

ORDINANCE NO. 2017-438

AN URGENCY INTERIM ZONING ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LOS ALTOS ADOPTED PURSUANT TO GOVERNMENT CODE SECTION 65858 ESTABLISHING A MORATORIUM IN ALL ZONING DISTRICTS ON THE ESTABLISHMENT, CREATION OR EXPANSION OF ANY AND ALL COMMERCIAL CANNABIS USES, WITH EXCEPTIONS, EFFECTIVE IMMEDIATELY FROM NOVEMBER 28, 2017 THROUGH AND INCLUDING JANUARY 12, 2018, UNLESS EXTENDED BY FURTHER ACTION OF THE CITY COUNCIL

WHEREAS, on January 26, 2016, the City Council adopted Ordinance No. 2016-418, which prohibits marijuana cultivation, marijuana processing, marijuana delivery, and marijuana dispensaries activities in the City; and

WHEREAS, in 2016, California voters approved Proposition 64, the Control, Regulate and Tax Adult Use of Marijuana Act (AUMA), which legalized the non-medical use of marijuana by adults over 21 years of age, and provides for state licensing of adult-use marijuana businesses; and

WHEREAS, Senate Bill 94 (“SB 94”), a budget trailer bill made effective on June 27, 2017, repealed the Medical Cannabis Regulation and Safety Act, and amended AUMA to consolidate the state licensing scheme applicable to both medical and adult-use commercial marijuana activity (now termed cannabis) under a new law entitled the Medicinal and Adult-Use Cannabis Regulation and Safety Act (MAUCRSA); and

WHEREAS, Assembly Bill 133 (“AB 133”), effective on September 16, 2017, further amended various provisions of MAUCRSA, including but not limited to changes to the state licensing requirements and procedures; and

WHEREAS, on October 6, 2017, California’s three cannabis licensing authorities announced the official withdrawal of the medical cannabis regulations that were proposed in late spring by the Department of Consumer Affairs’ Bureau of Cannabis Control, Department of Public Health’s Manufactured Cannabis Safety Branch and Department of Food and Agriculture’s CalCannabis Cultivation Licensing. The proposed regulations were geared toward the implementation of the now-repealed MCRSA; and

WHEREAS, the State’s three licensing authorities are using the emergency rulemaking process for new regulations to implement MAUCRSA. The emergency regulations were published on November 16, 2017 and the State’s implementation date for the issuance of medical and adult-use commercial cannabis licenses remains January 1, 2018; and

WHEREAS, the Bureau of Cannabis Control has announced that it plans to begin processing applications for temporary licenses prior to January 1, 2018, likely sometime in December, 2017; and

WHEREAS, the City has received inquiries from the public related to the establishment of commercial cannabis businesses in the City, along with general inquiries related to the passage of Proposition 64; and

WHEREAS, medical and adult-use commercial cannabis activities pose threats to public health, safety, and welfare, including:

- (a) **Illegality under federal law.** The sale and distribution of both medical and nonmedical/adult-use cannabis remains illegal under the federal Controlled Substances Act. While prior administrations have not focused on enforcement in states where such uses are legal, recent statements on behalf of the current administration indicate that the federal government may take a more aggressive approach in jurisdictions that permit cannabis/marijuana use and sale in contravention of federal law.
- (b) **The risk of criminal activity.** Because cannabis remains illegal under federal law, most banks will not provide financial services to cannabis-related businesses. As a result, cannabis businesses largely operate on a cash-only basis. This characteristic makes cannabis businesses unusually attractive for robbery, burglary, and other theft offenses. Additionally, the strong smell and visibility of marijuana cultivated outdoors or even grown or stored indoors creates an “attractive nuisance” that entices others to the cannabis, and increases the risks of crimes such as burglary, trespass, robbery, and armed robbery, potentially resulting in serious injury or death.
- (c) **Increased cannabis use and abuse.** Permitting the establishment of commercial cannabis businesses within the City may increase cannabis consumption and availability within the City, and may increase youth exposure to and use of cannabis. Increased cannabis use may also lead to an increase in severe or fatal car accidents.
- (d) **Other threats to public health, safety and welfare.** The unintended establishment of new commercial cannabis uses unregulated by local law poses a variety of other threats to public health, safety and welfare, such as offensive odors, gases, and other discharges related to commercial scale cultivation, processing, manufacture, and storage of cannabis products; unsafe or disapproved use of volatile and nonvolatile solvents intended to be regulated by the state regulations, unmitigated traffic impacts due to commercial-scale transportation and distribution, as well as excess or dangerous waste, water, and electricity usage.

WHEREAS, in light of the potential known and unknown adverse impacts of commercial cannabis uses that are not clearly prohibited under the current Municipal Code, rapid changes of State law and State Regulations, the City Council finds that the current establishment, creation, or expansion of medical or adult-use commercial cannabis uses, would create a current and immediate threat to the health, safety, and welfare of the City, its residents and businesses; and

WHEREAS, the City Council further finds that the establishment or creation of such commercial cannabis uses without appropriate regulation, would be inconsistent with surrounding uses and intended zoning requirements, and if allowed to proceed under current zoning, new commercial cannabis uses could conflict with, and defeat the purpose of, the proposal to study and adopt new regulations, consistent with State law, regarding commercial cannabis uses; and

WHEREAS, City Council therefore desires to temporarily prohibit all medical and adult-use commercial cannabis uses to provide adequate time to prepare and adopt permanent zoning regulations related to medical and non-medical/adult-use commercial cannabis uses, which the City intends to consider within a reasonable time; and

WHEREAS, California Government Code Section 65858 expressly authorizes the City Council to adopt by four-fifths (4/5) vote, without following the procedures otherwise required for the adoption of a zoning ordinance, an urgency ordinance which is necessary for the immediate protection of the public health, safety and welfare.

NOW, THEREFORE, the City Council of the City of Los Altos does hereby ordain as follows:

Section 1. Findings, Declaration of Urgency.

The City Council of the City of Los Altos hereby finds and declares that there is a need to enact an urgency interim ordinance establishing a moratorium on the establishment or creation of all medical and adult-use commercial cannabis uses in all zoning districts in the City, subject to the findings and conditions contained in this Ordinance. The City Council of the City of Los Altos hereby incorporates the findings set forth in the recitals stated above. The City makes this declaration of urgency based, in part, on recent inquiries regarding the allowance of cannabis businesses in the City, as well as general inquiries regarding the passage of AUMA/MAUCRSA. Specifically, the City Council makes the following findings:

- (a) If a moratorium on the establishment or creation of all medical and adult-use commercial cannabis uses in the City is not adopted prior to January 1, 2018, and prior to December, 2017 for temporary licenses to be issued by the Bureau of Cannabis Control, there is a risk that the state cannabis licensing authorities may approve medical or adult-use commercial cannabis uses to operate in the City.
- (b) If commercial cannabis uses are allowed to proceed without appropriate local review and regulation, such businesses could have deleterious effects on surrounding neighborhoods and businesses that present a clear and immediate danger to the public health, safety and welfare.
- (c) If commercial cannabis uses were allowed to proceed, it would conflict with, and defeat the purpose and intent of, current zoning requirements that prohibit marijuana cultivation, marijuana processing, marijuana delivery, and marijuana dispensaries in all zoning districts due to land use, nuisance, crime, and aesthetic factors.
- (d) The City Council finds that if establishment or development of medical or adult-use commercial cannabis uses were allowed to proceed while the City is considering zoning ordinances and regulations for such uses, it would defeat the purpose of the adoption of such zoning ordinances.
- (e) Failure to enact this moratorium may result in significant irreversible changes to neighborhood and community character.
- (f) There is a current and immediate threat to the public health, safety, and welfare, and the approval of additional subdivisions, use permits, variances, building permits, or any other applicable entitlement for use which is required in order to comply with a zoning ordinance would result in that threat to public health, safety, or welfare.
- (g) Based on the foregoing, the City Council does hereby declare this urgency ordinance is necessary to protect the public health, safety, and welfare while the City is considering revisions to existing zoning regulations related to medical and adult-use commercial cannabis uses.

Section 2. Moratorium.

Except as provided in Section 3 of this Ordinance, the City Council hereby declares a moratorium on any and all commercial cannabis uses within all zoning districts in the City. The City shall not approve or issue land use approvals or permits, including but not limited to zoning amendments, conditional use permits, variances, tentative subdivision or parcel maps, site plan approvals, design review approvals, and building permits or other applicable entitlements for the establishment, creation or operation of commercial cannabis uses, or modification or expansion of existing businesses for commercial cannabis uses, during this moratorium.

Section 3. Exemptions.

This moratorium shall not apply to those cannabis uses permitted by operation of state law. Specifically:

- A. The moratorium does not apply to indoor or outdoor cultivation of up to six cannabis plants per private residence for personal use authorized by State law, Health and Safety Code 11362.1 et seq. or for personal medical use of a qualified patient that is exempt from state licensure pursuant to Business and Professions Code, Section 26033. Persons engaging in indoor or outdoor cultivation must comply with all existing or future adopted state and local laws regarding fire safety, water use, electrical wiring, buildings, and indoor or outdoor cultivation and personal use of cannabis.

Section 4. Definitions.

For purposes of this Ordinance, the following definitions shall apply:

- (a) "Cannabis" means all parts of the plant *Cannabis sativa* Linnaeus, *Cannabis indica*, or *Cannabis ruderalis*, whether growing or not; the seeds thereof; the resin, whether crude or purified, extracted from any part of the plant; and every compound, manufacture, salt, derivative, mixture, or preparation of the plant, its seeds, or resin. "Cannabis" also means the separated resin, whether crude or purified, obtained from cannabis. "Cannabis" also includes marijuana as defined by Section 11018 of the Health and Safety Code. Cannabis also includes "cannabis" as defined in Business and Professions Code, Section 26001. For purposes of this Ordinance, "cannabis" includes both medical and non-medical/adult-use cannabis.
- (b) "Cannabis cultivation" means any activity involving the planting, growing, harvesting, drying, curing, grading, or trimming of cannabis.
- (c) "Cannabis delivery" means the commercial transfer of cannabis or cannabis products to a customer. "Delivery" also includes the use by a cannabis retailer of any technology platform that enables customers to arrange for or facilitate the commercial transfer by a licensed retailer of cannabis or cannabis products.
- (d) "Cannabis distribution" means the procurement, sale, and transport of cannabis and cannabis products and any other activity allowed under the state distributor license(s), including, but not limited to, cannabis storage, quality control and collection of state cannabis taxes.
- (e) "Cannabis manufacture" means to compound, blend, extract, infuse, or otherwise make or prepare a cannabis product. Cannabis manufacture includes the production, preparation, propagation, or compounding of manufactured cannabis, or cannabis products either directly or indirectly or by extraction methods, or independently by means of chemical synthesis or by a combination of extraction and chemical synthesis at a fixed location that

packages or repackages medical cannabis or cannabis products or labels or relabels its container.

- (f) “Cannabis products” means cannabis that has undergone a process whereby the plant material has been transformed into a concentrate, including, but not limited to, concentrated cannabis, or an edible or topical product containing cannabis or concentrated cannabis and other ingredients. Cannabis products includes “cannabis products” as defined in Business and Professions Code, Section 26001. For purposes of this Ordinance, “cannabis” includes both medical and non-medical cannabis products.
- (g) “Cannabis retailer” means a facility where cannabis or cannabis products are offered, either individually or in any combination, for retail sale, including an establishment that delivers cannabis and cannabis products as part of a retail sale or conducts sales exclusively by delivery (non-storefront retailer). For purposes of this Ordinance, cannabis retailer includes microbusinesses as well as nonprofits licensed pursuant to Business and Professions Code, Section 26070.5.
- (h) “Cannabis testing laboratory” means a facility, entity, or site in the state that offers or performs tests of cannabis or cannabis products and that is both of the following:
 - (1) Accredited by an accrediting body that is independent from all other persons involved in the commercial cannabis activity in the state; and
 - (2) Licensed by the Bureau of Cannabis Control.
- (i) “Commercial cannabis uses” includes all cannabis cultivation, cannabis manufacture, cannabis distribution, cannabis testing laboratories, cannabis retailers, cannabis delivery, and sale of cannabis and/or cannabis products, whether intended for medical or adult-use, and whether or not such activities are carried out for profit. Commercial cannabis uses includes “commercial cannabis activity” as defined in Business and Professions Code, Section 26001, and includes any activity that requires a license from a state licensing authority pursuant to the Medicinal and Adult-Use Cannabis Regulation and Safety Act (Business and Professions Code, Division 10) as may be amended from time to time. Commercial cannabis activity does not include possession or indoor cultivation of cannabis for personal use that is not sold and in strict accordance with Health and Safety Code, Section 11362.1 et seq. Commercial cannabis uses does not include those activities of qualified patients and primary caregivers which are exempt from state licensure pursuant to Business and Professions Code, Section 26033.

Section 5. CEQA Finding.

The City Council hereby finds that it can be seen with certainty that there is no possibility that the adoption of this Ordinance, and establishment of a moratorium on the establishment or creation of commercial cannabis uses within the City of Los Altos, will have a significant effect on the environment because the Ordinance will maintain current levels of development. It is therefore exempt from any California Environmental Quality Act (CEQA) review pursuant to Section 15061(b)(3) of Title 14 of the California Code of Regulations.

Section 6. Severability.

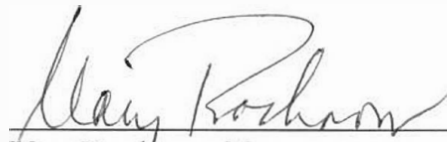
If any section, subsection, sentence, clause, or phrase of this Ordinance, or the application thereof to any person or circumstances, is held to be unconstitutional or to be otherwise invalid by any court competent jurisdiction, such invalidity shall not affect other provisions or clauses of this Ordinance or application thereof which can be implemented without the invalid provisions, clause, or application, and to this end such provisions and clauses of the Ordinance are declared to be severable.

Section 7. Effective Date.

This Interim Ordinance shall become effective immediately and shall remain in force and effect from and including November 28, 2017 through and including January 12, 2018, unless extended prior to its expiration by further action of City Council.

PASSED AND ADOPTED THIS 28TH DAY OF NOVEMBER, 2017, BY THE FOLLOWING VOTE:

AYES: BRUINS, LEE ENG, MORDO, PEPPER, PROCHNOW
NOES: NONE
ABSENT: NONE
ABSTAIN: NONE


Mary Prochnow, Mayor

ATTEST:


Jon Maginot, CMC, City Clerk



STATE OF CALIFORNIA)
COUNTY OF SANTA CLARA) CERTIFIED COPY OF ORDINANCE
CITY OF LOS ALTOS) SECOND READING/ADOPTION

I, Jon Maginot, City Clerk for the City of Los Altos in said County of Santa Clara, and State of California, do hereby certify that the attached is a true and correct copy of Urgency Ordinance No. 2017-438, adopted by the Los Altos City Council on November 28, 2017 by the following vote:

AYES: BRUINS, LEE ENG, MORDO, PEPPER AND PROCHNOW
NOES: NONE
ABSTAIN: NONE
ABSENT: NONE

I hereby further certify that a summary of the ordinance was published in accordance with Government Code Section 36933 on the following date: December 6, 2017. Said ordinance shall be effective immediately.

Dated this 11 day of December, 2017.


Jon Maginot, CMC
City Clerk