

Memorandum

To: Collier County Planning Commission (CCPC)

From: Jeremy Frantz, LDC Manager

Date: April 20, 2018

Re: Medical Marijuana LDC Amendment

There is one LDC amendment for review at the April 30, 2018, meeting. No Environmental Advisory Committee review is needed for this amendment.

On February 2, 2017, the Board of County Commissioners (Board) initiated a moratorium for cannabis dispensing businesses to give staff time to review pending legislation from the Florida Legislature and develop land use regulations regarding medical marijuana. Four months later, the Florida Legislature enacted Senate Bill 8-A (Bill). The Bill introduced comprehensive changes to F.S. 381.986, including the preemption of County regulations of medical marijuana treatment centers with dispensing facilities. Under the Bill, the County has the following two options when addressing medical marijuana dispensaries:

- 1. Ban medical marijuana dispensaries from locating within the boundaries of the County; or
- 2. Adopt permitting requirements that are not more restrictive than the permitting requirements for pharmacies. However, the County may restrict medical marijuana dispensaries from locating within 500 feet of a public or private elementary, middle, or secondary school, and the County.

While discussing the County's response to the new Florida law, on July 11, 2017, the Board expressed a desire not to adopt the ban, but to establish more local control over dispensaries than allowed by the Bill. As a result, the Board twice extended the moratorium with the most recent extension expiring on June 30, 2018, to allow more time for the Florida Legislature to enact new guidelines regarding local control. When the Florida Legislature did not provide further clarification or rulemaking regarding local control of cannabis dispensing businesses during their 2018 Legislative Session, the Board directed staff on March 13, 2018, to prepare an LDC amendment to permit medical marijuana dispensing facilities in the same zoning districts as pharmacies and not located within 500 feet of a public or private elementary, middle, or secondary school.

The Development Services Advisory Committee Land Development Review Subcommittee (DSAC-LDR Subcommittee), including a regular member of the DSAC, reviewed the proposed amendment on April 18, 2018. Lacking a quorum, the member(s) present, including the DSAC member, made several suggestions for further review at the regular DSAC meeting, which is scheduled for May 2, 2018. The recommendations are described in the attached Land Development Code Amendment Request.



To allow sufficient time for Board review prior to the end of the moratorium, Staff anticipates bringing this amendment forward to the Board for first reading on May 22, 2018 and on June 12, 2018 for second reading.

Please contact me if you have any questions.

Sincerely,

Jeremy Frantz, AICP <u>JeremyFrantz@colliergov.net</u> (239) 252-2305

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Land Development Code Amendment Request

ORIGIN: Board of County Commissioners

AUTHOR: Growth Management Department Staff

LDC SECTION(S): 1.08.02 Definitions

2.03.03 Commercial Zoning Districts 2.03.04 Industrial Zoning Districts

2.03.06 Planned Unit Development Districts

2.03.07 Overlay Zoning Districts

5.05.16 Medical Marijuana Dispensaries (New Section)

SUMMARY: This amendment allows medical marijuana dispensaries to become a new permitted land use in the same zoning districts as a pharmacy or a drug store.

DESCRIPTION: On December 12, 2017, the Board of County Commissioners extended a temporary moratorium on Cannabis dispensing businesses to June 30, 2018. The extended date was authorized to grant staff enough time to analyze and evaluate any changes to F.S. 381.986 relative to the medical use of marijuana that was under consideration by the 2018 Florida legislature. Because the legislative session ended without an amendment, the Board directed staff on March 13, 2018, to publicly vet a land development code amendment to permit medical marijuana dispensing facilities in the same zoning districts as pharmacies and not located within 500 feet of a public or private elementary, middle, or secondary school. A brief review of the current regulatory framework to medical marijuana dispensing facilities, as distinguished from the cultivation and processing and the delivery of medical marijuana is provided below to clarify some of the administrative provisions of F.S. 381.986. Afterwards, the specific changes to the land development code are described.

Medical Marijuana Dispensing 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. F.S. 381.986 (11), states "Regulation of cultivation, processing, and delivery of marijuana by medical marijuana treatment centers is preempted to the state..." The proposed LDC amendment does not address the cultivation and processing of medical marijuana use. Per F.S. 381.986 (8.j), "Medical marijuana treatment centers are the sole source from which a qualified patient may legally obtain marijuana."

F.S. 381.986 (11) (b.2) 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 such dispensing facilities located within the unincorporated areas of that county." Additionally, a county may not enact an ordinance for permitting or determining the location of dispensing facilities which is more restrictive than its ordinance for permitting or determining the locations for pharmacies licensed under F.S. 465. Consequently, the County is prohibited from setting limits on medical marijuana dispensing facilities that do not also apply to pharmacies.

Number of Licensed MMTCs and Dispensing Facilities:

The initial maximum number of statewide licensed dispensing facilities is determined by multiplying the current number of approved MMTCs times 25 dispensaries. As of April 20, 2018, the Florida Department of Health (DOH) has licensed 13 MMTCs, which allows the statewide maximum to be 325 dispensing facilities. Upon reaching the initial 100,000 active registered patient limitation, this number can be increased at the rate of five additional dispensaries for each MMTC currently approved, and similarly thereafter, when there are an additional 100,000 registered qualified patients.

The maximum number of dispensing facilities allowed in the Southwest Florida (SWF) region and as administered by the DOH, is determined by calculating the percentage of the SWF region of the total statewide 2016 estimated population and applying that percentage to the total number of dispensaries permitted statewide. The SWF region, comprised of 11 out of the 64 total counties, accounts for 18 percent of the statewide population, resulting in a maximum of 59 licensed dispensaries in the SWF region. It should be noted that a MMTC may sell one or more of its unused dispensing facilities slots to another licensed MMTC at the reduction of the selling MMTC's maximum statewide number of dispensing facilities. This would allow for an approved MMTC to increase its regional maximum number of dispensing facilities. According to F.S. 381.986 (8) (a.5.d), this method of determining the maximum number of dispensaries (i.e., the placement of caps on the number of dispensaries) will expire on April 1, 2020.

As published by the "Office of Medical Use of Marijuana" and in the latest weekly update report, April 20, 2018, the DOH has approved a total of 34 dispensing locations for seven of the MMTCs, and registered 100,576 qualified patients. There are currently four licensed dispensing facilities located within the SWF region. Currently, the closest licensed dispensaries to Collier County are operated by *Trulieve*, located in North Fort Myers and *Curaleaf*, located in Fort Myers.

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 limitations.

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 non-targeted permissible 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 identify a medical marijuana dispensary would be allowed within a previously approved PUD, when such PUD includes SIC 5912, drug store, pharmacy, or listing 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 those Overlay Zoning Districts where a drug store is specifically listed as a permitted use. They are the Santa Barbara Commercial Overlay (SBCO) and Golden Gate Downtown Center Commercial Overlay (GGDCCO) districts.

New LDC section 5.05.16

All medical marijuana dispensaries are subject to the provisions 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 distance section. Per section 381.986 (11.c) F.S., the amendment affirms the statutory minimum separation between schools and a MMTC dispensary at 500 feet. 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 would not cause a medical marijuana dispensary to become a non-conforming use.
- A signage section. Per section 381.986 (8.h) F.S. there are certain limitations to advertising and signage such as:
 - "(h) 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:
 - 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 is 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 statutory requirements relative to the amendment are:

- "(f) 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 DOH. 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 tresspass and glare, the provision would ensure there is 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 F.S. 381.986 (8.f.2).

Additionally, staff is recommending another security measure as suggested by the cultivation manager at Growth Healthy Medical Marijuana Treatment Center, that 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.

- There are three prohibitions recommended by staff that serve to deter crime, limit the potential for the illicit sale of marijuana, and reduce the potential risk of driver intoxication. They are:
 - o The dispensing of marijuana pick-up at curbside, take-out by window, drive-in or drive-through 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 F.S. 381.986 (8) (f.3) excerpted above.
- o The dispensing of marijuana or marijuana delivery device between 9:00 p.m. and 7: a.m. This provision incorporates F.S. 381.986 (8) (f.3) excerpted above.

DSAC-LDR SUBCOMMITTEE RECOMMENDATION: The DSAC-LDR Subcommittee reviewed the amendment on April 18, 2018, lacking a quorum, members present made the following suggestions for further review at the regular DSAC meeting:

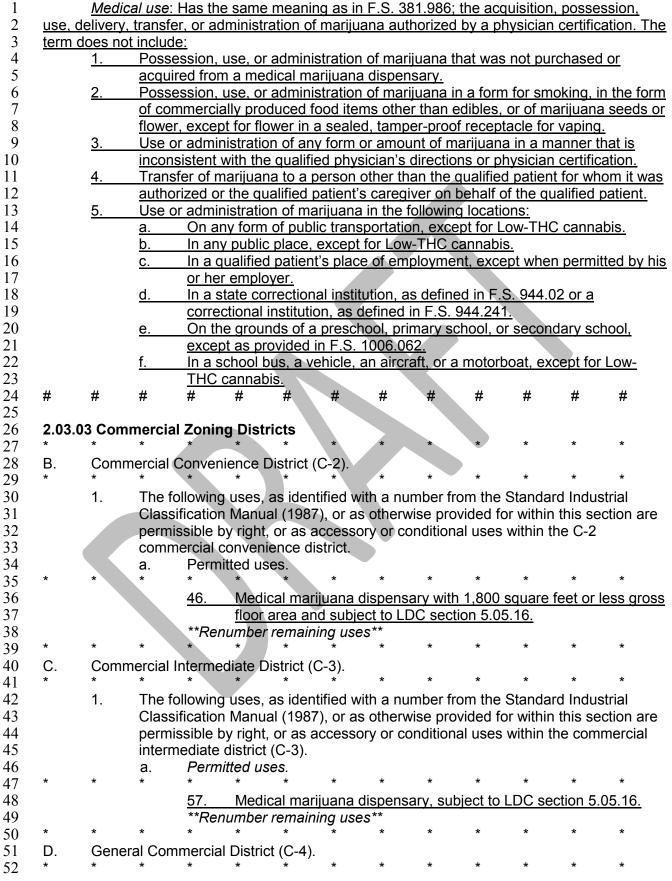
- Clarify standards related to statutory law from standards recommended by local government.
- Address the type of adequate lighting lenses such as full cutoff or semi-cutoff.
- Include a cross reference to the County's Sign Code.
- Regarding a requirement that a transport delivery vehicle be parked in a garage or fully enclosed structure, there was no consensus. Some members found it to be a favorable deterrence to criminal activity during night time delivers while others were opposed because drug stores and a pharmacy do not have the same standard.

DSAC RECOMMENDATION: This amendment is scheduled for review at the regular DSAC meeting on May 2, 2018.

FISCAL & OPERATIONAL IMPACTS: There are no anticipated fiscal or operational impacts associated with this amendment.

GROWTH MANAGEMENT PLAN IMPACT: There are no Growth Management Plan impacts associated with this amendment.

Amend the LDC as follows: 1 1.08.02 Definitions 2 Low-THC cannabis: Has the same meaning as in F.S.381.986; a plant of the genus 4 Cannabis, the dried flowers of which contain 0.8 percent or less of tetrahydrocannabinol and 5 more than 10 percent of cannabidiol weight for weight; the seeds thereof; the resin extracted 6 from any part of such plant; or any compound, manufacture, salt, derivative, mixture, or 7 preparation of such plant or its seeds or resin that is dispensed from a medical marijuana 8 dispensary. 9 10 Marijuana: Has the same meaning as in F.S. 381.986; all parts of any plant of the genus 11 Cannabis, whether growing or not; the seeds thereof; the resin extracted from any part of the plant; and every compound, manufacture, salt, derivative, mixture, or preparation of the plant or 12 13 its seeds or resin, including low-THC cannabis, which are dispensed from a medical marijuana 14 dispensary for medical use by a qualified patient. 15 Medical marijuana dispensary: A dispensing facility of a medical marijuana treatment 16 center, which is licensed in accordance with F.S. 381.986. 17 18



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| Bar or cocktail lounge | | - |
| Barber Shops 7241 | | NT |
| Beauty Shops 7231 | | NT |
| Boats: | | |
| Boat ramps and dockage (not marinas) | | NIT |
| Boat rental | 5.03.06 | NT -NT |
| Boat repair and service | | -IN I |
| Boat sales | | |
| 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 |
| Clothing stores, general | | NT |
| Communication groups 4812—4841 | | Т |
| Communication towers: | | Ъ |
| 75 feet or less in height | 5.05.09 | P CU |
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| Computer and data processing services, Computer related services, | | _T |
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| Consumption on premises | | NT |
| Convenience food and beverage store | | NT |
| Day care center, adult & and child services | | 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: | | Р |
| Single-family, duplex | | P |
| Two-family attached | | P |
| Townhouse, multiple-family building | | |
| Educational, scientific and research organizations | | T |
| Engineering 0781, 8711—8713, 8748 | | NT |
| Export based laboratory research or testing activities | | T |
| Fences, walls | 5.03.02 | P |
| 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 |

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| Hobby, toy and game shops | • | | - |
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