PDA Council Retreat
October 30, 2019

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How do we best use our spaces for place-making, convening and selling?
How do we best carry forward the PDA and Historic District Charter(s), 50 years in, in a changed City, with changing retail?

Outcomes

- Big Ideas & Themes: Removing Barriers, Creating and Growing Community
  - Our spaces and places
  - Our tenants and retail
- Update as needed priorities and strategic planning.

### Topics/Agenda

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<th>Topics/Agenda</th>
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<tbody>
<tr>
<td>Public Comment</td>
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<td>PDA and MHC Charters</td>
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<tr>
<td>- Fundamentals, Intents, Goals, Priorities, and Flexibility</td>
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<tr>
<td>- Clarifications</td>
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<td>2019 Strategic Plan Priorities Guiding Action</td>
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<td>- Social Services</td>
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<td>- Revenue &amp; Expense</td>
<td>John/Amy</td>
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<td>- Governance &amp; Mission</td>
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<td>- Discussion, forward adjustments</td>
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<td>Big Ideas: Past</td>
<td>John</td>
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<tr>
<td>- A Brief PDA History: Implementation, Refinement, Evolution</td>
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<td>Big Ideas: Present</td>
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<tr>
<td>- Council member ideas</td>
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<td>- Discussion, clarification and context</td>
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<tr>
<td>Market Performance and Impact</td>
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<td>- PDA revenues: commercial, farmers and artisans</td>
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<td>- Business incubation and success</td>
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<td>- Market spaces and utilization</td>
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<td>- Clarifications and questions</td>
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<td>Potentials and Possibilities</td>
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<tr>
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Homework

To help spur our creativity, we all have some “homework,” a way to help each of us think about the future and our potentials, and come to the retreat with ideas. Spurring us on is the following imaginary, creative potential:

A longtime resident of Market House recently won the Washington State Lottery. An outspoken fan of the Market, she’s donating $10,000,000 of her winnings to the Market, with the expectation that the PDA will “keep the market vital and sustainable, address the challenges of the future, and grow.”

At the retreat, please share your idea on how best to use this money for a specific investment in the spaces and places of the Market.

You will have only 2 minutes to present your idea.
Strategic Themes and Priorities

While the City (and world) around the Market have changed dramatically since 1971 (and especially in the last 10 years), core activities and use of space in PDA-owned buildings and the historic district have remained consistent.

*While this was a core expectation and goal of the Charter, how can the Market grow/expand/modify the use of our facility and the activities within to better meet that changed City, and drive commerce in the Market?*

Site and Building Assets

**Themes**

The core of the Market and protected by the Charter are the arcades, buildings and site, and the Market's prime, central location. While visitor traffic increases, this doesn’t always directly translate to more commerce for market businesses, and the at times vast crowds are now an impediment to purchasing-oriented patrons.

- **What can the Market do to accommodate tourists and residents, and ease connection to the vendors at the core of our mission?**
- **How can the Market increase viability of lesser trafficked areas, and increase the amount of space for “incubation” and business growth?**
- **What should the Market do to reduce the impacts of short- and medium-term construction downtown and immediately adjacent to the Market?**
- **How can the Market strengthen physical and transportation connection to downtown and the waterfront?**

**Priorities**

1. **Wayfinding and Access**
   - Improve customer ability to identify and access desired Market location
   - Reduce inefficiencies and complication of deliveries; improve access

2. **Waterfront and Overlook Walk**
   - Coordinate with City and other stakeholders to ensure fit with Market goals and operations

3. **Construction Around the Market (current year priority)**

Marketing, Communications, Education and Programs

**Themes**

The Pike Place Market is a national and international brand with tremendous equity and potentially untapped value.

- **How can the Market leverage this brand to both more activity—and revenue—year-round?**
- **How can we expand and extend brand equity itself?**
Pike Place Market PDA
Strategic Planning—Priorities and Work Plan
2019

Priorities

4. Market Activation/Events
   - Develop a plan for additional activities and events though all areas of the market to
     expand customers and their visits to the Market

5. Increase Local Business
   - Develop marketing, facility design planning and use, new retail research and
     operational alternatives to increase market utilization by locals (downtown workers and
     residents, City and regional residents, multiple demographics)

6. New Website and Mobile App (current year priority)

Social Services

Themes
Core to the Market history and Charter are residential and social services to lower-income residents.
   - What activities can increase this, reach new audiences and expand the social framework at
     our core?

Priorities

7. School Outreach
   - Develop “deep dive” plan for School Program

8. Foundation Coordination
   - Create process for integrating and improving PDA and Foundation planning and
     strategy

Revenue and Expense

Themes
While Market revenues have increased dramatically in the past decade, the rate of growth is
plateauing, while expenses continue to rise.
   - With aging historic buildings and regulations, and the changing retail landscape, what steps
     can the Market take to bolster its financial basis?

Priorities

9. New Business Incubation
   - Identify opportunities and needs (operational, facility, marketing) to increase new
     business starts and growth at the Market

10. Trademarking
    - Develop new paths and opportunities for Pike Place Market branded experience and
        merchandise through licensing and other
Governance and Mission

Themes
While the Charter and the originating vision of the market, including historic preservation, “meet the producer”, small business health, and more remain relevant and important, broader social and economic trends are narrowing or eliminating methods to achieve these ends. High quality, low-cost farmer produce is much more widely available than in 1971; as well there are many other locations for artisans to sell.

- How can the market continue and evolve as an “incubator” for local businesses?
- How does the Market avoid becoming a museum or a “tourist trap,” less relevant and substantive day-to-day for current users and tenants?

Priorities
11. Assertiveness
   - Improve outreach, communication and posture in local and City policy, government, business and other communities

Input and Stakeholders
The Market lives in the midst of a vibrant downtown with many audiences, stakeholder and active voices. During the development of this plan, discussions, brainstorming and evaluations with the following constituencies will benefit the process with:

- Needs and desires of those the Market serves
- Opportunity to build alliances and joint vision for key strategic focuses
- Identify resources and partnerships

Data Desired
1. Hotel/Tourism
2. City Council and Major
3. Other elected officials
4. Broader Seattle business community/DSA/Chamber/etc.
5. Waterfront Coalition
6. Influencers
### Other Priorities Included in Strategic Plan

<table>
<thead>
<tr>
<th>Operations</th>
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<tbody>
<tr>
<td>1. Union Negotiation</td>
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<td>2. Enforcement &amp; Efficiencies</td>
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<td>3. Review Commercial Leases</td>
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<td>4. 5-10 Year Cash Flow</td>
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<td>5. 30 Year Capital Plan</td>
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<th>Marketing</th>
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<td>6. New Website and Mobile App</td>
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<th>Use and Activities</th>
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<tr>
<td>7. Night Market</td>
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<td>8. Heritage House (what’s next)</td>
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<td>9. Down Under (plan for lower levels)</td>
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<tr>
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<tbody>
<tr>
<td>10. Wayfinding</td>
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<tr>
<td>11. Western Avenue Connections</td>
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<td>12. Pike Street Hillclimb/Elevator</td>
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<td>13. Waterfront and Overlook Walk</td>
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<td>14. City Construction (around the Market)</td>
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<td>15. Nomination Committee (process)</td>
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Regulatory Context (and History Lesson)
Recommended Reading

Soul of the City: The Pike Place Public Market

By

Alice Shorett and Murray Morgan
Pike Place Market Historical District

• Formed by the “Save the Market” citizen initiative that blocked original Urban Renewal Plan
  — Historical Commission created and empowered to regulate through broad review and approval process
  — Further scope as role evolved (SMC Ch 25.24)
  — Commission Guidelines
Revised and Adopted by City Council in 1974 and extended indefinitely in 2013

- Essentially overlay zoning
- Reinforces rehabilitation standards
- Restricts demolitions
• Formed to assume responsibility for implementation of new rehabilitation-oriented Urban Renewal Plan
• PDA assumed ownership of City properties
• PDA rehabilitated Market pursuant to new Plan and Historical Commission Guidelines with redirected urban renewal money
• Mandates preservation; restricts sales of PPMPDA property
• Special Review Process
ARTICLE IV

PURPOSES

The purpose of the PDA is to provide a legal entity under RCW (00) 35.21.730, et seq., and City of Seattle Municipal Code Ch. 3.110 through which citizens may fulfill the aims and objectives of the Pike Place Market Historical District Ordinance 100475, the Historical Preservation Plan for the Pike Place Market Historical District (hereinafter the “Market Historical District”) (as amended), and the redevelopment plan for the Pike Place urban renewal area. The PDA will also be concerned with the rehabilitation and redevelopment of the surrounding areas which may affect the character of the Market Historical District.

2 Throughout this Charter all references to the Market Historical District shall include all amendments to the size and scope of the Market Historical District as may be made from time to time.
Employing the unique powers and capabilities conferred by State law and City ordinance, the PDA, as a public trustee with the mission to ensure that the traditional character of the Public Market is preserved, is authorized to perform the renewal, rehabilitation, preservation, restoration, development, and nonprofit management of structures and open spaces in the above-described areas in a manner that affords a continuing opportunity for Public Market farmers, merchants, residents, shoppers, and visitors to carry on their tradition and market activities. In addition to upgrading structures and public amenities in and around the Market Historical District, the PDA will initiate programs to expand food retailing in the Market Historical District, especially the sale of local farm produce; to preserve and expand the residential community, especially for low-income people; to promote the survival and predominance of small shops, marginal businesses, thrift shops, arts and crafts, and other enterprises, activities, and services which are essential to the functioning of the Public Market.

The PDA shall provide a structure within which all public agencies, private groups, organizations, and individuals whose concerns and interests relate to the preservation of Seattle’s Public Market area may work together to accomplish the above purposes and goals.

In undertaking these purposes, the PDA will initiate and carry out studies to determine what kinds of programs will fulfill the above-stated goals. Such research activities will constitute the initial steps in the implementation of specific projects.
3. **Prohibition on Sale of Property**

The PDA shall not sell or otherwise transfer or convey any interest in real property located in the Market Historical District, except that the PDA may authorize a potential future conveyance to the extent necessary to give legal effect to an encumbrance permitted under Article V and not prohibited by Article VI, Paragraph 4, of this Charter; provided, however, that in furtherance of the financing of the development of the LaSalle/Creamery Project, the PDA is authorized to sell, transfer or convey all or a portion of the LaSalle/Creamery Project to one or more limited liability companies or limited partnerships managed by the PDA. Any such agreement shall be consistent with Ordinance No. ___ of the City, passed April 28, 2003, as the same may be amended from time to time.

4. **Limitations on Encumbrances of Property**

(a) The PDA shall not lease, mortgage, or otherwise encumber any of its interest in real property located within the Market Historical District unless such encumbrance is necessary for the purpose of:

(i) Repair, renovation, rehabilitation, or improvement of property within the Pike Place Market Historical District; or,
(i) Furthering a public market purpose as defined in the PDA Charter, the Pike Place Market Historical District Ordinance, the Pike Place Market Urban Renewal Plan or other applicable Seattle ordinance or State law; or,

(iii) Fulfilling a requirement of federal, State, or City of Seattle law or ordinance.

(b) All encumbrances allowed by the terms of this Charter shall be subject to the following conditions in addition to restrictions imposed elsewhere in law or in this Charter:

(i) The provisions of RCW 35.21.747 and Article XV of this Charter must have been satisfied, and

(ii) All legal instruments related to the encumbrance shall expressly require operation of the property consistent with the Market Historical District Ordinance, this Charter, specified provisions of the Pike Place Market Urban Renewal Plan, and all applicable Seattle, State and federal laws.

(c) For the purposes of this Charter, the term “encumbrance” shall include any lease, mortgage, pledge, grant of easement or other encumbrance on real property, but shall not include any sale or conveyance.

(d) Notwithstanding any other provisions of this Charter, the PDA may not, under any circumstances, encumber its property in the Market Historical District for the purpose of acquiring property outside the Market Historical District.
Section 2. Constituency Concurrence Required.

The concurrence of the Constituency shall be required on the following matters:

1. Any proposed amendments to the Charter;
2. Any proposed amendments to the Rules and Regulations of the PDA if said amendment deals with matters which are within the power and responsibility of the Constituency as set forth in this section;
3. Proposed amendments of the provisions of the Rules and Regulations governing procedures for meetings of the Constituency;
4. Annually fixing the compensation of Council members, if any, and the nature and limit of expenses incurred by Council members that may be reimbursed;
5. Election or selection of an independent auditor; and
6. Election of one member to the class of the Council membership expiring each year, as provided herein.
ARTICLE XV

REVIEW

Section 1. PDA Actions Requiring Special Disclosure and Review.

To ensure full public disclosure and scrutiny of PDA actions that may have substantial impacts on the merchants, tenants, residents, lessees, licensees, and social service organizations in the Market Historical District, and to ensure that the traditional character of the Public Market is preserved, the PDA shall comply with the special review and disclosure provisions of this Article as described in Section 2 for each of the following proposed actions:

1. Encumbrance of any PDA interest (excluding individual tenant leases) in any property in the Market Historical District;

2. A change in the established primary use of a main arcade, building, or major section of a building other than an individual tenant space within the PDA-owned properties in the Market Historical District;

3. Demolition, substantial alteration, or construction of a major addition (excluding individual tenant improvements and like-kind building repairs or replacements) to a building within the Market Historical District;

4. The purchase or development of any rights in real property, and

5. Entering into a real property lease agreement (excluding individual Market tenant leases) for a term longer than one year.
State law provisions permitting exemptions for any particular activities or documents from mandatory public openness or disclosure shall only be available to the PDA to the extent not inconsistent with the special review and disclosure requirements imposed by Sections 1 and 2 of this Article.

Section 2. Special Public Disclosure and Review.

1. At least forty-five (45) days prior to a final vote of the PDA Council on each proposal of the type described in Section 1 of this Article, the PDA shall deliver a brief written notice of the proposed action to the City of Seattle public development authority coordinator, to each Seattle daily newspaper of general circulation, and to the most recent addresses in the PDA's files for the Chairperson and board members of the Pike Place Market Constituency, the Pike Place Merchants' Association, the Pike Place Market Historical Commission, the Market Foundation, the Daystall Tenants Association, Market Housing, Friends of the Market, and each other Market or public interest group or newspaper, or other medium that has filed the appropriate names and addresses with the PDA within the preceding twelve (12) months.

2. At least thirty-one (31) days prior to a final vote of the PDA Council on each proposal of the type described in Section 1 of this Article:

(a) The PDA shall prepare a written analysis of the possible impacts of the proposal on the merchants, tenants, residents, licensees, lessees, and social service organizations.

(b) The PDA shall submit a written summary of its written analysis to each group entitled to notice under subsection 2(a) of this Article, to all other organized interest groups in the Market, and to each Seattle daily newspaper of general circulation; copies of the summary shall also be made readily available to members of the general public.
PPMPDA Charter, Article XV (cont.)

(c) Copies of the full written analysis shall be made readily available for inspection upon request at the PDA’s principal office.

3. The written analysis required by subsection 2(b) of this Article must contain at a minimum the following:

(a) A complete description of the proposal;

(b) An explanation of the reasons for the proposal based upon the general purposes and responsibilities of the PDA as described in Article IV of this Charter, the Pike Place Historical District Ordinance 100-65, as amended, and the Pike Place Market Urban Renewal Plan, as amended;

(c) A review of how the proposal complies with applicable state and local laws and deed restrictions that govern use of PDA properties in the Market Historical District;

(d) A description of the anticipated financial impacts of the proposal, including borrowing costs, interest rates, cash flow projections, repayment schedules, and the financial effect, if any, upon tenants in the Market;

(e) A discussion of all feasible alternatives and options, and of the advantages and disadvantages of the proposal;

(f) A schedule of opportunities for public response and the expected timing of the PDA decision.

4. At least five (5) days prior to a final vote of the PDA Council on each proposal of the type described in Section 1 of this Article, the PDA shall have compiled public comments received and prepared a written report responding directly to the comments made. The report shall be provided to the members of the PDA Council and the City’s public development coordinator and shall be made readily available on request to all Market interest groups and to
members of the general public. The FDA Council shall demonstrate it responsibly considered all
public comments in its deliberations on the proposal.

Section 3. Review Required for Less Major Actions.

To the extent practicable, any proposal of the FDA not described in Section 1 of this
Article that substantially affects any farmer, resident, merchant, tenant, social service
organization, licensee, or lessee within the Pike Place Market Historical District shall be
submitted to the Pike Place Merchants’ Association, the Pike Place Market Constituency, and the
Dayastall Tenants Association prior to its adoption by the FDA. To the extent practicable, any
such proposal shall include a specific analysis of the likely impact of the proposal on any farmer,
resident, merchant, tenant, social service organization, licensee, or lessee who will be
substantially affected by the proposal and shall be submitted in a time and manner that affords a
reasonable time to review and comment on the proposal prior to its adoption. Any
recommendation to any such proposal shall not be binding upon the FDA but shall be
responsibly considered by the FDA in its own deliberations on the proposal.

Section 4. Merchants.

In addition, the FDA will endeavor to incorporate present occupants of the Pike Place
Market area into any future development plans for the area. To the extent practicable, Market
merchants doing business at the time this Charter is adopted shall be given an opportunity to
participate in such plans by either retaining their present locations under criteria specified by
such plans or by relocating elsewhere in the Pike Place Market area. In the case of relocation,
present merchants shall be given preference over comparable new businesses seeking locations
appropriate for such business in the Market area.
Section 5. Additional Review.

In addition to the review described in sections 1 through 3 above, there shall be such further and additional review of proposals and decisions of the Council of the PDA as may be provided for in federal, State, and City of Seattle laws and ordinances and in the Rules and Regulations.
A brief PDA history

IMPLEMENTATION, REFINEMENT, EVOLUTION
1974 Urban Renewal Plan Goals

• Preservation – cultural, economic, and historical qualities
• Work with least disruption
• Stabilize economic and physical vitality
• Develop a community to sustain the area
1974 PDA created with these priorities:

• Community preservation plan
  • Buildings
  • Businesses
  • Residents

• Stabilize economic and physical vitality

• Develop and grow a community to sustain the area
Pike Place Market today
40-50% of space is vacant
All residential closed for code violations
No community services
Community Preservation Plan
1974 – 1980

• PDA created to implement Preservation Plan
• PDA income from management and development fees.
• Develop building renovation program and schedule
• Merchants Association advocacy during first renovations
• Programs to relocate and fund return of businesses
• Restore 400 low income apartments in urban renewal area
• Development grants to fund social services
• Market Foundation created to support services
Building Preservation Era
1976 – 1982

1975: Corner Market
1976: Livingston Baker, Soames Dunn and Triangle Building
1977-78: LaSalle, Leland, Fairley, North Arcade, Economy Market
1978-79: Debate over repair vs replace in Pine/Stewart area
1979-80: Stewart House restoration and addition
1981-82: Cliff House, Sanitary Market, Post Alley Market
1982: Pike Project Urban Renewal office issues final report
1984-86: Replacement of Arcade floor (tile project) and roof for Desimone Bridge
Preservation Plan Priority 1974

**Preservation Plan Priority 1974**

- **RENOVATE**
- **REPAIR or REPLACE**
- **NEW BUILD**
Consolidation and Management
1980 – 1989

• PDA begins management of district

• Hildt Agreement – transfer of Daystall management to PDA. Secures crafts status with farmers for 10 year term.

• PDA operating income based on rents

• Operating income supplemented with revenue from tax syndications (Urban Group) on all PDA owned property

• Common area charges and percentage rent added to standard lease

• Tax syndication unwinds amid controversy and lawsuits

• PDA Charter amended to prevent future sale of core property
Expansion and upgrades
1989 – 2016

• 1989  PCI south (parking), Heritage House, food bank
• 2005  LaSalle addition – Senior Center and 24 low income apartments
• 2006-08 PDA acquires title to Post Alley/Market Housing
           Livingston Baker clinic expands
• 2007-08 100 year anniversary and Renovation Levy campaign
• 2009-12 On-site renovation and building system upgrades
           Childcare and Food Bank expand
• 2015-17 MarketFront (parking), Western Avenue Senior Housing, commercial and
           plaza spaces
Summary of last 45 years

• Establishment of preserving businesses
• Preserving buildings
• Restoring a community (housing and services)
• Setting a sound financial base
• Growing a management and operations structure
• Expansion
• Capital upgrades
Market performance and impact
The change in use as Market expanded

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<td>Social Service</td>
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<td>Other</td>
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<tr>
<td>2nd Hand</td>
<td>20,798</td>
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<tr>
<td>Non food</td>
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<td>55,571</td>
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<tr>
<td>Food</td>
<td>36,814</td>
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<tr>
<td>Dining</td>
<td>37,515</td>
<td>77,847</td>
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PDA Leased Commercial Spaces
Total 267,000 sq ft

- Dining: 77,878 sq ft (29%)
- Food: 36,490 sq ft (14%)
- Non Food: 58,071 sq ft (22%)
- Services: 2,298 sq ft (1%)
- Office: 11,703 sq ft (4%)
- Senior Hsg: 38,800 sq ft (14%)
- Social Service: 30,834 sq ft (12%)
- Storage: 8,759 sq ft (3%)
- vacant: 3,000 sq ft (1%)
Income by type of use and area leased
Average rent by use as $ per sq ft per year

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<th>Food</th>
<th>Dining</th>
<th>Day-Craft</th>
<th>NonFood</th>
<th>Day-Farm</th>
<th>Service</th>
<th>office</th>
<th>PDA Apts</th>
<th>Parking</th>
<th>Social</th>
<th>Storage</th>
<th>Senior Hsg</th>
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<tr>
<td>Sum of SQFT</td>
<td>32,882</td>
<td>77,878</td>
<td>11,031</td>
<td>56,530</td>
<td>5,793</td>
<td>2,298</td>
<td>12,677</td>
<td>207,120</td>
<td>249,500</td>
<td>31,278</td>
<td>20,000</td>
<td>38,800</td>
</tr>
<tr>
<td>Average All rent sqft</td>
<td>$127</td>
<td>$87</td>
<td>$66</td>
<td>$49</td>
<td>$45</td>
<td>$32</td>
<td>$21</td>
<td>$16</td>
<td>$13</td>
<td>$8</td>
<td>$4</td>
<td>$2</td>
</tr>
</tbody>
</table>
Location of strong business performers – Food
Location of strong business performers - dining
Location of strong business performers – retail
The Market continues to incubate new business

PDA Business Tenure 2019

Years in operation

- 40+
- 35-40
- 30-40
- 30-35
- 25-30
- 20-25
- 15-20
- 10-15
- 5-10
- <5

Number of Businesses

- Dining
- Food
- NonFood
- office
- Social
But success varies by types of business. Long term tenants and dining generate the most income.
Daystall incubation priorities

Daystall
• Meet the Producer standards
• Social media and product development programs
• Increased special events and promotions

Farmers
• Evolution from fresh to processed/shelf stable foods
• CSA (Pike Box) bulk purchasing programs
• Remote markets
• Street food vending
• On-site storage

Arts & Crafts
• Established seniority
• Modified attendance requirements for new vendors without seniority
• Added spaces with Desimone Bridge and Pavilion
• On-site storage
Incubation brings new energy and vitality
The next era
2020 – 2025

• Providing new opportunities for business incubation
• Keeping a sound financial footing
• Focus on business development in era of changing retail
• Sustaining a working market
• Creating space for a next generation
New opportunities for incubation

• Artisanal food producers who are not farmers
• Local producers with out-sourced productions
• Pop-up shops for short term space rentals (30-60 days)
• Experimental kitchens with retail/commissary functions
• Retail collectives to share staff overhead (such as Ventures, antique mall)
• Guest vendors (seasonal)
Places with potential seasonal/after house use

- Wood deck
- North Pavilion
- Down Under common area
- Level 3 Plaza
- Soames Courtyard
- Atrium
- Courtyard
A place with potential: Soames Courtyard
Places with greater potential for special events
Short term | one day | evening set ups

Portable tables allow for flexible use
A few opportunity spaces?

Creating places for stall-based retail such as Flower Row
Our next era – preserving the Market

• Infrastructure for operations is near maximum capacity
• Income needs to cover increased cost of operations and capital
• Assisting in growth and improvement in all small businesses
• Creating opportunity space for new businesses to start
• Develop incubation, inclusion, innovation
• Identifying future strategies for building on a strong foundation of specialty food, local sourcing and “meet the producer”
• Celebrate the owner operator and customer experience
What are other markets doing to incubate and innovate?

Findlay Market – Cincinnati

Findlay Market
Charlotte & Edward Unnewehr
Innovate the Future of Retail: Street and Covered Markets

London – Office of Markets
People. Prosperity. Place


What street markets look like around the world
