trademark license use for the Foundation.



To increase awareness of our impact, we will:

- Collaborate with Legacy Partners **to increase awareness of social services** at the Market in external messaging and marketing and highlighting the longstanding and critical financial and other support provided by the PDA and Market merchants. Increased awareness of social impact can uplift providers, increase support, and enhance public understanding of this indispensable role the Market serves.

## Strengthen external relationships and advocacy to ensure a “seat at the table” on local policy issues

Seattle is grappling with public safety challenges, increasing commercial vacancies, and a steep drop in foot traffic, with significant implications for the vitality of the Market. Downtown revitalization is a major focus of City government. We should collaborate with the Market community, downtown anchors, historic districts, and other advocates to have a stronger voice and posture on local policy issues, particularly as they relate to the future of downtown.

Further, as part of our commitment to DEI, we must ensure that the input of BIPOC communities and Tribes are intentionally solicited as improvements advance, particularly given the Market’s role and the impact of our decisions on communities downtown, in the city, and the broader King County region. This includes inviting BIPOC communities and Tribes that are currently not present in the Market and developing processes that allow for all voices to be heard.

We will:

- **Strengthen the PDA’s external relations functions** to interface with the City and other external actors to advocate for the Market on issues that impact our community and its ongoing commercial success. This might include policies related to public safety, transportation and transit, public realm improvements, residential development, and sustainability. This effort can also include convening of **a coalition of downtown partners** to advocate collectively on actions that impact us, potentially including other historic districts and institutions like Chinatown-International District, Pioneer Square, Seattle Art Museum, Seattle Center, and Waterfront Seattle.

**Market’s Support for Downtown Revitalization: 84%** of respondents agreed or strongly agreed that the Market can help support the revitalization of downtown post-COVID.

Source: Internal Market Survey

“If attracting locals and downtown residents to the Market is critical to this plan, the Market should focus on what it means to help downtown recover and what it means to embrace and connect to the waterfront.”

Source: Internal Market Survey



# IMPLEMENTATION



# Financial SUSTAINABILITY

We must understand what it will take for the Market to operate on a long-term financially sustainable basis and what changes may be required across the Market, Council, and staff operations to facilitate successful implementation of this Plan.

All of the actions listed in this Plan will require additional study, discussion, and planning – all of which will be done with robust public input. This chapter discusses processes and an approach to phasing to allow us to make decisions about what should get implemented.

## Achieving Operating Sustainability

We will always support the Market community, including with below-market rental rates that allow businesses, farmers, craftspeople, and social service providers to operate and thrive. Because the Market does not receive operating funds from the City, and all operating expenses are required to be covered by rents and parking fees, the Market community and the PDA have a shared responsibility for the financial sustainability of the Market. In recent years, operating expenses have risen more quickly than revenues, which means that to continue to serve our purpose, we must identify strategies to increase revenues to cover core operational expenses, while staying true to our Charter.

Over the last decade, we have operated at an average margin of 19%, which enabled operating viability through the pandemic and critical capital maintenance. However, expenses are projected to increase 5% annually (compounded to 62% in total) over the next 10 years, due to modest underlying inflation, as well as higher increases in labor,

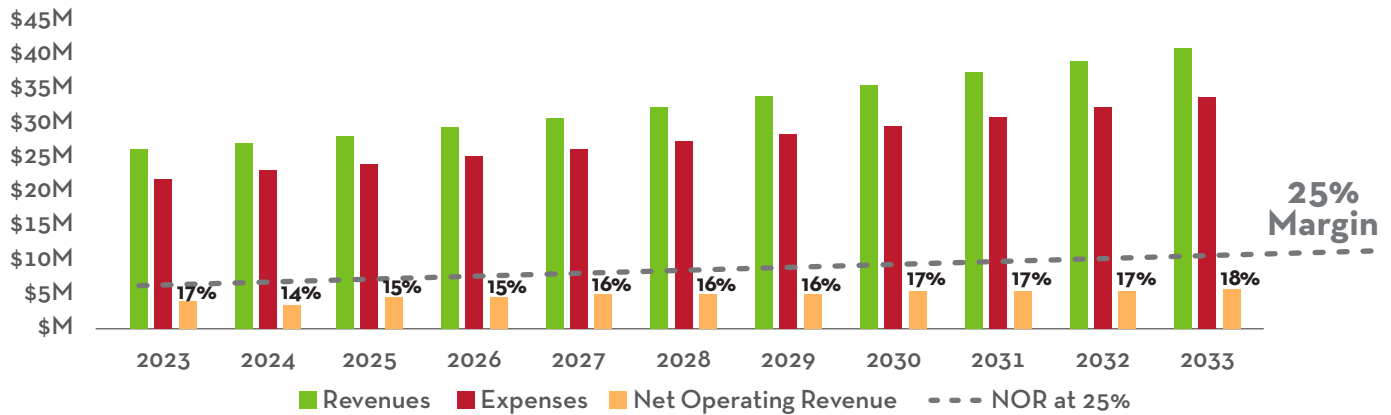
**The Market will always support its community by offering below-market space to small businesses, farmers, craftspeople, and social service providers. But we must operate without public subsidy – which means our community and the PDA have a shared responsibility for financial sustainability. Revenues collected through tenant rents and fees fund the Market’s social service functions. We must identify strategies to increase revenues to cover rising costs while continuing to fulfill our Charter.**

utilities, and insurance costs that are beyond our control. The Seattle metro area has also experienced some of the highest cost increases between 2020-2023 with the consumer price index growing 21% - at least five times higher than New York City and Los Angeles. This has significant impact on our expenses, which is expected to outpace projected revenue growth (3% annually) under the status quo.<sup>22</sup> An increased lease escalation could bring annual revenue growth to 5%.

<sup>22</sup> Bureau of Labor Statistics, April 2020-April 2023.

## PDA Revenues & Expenses

(2023-2033)



Yet even with a 5% escalation on leases, we will not achieve a target net margin of 25% over the next decade and can expect to see a \$3.9M gap in 2033 – assuming no major unpredictable events or a recession. A 25% net margin is a minimum target that will allow us to not only cover day-to-day operational costs and routine capital maintenance, but also ongoing debt service payments and other operations. This target will also allow us to maintain a healthy reserve to prepare for the unpredictable. For more details, please see the ‘Financial Analysis’ document in the Appendix.

Strategies outlined in prior sections identify crucial actions for increasing revenues for small businesses and percentage rent to the PDA:

- **Embracing a robust Pacific Northwest Food Life strategy** that curates authentic Pacific Northwest food products, dining concepts, producers, and experiences, reattracting local visitors and spending.
- **Attracting business anchors**, a limited number of beloved, local, owner-operated businesses with limited other locations that can attract more visitors who then spend more money at other nearby businesses. While it has been practice to deny lease applications for businesses with more than one location, the MHC Guidelines do not prohibit this, so long as the business is owner-operated and contributes to the Market’s goals.
- **Increasing the share of businesses with revenues between \$300,000-\$1M from 30% to at least 50%** by providing support to

5%  
 Operating Expenses  
 Annual Projected Growth  
 vs.  
3%  
 Operating Revenues  
 Annual Projected Growth

smaller existing businesses to help them grow – thereby supporting wealth generation for owners – and through curation of new owner-operated businesses that reattract locals. In parallel, we can revisit MHC Guidelines to further support business growth, considering business operations and consumer tastes have evolved significantly since they were created in 1971. A 20%-35% increase in tenant sales – achieved through marketing of Pacific Northwest Food Life, programmatic support of existing business growth, and more intentional tenant recruitment and curation – could potentially **add \$2M-4M** in annual percentage rent, depending on the magnitude of future capital improvement needs and proactive approach to tenant curation.

- **Increasing foot traffic** to currently under-visited parts of the Market such as Western Avenue and the DownUnder and emphasizing



new events and programs to increase visitation in the off-season will attract more locals during less crowded times of year.

There is also a variety of additional actions that we can undertake over time, monitoring their efficacy to increase revenues while advancing our goals of reattracting local visitation and supporting local entrepreneurship. These include:

- **Increased garage rates.** The Market’s garage rates are 159% below market-rate. A 50% increase would bring the cost of parking to \$6/hour, still well below market-rate, and generate **\$500K** in additional annual revenues.
- **Recovered revenues from streamlined point-of-sales system(s).** Implementing a POS system would help businesses reduce operational costs and could increase sales performance by 5% or more.

“It would be better if Market community members saw **market management and sustainability as a shared responsibility**. PDA communications can help tell that story by leading with **shared goals and values** and asking community members to help participate in solving problems together.”

Source: Public comment on Master Plan

A standardized POS system can help businesses improve inventory management, customer experience, marketing, and reporting, while providing more accurate reporting on sales and percentage rent.

- **New earned-income programming,** including purpose-based sponsorships, local delivery, and app & augmented-reality (AR) experiences.<sup>23</sup>
  - We can expect an additional **\$400K** from sponsorships, assuming four annual sponsors averaging at \$100K contributions each.
  - We can expect an additional **\$1.2M** through expanding local delivery, assuming a vendor participation rate of 50% and a 10% delivery fee to the PDA on additional sales.
  - We can expect an additional **\$1.5M** through offering an app and/or AR experience that charges a nominal \$5 fee for visitors who choose to partake. This can offer new ways for visitors to customize their journey and engage the Market’s “Meet the Producer” philosophy. Like museum audio guides, the app can allow local visitors and tourists alike to discover new aspects of

<sup>23</sup> Estimates for new earned-income programming are based on local and national precedents. Revenues from mission-based sponsorships reflect local contributions, such as philanthropic and other commitments to the Seattle Art Museum. Assumptions for local delivery are based on London’s Borough Market delivery service and national food delivery precedents. Revenues for an app and/or AR experience is based on the average rate of audio guide usage at major museums (2.5%). More details can be found in the Financial Analysis document in the Appendix.

the Market – perhaps they can “interact” with historic images of the Market, “see” the farms where the Market’s flowers grow, “watch” how produce or seafood is harvested, or “hear” directly from the Market community. This can incorporate educational components for students, while serving locals and, and be implemented in collaboration with local universities and institutions.

These actions could generate at least **\$6.3M** in additional annual revenues.

## Managing Major Capital Investments

The Market has historically been responsible for self-funding smaller routine maintenance projects and minor capital repairs, while major projects, such as the investments outlined in this Master Plan, have been funded externally. This precedent was established in 1971 when the federally funded urban renewal project was redirected to pay for the restoration of the Market, as part of the 1971 “Keep the Market” initiative. This was followed in 2008 when Seattle voters approved a City property tax levy to restore the Market’s historic properties through major capital improvements. In his letter to City Council in 2008 submitting the proposed levy, then Mayor Gregory Nickels

wrote, “Every twenty years or so, we face a choice; protect the Pike Place Market or leave it to the ravages of time. This levy will ensure the market will be around for the next generation of Seattle residents to experience and enjoy.” The voters concurred and the Market underwent a series of building and infrastructure improvements designed to extend and restore key pieces of the historic market over the following years. Federal tax credits were also used to supplement the levy funding.

We are reaching a time when additional external funding will be necessary to continue to address ongoing obsolescence in major systems and structural elements as they reach the end of their useful lives, but also to support the capital investments described in this Plan to ensure the Market’s continued viability. To prepare for a future levy, we must update the facilities conditions assessment and undertake scoping and feasibility studies to establish costs and priorities for the proposed capital investments and major maintenance needs identified in this Plan. Working with a team of professionals, volunteers and advocates, we can then prepare a formal request of a new levy to be submitted to voters as early as 2028, in keeping with the pattern of major investment established in 1971 and reinforced by the 2008 levy. Additionally, we will need other sources of supplemental funding, such as Historical Rehabilitation Tax Credits.





# MARKET & BUSINESS OPERATIONS

Both the PDA and MHC operate under charters established by the City of Seattle and have the latitude to establish guidelines for how to manage the Market to best meet its commercial purpose and preserve its historic character.

We share responsibility for visible changes and/or modifications to buildings, and matters of use – how spaces are occupied and if the general mix of uses is consistent with the Charter.

MHC will continue to be a trusted partner as we develop more detailed plans for implementation of this Master Plan and prepare for a future levy.

Our decisions have always been strongly influenced by precedent. Yet, we must also adapt to accommodate major changes in today's physical, economic, and social environments. We will work with the MHC to reexamine current operating guidelines to achieve the Plan's goals of maintaining the Market's historical role as a place for farmers and others to sell directly to consumers and to promote a diversity of small independently operated businesses.

## Strengthen collaborations with the MHC to achieve Master Plan objectives and preserve the Market's historic purpose and character

Today, the Market faces complex challenges not anticipated when the Historical District regulations and guidelines were created. These include physical challenges related to the condition of the historic buildings, public spaces, energy codes, and climate resiliency; as well as operational challenges due to major changes in retail and consumer behavior.

We will partner with MHC and the City of Seattle more broadly to preserve the Market and ensure its future. Topics to discuss include:

- **Ways to implement recommended physical improvements** to relieve crowding, increase accessibility, support tenant curation and maintain authenticity. This may include different approaches in different areas of the Market: for instance, greater flexibility in areas farther from the historic core.

“[The MHC Guidelines] are to be used as a basis for decision-making on the approval of uses and designs in the Market, in order to preserve and protect the Historical District. While all changes will be considered in light of both these Guidelines and historical precedent, the Commission has discretionary powers to interpret these Guidelines as they may apply to individual applications. The Guidelines should stimulate harmonious and orderly development, while allowing gradual adjustment to varying and changing Market activities. They are intended to be of value to Historical District property owners, merchants, tenants, residents, governmental agencies and the general public regarding the use of space and physical appearance within the District.”

- Pike Place Market Historical Commission Guidelines, Section 1.4

- **Promoting environmental sustainability.** Often, environmental sustainability and historic preservation come into conflict. Through close collaboration with the MHC, we have an opportunity to show how Market buildings can meet and potentially exceed new energy codes and other sustainability measures while maintaining their historic character.
- **How MHC Guidelines can facilitate Pacific Northwest Food Life,** help reattract locals, reduce barriers of entry for small owner-operated businesses, and support the Market's long-term financial sustainability. MHC Guidelines recognize the need to address a dynamic context. With the MHC, we should explore different terms of approval for temporary uses or conditional terms for startup businesses. This would allow greater flexibility for seasonal promotions, pop-up opportunities, and a new generation of entrepreneurs to operate at the Market.
- **Allowing a limited number of small, owner-operated local businesses to open locations within the Market** to support our goals for long-term financial sustainability, rooted in Pacific Northwest Food Life and increased local foot traffic. Eligibility can be narrowly defined. A limited number of spaces, locally owned and founded, and/or limited to temporary approval with additional conditions. This change, effectively managed, would create some flexibility for more unique, owner-operated, and diverse businesses to contribute to the Market's vibrancy and character.
- **How MHC review functions can be more efficient,** particularly for tenant curation. We have heard that the current application process for use and review of interior modifications, signage, and fixtures takes meaningful time and effort. This could discourage new would-be tenants from coming to the Market and existing tenants from trying new things.



# PDA OPERATIONS

To implement the Master Plan successfully, PDA staff and Council will refine processes and develop additional capacities to ensure greater accountability to the Market community and public and to advance diversity, equity, and inclusion.

## Improving Staff Structure & Processes

We will continue to update staff operational processes and build additional capacity to implement strategies outlined in this Plan. These actions include:

- **Continue to streamline the leasing process** to make it less cumbersome for prospective tenants, including updating the lease form. The length and complexity of the Market’s leasing process far exceeds the standard retail leasing process, which can deter or exclude businesses, including BIPOC business owners, from seeking opportunities to operate in the Market. The updated leasing process will reflect the revised curation approach and enable annual and multi-year tenant curation. We are already utilizing pop-up opportunities and temporary, short-term leases to better identify potential tenants.
- **Revise holdover tenancy terms** with better defined metrics, including considerations of compliance, investment of space, and general business performance. As stated in the Lease Guidelines, *“The end of a term lease provides the opportunity for both the tenant and the PDA to evaluate the past performance of the business. The PDA may require the tenant to identify future business plans and performance targets as a condition*

*of a renewal.”*<sup>24</sup> This has seldom been done in practice, but we have started to change that. Establishing clear business performance metrics and subsequent next steps will allow us to maintain a healthy retail environment and remain attractive to local visitors. It will also ensure there is a collective responsibility for the financial viability of the Market.

- **Enforce lease terms**, including termination of tenancy. The Leasing Guidelines cite *“high rent to income ratios, declining sales, inability to invest in inventory or capital improvements, lack of consistency in operating hours or staffing, habitual defaults of the rental agreement”*<sup>25</sup> as reasons for terminating a tenancy. We do not currently exercise this regularly, despite instances of rental defaults or low business performance after many years in business. This creates a liability for the Market, goes against our community’s shared financial responsibility, and prevents us from extending opportunities to new businesses.
- **Collaborate with farmers and craftspeople to address daystall challenges** to increase participation and business viability. In order *“to foster an environment where individual farmers, artists, and craftspeople can succeed economically; to provide equitable business opportunities; and to maintain a diverse mix of products offered for sale by producers,”*<sup>26</sup> as written in the Daystall Rules, we will work with produce and flower farmers and craftspeople to make sure the daystall environment works for them and aligns with their current business realities.

<sup>24</sup> Lease Administration Guidelines for Pike Place Market Preservation and Development Authority Commercial Property Management Department, Page 10.

<sup>25</sup> Ibid.

<sup>26</sup> Daystall Rules & Regulations for the Pike Place Market Preservation and Development Authority, Page 3.

In addition to improving existing practices, we will develop additional capacities and accountability to enable curation, programming, and partnership initiatives. These include:

- **Enhance tenant curation and programming.** We will evaluate existing staffing; though, it's likely this work will require hiring or contracting additional staff, such as a Tenant Curation Manager, Tenant Curation Specialist, or Curation & Programming Specialist.
- **Modify and develop new systems to support Market businesses,** including implementing WiFi, standardized point-of-sale system(s), or shared infrastructure for delivery service. Additional resources may include a Business Support Coordinator or a Local Delivery Specialist.
- **Advance the Sustainability Work Template,** which will require coordination across a number of stakeholders to integrate sustainability initiatives across the Market's operations.

- **Strengthen the strategic partnerships** necessary for an effective 'seat at the table' on issues, including with the City, MHC, neighboring institutions, community organizations, and others.

## Refining Council Processes

We will take actions to help ensure our leadership is efficient, effective and accountable to the Market community and public. These include:

- Implementing the Plan will require significant changes in how Council organizes its work. We will **monitor and evaluate** how effectively the existing committees - Market Programs and Finance and Asset Management - handle these changes. We will look for instances of duplicated work or whether issues fall between the cracks and make changes depending on what we find.
- Review Council Rules and Regulations and Constituency Bylaws to **facilitate efficient and effective functioning,** all consistent with the City's PDA Ordinance and Charter.





- Evaluate **progress on the Master Plan** as part of **the PDA Executive Director's annual performance evaluation**.
- **Annual evaluation by Councilmembers of our collective leadership performance** to identify areas where we were particularly effective and why, and/or where we could improve.
- **Annual Councilmember self-evaluation processes** to assess our individual contributions and establish goals for service in the coming year.

## Broadening Community Engagement

Members of the public have voiced a desire for more and better engagement formats. To be truly accountable we need broader, more representative public input: during the process of developing this Plan, about 10 people represented more than half of attendees in regular and special Council meetings. New venues for better, more direct engagement with the public and Market community could include:

- **Annual PDA engagement calendar** and/or additional venues for engagement to enhance and systemize community input on strategic decision making. This could include resurrecting the annual PDA State of the Market.

- **Council listening sessions** - perhaps twice a year - either as open houses or walking tours of the Market, to allow the PDA Council to hear directly from a broader array of individuals in new contexts outside of regular Council meetings. While Council meetings are open to the public, more opportunities for two-way dialogue between Council and members of the Market community are important for the collective community to advance the strategies and actions of this Plan. We will also consider holding listening sessions in neighborhoods across Seattle to meet people where they are.
- **Reciprocal relationships with BIPOC communities and Tribes** through the PDA staff to inform ongoing implementation of the Master Plan - for example, periodic meetings to solicit input on ongoing tenant curation, events programming, and public art efforts to identify opportunities to ensure that BIPOC vendors, producers, and creators are represented.
- **New forums to facilitate greater collaboration and more regular communication between the PDA staff and Council, and our partners** - including MHC, Friends of the Market, the Foundation, Legacy Partners, Pike Place Market Constituency, and others. The Master Plan process demonstrated the power of and need for ongoing teamwork across the Market community.

## Gathering data to measure visitation, retail activity, and DEI

Establishing metrics and tracking data will be necessary for monitoring the success of Master Plan implementation. We will explore what tools will work best for gathering this information, including:

- Engage a third party to collect **tenant demographic data** and summarize it in an annual report. Data collected should include business age, size, tenure at the Market, and the demographics of owners and employees, including age, race, ethnicity, gender, and sexual orientation. Demographic data will be voluntary. We will offer incentives for tenants to fill out surveys and can enlist a trusted third party - such as students or a community-based organization - to conduct the outreach.
- **Collect retail sales data** on a monthly basis, including sales per square foot by tenant type, location, business demographics for commercial tenants, craftspeople and farmers. This data will allow us to track tenant performance against annual and quarterly curation goals to better assess financial sustainability in the long run.
- Collect **visitor traffic data** using mobile data or other sensor technologies and analyze on a quarterly basis. We can work with a third-party provider to install sensors and/or utilize mobile phone data to understand visitation patterns to the Market. This will help us track our success reattracting locals and increasing visitation in the shoulder seasons. It can also inform programming and curation decisions, particularly across seasons.
- Conduct **visitor surveys** annually to measure feedback and improvements on the Market experience. While visitor traffic data can provide us with quantitative analysis on visitation, qualitative surveys are just as critical to measure progress on the visitor experience especially for locals.

## Institutionalizing diversity, equity, and inclusion

As part of the Market's commitment to being the "Soul of Seattle," we must strengthen our commitment to creating a diverse, inclusive, and equitable environment that recognizes past harms and existing disparities, and prioritizes support for those who are Black, Indigenous, and people of color. We will build upon the strategic planning work we have conducted to-date to further embed DEI values and practices across our organization, grounded in best practices. These could include:

- **Track the demographics and diversity** of our Council, staff, vendors, and visitors using the data gathering systems described above. We will use data to measure diversity of vendors and track whether they are equitably achieving business success.
- **Create an Equity Core Team** of leaders across our organization, to steward DEI goals and implement initiatives.
- **Contract with a facilitator** to engage with the Council and staff to institutionalize diversity, equity, and inclusion across our organizational structure and culture, including processes for how DEI informs decision-making, where DEI efforts should be housed within the staff organization, and more.

# PHASING & METRICS

## Phasing of Actions in Short, Medium, and Long-Term

This Master Plan is a roadmap to achieving our vision and goals over the next 50 years, but with the commitment to regularly revising strategies and adapting to changing conditions. The following phasing plan includes next steps for implementing the Master Plan over the next 10 years, including steps to prepare for a potential levy in 2028. The actions listed below are not finalized and will require continued study, discussion, and planning - which will all be done with robust public input. We will revisit the Master Plan against its goals, metrics, and timelines every five years to ensure that the investments to the Market remain relevant and can be successfully executed within the set timeframe.

### Tenant Curation and New Revenues

	3 YEARS			5 YEARS			10 YEARS			
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
<b>Tenant Curation</b>										
1. Review tenant leases	█									
2. Implement rent escalation	█									
3. Hire/ contract with leasing professional	█									
4. Develop curation process (including MHC coordination)	█	█								
5. Establish annual curation targets & tenant criteria	█	█								
6. Develop transition plans	█	█								
7. Partner with incubation/accelerators		█								
8. Develop and launch events calendar (focus on “Meet the Producer”)		█								
9. Develop targeted tenant plan along Western Avenue		█	█							
10. Identify spaces for pop-ups		█	█							
11. Recruit tenants for future vacancies		█	█	█	█	█	█	█	█	█
12. Fully staff PPM tenant curation team to execute curation process				█						
13. Launch series of PPM anchor concepts & experiences					█	█				
14. Curate & program future Heritage House					█	█	█	█	█	
<b>New Revenue Strategies</b>										
1. Research & implement POS		█	█							
2. Increase garage revenues		█								
3. Identify & secure purpose-based sponsors			█							
4. Launch local deliveries			█	█						
5. Launch beta AR app/experience			█	█						

# Capital Investment Projects

	3 YEARS			5 YEARS			10 YEARS			
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
<b>Pike Place Improvements</b>										
Project planning/ definition, street management plan	PHASE 1									
Phase 1 - Adapt space to support flexible management		PHASE 1								
Phase 2 - To be determined				PHASE 2						
<b>DownUnder Improvements</b>										
Project planning/ scope definition		PHASE 1								
Phase 1 - Western Ave signage, wayfinding			PHASE 1							
Phase 2 - Circulation, access & wayfinding, amenities				PHASE 2						
Phase 3 - Tenant reconfiguration/ consolidation									PHASE 3	
<b>Western Ave/ Heritage House Improvements</b>										
Project planning/ scope definition	PHASE 1									
Phase 1 - Short-term improvements of Overlook Walk	PHASE 1									
Phase 2 - Heritage House envelope replacement or renovation				PHASE 2						
Phase 3 - Central plant upgrades				PHASE 2						
<b>Post Alley/ 1st Ave Improvements</b>										
Project planning/ scope definition	PHASE 1									
Phase 1 - Improvements to support street management		PHASE 1								
Phase 2 - Soames/ Dunn courtyard				PHASE 2						
Phase 3 - Economy atrium improvements						PHASE 3				

- Phase 1
- Phase 2
- Phase 3

LEVY

**Note:** The Capital Investment Projects listed above were developed in conjunction with PDA staff and council input, and represent investments in new or reconfigured program spaces, public space and required infrastructure to support new uses.



## Major Maintenance Projects

	3 YEARS			5 YEARS			10 YEARS			
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
<b>Market-Wide</b>										
Market-wide fall protection plan	█									
All Western Ave window replacement plan		█	█							
Main Arcade tile floor replacement plan	█	█								
<b>Livingston Baker</b>										
Replace Sanitary piping (Updated 1975; Needs replacement)					█	█				
Elevator modernization (Install 1976; Modernized 2017)					█	█				
<b>Soames/ Dunn</b>										
Re-roofing (Updated 2012)								█		
<b>Public Market Parking Garage</b>										
Upgrade & add cooling tower (Updated 2009)									█	
<b>Fairley Building</b>										
Replace storm drain system (Updated 1975)						█				
<b>North Arcade</b>										
Replace wood windows (Updated 2006; Recommended 2020)		█	█							
<b>First and Pine Building</b>										
Finish replacement of piping system (Updated 1983)									█	
<b>Corner Market</b>										
Replace windows (Updated 2011)									█	█
<b>LaSalle Building</b>										
Replace rooftop HVAC (Updated 2005)									█	█
Replace generator and emergency distribution system (Upated 1976)									█	█

LEVY

**Note:** The Major Maintenance Projects listed above were identified with PDA staff input and represent infrastructure and renewal projects that are beyond the level of annual repair and maintenance, and which require mutli-year assessment, design, and funding to complete.

# Sustainability Work Template

Please see the full Sustainability Work Template located in the Appendix for more details.

	3 YEARS			5 YEARS			10 YEARS			
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
<b>Comprehensive Assessments and Actions</b>										
Owner’s Project Requirements document										
Basis of Design document(s)										
Energy audits and retroactive commissioning										
Conduct waste audits										
Create post occupancy evaluation criteria										
Begin conducting POEs: repeats every 3years										
<b>FOOD</b>										
<b>Strategy 1: Select and prioritize farm and food businesses that source local products and ingredients.</b>										
F1A: Expand Meet the Producer to focus on sustainability										
F1B: Local sourcing										
F1C: Circular economy										
<b>Strategy 2: Support preserving and reinforcing equitable and sustainable farming practices in the Pacific Northwest.</b>										
F2A: Urban-rural Food Network										
F2B: Indigenous food sovereignty										
<b>Strategy 3: Work towards zero waste and reduced carbon emissions on and off site among vendors.</b>										
F3A: Zero food waste										
F3B: Green purchasing										
<b>ENERGY &amp; RESILIENCE</b>										
<b>Strategy 1: Meet City and State energy benchmarking and reporting requirements per the Building Energy Performance Standards (BEPS) mandates.</b>										
ER1A: Assess state BEPS target dates and reductions										
ER1B: Begin reporting										
<b>Strategy 2: Reduce Energy Use &amp; Carbon Emissions</b>										
ER2A: Perform energy audits										
ER2B: Implement energy efficiency measures										
ER2C: Target residential and commercial occupant behavior conservation measures										

LEVY

	3 YEARS			5 YEARS			10 YEARS			
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
<b>Strategy 3: Maximize human comfort in living and working spaces while using extremely little energy.</b>										
Target 3A: Leverage existing building assets/ passive measures										
Target 3B: Conduct post-occupancy evaluations and incorporate improvements										
<b>Strategy 4: Plan and design for emergencies and for vulnerabilities associated with the long-term effects of the climate crisis.</b>										
Target 4A: Create resilience plan										
Target 4B: Implement resilience features										

<b>MATERIALS &amp; RESOURCES</b>										
<b>Strategy 1: Minimize Overall Waste Streams</b>										
MR1A: Zero waste plan										
MR1B: Waste audit										
MR1C: Implement zero water measures										
<b>Strategy 2: Prioritize selection of low carbon, non-toxic architectural materials during maintenance, repair and capital improvement projects.</b>										
MR2A: Low carbon materials										
MR2B: Healthy materials										
<b>Strategy 3: Encourage and celebrate use of regionally manufactured products or materials during maintenance, repair and capital improvement projects.</b>										
MR3A: Local Pacific Northwest materials										
MR3B: Responsible sourcing										

<b>HEALTH &amp; WELLBEING</b>										
<b>Strategy 1: Improve Indoor Environmental Quality</b>										
HW1A: Create sustainable design standards for wellness										
HW1B: Implement sustainable design standards for wellness										
HW1C: Pursue Fitwel certification										
<b>Strategy 2: Nurture Community Wellbeing</b>										
HW2A: Uplift design for civically engaged public spaces										
HW2B: Programming for sense of belonging										
HW2C: Incorporate active design and ergonomic design										
<b>Strategy 3: Promote Physical Connections to Natural Systems</b>										
HW1A: Identify value of natural elements in urban spaces										
HW1B: Implement connections to natural elements										

**Note:** phasing plan is conceptual, and strategies could be adopted in different orders based on level of priority. A number of strategies will be recurring and/ or implemented in phases.

## PDA & Council Operations

	3 YEARS			5 YEARS			10 YEARS			
	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
<b>Market Rules &amp; Business Operations</b>										
1. Engage MHC on guideline interpretations*										
2. Engage craftspeople & farmers on daystall processes*										
<b>PDA &amp; Council Operations</b>										
1. Prepare for future public levy*										
2. Continue to streamline leasing process										
3. Establish new PDA & Council evaluation processes										
4. Establish data collection & monitoring processes										
5. Create an annual PDA engagement calendar										
6. Establish Council public listening sessions										
7. Create platform to engage PDA, Council & partners										
8. Monitor and evaluate Council committee structures										
9. Create an Equity Core Team										
10. Engage a DEI facilitator										

\*Timing denotes start time.

LEVY

## Metrics to Track Master Plan Process

With any Master Plan, setting targets and metrics is critical for tracking progress and evaluating success. The following metrics listed are a starting point for the types of baseline indicators that we should track progress against our Master Plan goals on an annual basis. They are not in any order of priority. We will need to work in the coming months to develop a set of detailed, quantitative metrics and targets by the end of 2024.

## Master Plan Goal: Ensuring Long-Term Financial Sustainability

### METRIC

Increase net margin

---

Increase commercial tenant sales & percentage rents

---

Increase share of tenants earning over \$300K in annual sales

---

Increase garage revenues

---

Increase earned-income programming

---

Increase average farm attendance

---

Increase average craft attendance

---

Reduce facilities, maintenance, utilities, and other operating costs

---

## Master Plan Goal: Increasing Local Visitation

### METRIC

Increase visitation from locals

---

Increase annual average visits by local visitors

---

Increase annual sales to local visitors

---

Grow satisfaction rating from locals on the visitor experience

---

## Master Plan Goal: Advancing A Diverse, Equitable, And Inclusive Market

The PDA will need to first establish data gathering processes in order to understand its baseline DEI metrics and set targets for the PDA Council and staff, visitors, and Market vendors.

### METRIC

#### Diversity

**Measure and track the Market community**, including PDA Council and staff, visitors, and Market vendors, by race, ethnicity, gender, disability, sexual orientation, country of origin, and more. In particular, we should set targets to match or exceed the share of BIPOC population in Seattle.

Evaluate current practices and **set targets for engaging and partnering with BIPOC organizations**. We should also define the level of engagement to ensure meaningful and reciprocal relationships.

**Track the number of W/MBE contractors** represented on the PDA's small works roster.

#### Equity

**Track PDA staff salaries, promotions, and other metrics** to ensure staff, particularly BIPOC and other underrepresented populations, are given fair employment and career advancement opportunities.

**Measure PDA Councilmembers' feedback** through the Council's new self-evaluation and annual performance processes to ensure that Councilmembers are given fair access and opportunities to contribute.

**Track the demographics of Market vendors by business locations, performance, uptake of business support resources, and other metrics** to ensure that the Market's diverse businesses are given equitable opportunities to succeed.

**Review the Market's compliance with ADA standards** to ensure physical accessibility to all types of visitors.

Track the number of **awarded contracts and total contract dollars awarded to M/WBE contractors**.

#### Inclusion

**Evaluate feedback from all members of the Market community through surveys**, and in particular, **track satisfaction ratings and other trends of BIPOC and other underrepresented populations**.

**Evaluate public feedback on new engagement methods**, such as Council listening sessions.

# MORE SHOPS



## APPENDIX

### DOWNSTAIRS

<b>Christopher's Lamp</b> FRESH AND TASTY READINGS	<b>OSARA COMMISSARY</b> JAPANESE SNACKS & HOUSEHOLD GOODS
<b>BLMF, A Literary Saloon</b> USED BOOKS Keepin' it real since '96	<b>The Antique Touch</b> "318" ... VINTAGE FURNITURE ... ... ANTIQUES ... COLLECTIBLES ... Pen & Ink Drawings by Patrick T. Kerr
<b>HOLY COW RECORDS</b> RECORDS, CD'S & VIDEOS • SUITE #315	<b>ARTIFICAL GALLERY</b>
<b>JESSE LINK</b> audio / gallery	<b>SPACE FIBER</b>
<b>Orange Beards</b>	<b>ARTIFICAL GALLERY</b>

# MASTER PLAN CONSULTANTS & *Selection Process*

**In 2019, we voted to develop a Master Plan to ensure the long-term viability of the Market as the Soul of the City and as a place where locals and visitors could Meet the Producer.**

This process was halted during the COVID-19 pandemic and restarted in 2022, with the release of a Request for Qualification (RFQ) in the spring of that year to select a consultant to lead the planning process. The project was advertised on our website, in local trade publications, and was promoted through a press release that garnered international attention. In the end, ten proposals were received from firms based in Seattle, and across the U.S., Canada, and Europe. Each proposal was evaluated using a scoring sheet, and four were selected for interviews. During the interviews, members of the selection team assessed each candidate based on a series of pre-selected questions. The result was a thorough and deliberate process that culminated in the selection of HR&A Advisors.

**HR&A Advisors** is an industry leader in economic development, real estate, and public policy consulting, equipped with a unique understanding of the intersection of public and private sectors. HR&A Advisors managed the overall Master Plan with the support of a project team that included:

- **BERK Consulting, Inc.**, is a Seattle-based interdisciplinary consultancy group. BERK led the Plan's community and stakeholder engagement, designing and managing processes to convene community and stakeholder groups, and developing the strategic implications from those engagements for the Plan.
- **Mithun** is a Seattle-based firm and national leader in urban planning, design, landscape, and architecture. Mithun led the assessment of the Market's physical status and needs, and identified strategies for the Market to adapt to the future in ways that capitalize on its unique character.
- **MRA International** is a Florida-based development consultancy specializing in the conception, strategy, and execution of destination developments worldwide. MRA analyzed local and national retail trends and led the Plan's curation strategy.





Additional appendices to this Plan are attached separately and can be found on the PDA's website, including:

- **Sustainability Work Template:** A working document outlining the Market's sustainability goals, strategies, and potential actions that span our food systems, physical infrastructure, and operations.
- **Community Engagement Report:** A summary of engagement activities that informed the Master Plan process and high-level themes from community input.
- **Survey Results:** Summaries of the Internal and External Community Survey findings.
- **Financial Analysis:** An overview of the PDA's historic and current financial conditions, projection of future operating revenues and expenses, and rationale for a variety of revenue generation strategies (that are included in this Master Plan).
- **City Market Case Studies:** A snapshot of four public market examples, including Borough Market in London, Reading Terminal Market in Philadelphia, St. Lawrence Market in Toronto, and Granville Island Public Market in Vancouver.

