

**COMMUNITY SERVICES COMMITTEE****17 JUNE 2015****3****COUNCIL MARKETS POLICY, PALM COVE MARKETS DIVISION 9**

Brett Spencer | 1/59/3-01 | #4683350

**RECOMMENDATION:****It is recommended that Council:**

- 1. Approves a regular Sunday market at Palm Cove, on the following basis:**
  - a. the markets are Council managed**
  - b. trialled between August and December 2015**
  - c. located along Williams Esplanade with a full (exception emergency vehicles) road closure in place between Harpa Street and Cedar Road**
  - d. operational between the hours of 8:00am and 2:00pm on the first Sunday of each month**
  - e. a written agreement is established with the private land holders in relation to over flow parking at nil cost to Council**
  - f. note an interim agreement with the Department of Transport and Main Roads (DTMR) TransLink Division to ensure continuity of Sunbus Services to Palm Cove on event days and that this arrangement is to be review following the first market day.**
- 2. Require a follow up report after completion of the trial to determine future direction**
- 3. Delegates authority to the Chief Executive Officer, in accordance with the *Local Government Act 2009* to finalise any and all matters in relation to the above, including tenure and local law compliance requirements.**

**EXECUTIVE SUMMARY:**

A weekly night market in Goldfinch Park car park was trialled from May to December 2014. The night markets have not succeeded to date due to dislocation from the main Williams Esplanade strip in a discreet location with dark approaches. Physical space limited the size of the market. The only public access was walk-in, with no car parking in proximity to the market.

It is proposed that the current night market be adjusted to a once-a-month Sunday market along Williams Esplanade, from 8:00am to 2:00pm, during the dry season. This will require closure of Williams Esplanade to all but essential vehicles from 6:00am to 4:00pm on market days. Members of the Palm Cove community and Tourism Palm Cove have indicated that they believe a regular market will provide both an additional attraction to the area and associated economic benefit.

Limited public parking is an issue in Palm Cove. Market stallholder parking can be accommodated within the road closure area, and additional provision for around 350 vehicles will be provided on private land within easy access to the markets.

Should the proposed changes not be supported, Council officers will seek to address issues around the night markets to improve stall numbers and attendances.

**BACKGROUND:**

Council received a proposal to establish a private commercial Palm Cove market in late 2011. A trial was approved to allow a better understanding of the impacts, however the location and products created conflict and division within the Palm Cove community.

A report on that trial was tabled at the Ordinary Meeting on 25 July 2012. Council subsequently resolved to direct Officers to conduct specific consultation with the Palm Cove community and traders around the concept and management models for a night market and to present these findings to a future Council meeting in 2012.

In December 2012 Council resolved to:

*Approve the establishment in 2013-14 of a weekly night market at Palm Cove, on the basis that the markets were:*

- *Council managed*
- *Self-funding*
- *Located at Goldfinch Park car park*
- *Operational between the hours of 5:00pm and 9:00pm on a Friday*

The Palm Cove night markets operated from 2 May 2014 through to 19 December 2014, when they closed for the wet season. Prior to reopening the night markets for 2015, a request to review the day and time was received from the Divisional Councillor.

**COMMENT:**

The Palm Cove markets were trialled on Friday nights during the dry season. The night markets suffered due to dislocation from the main strip. The location is hidden away in a car park with dark approaches. The only access is walk-in, with no public car parking in proximity to the market. Physical space is also an issue, offering no ability to expand without significant expenditure on additional power and lighting.

A core element of the stallholders were happy with the market set up, but actual stall numbers were low and dropping, and this impacted the sustainability of the market.

Prior to recommencing the night markets for 2015, Council officers sought possible options to allow the Palm Cove market to continue in a more successful fashion. Feedback received from stallholders, attendees and businesses, and a Council review of previous formats, suggests the following factors are needed to provide an appealing and safe environment:

- A large scale “destination” type event
- Premium location
- Room for over 100 stalls
- Free from vehicle traffic

Review of previous Palm Cove market trials and a 2012 community survey on markets at Palm Cove suggested a dry season, once-a-month Sunday market from 8:00am to 2:00pm along Williams Esplanade may be the best option. In 2012, over 89% of community survey respondents supported a foreshore market in Palm Cove, and 56% desired this to be on northern Williams Esplanade, around the playground area.

It is anticipated that a day-time market will attract more people to Palm Cove and provide a positive economic flow on to businesses in the area.

### **Community Feedback**

Council officers sought feedback from the Palm Cove community, traders and stallholders to determine if there was support for a change in the markets, including specific consideration of the Sunday monthly market suggestion. A draft concept plan for the suggested Sunday market layout is shown as Attachment 1, and was circulated for comment.

The proposed market details circulated were as follows:

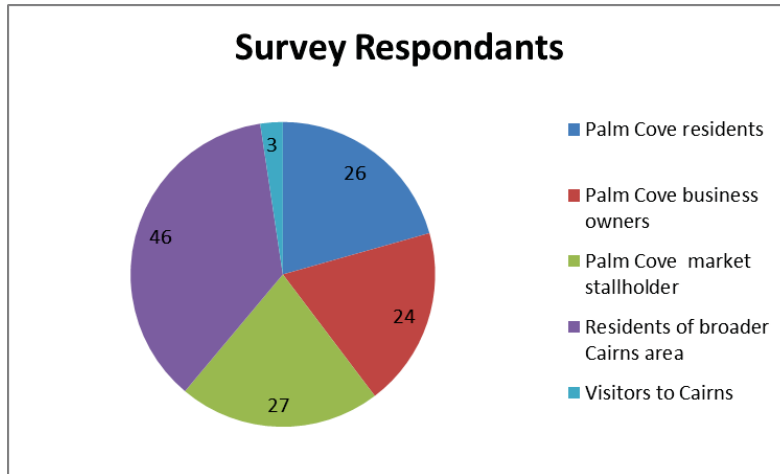
- Sunday, once a month, from 8:00am to 2:00pm
- Market space will have capacity to accommodate up to 170 stalls. Large stall numbers would create the desired market atmosphere
- Products would be curated rather than restricted. There will be a preference for quality handmade local products however other items including some quality second hand goods and unique imported product (similar to the Tanks Markets) would be permitted
- Williams Esplanade to be closed from Harpa Street to Cedar Road, 6:00am to 4:00pm, on market days. Emergency and essential vehicles to retain access as required
- Designated passenger drop-off and pick-up points at southern end of Williams Esplanade and Harpa Street, with Council officers investigating options for a passenger shuttle service
- Council officers are also investigating additional parking options to ensure attendees have easy access to the markets and Williams Esplanade businesses.

A public survey was undertaken by Council Marketing and Communications branch in March 2015 to determine community attitudes to the new concept, being a monthly Sunday market at Palm Cove. This engagement included:

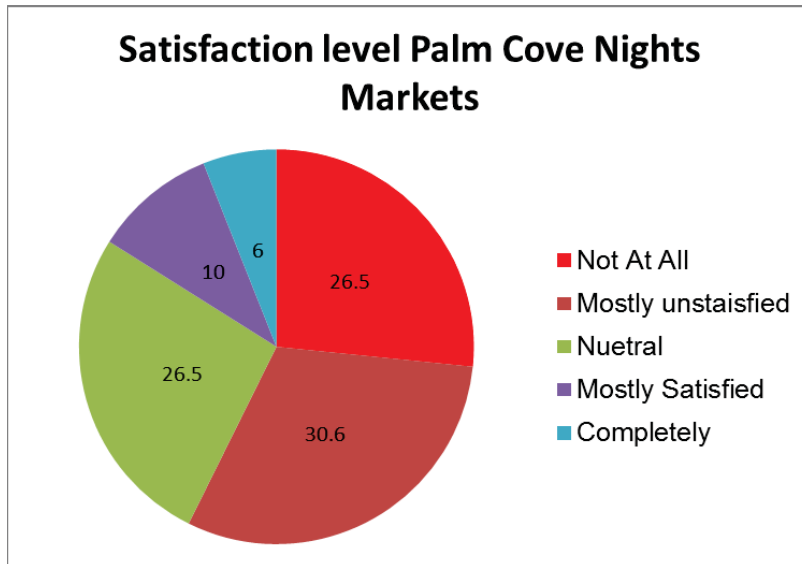
- Letter drop to Palm Cove businesses and residents
- Council website notifications
- Notifications in Cairns Post / Weekend Post
- A letter to all stallholders

The survey covered key areas and provided an opportunity for members of the public to comment on various components of the markets.

The survey attracted 126 online survey responses and two email responses, of which 79% had attended markets at Palm Cove previously.



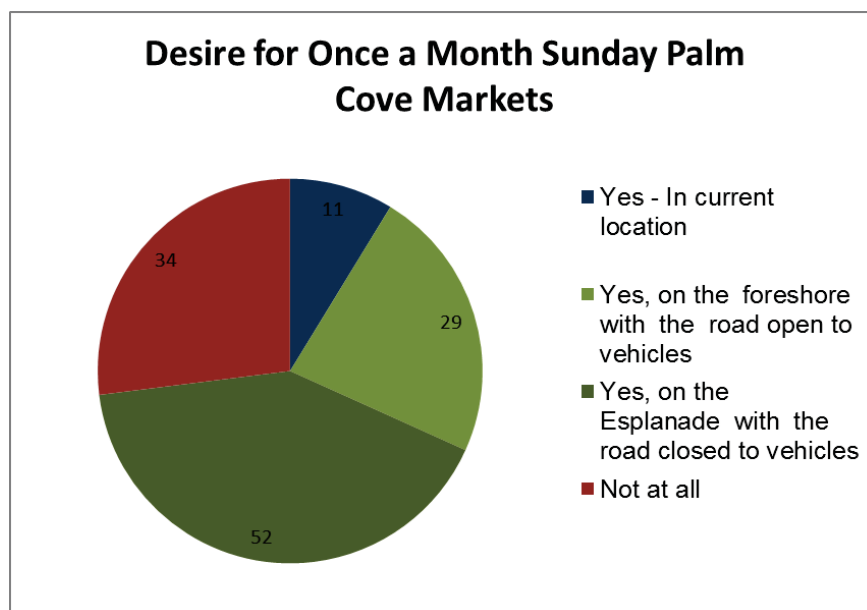
Satisfaction levels with the current night markets were confirmed to be very low. Only 16% of respondents indicated satisfaction with the current setup.



73% of respondents wanted a once a month Sunday market. 81% preferred the Esplanade location, with 52% of these preferring the road to be closed during the markets.

Of the 27% against the proposal for Sunday daytime markets, 11% were existing night market stallholders, who despite dissatisfaction with the market wanted to continue. The clash with Port Douglas markets was also seen as a possible negative.

24 Palm Cove business owners responded. Of these 21 were in favour of the markets on Williams Esplanade, 67% with the road closed and 33% with road remaining open.



Currently the Palm Cove night markets are managed as a local art and craft market. This serves to foster local art and craft industries, but severely restricts the number of stalls, dramatically impacting the overall market. Survey respondents overwhelmingly supported a wide variety of product be available. Specific categories received the following support:

- Prepared food 77%
- Produce (fruit, vegetables, food stuffs) 82%
- Cut flowers and plants 78%
- Handmade arts and crafts 89%
- New clothes, accessories and jewellery 70%
- Children's toys, games, puzzles 60%

Respondents noted the need to curate products to ensure high standards were maintained, and cheap imported product minimised. Council's Tanks market currently operates in this format, as a curated market open to unlimited types of product.

### **Parking Issues**

Current Palm Cove parking is in short supply, particularly along Williams Esplanade. There are 58 car parking spaces within the road closure area. These would all be taken by market stallholders at set-up. There are around 62 additional car parks along Williams Esplanade, including 40 in the car park area at the Goldfinch Park jetty.

Previous experience with the Reef Feast event in 2012 led to investigations around parking availability at Palm Cove. Council in December 2012 resolved in relation to major events at Palm Cove that traffic management planning needed to be undertaken, including provision of additional off-street parking. These actions will be implemented should this proposal be adopted.

Options for off-street parking on private land have been identified including suitable insurance arrangements. Agreement in principle has been received from private landowners to utilise two separate areas. One of these is planned for use by market stall holders, and will accommodate around 40 stall holder vehicles. The second will be utilised for public parking.

Discussions are underway with a Palm Cove not for profit organisation that is interested in managing this space on behalf of Council. Council would induct club members as volunteers, would undertake required site preparation works and ensure all required standards for signage and access are met. The club would charge vehicles a nominal fee for parking, which the club would retain.

The option for parking on private land is accessible via existing footpaths and is 500m away from the markets. This land is also being utilised during the Ironman event for off-street parking and that activity will be closely monitored by Council officers to identify any potential issues.

This parking option is recognised as temporary, and will only be utilised for the duration of the trial. Should the proposal be supported by Council, a formal agreement between Council and the landowners will be entered into for the duration of the trial.

Any requirement for long term provision of off street parking will be assessed during the trial, and considered in recommendations to Council post-trial.

### **Public Transport**

Department of Transport and Main Roads (DTMR) TransLink Division have provided agreement to work with Council to ensure continuity of Sunbus services to Palm Cove on event days. Discussions have identified the possibility of providing services to each end of the road closure area, with some minor impact to current timetables.

Should Council approve the markets trial, Council officers will liaise with DTMR staff in finalisation of traffic management plans around the activity. Council officers will again meet with DTMR after the first market to review and assess any impact of the markets on available public transport.

### **Market Shuttle Services**

The distance of road closed for the markets is around 600m. There will be customers of accommodation houses that require access and egress during the road closure. There may also be individuals that are in need of assistance because of age or disability.

Passenger transport approvals for a shuttle service would also be required from DTMR. DTMR have indicated that would likely not approve a road registered club car to be used as a shuttle passenger service vehicle, as commonly occurs within resort accommodation. DTMR have advised that all vehicles that carry passengers must be registered passenger service vehicles, and meet all legislative requirements.

Discussions with DTMR are continuing. If the club car courtesy vehicle option remains unachievable, the alternative is to hire a registered passenger service vehicle and driver to provide any shuttle service required within the closed road area.

To provide easier movement along the markets road closure area, Down Under Pedi-cabs have indicated that they are willing to trial provision of four pedi-cabs to work within the market area providing public transport on a pay for service basis. To facilitate a trial of this, Council would need to assist with transport of the pedi-cabs to Palm Cove. Pedi-cabs would be environmentally sustainable, low impact, and would assist in creating a relaxed atmosphere around the markets.

### **Palm Cove Weddings**

Concern over impact to Palm Cove Weddings and other organised activities was raised during consultation. Currently for 2015 there are no bookings for Palm Cove that would clash with the proposed markets. Council's unit that manages wedding bookings at Palm Cove is aware of this proposed activity and is managing bookings accordingly.

### **Timing of Markets**

It is believed that the best opportunity for success would be for this new market not to compete with existing markets. Within the current schedule of markets throughout the Cairns region, the first Sunday in each month offers the best opportunity.

There are two regular annual events coordinated through Tourism Palm Cove, Peace Day on 20 September and Reef Feast on 8-11 October. The proposed market will not clash with either of these events. There is however opportunity for the proposed markets to align with the annual Reef Feast week of activities, and to effectively provide a "bookend" to the week of activities.

### **Markets management**

Council's Markets Coordinator would provide oversight and management of the proposed new market.

Existing Council market operations are self-funding. This operation will be far more challenging, especially around traffic and parking management costs. Based on current Fees and Charges, and an estimate of 150 stalls per market, an indicative operational budget for the first full year of operation has been prepared. The budget indicates break-even with 150 stalls at \$50 per stall. The site has capacity for between 170 and 200 stalls. Based on regular attendances at Tanks Markets, it is reasonable to expect attendances of well over 150 stalls.

## **CONSIDERATIONS:**

### Corporate and Operational Plans:

Support of the Palm Cove market is in accordance with the Corporate Plan Goal 2.4 – 'Provide enhanced arts and cultural activities that add value to the life of residents and visitors alike'.

### Policy:

Council Policy 1:06:15 applies to regular Council administered markets on Council owned or controlled land within the Cairns region.

Risk Management:

The increased activation of the Palm Cove foreshore is perceived as a positive impact. The potential impacts to existing business and to the amenity of the Palm Cove foreshore are the greatest risks from the activity. Tourism Palm Cove supports the proposed markets, as do 87% of Palm Cove business owners that responded to the survey.

If approved, this activity will be permitted through a Local Laws Public Place Activity permit, and full traffic management plans will be developed to ensure best practice.

Council management of the markets will ensure controls over product and operation of the markets to minimise risk.

Financial

All other Council managed markets are currently self-funding. The proposed Palm Cove market has high potential of not being self-funding, at least in the initial stages. Unknowns such as total number of stalls will impact the bottom line. Budget has been established with consideration of attendance at the monthly Tanks markets. Current number of registered stallholders currently greatly exceeds available stall spaces.

	Natural Account	2015 Budget (\$)	Avg. Daily Market Budget (\$)
Palm Cove Markets	1844 Stall Fees	-37,500	-7,500
Palm Cove Markets	2000 Salaries and Wages	7,000	1,400
Palm Cove Markets	2001 Overtime	3,500	700
Palm Cove Markets	2020 Annual Leave On-Cost	1,000	200
Palm Cove Markets	2021 LSL On-Cost	805	161
Palm Cove Markets	2022 Other On-Costs & Superannuation Exp	1,180	236
Palm Cove Markets	2031 Public Holidays Oncost	300	60
Palm Cove Markets	2032 Sick Leave Oncost	265	53
Palm Cove Markets	2525 Promotional Services	4,000	800
Palm Cove Markets	2762 External Hire (Passenger shuttle & Driver)	2,925	585
Palm Cove Markets	2569 Traffic Control Services	4,875	975
Palm Cove Markets	2512 Entertainer Services	5,000	1,000
Palm Cove Markets	3800 Internal Charges - Job Charging	6,620	1,324
	Total Cost	-30	-6

CONSULTATION:

A public survey was undertaken by Council Marketing and Communications branch to determine community attitudes to a night market operation at Palm Cove. This included; engagement included:

- Letter drop to Palm Cove businesses and residents
- Council website notifications
- Council stories in Cairns Sun, Council Corner
- Stories in Cairns Post / Weekend Post.



In addition to the above, the following stakeholders were consulted:

- Tourism Palm Cove
- The Department of Transport and Main Roads Translink division
- Infrastructure Services Department
- Planning & Environment Department

**OPTIONS:**

Option 1 (recommended)

It is recommended that Council:

1. Approves a regular Sunday market at Palm Cove, on the following basis:
  - a. the markets are Council managed
  - b. trialled between August and December 2015
  - c. located along Williams Esplanade with a full road closure in place between Harpa Street and Cedar Road
  - d. operational between the hours of 8:00am and 2:00pm on the first Sunday of each month
  - e. a written agreement is established with the private land holder in relation to over flow parking
  - f. note an interim agreement with the Department of Transport and Main Roads (DTMR) TransLink Division to ensure continuity of Sunbus Services to Palm Cove on event days and that this arrangement is to be review following the first market day.
2. Require a follow up report after completion of the trial to determine future direction
3. Delegates authority to the Chief Executive Officer, in accordance with the *Local Government Act 2009* to finalise any and all matters in relation to the above, including tenure and local law compliance requirements.

Option 2

That Council does not approve a regular Sunday market at Palm Cove and provides an alternative direction on the matter.

**ATTACHMENTS:**

- ATTACHMENT 1: Draft Markets Layout Plan  
 ATTACHMENT 2: Letter of support from Tourism Palm Cove.  
 ATTACHMENT 3: Parking Locations



Brett Spencer  
Manager Parks & Leisure



Linda Kirchner  
General Manager Community, Sport and Cultural Services

### ATTACHMENT 1: Draft Markets Layout Plan



**ATTACHMENT 2: Letter of support from Tourism Palm Cove**

**From:** president@tourismpalmcove.com [mailto:president@tourismpalmcove.com]  
**Sent:** Monday, 23 February 2015 2:48 PM  
**To:** Robertson Malcolm  
**Subject:** RE: Palm Cove Markets - UPDATE

Hello Malcolm

I have had further conversations over the weekend with retailers and resorts and they are happy for the markets to commence.

We look forward to better outcomes for the village businesses as most now view this as an enhancement. They are happy for once a month on Sundays to commence.

I couldn't speak to every single one of them as some are away but the main consensus is to go ahead.

Best Regards

**Francetta Bridle.**  
**President**



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**ATTACHMENT 3: Parking Locations**

