

AGENDA

CITY COUNCIL OF THE CITY OF MORENO VALLEY
MORENO VALLEY COMMUNITY SERVICES DISTRICT
CITY AS SUCCESSOR AGENCY FOR THE
COMMUNITY REDEVELOPMENT AGENCY OF
THE CITY OF MORENO VALLEY
MORENO VALLEY HOUSING AUTHORITY

August 22, 2017

STUDY SESSION - 6:00 PM

City Council Study Sessions

Second Tuesday of each month – 6:00 p.m.

City Council Meetings

Special Presentations – 5:30 P.M. First & Third Tuesday of each month – 6:00 p.m.

City Council Closed Session

Will be scheduled as needed at 4:30 p.m.

City Hall Council Chamber – 14177 Frederick Street

Upon request, this agenda will be made available in appropriate alternative formats to persons with disabilities, in compliance with the Americans with Disabilities Act of 1990. Any person with a disability who requires a modification or accommodation in order to participate in a meeting should direct such request to Guy Pegan, ADA Coordinator, at 951.413.3120 at least 72 hours before the meeting. The 72-hour notification will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

Dr. Yxstian A. Gutierrez, Mayor

Victoria Baca, Mayor Pro Tem David Marquez, Council Member Jeffrey J. Giba, Council Member Ulises Cabrera, Council Member

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THE CITY COUNCIL RECEIVES A SEPARATE STIPEND FOR CSD MEETINGS

STUDY SESSION – 6:00 PM AUGUST 22, 2017

CALL TO ORDER

ROLL CALL

INTRODUCTIONS

PUBLIC COMMENTS ON MATTERS ON THE AGENDA ONLY

There is a three-minute time limit per person. Please complete and submit a BLUE speaker slip to the City Clerk. All remarks and questions shall be addressed to the presiding officer or to the City Council.

A. BUSINESS

- A.1. DISCUSSION REGARDING REGULATION OF COMMERCIAL CANNABIS ACTIVITIES IN THE CITY (Report of: City Attorney)
- A.2. CITY COUNCIL REQUESTS AND COMMUNICATIONS

(ITEMS MAY BE DEFERRED BY COUNCIL IF TIME DOES NOT PERMIT FULL REVIEW.)

ADJOURNMENT

CERTIFICATION

I, Pat Jacquez-Nares, City Clerk of the City of Moreno Valley, California, certify that 72 hours prior to this Study Session, the City Council Agenda was posted on the City's website at: www.moval.org and in the following three public places pursuant to City of Moreno Valley Resolution No. 2007-40:

City Hall, City of Moreno Valley 14177 Frederick Street

Moreno Valley Library 25480 Alessandro Boulevard

Moreno Valley Senior/Community Center 25075 Fir Avenue

Pat Jacquez-Nares, CMC & CERA City Clerk

Date Posted: August 17, 2017



Report to City Council

TO: Mayor and City Council

FROM: Martin Koczanowicz, City Attorney

Marshall Eyerman, Chief Financial Officer

AGENDA DATE: August 22, 2017

TITLE: DISCUSSION REGARDING REGULATION OF

COMMERCIAL CANNABIS ACTIVITIES IN THE CITY

RECOMMENDED ACTION

Recommendation:

Staff recommends that the City Council receive the information from staff, consider any public input, discuss and provide direction to staff as to the type of regulations Council wishes to consider for commercial cannabis activity in the City.

SUMMARY

In 1996 the voters in California approved legalizing commercial activity for medical cannabis. In November 2016 Proposition 64 passed legalizing non-medical, or recreational cannabis. Cities, both by statute and through case law, have the authority to ban, to allow, and/or to regulate commercial cannabis activity under the municipal police powers inherent in land use regulations. Currently our city has a ban on any commercial cannabis activity. This item is before the Council in a study session format for discussion and direction to staff on how the City of Moreno Valley will exercise its authority moving forward and what regulation will be considered with regard to commercial cannabis activity in the city limits.

DISCUSSION

Background

City Municipal Code prohibits all medical cannabis activity in the City. Prior to the election in November of 2016 and in anticipation of passage of Prop 64, City Council adopted an urgency Ordinance banning <u>all</u> (medical and recreational) commercial cannabis activity from every zone in the City. The Urgency Ordinance was intended to

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provide the time necessary to evaluate potential permanent land use regulations which could range from a continued total ban to allowed land use under Conditional Use Permit and a Regulatory License. The urgency Ordinance was extended due to a vacancy on the Council to allow for the June 6th election to take place, thus filling the vacant seat for District 4.

With the passage of Prop 64 and the follow up legislation (MAUCRSA, a cleanup trailer bill summarized in Attachment 1 to this staff report, which becomes effective January of 2018) the distinctions between medical and recreational cannabis have been mostly eliminated, though State Licenses will still have a designation for each. The law provides for dual concurrent regulatory schemes: one by the State through Department of Consumer Affairs, Bureau of Cannabis Control and several other agencies with "licensing" authority, the other through local regulations by cities or counties.

In contrast with the voters' actions legalizing the use of cannabis in numerous individual states, the Federal Law still identifies cannabis as a Schedule 1 drug; making any possession, distribution or sale of cannabis a crime. Whether or not the federal drug enforcement agencies take any steps against what otherwise would be a legal activity under state laws, remains to be seen.

Commercial Cannabis Activities

In general the commercial cannabis activity occurs in the following formats:

Dispensaries are the retail arm of the trade, providing the opportunity for the public to purchase cannabis in a storefront location, like any other product. As Council is aware several illegal locations have opened in the City and they have been cited, prosecuted and shut down in a number of instances. Retail distribution can also occur from mobile distribution centers, which deliver the product to the buyers' homes or to agreed upon locations.

Cultivation is the commercial growing of cannabis and can take place in nurseries for immature plants or seedlings or in mature groves where product is cultivated for harvest and processing. Generally when permitted in cities, cultivation is allowed indoors, generally in warehouse setting. State has eight categories of licenses for cultivation based on size of the canopy.

Testing Labs are another form of commercial activity that can be regulated. Testing labs are charged with insuring that the raw product is suitable for the end purpose and meets standards set by the State regulatory agencies.

Manufacturing is the conversion of cannabis into other forms of consumption, including eatable and topical applications. Also it involves the extraction of "honey oil" from cannabis designed to obtain higher concentration and wider range of application. In this arena the State has designated two levels of Manufacturing activity, Level I and Level II. The first prohibits the use of volatile substances in the manufacturing process, the second allows it. If manufacturing was to be considered as one of the regulated uses,

further analysis can be provided as to which of the levels would be appropriate and in which zoning district(s) in the City. To date State has not provided a specific definition for substances allowed and those prohibited in Level I and II manufacturing. The concern about the volatile substances is high as illegal and unregulated "honey oil labs" have been the sources of explosions (most recently in Wildomar) which result in death, injuries and property damage.

Cost recovery

If Council directs staff to move forward with potential regulations for the permitting of commercial cannabis activity in the City, part of those regulations would include a fee structure which would provide for full cost recovery for the City. In other words, any cannabis business which is permitted under the regulations, would be subject to processing and regulatory fees which would be directed at recovery of any and all costs the City incurs in processing the application (both CUP and Regulatory License) as well as costs related to ongoing monitoring, auditing of security compliance and costs of necessary code enforcement and law enforcement.

Revenue Generation

Should the City Council decide to allow and regulate commercial cannabis activity, it may also consider in the future whether or not to tax that activity. A number of jurisdictions in the State obtained voters' approval for a tax to be levied on such businesses. The tax, unlike the fees directed only at recovery of costs, would be a revenue generating mechanism, with funds raised going directly to the General Fund of the City to be used for any authorized purpose. Further discussion on methods and types of tax can be presented to the City Council if regulations are in fact adopted.

For the November 2016 election, coinciding with the statewide Proposition 64 which legalizes marijuana in California, there were 63 local measures related to cannabis including 39 to impose local taxes on marijuana. Thirty eight of the measures were passed/approved by the voters.

When retail gross receipts taxes were proposed, the rates ranged from 5% up to 20%, with an average of 11%. Proposed cultivation rates ranged from \$1 up to \$50 per square foot, with an average of \$22.

Depending on actual activities within each city, the revenue estimates were between an unmeasurable amount and \$13 million for cultivation within the City of Long Beach. Excluding Long Beach, the average estimated revenue was \$1.8 million. In all cases these amounts only represent estimates and actual numbers are currently not available to confirm the accuracy of the estimates.

Public Safety

There are serious public safety considerations that need to be addressed should cannabis activity be allowed and regulated in the City. There will be an additional

demand for personnel and expertise necessary to provide initial Development Standards and Regulations as well as ongoing safety inspections and audits, to insure compliance with the regulatory permits. There are concerns use of volatile substances, interior venting and other fire and occupancy hazards, especially in instances of "home labs" and other illegal and unregulated activities.

The Police department will be presenting additional information to the Council at the Study Session.

Potential Zoning Districts and Development Regulations

Establishing regulatory framework and determining proper zoning districts will require consideration of elements including but not limited to land use compatibility, proximity to sensitive receptors (e.g. schools, parks, child care, sober living, drug recovery facilities, potential for environmental impacts (e.g. odors, noise, water and electricity demands), size of facilities, setbacks, parking standards, and signage; all would be based on the particular type of cannabis land use activity. In addition, consideration would be given to limitation on the length of approvals with criteria/provisions for renewal and extensions. Consideration of a maximum number of permits to be allowed (citywide and/or per specific zoning districts) could be a consideration. It is currently unknown what level of environmental analysis will be required under the California Environmental Quality Act; however, it should be assumed that establishing such regulatory framework would be considered a "project" under CEQA. The extent of probable environmental analysis would be particularly dependent upon the extent and types of cannabis activities to be allowed.

Schedule

Should Council desire to move forward with consideration of regulations in the City, staff would return with some specific recommendations at a future meeting. The timing would depend on the breadth of the direction provided. Any Ordinance amending Title 9 Planning and Zoning regulations with respect to any particular land use designation, development standards and land use permitting as would be necessary for cannabis activities would be presented to the Planning Commission before returning to the City Council for final action. Regulatory/Licensing Ordinance can be considered by the City Council without the necessity of the Planning Commission involvement, though the two would be overlapping in some areas and input from the Planning Commission may be desired on both.

In the event Council directs that staff prepares some form of regulations for Council's consideration, it is expected that the process of drafting and adoption of any Municipal Code amendments would require a considerable period of time and both, Planning Commission and City Council review and action.

ALTERNATIVES

The Council has a range of options to consider with regard to the commercial cannabis

activity. On one end of the scale, Council could direct staff to draft an Ordinance in conformity with the current Urgency Ordinance and institute a permanent ban of all commercial cannabis activities in the City. On the other end of the spectrum, Council can consider allowing some or all of the commercial activities subject to a Conditional Use Permit and Licensing Regulation. Such regulations would need to include identification of Zoning Districts that would be appropriate for different uses, as well as a detailed regulatory scheme, which would provide the City with the authority to shut down those businesses that do not follow the regulations.

FISCAL IMPACT

For this study session, there are no fiscal impacts related to the item, other than staff time to comply with whatever direction is provided by Council.

NOTIFICATION

Agenda was posted in accordance with the Brown Act.

PREPARATION OF STAFF REPORT

Report presented from the City Attorney's Office, Community Development, Finance and Public Safety Departments.

CITY COUNCIL GOALS

<u>Revenue Diversification and Preservation</u>. Develop a variety of City revenue sources and policies to create a stable revenue base and fiscal policies to support essential City services, regardless of economic climate.

<u>Public Safety</u>. Provide a safe and secure environment for people and property in the community, control the number and severity of fire and hazardous material incidents, and provide protection for citizens who live, work and visit the City of Moreno Valley.

<u>Positive Environment</u>. Create a positive environment for the development of Moreno Valley's future.

<u>Community Image, Neighborhood Pride and Cleanliness</u>. Promote a sense of community pride and foster an excellent image about our City by developing and executing programs which will result in quality development, enhanced neighborhood preservation efforts, including home rehabilitation and neighborhood restoration.

CITY COUNCIL STRATEGIC PRIORITIES

- 1. Economic Development
- 2. Public Safety
- 3. Library

- 4. Infrastructure
- 5. Beautification, Community Engagement, and Quality of Life
- 6. Youth Programs

ATTACHMENTS

1. MAUCRSA summary

APPROVALS

Budget Officer Approval	✓ Approved	8/17/17 3:34 PM
City Attorney Approval	✓ Approved	8/17/17 11:05 AM
City Manager Approval	✓ Approved	8/17/17 4:14 PM

Medicinal and Adult-Use Cannabis Regulation and Safety Act or MAUCRSA – Summary of Provisions

<u>Purpose</u>: The Medicinal and Adult-Use Cannabis Regulation and Safety Act (MAUCRSA or the "Act") contains portions of the Medical Cannabis Regulation and Safety Act (MCRSA) that do not conflict with the Adult Use of Marijuana Act (AUMA) along with a variety of provisions designed to create a single, comprehensive regulatory system for commercial cannabis activity and product sale, testing, distribution, and enforcement.

Effectively, the Act makes the MCRSA superfluous although it does not repeal it. There is additional regulation as to the content and packaging for edibles (cannabis products).

The Act eliminates:

- regulation of mobile dispensaries (permitted as a form of retail sales);
- the City's ability to prohibit transport on public roads by compliant licensees;
- residency requirements for licenses; and
- regulation of industrial hemp

Administration: The state office in charge of administering and interpreting the Act is the Department of Consumer Affairs, Bureau of Cannabis Control (the "Bureau"). Several other state agencies have roles, including the Food and Agriculture Department, the Public Health Department, the State Fire Marshal and Fish & Wildlife, and each is called a "licensing authority." Currently, they share a joint (although not-up-to-date) website, the California Cannabis Portal.

Single regulatory system:

A. Licenses: The Act codifies state licensing authority with regulations to follow. The Bureau must begin processing licenses starting January 1, 2018. Because it does not appear that final regulations can be in place by then, the Bureau and each licensing authority have the authority to adopt temporary regulations until January 1, 2019. However, they may grant licenses only where there is a local license in place (or no requirement for a local license).

The highlights are:

- 1. Producing dispensary and transporter licenses will not be available.
- 2. Types of Licenses: There are 12 types of licenses; eight are for types of cultivation, one is for testing labs (Type 8), one for retailers (Type 10); one for distributors (Type 11) and one for a microbusiness (Type 12). Each license, except for the testing license, must be designated as a medicinal (M) or adult use (A) license, and separate licenses are required. For example, a medicinal commercial cannabis operation requires a Type 10-M license.
- 3. Microbusiness includes cultivation of an area of less than 10,000 sq. feet along with distribution and sale.
- 4. "Retailer," means someone who sells and delivers cannabis or cannabis products to customers. A retailer must identify a specific physical location from which commercial cannabis activities are conducted. A retailer's premises may be closed to the public. A retailer may conduct sales exclusively by delivery but a retailer cannot distribute without a separate distribution license. A retailer shall notify the licensing authority and the appropriate law enforcement authorities within 24 hours after discovering significant inventory discrepancies; theft, loss or criminal activity in the operation or by an employee or agent of the retailer, or loss or alteration of records, specifically including those for registered qualifying patients and primary caregivers.
- 5. A state temporary event license will be granted only where a local jurisdiction allows for the state to grant a temporary event license.
- 6. A person may hold any combination of licenses although a person with a testing license may hold only that license.
- 7. Separate license are required for each location.
- 8. No licensee may sell alcohol or tobacco.
- 9. The state may deny the license because of the operator, the premises, or failure to comply with the Act or its regulations. The state also may deny a license on the grounds of an excessive concentration of commercial cannabis facilities, i.e. over 1 per 15,000 people; licensee acts in restraint of trade or discriminates in sale.

- 10. Priority in licensing to those operating legally before September 1, 2016; a city must identify those businesses for the state and provide a copy of the local ordinance plus any amendments.
- B. Licensing provisions address who is allowed on the premises as well as recordkeeping: "The designated structure or structures and land specified in the application that is owned, leased, or otherwise held under the control of the applicant or licensee where the commercial cannabis activity will be or is conducted. The premises shall be a contiguous area and shall only be occupied by one licensee." This rule allows for more than one license to be associated with a given address or parcel because parcels may include multiple premises.
- C. Delivery and distribution require specific safety standards. For example, the license holder must employ all drivers. Cannabis for delivery or distribution must have security manifest with that unique identifier for each recreational cannabis plan and the retailer or distributor must participate in the track and trace program.
- D. Security measures for retailers must include, at a minimum
 - (1) Prohibiting individuals from remaining on the licensee's premises if they are not engaging in activity expressly related to the operations of the retailer.
 - (2) Establishing limited access areas accessible only to authorized personnel.
 - (3) Other than limited amounts of cannabis used for display purposes, samples, or immediate sale, storing all finished cannabis and cannabis products in a secured and locked room, safe, or vault, and in a manner reasonably designed to prevent diversion, theft, and loss.

Local Control:

The Act deals with matters of statewide concern; therefore, including for charter cities, the Act specifies the areas of local control by local jurisdictions (which means cities and counties (B&P Code Sections 26000 et seq.)).

- 1. Local legislative authority continues to prohibit commercial cannabis activity, which is defined to include both dispensing and cultivation (B&P Code Section 26001(k)).
- 2. Local legislative authority continues over land use and business licenses: "This division shall not be interpreted to supersede or limit the authority of a local jurisdiction to adopt and enforce local ordinances to regulate businesses licensed under this division, including, but not limited to, local zoning and land use requirements, business license requirements, and requirements related to reducing exposure to secondhand smoke, or to completely prohibit the establishment or operation of one or more types of businesses licensed under this division within the local jurisdiction."
- 3. Therefore, current bans on commercial sales of medical cannabis and cultivation remain legal along with the regulation of personal indoor and outdoor cultivation, although the definitions in those ordinances should be updated to be consistent with those used in the Act.
- 4. Commercial cannabis activity (defined as both distribution and cultivation) needs to be addressed with an ordinance effective on or before January 1, 2018 as it is unlikely if there will be permanent statewide regulations by that time (and somewhat doubtful that there will be temporary regulations).
- 5. Any ordinance in place or adopted needs to be provided to the state Bureau of Cannabis Control; there is a system that will be set up for that, but it is not yet in place.
- 6. Local jurisdictions may, but are not required to:
 - Establish rules and regulations more strict then those established by Act or by regulations of the Bureau or licensing authorities: "Any standards, requirements, and regulations regarding health and safety, environmental protection, testing, security, food safety, and worker protections established by the state shall be the minimum standards for all licensees under this division statewide. A local jurisdiction may establish additional standards, requirements, and regulations.
- 7. The Act allows local enforcement of state law by delegation from the bureau under a written agreement with that local jurisdiction.

- 8. The Act outlines a process for a local jurisdiction and the Bureau to communicate regarding state and local licenses:
 - Notification by the city to the state of denial or revocation of local license (B&P Code Sections 26055 and 26200 (c))
 - Creation of a database of local ordinances and amendments regarding commercial cannabis plus written identification of a contact person (otherwise assumed to be the City Clerk)
 - Coordination with the state: The state notifies the city of a license application; the city may notify state whether the entity has a local license if one is allowed or the entity may provide a copy of the license
 - If the city does not respond, the state will presume compliance and go ahead with the license (assuming other qualifications are met)
 - If the city responds late, it still may notify the state of noncompliance and the state may take disciplinary action or decide not to renew; the city can still enforce its local ordinance
- 9. Location of either commercial sale or cultivation cannot be within 600 feet of K-12, day care, youth center at the time the license is granted unless the city makes that distance larger or smaller.
- 10. A local jurisdiction may allow for the smoking, vaporizing, and ingesting of cannabis or cannabis products on the premises of a licensed retailer or microbusiness by those 21 or older when such consumption is not visible from a public place or other non-age restricted area and where that is allowed by the local jurisdiction.
- 11. The city attorney may enforce civil penalty provisions of state law regarding unlicensed operation of a commercial cannabis facility.
- 12. Until July 1, 2019, any city ordinance that requires discretionary review of permits for commercial cannabis activity is exempt from CEQA as long as each permit is subject to CEQA review.
- 13.State Fire Marshal regulations including building standards for fire and panic safety may be enforced by the state or by local jurisdictions.
- 14.Local non-profit licenses: The state is reviewing whether there should be state non-profit licenses to serve low-income users. While that is determined, if a local jurisdiction wishes to proceed with a non-profit

- license, it may do so under certain conditions (See B&P Code Section 26070.5).
- 15.A local jurisdiction may require its own track and trace program, which could include medicinal cannabis, although not required under state law for medicinal cannabis.

Cannabis Cooperatives:

A cannabis cooperative association is 3 or more unlicensed people who pool resources with one or more license holders to cultivate no more than 4 acres and distribute the product. This portion of the Act creates a new form of non-profit corporation and specifies similar requirements for articles of incorporation, bylaws, and so forth. The name "cannabis cooperative" cannot be used except in compliance with these provisions (B& P Code Sections 26220 et seq.).

Quality Control, Inspection and Testing

- Distributors will store cannabis batches on their premises during testing; testing lab employees will obtain samples for testing and transport those samples to testing labs, and distributors will conduct a quality assurance review to ensure compliance with labeling and packing requirements, among other things.
- Allows testing by cannabis businesses themselves with state oversight; testing labs must be independent and separately licensed and with no other license.
- Chain of custody and standard operating procedures apply.
- Limited sale of untested products allowed.

Packaging Packaging

- Production, packaging and labeling, and regulations will be developed by the state Department of Public Health and will apply to all licensees.
- Packaging must be re-sealable, tamper evident, child resistant and include the unique identifier; cannot be attractive to children with the following warning:

GOVERNMENT WARNING: THIS PACKAGE
CONTAINS CANNABIS/CANNABIS PRODUCT, A
SCHEDULE 1 CONTROLLED SUBSTANCE. KEEP
OUT OF REACH OF CHILDREN AND ANIMALS.
CANNABIS MAY ONLY BE POSSESSED OR
CONSUMED BY PERSONS 21 YEARS OF AGE OR
OLDER UNLESS THE PERSON IS A QUALIFIED
PATIENT. CANNABIS USE WHILE PREGNANT OR
BREASTFEEDING MAY BE HARMFUL.
CONSUMPTION OF CANNABIS IMPAIRS YOUR
ABILITY TO DRIVE AND OPERATE MACHINERY.
PLEASE USE EXTREME CAUTION.

 Packaging also must have source, date of cultivation, type and date of manufacturing or packaging, the list of active ingredients, appellation, nuts or other allergen, identifying and for medical cannabis: FOR MEDICAL USE ONLY.

Edibles

- Cannabis products are regulated by Food and Agriculture Department and Drug Administration but not treated as food.
- Edible cannabis may not be appealing to children or made to be confused with candy.
- Have lower concentrations of active ingredients and is homogenized.
- The state Department of Public Health controls sanitation standards similar to those for food preparation.
- Packaging must provide information as to effect of the cannabis product and be marked with the universal cannabis symbol.

Cultivation:

- The Food and Agriculture Department handles all cultivation licenses, including indoor and outdoor, mixed light, cottage and nursery and must adopt regulations.
- Cultivation must comply with all state and local laws, current building and fire regulations, grading, land conversion, water usage & quality, etc. (B&P 26066)
- Any cultivation license application must identify a water source and any proposed diversion of water.

- The Food and Agriculture Department also handles use of pesticide.
- The Food and Agriculture Department must develop an organics program and establish an appellation (to identify the county of cannabis origin).
- The Food and Agriculture Department must develop a track and trace program with a unique identifier for each plant to track its movement.
- Track and trace system information is exempt from Public Records Act disclosure but available to law enforcement.

Environmental Protections

- Administered by the state Department of Fish and Wildlife.
- A cultivation application has to identify water source and waste discharge.
- Promulgation of regulations for lake or streambed discharge and use of pesticides.
- Prohibition on alteration of water flow.

Advertising

• Restrictions on advertising (both web and billboard) require display of the current license number and universal cannabis symbol.

Excise Taxes and Fees

- 15% excise tax on all commercial products which is set by the average market price for a retail sale (changed from gross receipts); the purchaser remains liable for the tax until he/she has a receipt from the retailer which says it was paid.
- Distributors impose the cultivation tax at the time produce enters the commercial market and collected.
- Licensing authorities will charge fees.
- A county may impose a tax on cultivation separately when approved under Proposition 218.

Enforcement:

- Vehicle Code Section 23222 has been revised to provide that it is an infraction with a \$100 fine to possess an open cannabis or cannabis product container in a motor vehicle while driving (unless the container is in the trunk). The exception is for a qualified patient or person with an ID card, where the container is closed.
- Provisions legalizing medicinal possession and use, as well as personal recreational possession, cultivation and use remain in effect.
- The Act adds the state Impaired Driving Task Force.