ORDINANCE 2683

ORDINANCE AMENDING UNIFIED PORT DISTRICT (UPD) CODE SECTION 8.05 – BUSINESS AND COMMERCIAL ACTIVITIES REGULATED

WHEREAS, the San Diego Unified Port District (District) is a public corporation created by the Legislature in 1962 pursuant to Harbors and Navigation Code Appendix I, (Port Act); and

WHEREAS, Section 22 of the Port Act permits the Board of Port Commissioners (Board) to pass all necessary ordinances for the regulation of the District; and

WHEREAS, Section 56 of the Port Act requires the Board to make local regulations pertaining to the use of all public services in the District, operated in connection with or for the promotion and accommodation of commerce, navigations, fisheries, navigation and recreation on District Tidelands; and

WHEREAS, Unified Port District (UPD) Code Section 8.05 currently requires that no commercial or entertainer activity on Tidelands may occur without a permit issued by the District with no definition of terms and no reference to constitutionally-protected commercial and non-commercial activities on Tidelands; and

WHEREAS, over the years since UPD Code Section 8.05 was amended there has been a substantial increase in business activity, the development of the waterfront including the North Embarcadero Visionary Plan (NEVP) and the number of attractions thereon resulting in greatly increased numbers of visitors to the waterfront; and

WHEREAS, the increased number of visitors to the waterfront and adjacent District Parks have increased vending and performer activity including the vending of commercial items not permitted by the District; and

WHEREAS, the busiest portions of the waterfront include 1.3 miles of public promenade between Grape Street and the San Diego Convention Center, with together with Tuna Harbor Park, Embarcadero Marina Park North and Embarcadero Marina Park South, and the soon to be completed Ruocco Park comprise approximately 31 acres of open public space and parkland; and

WHEREAS, due to increased attractions on the waterfront, such as the USS Midway Museum, the Broadway Pier & Pavilion, the "B" Street Cruise Ship Terminal, the Big Bay Boom July 4th Fireworks display and a wide variety of other major special events such as the America's Cup sailing races, the Holiday Bowl

Big Bay Balloon Parade and Festival of Sail, the number of yearly visitors to the downtown waterfront is estimate at well over three (3) million people; and

WHEREAS, this dense number of visitors to these areas as well as to surrounding adjacent City of San Diego residences and businesses off Tidelands requires the maintenance of public safety by preserving ingress and egress for pedestrian, bicyclists, pedicabs, visitors parking their vehicles, traffic circulation and tenant business operations; and

WHEREAS, District staff has received complaints from the public and District tenants regarding un-permitted vending of merchandise, blocking of walkways and thoroughfares, aggressive behavior by vendors and performers, damage to public and tenant property from vending and performing activities, and the generating of undue noise; and

WHEREAS, proposed amendments to UPD Code Section 8.05 include the creation of fourteen (14) Designated Areas in the busiest areas of the waterfront including the promenade, Tuna Harbor Park, North Embarcadero Marina Park as well as in the Chula Vista Bayfront Park, the Coronado Tidelands Park and the Coronado Ferry Landing Marketplace which will have a capacity of seventy-seven (77) Allotted Spaces for vending and performing, maps and area details of which are attached hereto as Attachment "A" and incorporated by this reference ; and

WHEREAS, proposed amendments to UPD Code Section 8.05 allow the vending of commercial and non-commercial merchandise that is inherently communicative of a person or organization's political, religious, philosophical or ideological message and has nominal value apart from its communication; and

WHEREAS, the proposed amendments to UPD Code Section 8.05 will specify allowable vending and performer activity, define various terms relating to vendor and performer activities, and regulate the time, place and manner of these activities in order to strike and maintain the best possible balance between the goals of promoting public performers and free expression, preserving public safety and respecting First Amendment rights by narrowly tailoring vending and performing regulations to meet these goals.

NOW, THEREFORE, the Board of Port Commissioners of the San Diego Unified Port District does ordain as follows:

Section 1. That Unified Port District Code 8.05 is hereby amended as follows:

SEC. 8.05 VENDING AND PERFORMING REGULATED

(a) Definitions

In addition to the definitions and interpretation set forth in Section 0.03 of this Code, and for purposes of this Section, the following words or phrases shall mean:

1. "Allotted Space" or "Allotted Spaces" means the space or spaces located inside a Designated Area. Depending on the Designated Area in which the Allotted Space is located, an Allotted Space shall measure four (4) feet by four (4) feet, four (4) feet by eight (8) feet, eight (8) feet by six (6) feet, ten (10) feet by six (6) feet, or ten (10) feet by ten (10) feet.

2. "Chula Vista Bayside Park" means the park located in the City of Chula Vista, bordered by Bayside Parkway on the north and the waterline immediately preceding the Chula Vista Harbor with a fishing pier on it.

3. "Coronado Landing Park" means the park located in the City of Coronado, at the foot of Orange Avenue along the waterline from the walkway bayward, bordered on the east by the parking lot east of the ferry landing, and on the west by the end of the sand area and eastern end of the adjoining rocks, excluding the fishing pier and ferry landing.

4. "Coronado Tidelands Park" means the park located in the City of Coronado, bordered by the sidewalk on Glorietta Boulevard, Mullinix Drive southerly to the waterline, and a fence line.

5. "Designated Area" or "Designated Areas" means the fourteen (14) areas on Tidelands designated by the District for the uses designated in this Section. A map depicting the Designated Areas is attached to this Section and is also available for inspection and copying in the Office of the District Clerk.

6. "Donation" means a gift; a voluntary act which is not required and does not require anything in return.

7. "Embarcadero Marina Park North" means the park located at the southern end of Kettner Boulevard in the City of San Diego, on the peninsula south of the sidewalk at Seaport Village.

8. "Embarcadero Marina Park South" means the park located southwest of the Convention Center in the City of San Diego, on the peninsula south of the sidewalk that crosses Marina Parkway, including the fishing pier.

9. "Food" or "Food Products" means any type of edible substance or beverage.

10. "Goods" or "Merchandise" means any items that are not a food product.

11. "Handcrafts" means objects made either by hand or with the help of devices used to shape or produce the objects through such methods as weaving, carving, stitching, sewing, lacing, welding or beading including but not limited to objects such as jewelry (articles made of precious metals, metal, stones, glass or gems such as necklaces, bracelets, earrings, or rings used or intended for personal adornment), pottery, silver or metal work, leather goods, and trinkets. Handcrafts are not likely to communicate a message, idea, or concept to others, are often mass-produced or produced with limited variation, and often have functional utility apart from any communicative value they might have. Handcrafts do not include Visual Art.

12. "North Embarcadero Promenade" (Promenade) means the approximately eight (8) foot to twenty (20) foot wide manmade promenade in the City of San Diego that runs parallel to San Diego Bay from the north edge of Laurel Street to the northern edge of Seaport Village located at 849 West Harbor Drive, San Diego.

13. "Perform," "Performs," "Performing," "Performance" or "Performances" mean to present or engage in any of the following activities on public property for the purpose of providing entertainment to the public: playing musical instruments, applying henna tattoos, face painting, creating "balloon" art, fortune telling, tarot card reading, singing, dancing, acting, pantomiming, puppeteering, juggling, reciting, engaging in magic, creating Visual Art in its entirety, or similar artistic endeavors, or other constitutionally protected entertainment. "Perform." "Performs." "Performing," "Performance," or "Performances" shall not include (a) the provision of personal services such as hair weaving or massage, (b) the application of substances or Handcrafts to others' skin or body parts including but not limited to piercings, or ink, paints or dyes applied with a needle or machine (non-Henna tattoos), (c) the creation of Visual Art which is mass produced or produced with limited variation, or (d) the creation of Handcrafts. This list of exclusions is not intended to be exhaustive.

14. "Performer" means a Person who Performs. Performer includes the employers, employees, and agents of a Performer.

15. "Person" means natural person, joint venture, joint stock company, partnership, association, club, company, corporation, business trust,

organization, or the manager, lessee, agent, servant, officer or employee of any of them.

16. "Sculpture" means a three dimensional work of art which is created through shaping solid material such as wood, stone, clay or metal by carving, modeling, or similar methods and intended for display as a piece of art.

17. "Tidelands" means those areas in the member cities of Chula Vista, Coronado, Imperial Beach, National City and San Diego under the control and jurisdiction of the San Diego Unified Port District and not under lease to private parties. Tidelands shall include without limitation streets, parking lots, sidewalks, alleys, plazas, parks, piers, beaches, sea walls and open public lands.

18. "Tuna Harbor Park" in the City of San Diego means the public area bayward of North Harbor Drive, bordered on the north by the roadway parallel to the USS Midway Museum, on the south by the grassy area at the north end of Seaport Village, and on the west by the waterline, including the area north of "G" Street between the waterline and the northern curb line of the parking lot, excluding "G" Street.

19. "Vend" or "Vending" means to sell, offer for sale, expose or display for sale, solicit offers to purchase, or to barter Food, Goods, Handcrafts, Merchandise, Visual Arts, or services in any public area from a stand, pushcart, motor vehicle, or by a person with or without the use of any other device or other method of transportation. To require someone to pay a fee or to set, negotiate, or establish a fee before providing goods or services constitutes vending. Requests for donations or accepting donations in exchange for merchandise also constitute vending.

20. "Vendor" means a Person who vends. This includes a vendor who is an employee or agent of another.

21. "Visual Art" means Sculptures or drawings or paintings, applied to paper, cardboard, canvas, or other similar or technologically equivalent medium through the use of brush, pastel, crayon, pencil, stylus, or other similar object.

(b) Findings and Purposes

The Board of Port Commissioners of the San Diego Unified Port District finds and declares as follows:

1. The North Embarcadero Promenade (Promenade) is a major tourist attraction on Tidelands and receives hundreds of thousands of

visitors every year. For a public promenade, it is narrow at only eight (8) to twenty (20) feet in width and must accommodate walkers, runners, bicycle riders, pedicabs, cruise ship passengers and visitors to the Broadway Pier, Star of India, Maritime Museum, harbor tour vessels. U.S.S. Midway, restaurants, parks, and other sites. Its total distance in the busiest portion of the Promenade which runs from Grape Street through the San Diego Convention Center comprises only 1.3 miles and contains 30 acres of public space. Because of the presence of parking lots immediately adjacent to the Promenade to provide vehicle access to San Diego Bay, visitors parking near the Promenade must be afforded convenient access to it. Unregulated Vending adversely affects ingress and egress along the promenade impairing public safety and negatively impacting businesses and attractions along the Promenade. Therefore, the North Embarcadero Promenade requires reasonable time, place and manner restrictions to preserve its status as a tourist attraction and recreational area, protect the commercial life of the Promenade and ensure the safety and enjoyment of residents, visitors, artists, Vendors, and Performers alike. Due to its limited size, its proximity to the Bay and its physical characteristics, the North Embarcadero Promenade thus requires specific regulations separate and apart from those applicable to other parks and Tidelands areas.

2. Unregulated Vending harms the Promenade and must be regulated because the narrow confines of the promenade cannot accommodate tables, displays, chairs, umbrellas and other equipment used for unregulated Vending along with visitor and resident pedestrian, bicycle and pedicab traffic. Regulation is therefore necessary to manage the time, place and manner of Vending on the Promenade, in order to maintain safe ingress and egress on the Promenade and to the businesses and attractions along the promenade.

3. Tables, stands, displays and equipment of Vendors impede the orderly movement of pedestrian, bicycle, emergency vehicle and pedicab traffic and may make the Promenade unsafe for all users by limiting the District's ability to effect crowd management and control. Regulating the use of equipment by Vendors is therefore necessary to manage the orderly movement of pedestrian, bicycle and pedicab traffic. Regulation is also necessary to avoid injuries to pedestrians as well as to ensure the existence of emergency and non-emergency ingress and egress between the parking areas immediately adjacent to the promenade as well as those visitors parking across Harbor Drive and entering the promenade therefrom.

4. The existence and presence of Performers on Tidelands provides a public amenity that enhances the character of the Tidelands and as such the District seeks to encourage such Performances in a manner consistent with the

manner consistent with the public interest. Performers seek to and do draw the public and crowds to their Performances which can create serious safety issues by adversely impacting the ability of pedestrians, runners and joggers, bicyclists, pedicabs, businesses delivering supplies, and emergency vehicles to maneuver and safely navigate the Promenade and other Tidelands sidewalks, as well as ingress and egress from local businesses and attractions. Understanding that Performers are engaged in constitutionally protected activities, this Section seeks to impose reasonable time, place and manner restrictions on Performers to the minimal extent necessary to ensure their safety, the safety of their audience and the public, and to prevent unreasonable interference with visitors to the Tidelands and their use and enjoyment of same, and the ability of local businesses and attractions to operate.

5. Embarcadero Marina Park North and Embarcadero Marina Park South are designated as District parks and are sites often used for recreation and events that require park permits, pre-planning and notice. The paths that run around and through these parks are narrow and intended for ingress and egress from the parks or for walking, bicycling, or other recreational pursuits. Situated directly on San Diego Bay, these parks offer some of the best views of San Diego Bay as well as Coronado and are popular picnic areas. They are also adjacent to Seaport Village, a retail shopping center. Tourists are deterred from visiting or shopping at Seaport Village because of the presence of unregulated Vendors. Regulation is therefore necessary to manage the time, place and manner of Vending in Embarcadero Marina Park North and Embarcadero Marina Park South.

6. Tuna Harbor Park is designated a District park and is adjacent to the Midway Museum. This park is a popular gathering place for visitors and residents to be able to walk around and view the USS Midway Museum and San Diego Bay from the landside. Unregulated vending in this park causes visual clutter/blight along the park and San Diego Bay, impedes views of the bay and of the USS Midway Museum and threatens the District's ability to attract tourists and preserve businesses bordering the park and Seaport Village to the south of Tuna Harbor Park. Regulating Vendors is necessary to manage the number of Vendors, the size of their equipment and displays, and the location of Vending activity.

7. Coronado Tidelands Park is a designated District park and is adjacent or near to the Coronado Ferry Landing, numerous residences, and provides unimpeded access and views of San Diego Bay, especially north to downtown San Diego. Coronado Tidelands Park also provides baseball and softball fields for organized athletics and other games, which often draw spectators. It also contains paths for recreational activities including bicycle riding, running or walking, and the use of pedicabs and other four-wheeled bicycles rented by nearby businesses. Unregulated vending in this park impedes views of the bay and the ingress and egress of visitors to the park.

8. Orange Avenue Area, located in the City of Coronado, is a subarea identified in the Port Master Plan and is located between Orange Avenue – the former site of the Coronado Ferry Landing – and the multiple-story Oakwood Garden Apartments. This area includes a shoreline park, promenade and retail shopping and is a popular destination for visitors to Coronado, offering unobstructed views of downtown San Diego and San Diego Bay. This area is frequently used for recreational activities such as walking, running, and bicycling. Regulating vending in this area is necessary to ensure appropriate visitor and recreational-user ingress and egress and to protect the commercial life of nearby businesses on Tidelands and in the City of Coronado especially along Orange Avenue and First Street.

9. Chula Vista Bayside Park is a designated District park adjacent to the Chula Vista Harbor, a fishing pier and a recreational vehicle (RV) park. The park is frequently used for picnics and other recreational purposes including running, walking, bicycle riding, and fishing. The park provides unobstructed views of San Diego Bay, looking west to the Coronado Strand and the ocean. Unregulated vending in this park would impede ingress and egress of park users and would unfairly compete with District-permitted vendors in the area and therefore should be regulated.

10. North Embarcadero Visionary Plan (NEVP) is a planned project of the District with phasing that will require areas of the North Embarcadero on North Harbor Drive between G Street to the south and Grape Street to the north, to be closed off for use by the public as well as Performers and Vendors for potentially extended periods of time. As such, areas under construction shall prohibit any outside activity for public safety reasons. The NEVP project is expected to take approximately 18 to 24 months, with construction occurring through at least 2013. As the various phases of the NEVP are completed, the District shall continue to reasonably accommodate Performers and Vendors pursuant to the provisions of this Section and applicable law.

(c) Vending on Tidelands Prohibited

Except as specifically allowed in this Section, no Person shall engage in Vending upon any public Tidelands without a permit issued by the District.

(d) Vending in Designated Areas

To address the findings and purposes set forth in this Section, the District has created reasonable time, place, and manner restrictions on Vending. To preserve the use of the North Embarcadero Promenade, Embarcadero Marina Park North, Embarcadero Marina Park South, Tuna Harbor Park, Ruocco Park and future District parks for expressive activities, the District has divided available space into fourteen (14) areas, known as Designated Areas, where:

1. Persons can engage in traditional expressive speech and petitioning activities, can Perform, and can Vend the following expressive items: newspapers, leaflets, pamphlets, bumper stickers, and/or buttons.

2. Persons can Vend the following items, which have been created, written, composed, or performed by the Vendor:

a) books, audio, video, compact discs, video discs or other recordings of their Performances;

b) paintings painted and signed by the Person Vending the items;

c) photographs taken and signed by the Person vending the items;

d) prints made and signed of paintings or photographs painted or made by the Person Vending the items;

e) sculptures made and signed by the Person vending the items; or,

f) any other item that is inherently communicative and has nominal value or purpose apart from its communication.

For purposes of this Sub-section, expressive items shall be deemed to have been created by the Vendor only if they have been predominantly authored, performed, recorded, filmed, or otherwise made or assembled by the Vendor.

3. Although an item may have some expressive purpose, it will be deemed to have more than nominal or functional utility or purpose apart from its message if it has a common and dominant non-expressive purpose or use. Examples of items that have more than nominal utility, use or purpose apart from their message and thus are subject to the Vending ban under the provisions of this Section include but are not limited to the following: Food, including water, Food products, house wares including dishes or eating utensils, appliances, books not written by the Vendor (subject to the exception set forth in Subsection 4 below), magazines, clothing (subject to the exception set forth in Subsection 4 below), sunglasses, cosmetics, beauty supplies, oils, lotions, incense, perfumes, crystals, Handcrafts, jewelry, hats, visors, souvenirs, candles, toys, and stuffed animals.

4. Persons seeking to engage in the sale of commercial merchandise may do so only if the merchandise meets all of the following criteria:

a) The purpose and activity of the Person Vending the merchandise and the nature or content of the merchandise to be sold must be inextricably intertwined. That is, the merchandise must carry or convey a political, religious, philosophical or ideological message which is permanent, readable or recognizable from a reasonable distance and which is informative of the purpose of the Person. Expressions, such as the words "San Diego" which are not intertwined with the Person's nonprofit organization's message are not protected speech. Pictures of maps of San Diego or locales such as the Gaslamp, and tie-dyed designs without a message as described herein are not protected speech for purposes of this Section.

b) The message carried or conveyed on the merchandise must be physically part of the merchandise, indelible and not printed on a removable sticker or tag.

c) The message must be readable in the context of the size of the lettering, the color scheme, the location of the message and the graphics involved and may not be camouflaged, innocuous, not contrasting, unreasonably small or placed in an unreadable place on the merchandise when the merchandise is used for its intended purpose. For example, a message on the back of a T-shirt covered up by tie-dying or other design would not comply with the terms of this Sub-section.

d) The mere placement of the Person's non-profit organization's name, which is unrelated to messages which are not informative of the purpose or activity of the Person's non-profit organization, shall not qualify the merchandise as inextricably intertwined with the purpose and activity of the Person or his or her non-profit organization.

(e) Allocation and Use of Designated Areas

The District shall create areas containing spaces for performing and expressive activity on Tidelands which will be referred to as "Designated Areas" and "Allotted Spaces," respectively. The Allotted Spaces contained in the Designated Areas will be available on a first-come, first-served basis and their respective sizes and dimensions are set forth on a map attached to this ordinance and also available for inspection and copying at the Office of the District Clerk.

The Allotted Spaces shall be made available for the activities described in subsection (d) above. Persons using the Allotted Spaces are subject to, and shall comply with all following regulations:

1. No Person shall Vend any item in an Allotted Space, except as expressly authorized by subsection (d).

2. Any Person may select only one Allotted Space in each Designated Area.

3. In no event shall the number of Persons occupying a Designated Area exceed the number of Allotted Spaces allowed in that Designated Area, regardless of size.

4. No Person shall place or allow anything in any Allotted Space to extend beyond the boundaries of the Allotted Space nor place anything adjacent to the Allotted Space nor obstruct or impede the access areas between the Allotted Spaces.

5. There shall be a buffer zone of at least two (2) feet between each Allotted Space to provide adequate room for any Person to Perform, Vend, or otherwise engage in expressive activity.

6. No Person shall Perform in, or Vend in, or place or allow any item to extend into a designated emergency ingress or egress area.

7. No Person shall place or allow any item, except an umbrella with a stand, a sun shade, one easel or display board exceeding four (4) feet above ground in any Allotted Space, or a table with a total surface area exceeding twenty-five (25) square feet, nor shall any Person cause or allow an Allotted Space to be enclosed on more than two sides. An umbrella or sun shade shall not exceed eight (8) feet above the ground. Any Person may use one easel or display board which shall not exceed sixty-eight (68) inches in height.

8. No Person shall purchase, sell, barter, or exchange any Allotted Space with another Person or reserve or "hold" an Allotted Space for another Person.

9. No Person shall set up or set down items in, take down items from or block, or attempt to reserve an Allotted Space between sunset and sunrise.

10. Any umbrella used in connection with the activities authorized in the Allotted Space must be adequately secured on the ground with a diameter of no greater than eight (8) feet and shall not be inserted into the ground.

11. Allotted Spaces must be kept clean and litter, debris, and any marking must be removed from the Allotted Space by sunset on the day the Person uses the Allotted Space or when the Person vacates the Allotted Space, whichever is earlier.

12. No open flames, combustible fuel or gasoline-fueled generators are allowed in any Allotted Space. Electric cords may not be connected outside the assigned space or to any District or private power source.

13. Allotted Spaces in areas which may be subject to a District special event permit, park permit, or construction shall not be used by any Person for the duration of the permit or construction period, including time for the set-up and removal of event or construction equipment.

14. Each vendor in an Allotted Space shall be limited to one (1) sign no larger than two (2) square feet.

15. During special events authorized by the District, some or all Allotted Spaces and/or Designated Areas may be unavailable before, during and after the event to allow for set up and clean-up of the area by the event organizer. Alternate areas will be designated nearby when possible. If no areas are available nearby the designated area of the special event, one of the other Designated Areas can be used.

16. Noise regulations of the District member City in which Vending or Performing occurs shall be complied with by any Vendor or Performer.

(f) Request for Other Designated Areas

If any Person seeks to conduct activities set forth in this Section in a Designated Area in an area not described in Section (e), above, said Person shall submit a request to the Executive Director identifying the site and dates proposed for said activity. Said request shall be submitted at least ten (10) calendar days prior to the date of the proposed activity. The Executive Director or his or her designee shall respond to the request within four (4) business days of the submittal of the request. If the Executive Director denies the request, the Person may seek judicial relief.

(g) Use of District Property for Vending, Performing, or Display Prohibited

No Person shall use or obstruct access to any District-owned, maintained or leased property or equipment, including but not limited to street furniture, rip rap stones, benches, planters, trash receptacles, kiosks, pagodas or other structures or equipment installed on public property, for Vending, Performing, or display or anything whatsoever.

(h) Exemptions

The provisions of this ordinance shall not apply to:

1. Any Vendor or Person operating pursuant to or under the authority an approved District business or other permit.

2. Any approved participant in any special event authorized by the District.

(i) Penalties

Any violation of this Section shall be punishable in accordance with Section 0.11 of this Code (General Penalties).

(j) Severability

If any subsection, sentence or clause, phrase or portion of this Section is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this Section.

Section 2. This ordinance shall take effect on the 31st day from its passage by the Board of Port Commissioners.

PASSED AND ADOPTED by the Board of Port Commissioners of the San Diego Unified Port District, this 14th day of August, 2012, by the following vote:

AYES: Burdick, Malcolm, Moore, Nelson, Peters, Smith, Valderrama NAYS: None. EXCUSED: None. ABSENT: None. ABSTAIN: None.

J.M. L.

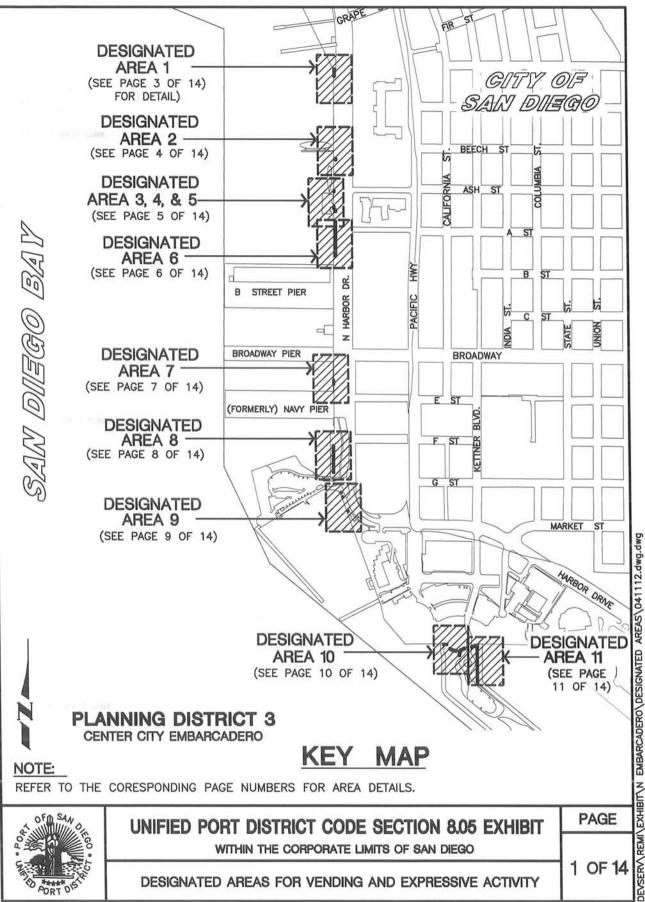
Louis M. Smith, Chairman Board of Port Commissioners

ATTEST:

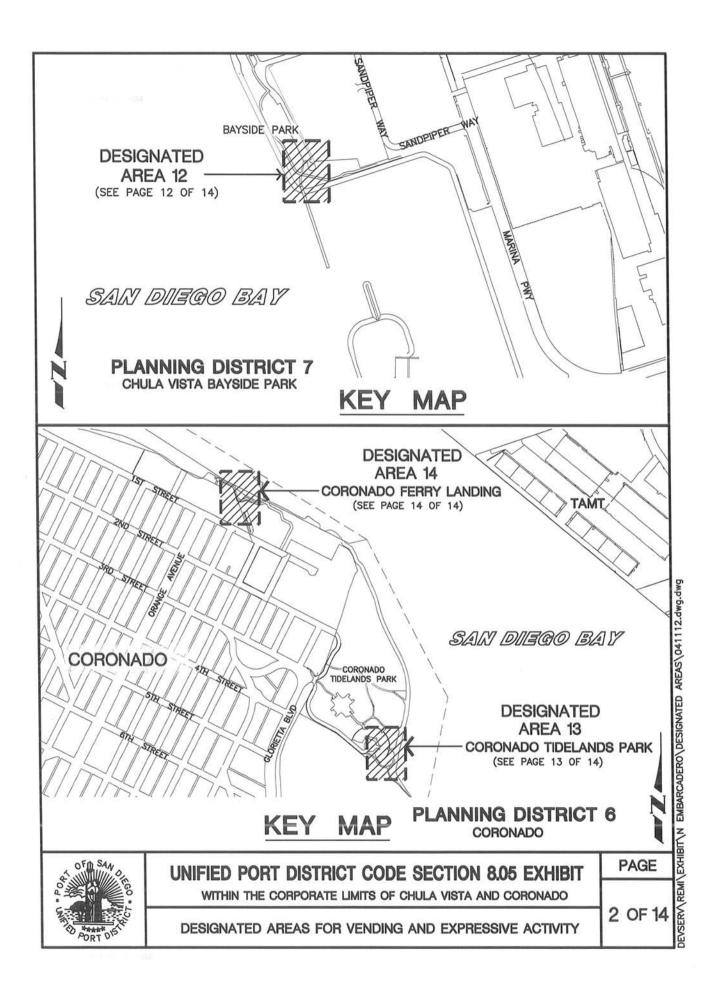
Timothy A. Deuel District Clerk

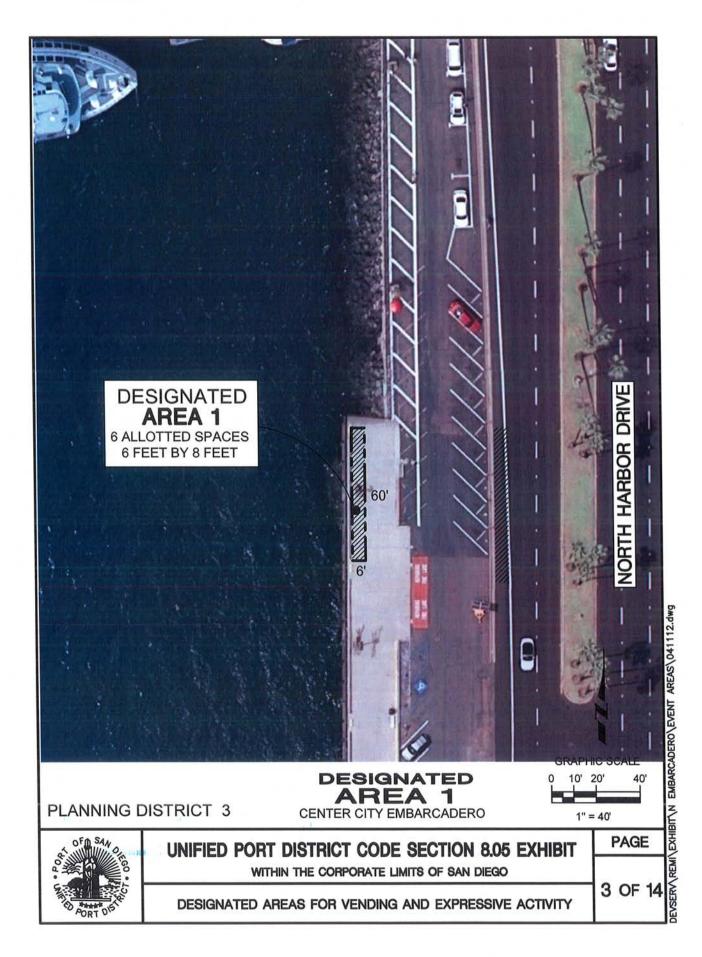
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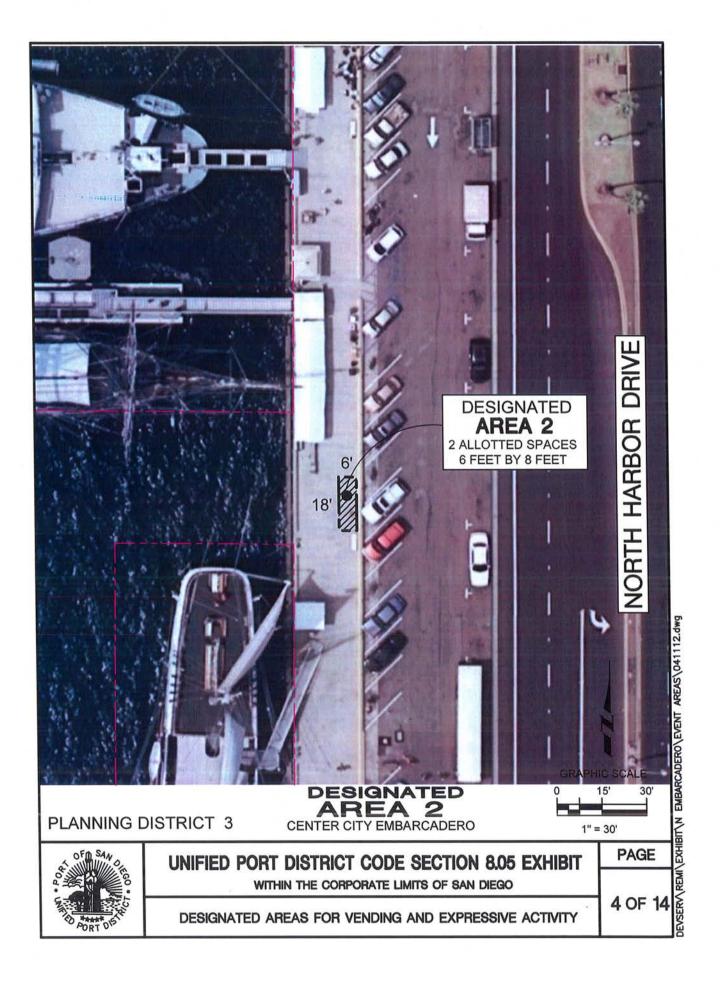
Attachment "A" to Ordinance 2683

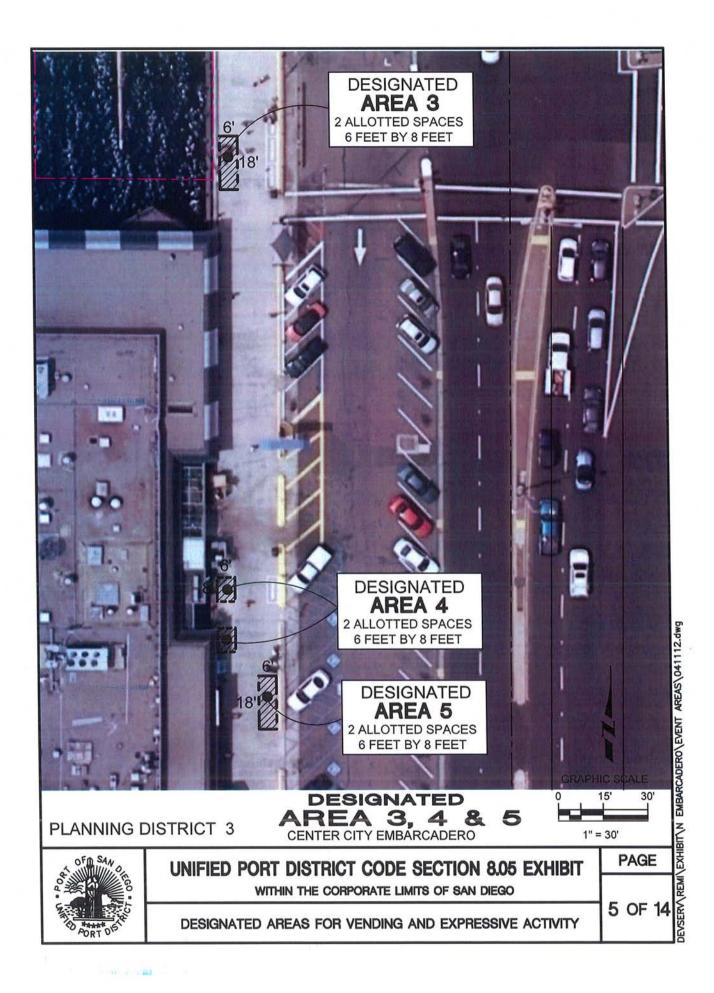


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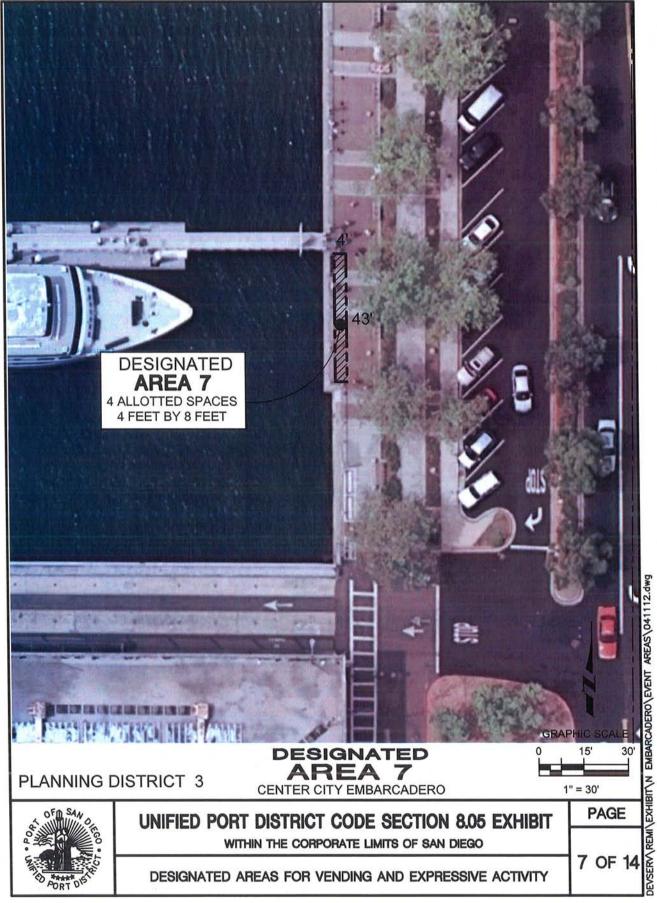












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