Office of the City Attorney

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Memorandum

TO: Mayor & Commissioners

FROM: Shawn D. Smith, City Attorney

RE: Franchise template ordinance

DATE: 16 October 2015

Mayor and Commissioners

Attached is the pending franchise template ordinance with all the changes that have been made to date. The most recent changes occurring at the September 30th City Commission special meeting are either double underlined as additions or ~~struck through twice~~ as deletions.

The prior City Commission postponed this item to the October 20 meeting so you can discuss the timeline for final adoption. There was not an expectation that you take a final vote, but rather discuss to the extent you desire publically. It is anticipated that you would then have time to meet with staff and the current operators should you so desire in order to be more fully informed.

Thanks for your time. Please let me know your thoughts and if you would like to discuss in greater detail.

Shawn D. Smith

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY OF KEY WEST, FLORIDA, AMENDING CHAPTER 78 OF THE CODE OF ORDINANCES BY AMENDING ARTICLE V, ENTITLED "SIGHTSEEING VEHICLES PURSUANT TO FRANCHISE" TO INCLUDE ADDITIONS TO SECTION 78-251 ENTITLED "FRANCHISE APPLICATION PROCESS"; AND AMENDING SEC. 78-252 ENTITLED "CITY COMMISSION CONSIDERATION OF DULY-SUBMITTED APPLICATION" GOVERNING THE PROCESS AND REQUIREMENTS FOR APPLYING FOR, GRANTING AND RENEWING SIGHTSEEING VEHICLE FRANCHISES; PROVIDING FOR SEVERABILITY; PROVIDING FOR REPEAL OF INCONSISTENT PROVISIONS; PROVIDING FOR AN EFFECTIVE DATE

WHEREAS, the City Commission desires to revise the Vehicle For Hire Ordinance, chapter 78 of the Code of Ordinances, to make changes to its regulations to reflect current conditions in the vehicles for hire industry in Key West;

WHEREAS, the City Commission finds that a revision to Chapter 78 would promote the health, safety and welfare of the citizens of Key West; and

WHEREAS, municipalities in the State of Florida are authorized to regulate commercial traffic upon municipal streets. *Pennington v. Quigg*, 114 So. 859 (Fla. 1927); *Jarrell v. Orlando Transit Co.*, 167 So. 664 (Fla. 1936); *City of Coral Gables v. City of Miami*, 190 So. 427 (Fla. 1939); *City of Miami v. South Miami Coach Lines, Inc.*, 59

So. 2d 52 (Fla. 1952); *Pratt v. City of Hollywood*, 78 So. 2d 697 (Fla. 1955).

NOW, THEREFORE, BE IT ORDAINED BY THE CITY OF KEY WEST FLORIDA:

Section 1: That Chapter 78, Article V of the Code of Ordinances is hereby amended as follows*:

Sec. 78-251. Franchise Application Process.

(a) Any person or corporation desiring to obtain a new or renewal franchise to operate sightseeing motor vehicles pursuant to this article V shall file an application with the city manager, along with an application fee of $5,000.00 made payable to the City of Key West to subsidize the costs of processing applications. Applications shall only be accepted within forty-five (45) days of the effective date of this ordinance and thereafter only between November 1 and November 30th of each odd numbered year.

(b) In order for a franchise application to be considered by the city commission, the application shall contain the following (all submitted in electronic and paper format) to the city manager:

(1) Proposed franchise ordinance meeting the requisites of section 78-252(a);

*(Coding: Added language at initial read is underlined; deleted language at initial reading is ~~struck through~~. Language that was added at a special City Commission held on September 30, 2015 is double underlined and language that was deleted is ~~double struck through~~.)

(2) If the applicant is a corporation, a letter of good standing issued by the Florida Department of State, Division of Corporations, certifying that the applicant is either a Florida corporation, or a foreign corporation, which is duly registered with the Florida Division of Corporations;

(3) Proposed number of vehicles to be operated under the franchise, with true and accurate color photographs of the vehicles to be used in the operation, along with accurate dimensions, seating capacity, fully loaded weight and turning radius of such vehicles.

(4) Proposed fixed route, schedules, stops and hours of the operation delineated on a Key West city map and a plan to minimize noise and traffic impacts on the residents and guests of the City of Key West; and

(5) Proposed script of the sightseeing tour to be given to passengers.

(c) Upon receipt of ~~all of the items~~ an application meeting all the requirements listed in this Article ~~section~~, the city manager shall deem an application "duly-submitted". The applicant shall meet with the city manager and the city attorney within ~~fourteen (14)~~ thirty (30) days of receipt of a duly-submitted application to discuss contents of the application and any suggested modifications. ~~and t~~The city manager shall place the item as an ordinance for first reading to appear on the agenda for a regularly scheduled city commission meeting occurring within 60 days of the city manager's designation of the application as being duly-submitted.

Sec. 78-252. - City commission consideration of duly-submitted application.

The Key West City Commission has plenary authority regarding any duly-submitted franchise application.

Consistent with the requirements specified in this chapter, the city commission may grant any application, deny any application, or grant any application with amendments, or conditions, upon any reason in which the city commission deems appropriate for the protection of

health, safety and welfare and which advances the public convenience.

(a) Subject to the above plenary authority, the city commission shall not approve a proposed franchise ordinance hereunder unless such franchise ordinance includes:

(1) A provision requiring: that the franchisee shall, at all times, maintain liability insurance in an amount of not less than $10,000,000.00 per occurrence. Such insurance shall comply with the laws and regulations of the State of Florida. All insurance policies insuring said sightseeing/shuttle vehicles shall be issued by an insurance company registered to do business in the State of Florida, subject to the laws and regulations of the State of Florida. Insurers issuing the above-referenced policies must maintain an A.M. Best rating of no less than "A". The City of Key West shall be named as an additional insured on all liability policies. The policies shall contain a waiver of subrogation provision whereas the franchisee's insurer waives any claim against the City of Key West. Certificates of insurance shall be filed and maintained with the city clerk evidencing the minimum limits of insurance cited above. All policies shall provide they may not be terminated or modified without the insurer providing the city at least 30 days' advance notice. The franchisee shall

immediately notify the city of any cancellation of such insurance.

At the request of the city manager, the franchisee shall meet with the city's representatives to review the extent and amount of insurance coverage provided hereunder. Should the city manager believe that the coverage provided is not sufficient to protect its interest, it may specify the increased level of insurance required. If franchisee objects to the level of coverage, city and franchisee shall enter into a binding arbitration within 15 days of the date of the dispute to resolve the issue. If city and franchisee are unable to agree on a neutral arbitrator, each party shall select an arbitrator who will then appoint a third arbitrator to resolve the matter. If an arbitrator is not selected through no fault of the city, the coverage required by the city shall be placed.

(2) A provision requiring an annual franchise fee be paid to the City of Key West in an amount equal to the greater of (i) five percent of gross revenues it receives from all sources derived from operations pursuant to the franchise agreement (<u>including but not limited to vehicle advertising and shuttle services</u>), or (ii) $7,500.00 per vehicle authorized in the franchise agreement (this amount shall be referred to as the "minimum

guarantee"). The $7,500.00 per vehicle fee shall be increased yearly in an amount equal to the increase in the United States Consumer Price Index (CPI-U) as published by the Bureau of Labor Statistics. Said five percent shall be paid at the end of each calendar month with a 15-day grace period. The yearly guaranteed minimum payment of $7,500.00 per vehicle shall be payable at the end of each 12-month period with a ten-day grace period. The failure to pay any sum when due shall result in imposition of interest at the rate of 18 percent per annum of the delinquent amount per month or such maximum amount permitted by law until paid in full.

(3) A provision which includes, with detail and specificity, each and every location where vehicles operated pursuant to the franchise will pick up or drop off passengers (hereinafter referred to as "stop(s)") and each and every location deemed a "stand" where vehicles will stage operations.

(4) A provision requiring that the city manager shall have the authority to disapprove any stop, which in the city manager's opinion disrupts traffic, city operations, or is otherwise unreasonably injurious to the public welfare. Should franchisee or any affected party or entity disagree with the decision of the city manager, it

shall, by filing written notice with the city clerk appeal the decision to the city commission.

Should franchisee disagree with the decision of the city manager, it shall, by filing written notice with the city clerk within three days of the city manager's written determination, appeal the decision to the city commission.

Upon the establishment of any proposed stop, the city manager shall mail notice to all property owners and franchisees located within 300 feet of the proposed stop. Such property owners and franchisees shall have 20 days from the mailing of the notice to appeal the decision of the city manager to the city commission in accordance with the provisions of this chapter. The city manager shall also cause notice to be mailed to all property owners and franchisees located within 300 feet of any location that the city manager has denied the franchisee an opportunity to establish a stop, and for which the franchisee has appealed, informing them of the city commission meeting at which such appeal will be considered.

The city commission shall set the matter for hearing with appropriate public notice for the next regularly scheduled commission meeting. By majority vote, the commission may affirm, reverse or modify the decision of the city manager based upon the factors considered by

the city manager and those contained in subsection (b) below.

Such authorized stops shall be for the loading and unloading of passengers only. The franchisee shall not solicit persons or transact ticket sales on the city streets or sidewalks. The city manager shall have the authority to move stops and to reasonably regulate their use by the franchisee, including requiring of the sharing of stops with other franchisees. The location of stops may be marked on city streets in accordance with the City Code of Ordinances by the city for the benefit of the franchisee. The franchisee, with the consent of the city manager, may install signage at such stops subject to any applicable city regulations. If the city should lawfully decide to alter or change the grade of any street or to make any other public improvements which, in the city manager's sole discretion, requires the franchisee to relocate, modify, or otherwise alter its operations under this franchise, the city manager shall give the franchisee at least 48 hours notice of such decision and may require the franchisee to remove its signs, vehicles, or other property in order to facilitate such city project. The franchisee shall acknowledge and agree to release the city from any losses, injuries, or damages it may suffer as a

result of such decision by the city. The movement or relocation of any stops on public property shall be applied equally to all operators under city franchises. The city shall not require a franchisee to relocate, temporarily or otherwise, unless the same request is made to all similarly situated franchisees.

(5) A provision which delineates, with detail and specificity, the fixed route of the operation along with an acknowledgment that no operator of a sightseeing vehicle authorized under the franchisee shall drive at such a slow speed as to impede or block the normal and reasonable movement of traffic. ~~The route should avoid "residential side streets" so as to not unduly interfere with the peace and enjoyment of the citizens of Key West. Should any applicant propose a route that utilizes a residential side street, the route shall not include more than one vehicle per hour on a particular residential side street. "Residential side Streets" are those typically narrow streets (such as, by way of example but without limitation, Grinnell/William/Francis Streets) that run between larger through streets (such as, by way of example but without limitation, Eaton/Fleming/Duval). If a dispute develops between an applicant for a franchise and the City over the definition of a street, the City Manager shall make a final~~

~~determination based upon the use, traffic flow, parking configuration and size of the street.~~

~~If any franchise applicant proposes to utilize amphibious vehicle(s) in their operation, the route shall be limited from the origin of the excursion directly to the point of entry into the water along the largest and safest streets possible and returning from the water directly to the point of disembarkation likewise along the most direct route using the largest and safest streets possible.~~

The City Manager shall have the authority to disapprove any route or schedule, which in the City Manager's opinion disrupts traffic, City operations, or is otherwise unreasonably injurious to the public welfare. Any affected party may appeal the City Manager's decision to the City Commission.

(6) If the franchise permits shuttle operations, a provision which requires all such shuttle operations to be subject to the franchise fee provisions;

(7) A provision including the duration and term of the franchise, which duration or term shall not exceed ten years. If a franchise is granted for ten (10) years, it shall be in the form of a five (5) year term, with extensions totaling a maximum of five (5) additional years based upon demonstrated adherence to the terms and

conditions of the franchise agreement;

(8) A provision which, subject to due process considerations, authorizes the city, upon reasonable notice, to terminate the franchise ordinance upon a finding that the operator has defaulted under, or otherwise violated, the franchise agreement and has not corrected the default after reasonable notice;

(9) A provision requiring the franchisee to indemnify the City of Key West for any and all claims related to the franchisee's operations;

(10) A provision whereby the operator expressly acknowledges that the operator is prohibited from transacting ticket sales on the streets or sidewalks of the city; and

(11) A provision requiring that all sightseeing vehicles operated pursuant to the franchise agreement use propane fuel or some other environmentally sensitive alternative fuel. ~~If a proposed vehicle presently does not utilize an environmentally sensitive fuel, the franchisee shall submit a plan specifying that such franchisee will do so within one year of the commencement of its franchise as an agreed upon condition of continued operation.~~

(12) A provision requiring the franchisee to have

its gross revenues and payments to the city audited at least every three years by a certified public accounting firm pursuant to generally accepted accounting principles, and the results of said audit be promptly transmitted to the city. City shall also retain the right to have gross revenues and payments to the city audited at its own expense by a certified public accounting firm selected by city upon 14 days' written notice to franchisee and further provided that the results of such audit be immediately transmitted to franchisee promptly upon completion. Upon 14 days' written notice to franchisee, city shall be permitted to inspect franchisee's books, records and other pertinent financial information to ensure compliance with the provisions of paragraph (2) above.

(13) A provision whereby the proposed number of vehicles must be placed into service within sixty (60) days from the effective date of the franchise agreement. The number of permitted vehicles allowed under the franchise agreement shall be reduced by the number not placed into service within sixty (60) of the effective date of the franchise agreement.

(14) A provision requiring the franchise operator to keep records of the number of vehicles operated each day

and the number of fare paying passengers on each vehicle. The records shall be provided to the City upon request within 30 days ~~monthly basis~~ to determine the percentage of occupancy and ridership.

~~(15) A provision providing for the reduction of vehicles permitted under the franchise agreement if vehicles are being operated at less than fifty percent (50%) occupancy~~

~~(16) A provision detailing the franchise operators plan to maximize the percentage of riders on each vehicle and minimize the number of vehicles on City streets.~~

~~(17) A provision for GPS tracking or a similar tracking ability to illustrate the route, speed, frequency, etc. of each vehicle to be provided to the City to determine compliance with the terms contained in the franchise agreement and minimize adverse impacts to the health, safety and welfare of the public.~~

(18) A provision that requires a franchise operator to report any damage to persons or property involving a vehicle used in the operation of the franchise on a quarterly basis ~~within twenty-four (24) hours of an occurrence~~.

(19) A provision that details the Franchisee's

plan to contain sound from the tour's narration within the public right of way. Franchisee shall acknowledge the requirement to comply with the City's sound control ordinance as may be amended from time to time. ~~Franchisee control sound from the tour's narration. No sound from such narration shall be audible outside of the sightseeing vehicle~~.

(20) A provision providing for an annual performance review of the franchise operation. The provision shall provide that the city manager or his/her designee shall review the performance of the franchise holder. The evaluation shall include, but not be limited to, the following categories: Compliance with the terms and conditions of this article and grantee's franchise agreement; percentage of ridership and need for alteration of the number of vehicles permitted under the franchise agreement; Responsiveness to customer complaints; Safety of operations; Cleanliness, condition and appearance of sightseeing motor vehicles. After each such evaluation an evaluation report specifically addressing any area of concern shall be provided to the evaluated franchise holder ("evaluation report"). Each franchise holder may respond to areas of concern noted in the report. The city manager or his/her designee may issue such follow up reports, or take

such other action as is warranted, up to and including termination, as set forth herein.

~~(21) A provision detailing the parking and storage plan for the vehicles when not in use.~~

(22) A provision that details the training plan for the operators of each sightseeing vehicle, including but not limited to licensure requirements and ensuring historical accuracy of tour narration.

(b) Subject to the plenary authority of the city commission regarding the issuance and renewal of franchise hereunder, factors which the city commission ~~may~~ shall take into consideration in acting upon a duly submitted franchise application include, but are not limited to, the following:

(1) Public safety;

(2) Traffic impacts, including whether the grant of a franchise would unreasonably increase congestion in the historic district;

(3) Performance history of the applicant, if applicable;

(4) Financial responsibility and wherewithal of applicant;

(5) Consistency of vehicle aesthetics and city environment;

(6) Consistency between vehicle aesthetics and historical neighborhoods;

(7) Environmental impacts;

(8) Capacity and volume of noncommercial and commercial traffic;

(9) Public input; ~~and~~

(10) A demonstrated ~~need~~ public benefit for the services to be provided; and

(11) Any other factors in which legislative bodies would normally consider in acting upon proposed ordinances.

Section 2: If any section, provision, clause, phrase, or application of this Ordinance is held invalid or unconstitutional for any reason by any court of competent jurisdiction, the remaining provisions of this Ordinance shall be deemed severable therefrom and shall be construed as reasonable and necessary to achieve the lawful purposes of this Ordinance.

Section 3: All Ordinances or parts of Ordinances of said City in conflict with the provisions of this Ordinance are hereby superseded to the extent of such conflict.

Section 4: This Ordinance shall go into effect immediately upon its passage and adoption and

authentication by the signature of the presiding officer and the Clerk of the Commission.

Read and passed on first reading at a regular meeting held this day of , 2015.

Read and passed on final reading Passed and adopted by the City Commission at a meeting held this _____ day of _____, 2015.

Authenticated by the presiding officer and Clerk of the Commission on _____, 2015.

Filed with the Clerk _____, 2015.

Mayor Craig Cates	_____
Commissioner Sam Kaufman	_____
Commissioner Clayton Lopez	_____
Commissioner Richard Payne	_____
Commissioner Margaret Romero	_____
Commissioner Billy Wardlow	_____
Commissioner Jimmy Weekley	_____

_____
CRAIG CATES, MAYOR

ATTEST:

_____
CHERYL SMITH, CITY CLERK