

LAND DEVELOPMENT CODE AMENDMENT

| PETITION PL202200042 | 273 | SUMMARY OF AMENDMENT This Land Development Code (LDC) amendment shall allow medical marijuana dispensaries to become a new permitted land use in the same zoning districts where pharmacies and drug stores are permitted. | | | | | | |
|--------------------------------|----------|--|--|-------------------|--|--|--|--|
| ORIGIN | | | istrets where pharmacles and drug stor | es are permitted. | | | | |
| BCC HEARING I | DATES | LDC SE | CTION(S): | | | | | |
| BCC | TBD | 1.08.02 | Definitions | | | | | |
| CCPC | 09/01/22 | 2.03.03 | Commercial Zoning Districts | | | | | |
| DSAC | 08/03/22 | 2.03.04 | Industrial Zoning Districts | | | | | |
| DSAC-LDR | 07/27/22 | 2.03.06 | Planned Unit Development Districts | | | | | |
| | | 2.03.07 | Overlay Zoning Districts | | | | | |
| | | 5.05.16 | Medical Marijuana Dispensaries (New | w Section) | | | | |
| | | ADVISO | RY BOARD RECOMMENDATION | IS | | | | |
| DS | AC-LDR | | DSAC | CCPC | | | | |
| Not | Approved | | Deny | TBD | | | | |

BACKGROUND

On May 10, 2022, the Board directed staff to advertise and bring back for consideration a Land Development Code Amendment (LDCA) to allow medical marijuana/cannabis dispensaries in the same zoning districts as pharmacies and report back on any law enforcement issues related to existing dispensaries, specifically those located in Bonita Springs and three or four on Bonita Beach Road. An update to 2021 F.S. 381.986 regulatory framework for medical marijuana dispensing facilities, as distinguished from the cultivation and processing and the delivery of medical marijuana was performed. The yellow highlighted textual changes represent the statutory changes adopted since the previous LDC amendment_was publicly voted on May 10,2018. Staff recently contacted various law enforcement agencies to obtain a law enforcement report on any issues related to existing Medical Marijuana Treatment Centers' dispensaries within Lee and Collier Counties. The law enforcement report, regulatory framework, and specific amendment changes are presented below.

Applicable Statutory Dispensing Facilities Regulatory Framework:

On June 9, 2017, the Florida legislature enacted Senate Bill 8-A to allow the medical use of marijuana to be dispensed through a state approved Medical Marijuana Treatment Center (MMTC). Only a MMTC is licensed to cultivate, process, transport and dispense medical cannabis. Section 381.986 (11) F.S., states "Regulation of cultivation, processing, and delivery of marijuana by medical marijuana treatment centers is preempted to the state..." The proposed LDCA does not address the cultivation and processing of medical marijuana use. Per section 381.986 (8.j) F.S., "Medical marijuana treatment centers are the sole source from which a qualified patient may legally obtain marijuana." Section 381.986 (11.b.1) F.S. states, "A county or municipality that does not ban dispensing facilities under this subparagraph may not place specific limits, by ordinance, on the number of dispensing facilities that may locate within that county or municipality." There are no limits to the number of dispensaries with this LDCA.

Section 381.986 (11.b.2) F.S. states, "A county may determine by ordinance the criteria for the location of, and other permitting requirements that do not conflict with state law or department rule for, all such dispensing



facilities located within the unincorporated areas of that county." Additionally, the county '...may not enact ordinances for permitting or for determining the locations of dispensing facilities which are more restrictive than its ordinances for permitting or determining the locations for pharmacies licensed under F.S. 465." The proposed amendment's land use location for dispensing facilities is consistent with the county's criteria for pharmacies and drug stores.

Section 318.986 (11.c) F.S. states, "A medical marijuana treatment dispensing facility may not be located within 500 feet of the real property that comprises a public or private elementary school, middle school, or secondary school unless the county or municipality determines that the location promotes the public health, safety, and general welfare of the community." This provision has been included in the amendment's new LDC section 5.05.16 B-Medical Marijuana Dispensaries.

Number of Licensed MMTCs, Dispensing Facilities, and Law Enforcement Issues to Existing MMTCs;

The Florida Department of Health's latest weekly update report, August 05, 2022, published by the "Office of Medical Use of Marijuana" confirms a total of 460 dispensing locations for twenty two MMTCs, and 740,213 qualified patients with active identification cards have been authorized. Currently, there are eleven existing MMTCs operating thirty dispensaries located in Bonita Springs (10), Ft. Myers (10), Cape Coral (8), Lehigh Acres (1) and Marco Island (1). See Exhibit A for the list of existing MMTC's dispensing facilities operating within Lee and Collier County and the law enforcement issue report.

The LDC proposed textual changes are summarized in Exhibit B.

DSAC-LDR SUBCOMMITTEE RECOMMENDATION: On July 27, 2022, the DSAC-LDR Subcommittee, after hearing public comments, reviewed the amendment and voted to recommend the Board ban medical marijuana dispensaries as a permitted land use. Further, should the Board decide to allow medical marijuana dispensaries as a permitted use, then DSAC-LDR Subcommittee recommends the following LDC amendment changes:

- In LDC section 5.05.16 D.1.a, change the words from "*dark sky compliant outdoor lighting*" to read "*photometric compliant outdoor lighting*", and seek professional counsel on lighting designs to existing lighting in shopping centers, strip centers or multi-tenant buildings.
- In LDC section 5.05.16, delete subsection B.2 in its entirety because the proposed text doesn't exist anywhere else in the LDC where there is a distance separation requirement which is stated as follows:

"The erection of any public or private elementary school, middle school, or secondary school subsequent to the issuance of a development order for a medical marijuana dispensary shall be a legal non-conforming use subject to LDC section 9.03.02."

DSAC RECOMMENDATION: DSAC members reviewed the LDC amendment at their meeting on August 03, 2022. With one member recusing and another member abstaining, the DSAC voted (10-2) to recommend the Board deny LDC amendment PL20220004273 based on its merits as presented. There was considerable discussions among DSAC members after hearing public comments. However, prior to the vote and after the vote, several members expressed a desire to have additional time to review the LDC amendment should the Board decide in the future to allow medical marijuana dispensaries.



In LDC section 5.05.16 B.2, the text has been retained and modified so when a new private or public school is located closer than 500 feet to an existing approved medical marijuana dispensary, the medical marijuana dispensary will become a legal non-conforming use per LDC section 9.03.00.

FISCAL & OPERATIONAL IMPACTS

There are no anticipated fiscal or operational impacts to the County.

GMP CONSISTENCY

The proposed LDC amendment has been reviewed by Comprehensive Planning staff and may be deemed consistent with the GMP.

EXHIBITS: A) Medical Marijuana Treatment Centers-Dispensaries; B) Summary of LDC Changes

Amend the LDC as follows:

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| Identified Use | Or Regulation | RTPPUD |
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| Accessory uses and structures | 4.07.02 and 5.03.00 | Р |
| Accounting 8721, 7521,7231,7241 | | NT |
| Administrative offices | | P (2) |
| Aircraft & Parts 3721-3728 | | Т |
| Aviation/Aerospace Industries | | |
| ATM (automatic teller machine) | | Р |
| Automobile service station | §5.05.05 | NT |
| Banks and financial establishments | NT | |
| Group I 6011—6062 | NT | |
| Group II 6081—6173 | 111 | |
| Bar or cocktail lounge | | - |
| Barber Shops 7241 | | NT |
| Beauty Shops 7231 | | NT |
| Boats: Boat ramps and dockage (not marinas) Boat rental Boat repair and service Boat sales | 5.03.06 | NT -NT |
| Broadcast studio, commercial radio and television | | Т |
| Business services 7311—7352, 7359—7389 | | NT |
| Cable and other pay television services 4841 | | Т |
| Call Center and Customer Support Activities | | Т |
| Car wash | | NT |

| CD-ROM development | | Т |
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| Clothing stores, general | | NT |
| Communication groups 4812—4841 | | Т |
| Communication towers: | | Р |
| 75 feet or less in height | 5.05.09 | CU |
| More than 75 feet in height | | 0 |
| Computer and data processing services, Computer related services, | | Т |
| not elsewhere classified | | I |
| Consumption on premises | | NT |
| Convenience food and beverage store | | NT |
| Day care center, adult <u>& and child services</u> | | P/NT |
| Data and Information processing | | Т |
| Development testing and related manufacturing | | Т |
| Drive-through facility for any Permitted use | | Р |
| Drugs, Medicine 2833-2836 | | Т |
| Drugstore, pharmacy 5912 | | NT |
| Dwelling unit: | | _ |
| Single-family, duplex | | P |
| Two-family attached | | P |
| Townhouse, multiple-family building | | Р |
| Educational, scientific and research organizations | | Т |
| Engineering 0781, 8711—8713, 8748 | | NT |
| Export based laboratory research or testing activities | | Т |
| Fences, walls | 5.03.02 | Р |
| Food and beverage service, limited | | NT |
| Food stores 5411—5499 | | NT |
| Gasoline dispensing system, special | | NT |
| General Merchandise 5331—5399 | | NT |
| General Contractors 1521—1542 | | NT |
| Gift and souvenir shop | | NT |
| Hardware store 5251 | | NT |
| Health care facilities: | | |
| 8011-8049 | | NT |
| 8051—8099 | | NT |
| Health Technologies | | Т |
| Heliport or helistop | | P |
| Hobby, toy and game shops | | NT |
| Hotel/motel: 7011, 7021, 7041 | | NT |
| Housing units for employees only | 5.05.03 | P |
| Insurance companies 6311—6399, 6411 | | NT |
| Information Technologies | | T |
| Laboratories 5047, 5048, 5049, 8071, 8731, 8734 | | T |
| Laundry or dry cleaning | | NT |
| Legal Offices 8111 | | NT |
| MANUFACTURING OF: | | 111 |
| 1. Electronics 3612—3699 | | Т |
| | | T |
| 2. Measuring, analyzing & and Controlling instruments, 3812—3873 | | - |
| 3. Novelties, jewelry, toys and signs | | NT |

| Management 8741-8743, 8748 | | NT |
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| Medical Laboratory 8071, 8072, 8092, 8093 | | Т |
| Medical marijuana dispensary | 5.05.16 | NT |
| Membership Organization 8611—8699 | | NT |
| Motion picture production studio 7812—7819 | | NT |
| Multimedia activities | | Т |
| Parks | | Р |
| Parking lot: | | Р |
| Accessory | | P |
| Garage, public parking | | Г |
| Personal services 7211—7299 | | NT |
| Pharmacy | | NT |
| Photo finishing laboratory | | Т |
| Photographic Studios 7221 | | NT |
| Physical Fitness 7991 | | NT |
| Play Ground | | Р |
| Printing and publishing 2752 | | Т |
| Production facilities and operations/technology based | | Т |
| Professional Office | | NT |
| Research, development laboratories & and Technology Parks: 8071, | See Note (3) | Р |
| 8731, 8734 | See Note (3) | Г |
| All others | | Р |
| Residential Development including care units, family care facilities | | Р |
| and group care facilities | | |
| Residential accessory uses | | NT |
| Restaurant, fast food | | NT |
| Restaurants 5812—5813 | | NT |
| Schools: | | NT |
| Commercial 8243—8299 | | 111 |
| Security & and Commodity Brokers 6211—6289 | | NT |
| Self-service fuel pumps | | NT |
| Signs in accordance with 5.06.00 | § 5.06.00 | Р |
| Storage: | | Р |
| Indoor only | | |
| Studios | | NT |
| Telephone communications 4813 | | Т |
| Travel Agency 4724 | | NT |
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Legend: (-) not permitted, (P) permitted, (CU) conditional use (T) target industry [RTPPUD only], (NT) non-target industry [RTPPUD only]

Notes:

- Subject to limitations for commercial uses set forth in <u>LDC</u> subsection 2.03.03 C. of this LDC.
 - (2) Accessory uses only.
- (3) Subject to ordinance 02-24 (GMP amendment).

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| 14 | D. | Securit | y Meas | sures a | nd Des | <u>sign.</u> | | | | | | | |
| 15 16 | | <u>1.</u> | Medica | al mariji | uana d | lispensa | aries sh | nall be d | esigned | and eq | uipped | with the | following: |
| 17 18 19 20 21 22 23 24 25 26 | | | <u>a.</u> b. | identif to min glare, flat ler The in gualifi | y pers limize light tr nses. ndoor p ed pat | ons and light tre respass premises ients an | l vehicl spass , and s s will ir d care | es on p and gla ky glow hclude a givers a | remise, are. The with lig a waiting and at le | oriented e design ht fixture g area v ast one | d downy n shall es that vith ade private | ward and reduce are full equate s consult | to clearly d shielded excessive cutoff with seating for ation area ng occurs. |
| 27 28 | | | <u>C.</u> | | | | | | | | | | <u>rked in a</u> |
| 29 30 | | | | garage | e or tu | lly enclo | osed st | ructure, | wnen n | iut in US | e tor de | envery. | |
| 30 31 32 | | <u>2.</u> | The fo | llowing | are pr | ohibited | <u>1;</u> | | | | | | |
| 33 34 35 | | | <u>a.</u> | | | h, drive saction | | | | | | | <u>or similar</u> |
| 36 37 | | | <u>b.</u> | The d | | | lucts, r | narijuar | <u>na, or m</u> | arijuana | a delive | ery devi | <u>ces in the</u> |
| 38 39 40 | | | <u>C.</u> | | | from the hours of | | | | | <u>narijuan</u> | <u>a delive</u> | ery device |
| 41 42 | # | # | # | # | # | # | # | # | # | # | # | # | # |

11

Exhibit A-Medical Marijuana Treatment Centers-Dispensaries

Medical Marijuana Treatment Centers

Lee and Collier County

Source: Florida Department of Health- Office of Medical Marijuana Use (OMMU) July 29, <u>2022</u> Registry

| Company-Location | Bonita Springs | Ft. Myers | Cape Coral | Marco Island | Lehigh Acres |
|----------------------------|-------------------|--------------|---------------|-----------------|-----------------|
| <u>Cannabist</u> | Х | | Х | 1 | |
| Curaleaf | х | Х | - | | 1 |
| Fluent | | Х | х | | * |
| GTI (Dispensaries) Rise | х | | Υ | ÷ | |
| GrowHealthy | х | | х | | |
| Liberty Health Sciences | х | х | х | | X |
| MuV | х | 3 | х | x | |
| Sunnyside | х | | 2 | 5 | |
| Surterra Wellness | х | х | 5 | | |
| Trulieve | х | 3 | Х | 3 | х |
| VidaCann | х | | х | | 2 |
| Total (29) | 10 | 10 | 7 | 1 | 1 |

Exhibit A-Medical Marijuana Treatment Centers-Dispensaries

| LAW ENFORCEMENT AGENCY | CONTACT | LAW ENFORCEMENT ISSUE REPORT | | | | |
|------------------------------------|---|------------------------------|---|--|--|--|
| | Captain Rich | Report Date /Period | Any increase in crime associated with existing MMTCs? | | | |
| Marco Island Police Department | Stoltenborg | 6-2-22 | One existing MMTC, opened within the last two to three weeks. None. | | | |
| Collier County Sheriff's Office | Captain Scott Forth, Homeland Security: Lieutenant Gary Gambino, Vice and Narcotics Bureau | 5-31-22 | None. | | | |
| Lee County Sheriff's Office | Sergeant Adam Winton, School Threat Enforcement Team | 6-3-22/ 1-1-21 to 6-1-22 | "Nothing higher than normal prevalence." Two incidents, "assault and aggravated assault at Trulieve sites" which "do not appear to cause issues for law enforcement". | | | |

Changes to LDC Section 1.08.02.

The definitions for this amendment consist of the following: *Low-THC Cannabis, Marijuana, Medical marijuana dispensary*, and *Medical Use*. These definitions have the same meaning as provided for in F.S. 381.986 (1). They are included to establish a consistent relationship with statutory law and describe a new land use facility.

Changes to LDC Section 2.03.03.

For the Commercial Districts: C-2, C-3, C-4, and C-5, a medical marijuana dispensary is treated the same as a pharmacy subject to the new LDC section 5.05.16 standards and for the C-2 zoning district, 1,800 square feet or less in area.

Changes to LDC Section 2.03.04.

For the Business Park District (BP), a medical marijuana dispensary is one of several secondary uses that are allowed but subject to a maximum of 30 percent of the total district's acreage. This is the same limitation for a pharmacy or drug store.

Changes to LDC Section 2.03.06.

For the Research and Technology Park PUDs (RTPPUD), a pharmacy is one of several businesses that are nontargeted industries serving as commercial support services to light industrial uses. The development of these uses, including a medical marijuana dispensary, are limited up to 20 percent of the total research and technology park's acreage.

A new LDC section 2.03.06 I, is added to allow a medical marijuana dispensary within a previously approved PUD, when such PUD includes SIC 5912, drug store, pharmacy, or such listing as a permitted use in any of the following zoning districts: C-2, C-3, C-4, C-5, BP, or RTPPUD

Changes to LDC Section 2.03.07.

Medical marijuana dispensaries are added to Overlay Zoning Districts where a drug store is specifically listed as a permitted use. They are the Santa Barbara Commercial Overlay (SBCO) District and in C-2, C-3, C-4, or C-5 zoning districts of the Golden Gate Parkway Overlay District (GGPOD).

New LDC section 5.05.16.

All medical marijuana dispensaries shall be subject to the provisions and standards of this new LDC section which consists of the following:

- A Purpose and Intent section. This section establishes that the change will provide consistency and compatibility with the need for medical use of marijuana at a medical marijuana dispensary.
- A Separation Distances section. The amendment proposes a minimum separation of 500 feet between a MMTC dispensary and a school, consistent with section 381.986 (11.c) F.S.. It describes how the distance shall be measured, consistent with LDC section 5.05.01-Businesses Serving Alcoholic Beverages. A clause is provided to clarify_the construction of a school after the issuance of a development order for a medical marijuana dispensary would not cause the medical marijuana dispensary to become non-conforming.
- A Signage section. Per section 381.986 (8.h) F.S. there are certain limitations to advertising and signage such as:

"A medical marijuana treatment center may not engage in advertising that is visible to members of the public from any street, sidewalk, park, or other public place, except:

Exhibit B-Summary of LDC Changes

1. The dispensing location of a medical marijuana treatment center may have a sign that is affixed to the outside or hanging in the window of the premises which identifies the dispensary by the licensee's business name, a department-approved trade name, or a department-approved logo. A medical marijuana treatment center's trade name and logo may not contain wording or images commonly associated with marketing targeted toward children or which promote recreational use of marijuana." This specific provision has been included in the amendment.

• A Security Measures and Design section. When dispensing marijuana or a marijuana delivery device, there are various operational security and safety requirements mandated in section 381.986 (8.f) F.S. that apply to a medical marijuana dispensary. Staff integrated some of the requirements related to indoor design and security measures, outdoor lighting, and the handling or dispensing of medical marijuana and a delivery device.

In general, the applicable statutory requirements relative to this section, are:

"To ensure the safety and security of premises where the cultivation, processing, storing, or dispensing of marijuana occurs, and to maintain adequate controls against the diversion, theft, and loss of marijuana or marijuana delivery devices, a medical marijuana treatment center shall: ...

2. Ensure that the medical marijuana treatment center's outdoor premises have sufficient lighting from dusk until dawn.

3. Ensure that the indoor premises where dispensing occurs includes a waiting area with sufficient space and seating to accommodate qualified patients and caregivers and at least one private consultation area that is isolated from the waiting area and area where dispensing occurs. A medical marijuana treatment center may not display products or dispense marijuana or marijuana delivery devices in the waiting area.

4. Not dispense from its premises marijuana or a marijuana delivery device between the hours of 9 p.m. and 7 a.m., but may perform all other operations and deliver marijuana to qualified patients 24 hours a day."...

Each dispensing facility and its location must be authorized by the Florida Department of Health. The retail sale activity at the dispensary is limited to qualified patients or authorized caregivers. The sale transaction can only occur within the indoor designated area that is separate from the waiting area or outside of the building.

The sufficiency of lighting during night time operations is an objective of the county's outdoor lighting standard to reduce light pollution and maintain adequate visibility of persons and vehicles. By requiring the outdoor lighting system to be directed downward and shielded to minimize light trespass and glare, the provision would ensure no light pollution. A similar provision is located in LDC section 5.05.15 H. lighting design standard for golf course conversions. This provision is intended to address implementation of the lighting standard in section 381.986 (8.f.2) F.S.

Another security measure, as suggested by the cultivation manager at Growth Healthy Medical Marijuana Treatment Center, is the dispensary's transport delivery vehicle be located within a garage or enclosed structure when not in use for delivery. This provision would restrict the potential for night time criminal activity.

Exhibit B-Summary of LDC Changes

- There are three prohibitions that serve to deter crime, limit the potential for the illicit sale of marijuana, and reduce the potential risk of driver intoxication. They are:
 - The dispensing of marijuana by pick-up at curbside, take-out by window, drive-in or drivethrough facility, or other similar outdoor transaction facilities. This provision follows other Florida communities such as Sarasota County, Town of Palm Beach, Maitland, Mount Dora, Altamonte Springs, Ocala, Plantation, and Ft. Lauderdale.
 - The display of medical marijuana products or marijuana delivery devices within the waiting and entry area. This provision incorporates section 381.986 (8.f.3) F.S. excerpted above.
 - The dispensing of marijuana or marijuana delivery device shall be prohibited between 9:00 p.m. and 7:00 a.m. This provision incorporates section 381.986 (8.f.3) F.S. excerpted above.