CITY OF MERCED Planning & Permitting Division

STAFF REPORT: #15-23 AGENDA ITEM: 4.2

FROM & Kim Espinosa, PLANNING COMMISSION
PREPARED BY: Planning Manager MEETING DATE: Dec. 9, 2015

CITY COUNCIL

MEETING DATE: January 4, 2016

(Tentative)

SUBJECT:

Zoning Ordinance Amendment #15-01, initiated by the City of Merced. This application involves changes to the Merced Zoning Ordinance (Title 20 of the Merced Municipal Code) which would add Chapter 20.84, "Medical Marijuana and Cultivation" to the Merced Municipal Code prohibiting all commercial medical marijuana/cannabis uses and activities, including delivery, in all zones and all specific plan areas in the City of Merced and prohibiting the cultivation of any amount of marijuana/cannabis for medical use by a qualified patient or primary caregiver in all zones and specific plan areas in the City of Merced. *PUBLIC HEARING*

ACTION: PLANNING COMMISSION:

Recommendation to City Council

- 1) Environmental Review #15-33 (Categorical Exemption)
- 2) Zoning Ordinance Amendment #15-01

CITY COUNCIL:

Approve/Disapprove/Modify

- 1) Environmental Review #15-33 (Categorical Exemption)
- 2) Zoning Ordinance Amendment #15-01

SUMMARY

Due to recent changes in State Law (AB 243, AB 266, and AB 643), the City Attorney's office has prepared an amendment to the Zoning Ordinance to add Chapter 20.84, "Medical Marijuana and Cultivation."

The proposed zoning ordinance amendment would do the following:

- a) Prohibit all commercial medical marijuana/cannabis uses and activities, including delivery, in all zones and all specific plan areas in the City of Merced; and,
- b) Prohibit the cultivation of any amount of marijuana/cannabis for medical use by a qualified patient or primary caregiver in all zones and specific plan areas in the City of Merced.

RECOMMENDATION

Planning staff recommends that the Planning Commission recommend approval to the City Council of a Categorical Exemption (#15-33—Attachment B) and Zoning Ordinance Amendment #15-01 (including the adoption of the Resolution at Attachment C) as described in Attachment A.

PROJECT DESCRIPTION

This application involves adding Chapter 20.84, "Medical Marijuana and Cultivation" (Attachment A) to the Zoning Ordinance prohibiting all commercial medical marijuana/cannabis uses and activities, including delivery, in all zones and all specific plan areas in the City of Merced and prohibiting the cultivation of any amount of marijuana/cannabis for medical use by a qualified patient or primary caregiver in all zones and specific plan areas in the City of Merced.

BACKGROUND

In 1996, California voters adopted the Compassionate Use Act ("CUA") as a ballot initiative, codified at Health and Safety Code Section 11362.5. The CUA provides a limited defense from prosecution for cultivation and possession of marijuana. In 2003, the Legislature adopted the Medical Marijuana Program Act ("MMP"), codified at Health and Safety Code sections 11362.5 to 11362.83. The MMP provides qualified persons, primary caregivers, and holders of valid identification cards a defense to certain enumerated marijuana-related state crimes.

The California courts have found that neither the CUA nor the MMP provide medical marijuana patients with an unfettered right to obtain, cultivate, or dispense marijuana for medical purposes. Rather, the statutes set up limited defenses to state criminal prosecution. The manufacture, distribution, or possession of marijuana remains unlawful and a federal crime under the Federal Controlled Substance Act.

In 2013, the California Supreme Court confirmed a city's ability to prohibit medical marijuana dispensaries within its boundaries. The court found that the CUA and MMP do not preempt a city's local regulatory authority.

On November 26, 2013, the Court of Appeal decided and published its decision in the case of *Maral v. City of Live Oak, 221 Cal.App.4th 975* (2013). *Maral* held that cities have authority to prohibit cultivation of all medical marijuana city-wide. Like the Supreme Court's decision in *City of Riverside*, the Maral court similarly found that the CUA and MMP do not preempt a city's regulatory authority to prohibit all cultivation in the city, if the city so chooses.

On December 1, 2015, the 5th Appellate District published a decision in *Kirby v. County of Fresno* in which the Court upheld the County's ban on marijuana dispensaries, cultivation, and storage of medical marijuana because the CUA did not expressly restrict local government's authority to regulate land use.

This year, the Legislature introduced three bills comprising the Medical Marijuana Regulation and Safety Act (MMRSA). These bills are designed to impose additional regulatory mechanisms related to medical marijuana. For example, there will be a dual licensing structure which requires a state and local license or permit in order to cultivate, dispense, or transport medical marijuana. Cities that wish to ban these land use activities are allowed to do so; however, there are critical time constraints.

Assembly Bill 266 established a dual licensing structure requiring state <u>and</u> local licenses or permits to establish marijuana businesses. However, if there is no local licensing requirement, the State Department of Food and Agriculture becomes the sole licensing authority. Assembly Bill 643 established criteria for the licensing of medical marijuana businesses, regulating physicians, and recognizing local authority to levy taxes and fees.

Assembly Bill 243 includes a provision stating that cities that do not have an ordinance regulating or prohibiting cultivation by March 1, 2016, will lose the authority to regulate or ban cultivation within their city limits.

The City of Merced currently has a provision in the Zoning Code, MMC 20.06.050(E), which states "No use that is prohibited, unlawful, violates or is inconsistent with federal or state law, or any provision in this code, shall be allowed or permitted in any district under this title." Based on this Code provision, the City has not allowed any medical marijuana businesses to be established in Merced because they would violate federal law. However, per the terms of AB 243 above, by March 1, 2016, the City of Merced must specifically prohibit medical marijuana cultivation and delivery in order to retain the right to ban it within the City of Merced.

FINDINGS/CONSIDERATIONS:

General Plan Policies Related to This Application

A) The proposed zoning ordinance amendments would make changes in response to recent changes in State Law ((AB 243, AB 266, and AB 643) described in the "Background" section above. General Plan Implementing Action L-2.3.d calls for the City to review and update the Zoning Ordinance as needed.

Proposed Changes to the Zoning Ordinance

- B) The proposed zoning ordinance amendment (Attachment A) would do the following:
 - 1) Commercial cannabis activities of all types are expressly prohibited in all zones and specific plan areas of the City. No person shall establish, operate, conduct, or allow a commercial cannabis activity anywhere in the City.
 - 2) All deliveries of medical cannabis are expressly prohibited in the City of Merced. No person shall conduct any deliveries that either originate or terminate within the City.
 - 3) All activities which require a state license under the Medical Marijuana Regulation and Safety Act (MMRSA) are prohibited in the City.
 - 4) Cultivation of cannabis for non-commercial purposes, including cultivation by a qualified patient or a primary caregiver, is expressly prohibited in all zones and specific plan areas of the City. No person, including a qualified patient or primary caregiver, shall cultivate any amount of cannabis in the City, even for medical purposes.
 - 5) Any use in violation of these provisions shall be considered a "public nuisance" and could involve civil penalties.

C) This proposed ordinance will be considered by the Planning Commission at a public hearing on December 9, 2015. A public hearing before the City Council will be scheduled for January 4, 2016, with a second reading on January 19, 2016. The ordinance, if approved, would become effective 30 days after that or on February 20, 2016. This would meet the March 1, 2016, deadline in AB 243.

Impacts on Existing Businesses

D) The City of Merced currently has a provision in the Zoning Code, MMC 20.06.050(E), which states "No use that is prohibited, unlawful, violates or is inconsistent with federal or state law, or any provision in this code, shall be allowed or permitted in any district under this title." Based on this Code provision, the City has not allowed any medical marijuana businesses to be established in Merced because federal law does not allow it. Therefore, this new Ordinance would not have any effect on any existing businesses in the City.

Environmental Clearance

E) The Planning staff has conducted an environmental review (#15-33) of the project in accordance with the requirements of the California Environmental Quality Act (CEQA), and a Categorical Exemption is being recommended (see Attachment B).

Attachments:

- A) Proposed Ordinance with Changes to the Zoning Ordinance
- B) Categorical Exemption #15-33
- C) Draft Planning Commission Resolution

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AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF MERCED, CALIFORNIA, ADDING CHAPTER 20.84, "MEDICAL MARIJUANA AND CULTIVATION" TO THE MERCED MUNICIPAL CODE PROHIBITING ALL COMMERCIAL MEDICAL MARIJUANA USES IN THE CITY AND PROHIBITING CULTIVATION FOR MEDICAL USE BY A QUALIFIED PATIENT OR PRIMARY CAREGIVER

THE CITY COUNCIL OF THE CITY OF MERCED DOES ORDAIN AS FOLLOWS:

SECTION 1. FINDINGS AND PURPOSE. The City Council finds and declares as follows:

- A. In 1996, the voters of the State of California approved Proposition 215 (codified as California Health and Safety Code Section 11362.5 and entitled "The Compassionate Use Act of 1996" or "CUA").
- B. The intent of Proposition 215 was to enable persons who are in need of marijuana for medical purposes to use it without fear of criminal prosecution under limited, specified circumstances. The proposition further provides that "nothing in this section shall be construed to supersede legislation prohibiting persons from engaging in conduct that endangers others, or to condone the diversion of marijuana for non-medical purposes." The ballot arguments supporting Proposition 215 expressly acknowledged that "Proposition 215 does not allow unlimited quantities of marijuana to be grown anywhere."
- C. In 2004, the Legislature enacted Senate Bill 420 (codified as California Health and Safety Code § 11362.7 *et seq.* and referred to as the "Medical Marijuana Program" or "MMP") to clarify the scope of Proposition 215 and to provide qualifying patients and primary caregivers who collectively or cooperatively cultivate marijuana for medical purposes with a limited defense to certain specified State criminal statutes. Assembly Bill 2650 (2010) and Assembly Bill 1300 (2011) amended the Medical Marijuana Program to expressly recognize

the authority of counties and cities to "[a]dopt local ordinances that regulate the location, operation, or establishment of a medical marijuana cooperative or collective" and to civilly and criminally enforce such ordinances.

- D. In City of Riverside v. Inland Empire Patients Health and Wellness Center, Inc. (2013) 56 Cal.4th 729, the California Supreme Court held that "[n]othing in the CUA or the MMP expressly or impliedly limits the inherent authority of a local jurisdiction, by its own ordinances, to regulate the use of its land. . . . "Additionally, in Maral v. City of Live Oak (2013) 221 Cal.App.4th 975, the Court of Appeal held that "there is no right and certainly no constitutional right to cultivate medical marijuana." The Court in Maral affirmed the ability of a local governmental entity to prohibit the cultivation of marijuana under its land use authority.
- E. The Federal Controlled Substances Act, 21 U.S.C. Section 801 *et seq.*, classifies marijuana as a Schedule 1 Drug, which is defined as a drug or other substance that has a high potential for abuse, that has no currently accepted medical use in treatment in the United States, and that has not been accepted as safe for use under medical supervision. The Federal Controlled Substances Act makes it unlawful under federal law for any person to cultivate, manufacture, distribute or dispense, or possess with intent to manufacture, distribute or dispense, marijuana.
- F. On October 9, 2015, Governor Brown signed three bills into law (AB 266, AB 243, and SB 643) which collectively are known as the Medical Marijuana Regulation and Safety Act (hereafter "MMRSA"). MMRSA set up a state licensing scheme for commercial medical marijuana uses while protecting local control by requiring that all such businesses must have a local license or permit to operate in addition to a state license. MMRSA allows the City to completely prohibit commercial medical marijuana activities.
- G. The City Council finds that commercial medical marijuana activities, as well as cultivation for personal medical use as allowed by the CUA and MMP can adversely affect the health, safety, and well-being of City residents. Citywide prohibition is proper and necessary to avoid the risks of criminal activity, degradation of the natural environment, malodorous smells and indoor electrical fire hazards that may result from such activities. Further, as recognized by the Attorney General's August 2008 Guidelines for the Security and Non-Diversion of Marijuana Grown for Medical Use, marijuana cultivation or other concentration of

marijuana in any location or premises without adequate security increases the risk that surrounding homes or businesses may be negatively impacted by nuisance activity such as loitering or crime.

- H. The limited immunity from specified state marijuana laws provided by the Compassionate Use Act and Medical Marijuana Program does not confer a land use right or the right to create or maintain a public nuisance.
- I. MMRSA contains language that requires the City to prohibit cultivation uses by March 1, 2016, either expressly or otherwise under the principles of permissive zoning, or the State of California will become the sole licensing authority. MMRSA also contains language that requires delivery services to be expressly prohibited by local ordinance, if the City wishes to do so. MMRSA is silent as to how the City must prohibit other type of commercial medical marijuana activities.
- J. While the City Council believes that cultivation and all commercial medical marijuana uses are prohibited pursuant to Merced Municipal Code Section 20.060.050(E), it desires to enact this Ordinance to expressly make clear that all such uses are prohibited in all zones throughout the City.
- **SECTION 2. AUTHORITY.** This Ordinance is adopted pursuant to the authority granted by the California Constitution and State law, including but not limited to, Article XI, Section 7 of the California Constitution, the Compassionate Use Act, the Medical Marijuana Program, and The Medical Marijuana Regulation and Safety Act.

SECTION 3. ADOPTION OF CHAPTER 20.84. Chapter 20.84, Medical Marijuana and Cultivation," is hereby added to the Merced Municipal Code to read as follows:

"Chapter 20.84 MEDICAL MARIJUANA AND CULTIVATION

Section:

20.84.010 Definitions.

20.84.020 Prohibition.

20.84.030 Public Nuisance.

20.84.040 Civil Penalties.

20.84.010 Definitions.

'Cannabis' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(f) as the same may be amended from time to time.

'Caregiver' or 'primary caregiver' shall have the same meaning as set forth in Health and Safety Code Section 11362.7 as the same may be amended from time to time.

'Commercial cannabis activity' shall have the same meaning as that set forth in Business and Professions Code Section 19300.5(k) as the same may be amended from time to time.

'Cooperative' shall mean two or more persons collectively or cooperatively cultivating, using, transporting, possessing, administering, delivering or making available medical marijuana, with or without compensation.

'Cultivation' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(l) as the same may be amended from time to time.

'Cultivation site' shall have the same meaning as set forth in Business and Professions Code Section 19300.5 (x) as the same may be amended from time to time.

'Delivery' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(m) as the same may be amended from time to time.

'Dispensary' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(n) as the same may be amended from time to time. For purposes of this Chapter, 'Dispensary' shall also include a cooperative. 'Dispensary' shall not include the following uses:

- (1) A clinic licensed pursuant to Chapter 1 of Division 2 of the California Health and Safety Code,
- (2) A health care facility licensed pursuant to Chapter 2 of Division 2 of the California Health and Safety Code,
- (3) A residential care facility for persons with chronic life-threatening illnesses licensed pursuant to Chapter 3.01 of Division 2 of the California Health and Safety Code,
- (4) A residential care facility for the elderly licensed pursuant to Chapter 3.2 of Division 2 of the California Health and Safety Code,
- (5) A residential hospice or home health agency licensed pursuant to Chapter 8 of Division 2 of the California Health and Safety Code.
- 'Dispensing' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(o) as the same may be amended from time to time.
- 'Distribution' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(p) as the same may be amended from time to time.
- 'Distributor' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(q) as the same may be amended from time to time.
- 'Manufacturer' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(y) as the same may be amended from time to time.
- 'Manufacturing site' shall have the same meaning as set forth in Business and Professions Code Section

19300.5(af) as the same may be amended from time to time.

'Medical cannabis,' 'medical cannabis product,' or 'cannabis product' shall have the same meanings as set forth in Business & Professions Code § 19300.5(ag) as the same may be amended from time to time.

'Medical Marijuana Regulation and Safety Act' or 'MMRSA' shall mean the following bills signed into law on October 9, 2015 as the same may be amended from time to time: AB 243, AB 246, and SB 643.

'Nursery' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(ah) as the same may be amended from time to time.

'Qualifying patient' or 'Qualified patient' shall have the same meaning as set forth in Health and Safety Code Section 11362.7 as the same may be amended from time to time.

'Testing laboratory' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(z) as the same may be amended from time to time.

'Transport' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(am) as the same may be amended from time to time.

'Transporter' shall have the same meaning as set forth in Business and Professions Code Section 19300.5(aa) as the same may be amended from time to time.

20.84.020 **Prohibition.**

A. Commercial cannabis activities of all types are expressly prohibited in all zones and all specific plan areas in the City of Merced. No person shall establish,

operate, conduct or allow a commercial cannabis activity anywhere within the City.

- B. To the extent not already covered by subsection A above, all deliveries of medical cannabis are expressly prohibited within the City of Merced. No person shall conduct any deliveries that either originate or terminate within the City.
- C. This Section is meant to prohibit all activities for which a state license is required. Accordingly, the City shall not issue any permit, license or other entitlement for any activity for which a state license is required under the MMRSA.
- D. Cultivation of cannabis for non-commercial purposes, including cultivation by a qualified patient or a primary caregiver, is expressly prohibited in all zones and all specific plan areas in the City of Merced. No person, including a qualified patient or primary caregiver, shall cultivate any amount of cannabis in the City, even for medical purposes.

20.84.030 Public Nuisance.

Any use or condition caused, or permitted to exist, in violation of any provision of this Chapter 20.84 shall be, and hereby is declared to be, a public nuisance and may be summarily abated by the City pursuant to Code of Civil Procedure Section 731 or any other remedy available to the City.

20.84.040 Civil Penalties.

In addition to any other enforcement permitted by this Chapter 20.84, the City Attorney may bring a civil action for injunctive relief and civil penalties against any person or entity that violates this Chapter. In any civil action brought pursuant to this Chapter, a court of competent jurisdiction may award reasonable attorney fees and costs to the prevailing party."

SECTION 4. <u>CEQA</u>. This Ordinance is exempt from CEQA pursuant to CEQA Guidelines Section 15305, minor alterations in land use limitations in areas with an average slope of less than 20% that do not result in any changes in land use or density and Section 15061(b)(3) which is the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment and CEQA does not apply where it can be seen with certainty that there is no possibility that the activity may have a significant effect on the environment. Merced Municipal Code Section 20.06.050(E) already prohibits all uses that are being expressly prohibited by this Ordinance. Therefore, this Ordinance has no impact on the physical environment as it will not result in any changes.

SECTION 5. SEVERABILITY. If any section, subsection, subdivision, sentence, clause, phrase, or portion of this Ordinance, 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 Ordinance. The City Council hereby declares that it would have adopted this Ordinance, and each section, subsection, subdivision, sentence, clause, phrase, or portion thereof, irrespective of the fact that any one or more sections, subsections, subdivisions, sentences, clauses, phrases, or portions thereof be declared invalid or unconstitutional.

SECTION 6. PUBLICATION. The City Clerk is directed to cause a summary of this Ordinance to be published in the official newspaper at least once within fifteen (15) days after its adoption showing the vote thereon.

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Council of the City	of Merced on the	day of	, 2015, and wa	as
	d at a regular meeting of		cil held on the	_ day
of, 2	2015, by the following cal	lled vote:		
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NOTICE OF EXEMPTION To: Office of Planning and Research From: (Public Agency) P.O. Box 3044 City of Merced Sacramento, CA 95812-304 678 West 18th St. Merced, CA 95340 County Clerk OCT 28 2015 County of Merced 2222 M Street CITY OF MERCED Merced, CA 95340 PLANNING DEPT. **Project Title:** Zoning Ordinance Amendment #15-01/Environmental Review #15-33 **Project Applicant:** City of Merced Project Location (Specific): City of Merced (City wide) **Project Location - City:** Merced Project Location - County: Merced Description of Nature, Purpose, and Beneficiaries of Project: This application involves changes to the Merced Zoning Ordinance (Title 20 of the Merced Municipal Code) which would add Chapter 20.84, "Medical Marijuana and Cultivation" to the Merced Municipal Code prohibiting all commercial medical marijuana/cannabis uses and activities, including delivery, in all zones and all specific plan areas in the City of Merced and prohibiting the cultivation of any amount of marijuana/cannabis for medical use by a qualified patient or primary caregiver in all zones and specific plan areas in the City of Merced. Name of Public Agency Approving Project: City of Merced Name of Person or Agency Carrying Out Project: City of Merced Exempt Status: (check one) Ministerial (Sec. 21080(b)(1); 15268); Declared Emergency (Sec. 21080(b)(3); 15269(a)); Emergency Project (Sec. 21080(b)(4); 15269(b)(c)); Categorical Exemption. State Type and Section Number: Statutory Exemptions. State Code Number: X General Rule (Sec. 15061 (b)(3)) Reasons why Project is Exempt: As defined under the above referenced Section, the proposed project is exempt from CEQA by the general rule that if it can be seen with certainty that there is no possibility that the activity in question can have a significant effect on the environment. Commercial medical marijuana and cannabis uses and activities are currently prohibited by Merced Municipal Code Section 20.06.050(E). Although this project involves a change to the City's zoning regulations as described above, there is no possibility that the project may have a significant impact on the environment since commercial medical marijuana and cannabis activities will still be prohibited if the project goes into effect. City of Merced Lead Agency: **Contact Person:** Kim Espinosa **Area Code/Telephone:** (209) 385-6858

(If applicable) Authority Cited: Sections 21083 and 21110. Public Resources Code Reference: Sections 21108, 21152, and 21152.1. Public Resources Code

Signature: 6

X Signed by Lead Agency

Date Received for Filing at OPR:

Date: November 19, 2015 Title: Planning Manager

n/a

CITY OF MERCED Planning Commission

Resolution	#
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WHEREAS, the Merced City Planning Commission at its regular meeting of December 9, 2015, held a public hearing and considered **Zoning Ordinance Amendment #15-01,** initiated by the City of Merced. This application involves changes to the Merced Zoning Ordinance (Title 20 of the Merced Municipal Code) which would add Chapter 20.84, "Medical Marijuana and Cultivation" to the Merced Municipal Code prohibiting all commercial medical marijuana/cannabis uses and activities, including delivery, in all zones and all specific plan areas in the City of Merced and prohibiting the cultivation of any amount of marijuana/cannabis for medical use by a qualified patient or primary caregiver in all zones and specific plan areas in the City of Merced; and,

WHEREAS, the Merced City Planning Commission concurs with Findings A through E of Staff Report #15-23; and,

NOW THEREFORE, after reviewing the City's Draft Environmental Determination, and discussing all the issues, the Merced City Planning Commission does resolve to hereby recommend to City Council adoption of a Categorical Exemption regarding Environmental Review #15-33, and approval of Zoning Ordinance Amendment #15-01, as set forth in Attachment A of Staff Report #15-23.

Upon motion by Commissioner Commissioner		, seconded, and carried by the following vote	
AYES: Commissione NOES: Commissione	\ /		

ABSENT: Commissioner(s) ABSTAIN: Commissioner(s)

PLANNING COMMISSION RESOL Page 2	UTION #
December 9, 2015	
Adopted this 9 th day of December 201	.5
	Chairperson, Planning Commission of the City of Merced, California
ATTEST:	
Secretary	_

n:shared:planning:PC Resolutions:ZOA#15-01