

**SANTA BARBARA COUNTY PLANNING COMMISSION**  
**Staff Report for Marijuana Collective/Cooperative (MMC) Storefront Ordinance**

**Hearing Date:** September 7, 2011  
**Staff Report Date:** August 23, 2011  
**Case Nos.:** 10ORD-00000-00007  
11ORD-00000-00021  
**Environmental Document:**  
CEQA Guidelines Section 15061(b)(3)  
General Exemption

**Director:** Jeff Hunt, AICP  
**Division:** Long Range Planning  
**Supervising Planner:** June Pujo  
**Supervising Planner Phone #:** 568-2056  
**Staff Contact:** Holly Bradbury  
**Planner's Phone #:** 568-3577

## 1.0 REQUEST

Hearing on the request of the Planning and Development Department that the Planning Commission:

- 1.1 Case No. 10ORD-00000-00007.** Adopt a resolution recommending that the Board of Supervisors adopt an ordinance (Case No. 10ORD-00000-00007) amending Article 35.2, Zones and Allowable Land Uses, Article 35.4, Standards for Specific Land Uses, and Article 35.11, Glossary, of the Santa Barbara County Land Use and Development Code, of Chapter 35, Zoning, of the County Code, as set forth in Attachment C; and
- 1.2 Case No. 11ORD-00000-00021.** Adopt a resolution recommending that the Board of Supervisors adopt an ordinance (Case No. 11ORD-00000-00021) amending Division 2, Definitions, Division 4, Zoning Districts, and Division 11, Permit Procedures, of Article II, the Santa Barbara County Coastal Zoning Ordinance, of Chapter 35, Zoning, of the County Code, as set forth in Attachment D.

and determine that the project is exempt from CEQA pursuant to Section 15061(b)(3) of the State Guidelines for Implementation of the California Environmental Quality Act.

The proposed ordinances would create new regulations pertaining to potential Medical Marijuana Collective/Cooperative (MMC) Storefronts County-wide.

## 2.0 RECOMMENDATION AND PROCEDURES

- 2.1 Case No. 10ORD-00000-00007 (Inland).** Follow the procedures outlined below and recommend that the Board of Supervisors approve Case No. 10ORD-00000-00007 as shown in Attachment C based upon the ability to make the appropriate findings. Your Commission's motion should include the following:
  - 1.** Recommend that the Board of Supervisors make the findings for approval of the proposed amendment (Attachment A);
  - 2.** Recommend that the Board of Supervisors determine that this ordinance is categorically exempt from the California Environmental Quality Act pursuant to Section 15061(b)(3) of the Guidelines for Implementation of CEQA (Attachment B); and,
  - 3.** Adopt a Resolution recommending that the Board of Supervisors adopt Case No. 10ORD-00000-00007, an ordinance amending Section 35-1, the Santa Barbara County

Land Use and Development Code, of Chapter 35, Zoning, of the County Code (Attachment C).

**2.2 Case No. 11ORD-00000-00021 (Coastal).** Follow the procedures outlined below and recommend that the Board of Supervisors adopt Case No. 11ORD-00000-00021 as shown in Attachment D based upon the ability to make the appropriate findings. Your Commission's motion should include the following:

1. Recommend that the Board of Supervisors make the findings for approval of the proposed amendments (Attachment A);
2. Recommend that the Board of Supervisors determine that this ordinance is categorically exempt from the California Environmental Quality Act pursuant to Section 15061(b)(3) of the Guidelines for Implementation of CEQA (Attachment B); and,
3. Adopt a Resolution recommending that the Board of Supervisors adopt Case No. 11ORD-00000-00021, an ordinance amending Article II, the Santa Barbara County Coastal Zoning Ordinance, of Chapter 35, Zoning, of the County Code (Attachment D).

Refer back to staff if the Planning Commission takes other than the recommended action for appropriate findings and conditions.

### **3.0 JURISDICTION**

#### **3.1 Land Use Development Code, Case No. 10ORD-00000-00007**

This project is being considered by the Planning Commission based upon Section 65855 of the Government Code and Section 35.104.050 of the Santa Barbara County Land Use and Development Code (LUDC). The Government Code and the LUDC require that the Planning Commission, as the designated planning agency for the unincorporated area of the County, review and consider proposed amendments to the LUDC and provide a recommendation to the Board of Supervisors.

#### **3.2 Coastal Zoning Ordinance (Article II), Case No. 11ORD-00000-00021**

This project is being considered by the Planning Commission based upon Section 65855 of the Government Code and Section 35.180.5 of the Article II Coastal Zoning Ordinance. The Government Code and Article II require that the Planning Commission, as the designated planning agency for the unincorporated area of the County, review and consider proposed amendments to Article II and provide a recommendation to the Board of Supervisors.

Additionally, Section 2-25.2 of Chapter 2 of the Santa Barbara County Code provides that the Montecito Planning Commission may make recommendations to the County Planning Commission on text amendments to Article II of Chapter 35 of the County Code that will affect land use decisions within the Coastal Zone portion of the Montecito Planning Area. On August 24, 2011 the Montecito Planning Commission voted 3-0 to recommend that the County Planning Commission recommend approval of the Article II text amendments to the Board of Supervisors.

## 4.0 ISSUE SUMMARY

### 4.1 Purpose and Definitions

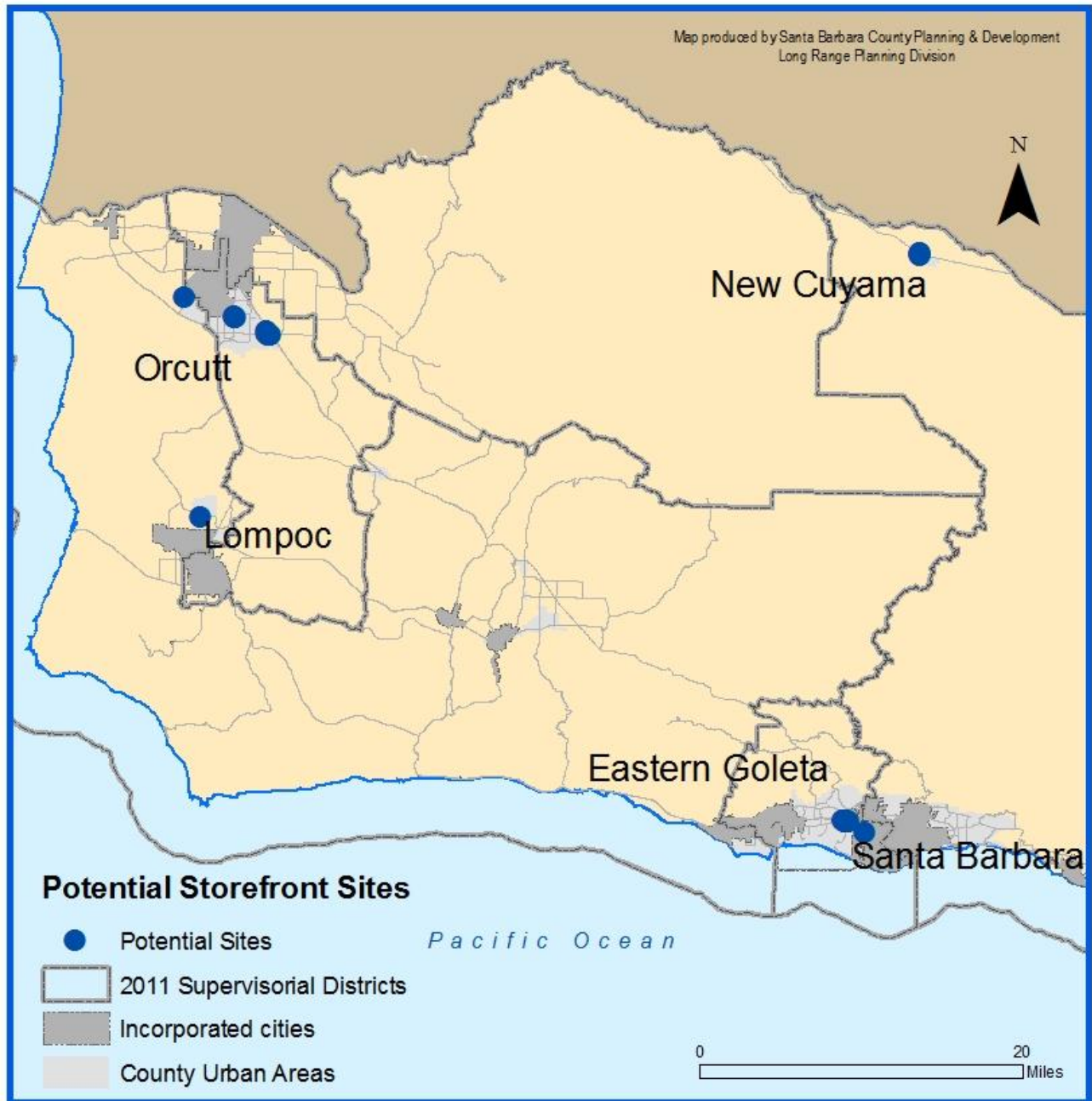
The purpose of the ordinance is to institute regulations that specify and clarify conditions under which a MMC Storefront establishment may be considered under zoning. An MMC Storefront is a facility or location in a commercial area that is operated by a non-profit medical marijuana collective or cooperative that provides medical marijuana to members. Below is a summary of definitions included in the ordinance amendments:

- *Medical Marijuana.* Marijuana used by Qualified Patients and Persons with ID Cards for medical purposes, in compliance with Health and Safety Code Section 11362.5 et seq. *Attending Physician, Qualified Patient, Primary Caregiver, and Person with an ID Card* are also defined consistent with Health and Safety Code Section 11362.7.
- *Medical Marijuana Cooperative.* A Cooperative for the mutual benefit of its members, that must file articles of incorporation, is a non-profit entity, and is subject to all legal requirements of a statutory Cooperative, as outlined in the California Corporations Code or Food and Agriculture Code.
- *Medical Marijuana Collective.* A non-profit organization, with five or more members, which exists merely to facilitate the collaborative efforts of Qualified Patient, Persons with ID Card, and Primary Caregiver members and to coordinate transactions between members involving Medical Marijuana.
- *Medical Marijuana Collective/Cooperative (MMC) Storefront.* A storefront facility or location that is organized and operated by a Medical Marijuana Collective or Medical Marijuana Cooperative, that provides, exchanges, or gives away Medical Marijuana, to its members who are Qualified Patients, Persons with an Identification Card, or Primary Caregivers as defined in the ordinance.

State law contains no regulations defining MMC Storefronts. The ordinance amendments rely on the Attorney General Guidelines to generally define them (see Attachment G).

### 4.2 Potential Sites

Within the unincorporated areas of the County, based on zone district compatibility and intent, MMC Storefronts are proposed to only be allowed in the C-1 (Limited Commercial), C-2 (Retail Commercial), and C-3 (General Commercial) zone districts. Buffers from residential and mixed-use zone districts, schools, parks, daycare centers, existing conforming dwellings, and other MMC Storefronts are also proposed. As proposed, zoning application of the minimum residential and facilities buffers would result in approximately 38 total eligible sites County-wide; however with the additional application of a 1500-foot minimum buffer between MMC Storefronts, that total of 38 total eligible sites would be reduced further to a maximum of approximately 7 potential sites (see Attachment E, MMC Storefront Staff Recommendation and Other Options Considered).



As noted in the above map, based on the proposed buffers and zoning, potential MMC sites would be distributed regionally and within the following unincorporated communities:

- Santa Barbara
- Eastern Goleta Valley
- Lompoc
- Orcutt
- New Cuyama

All potential sites are in the Inland Area. For more detail on possible sites, see Attachment F, Community Specific Maps.

### 4.3 Public Meetings/Hearings

An informal public workshop was conducted on Monday August 22, 2011 as an additional opportunity to receive public comments and discuss this proposal. Staff provided a presentation on the ordinance provisions and answered questions about the ordinance adoption process.

This project was reviewed at the August 24, 2011 Montecito Planning Commission (MPC) hearing for their recommendation on the Montecito LUDC (Inland) and the Article II Coastal Zoning Ordinance. The Medical Marijuana Ordinance project passed unanimously with a 3-0 vote. Staff provided a presentation of the project, including format revisions, and responded to questions from the Commission. No public comments were made for this item. The MPC recommendation in support of the project includes the formatting revisions presented at the hearing.

The County Planning Commission is requested to consider the recommendation of the MPC for the Article II amendments (which include the formatting changes reviewed at the MPC hearing) prior to forwarding the entire package of ordinances to the Board of Supervisors for approval. Note the parallel proposed ordinance amendments to the Inland Montecito LUDC heard by the MPC on August 24, 2011 are forwarded directly to the Board of Supervisors.

## 5.0 PROJECT INFORMATION

### 5.1 Project Description

Under the proposed ordinances, a Conditional Use Permit (CUP) under the jurisdiction of the Planning Commission would be required for any MMC Storefront location in the allowed zone districts subject to specific criteria, development standards, and all other requirements of a CUP. The proposed CUP requirements are summarized below in Table 5.1:

<b>Requirement</b>	<b>Location/Buffer</b>	<b>New/Amended Chapter 35 Section</b>
Allowed Zone Districts	C-1: Limited Commercial C-2: Retail Commercial C-3: General Commercial	LUDC 35.24.030 MLUDC 35.424.030/35.42.195 <sup>1</sup> Art II 35-77A.4./35-78.4
Minimum Buffer from Any Other Legal MMC Storefront	1500 feet (Parcel to Parcel)	LUDC 35.42.195.B.1 Article II 35-172.13.6.B
Minimum Buffer from Schools, Parks, and Daycares	1000 feet (Parcel to Parcel)	LUDC 35.42.195.B.2 Article II 35-172.13.6.B
Minimum Buffer from Residential and Mixed-Use Zones and Overlay	300 feet (Parcel to Building)	LUDC 35.42.195.B.3 Article II 35-172.13.6.B
Minimum Buffer from Any Legal Conforming Dwelling Unit	100 feet (Building to Building)	LUDC 35.42.195.B.4 Article II 35-172.13.6.B
Maximum MMC Storefronts per Lot	1	LUDC 35.42.195.B.5 Article II 35-172.13.6.B

<sup>1</sup> There are no C-1, C-2, C-3 zone districts in the Inland Montecito LUDC

The proposed ordinance amendments include processing requirements for MMC Storefronts and place all new MMC Storefronts under the jurisdiction of the Planning Commission; amend the applicable Commercial Zone District uses; regulate potential locations through zone districts and buffers from residential and recreational/educational facilities, residential uses, and another legal MMC Storefront; includes MMC Storefront development, operational, and lighting standards; and adds definitions related to medical marijuana.

The following sections describe the proposed language changes to the Inland Zoning Ordinance (LUDC) and the Coastal Zoning Ordinance (Article II). The complete texts of the draft ordinances are included as Attachments C and D.

- 1) Changes to “Allowed Land Uses and Permit Requirements for Commercial Zones” and “Zoning Districts” (LUDC 35.24.030, Article II 35-77A.4. and 35-78.4) would specify that an MMC Storefront use is allowed only in the C-1, C-2, and C-3 with a Conditional Use Permit under the jurisdiction of the Planning Commission. (Note: there is no C-3 district in Article II).
- 2) New zoning sections for “Medical Marijuana Collective/Cooperative Storefronts” (LUDC 35.42.195/Article II Sec. 35-172.13.6) would specifically regulate MMC Storefronts, including:
  - Locations and buffer criteria;
  - Permit and Submittal Requirements and MMD Supplemental Information Sheet; and
  - Development, Operational, and Lighting Standards.
- 3) New Definitions (LUDC 35.110.020/Article II Sec. 35-58) would be added to the glossary and include the addition of the new following terms:
  - Medical Marijuana;
  - Medical Marijuana Cooperative and Medical Marijuana Collective;
  - Medical Marijuana Collective/Cooperative (MMC) Storefront;
  - Marijuana Drug Paraphernalia; and
  - Primary Caregiver, Qualified Patient, and Attending Physician.

## **5.2 Background Information**

### ***5.2.1 Existing MMC Storefronts & County Enforcement Efforts***

The Planning & Development Department has been coordinating with the Sheriff’s Department in regard to enforcement of marijuana related activities. Each department has authority under a different set of regulations or laws. The Planning Department enforces against violations of the zoning code, while the Sheriff’s Department enforces against violations of criminal laws. Depending on the specifics of each case, enforcement is conducted by the appropriate department.

There were four known open MMC Storefronts in the unincorporated area at the time the County’s moratorium was enacted in January 2010. As of December 7, 2010, the Sheriff had investigated several MMC Storefronts and closed Storefronts when appropriate County-wide

due to criminal activity, including incorporated and unincorporated areas. There are currently two known operating MMC Storefronts in the County, both located in Summerland: The Miramar Collective and The Green Room. The Miramar Collective is currently the subject of zoning enforcement by the Planning and Development Department.<sup>2</sup>

### **5.2.2 Board of Supervisors Moratorium**

On January 19, 2010, the Board of Supervisors adopted an Urgency Ordinance establishing a Moratorium on approval of MMC Storefronts (then referred to as Medical Marijuana Dispensaries) for a 45-day period. On February 16, 2010 the Board of Supervisors extended the Urgency Ordinance for 10 months and 15 days. On December 7, 2010, the Board extended that ordinance for one year. Government Code Section 65858 provides that a moratorium and any extension cannot exceed a total of two years.

At the December 7, 2010 Board of Supervisors hearing, the Board directed Planning and Development to return to the Board with a report on the County's coordinated efforts concerning the moratorium, and "provide recommendations as appropriate".

### **5.2.3 State Regulation**

The intent of the ordinances is to protect the rights of both medical-marijuana patients and County residents, in compliance with California Health and Safety Code Sections 11362.5 et. seq. The proposed ordinance amendments provide consistency with state law, Attorney General Guidelines, and with recent court decisions.

State Law: Described below is a summary of two pieces of legislation and one set of guidelines which regulate medicinal marijuana in California:

The *Compassionate Use Act* (CUA) (Prop. 215) was passed by California voters in 1996 in order to:

- Provide for safe access to medical marijuana for seriously ill Californians;
- Ensure that Qualified Patients, Primary Caregivers and Physicians are not subject to criminal prosecution or sanction; and
- Encourage the federal and state governments to implement safe and affordable medical marijuana.

The *Medical Marijuana Program Act* (MMP) (SB 420) was passed in 2003 to:

- Create a statewide ID card program;
- Set cultivation and possession limits for medical marijuana (declared unconstitutional);
- Allow for cooperative and collective cultivation projects;
- Prohibit the smoking of marijuana in certain areas; and
- Allows cities and counties to adopt and enforce laws consistent with the MMP.

The *Attorney General Guidelines for the Security and Non-diversion of Marijuana Grown for Medical Use* were released in 2008 to:

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<sup>2</sup> 10ZEV-00000-00142

- Provide law enforcement with greater guidance regarding Medical Marijuana;
- Define Dispensary, Cooperative, Collective; and
- Offer guidelines regarding the operation of Cooperatives and Collectives.

Neither the CUA nor the MMP define “MMC Storefronts” and confusion has arisen among the different types of uses. The Attorney General Guidelines state that a properly organized and operated collective or cooperative that dispenses medical marijuana through a Storefront may be lawful in California if it complies with the Guidelines.<sup>3</sup> (See Attachment G, Attorney General Guidelines, page 11.)

Federal Law: Under the federal Controlled Substances Act, the manufacture, distribution, or possession of marijuana is a criminal offense. Marijuana is classified as a Schedule I drug.<sup>4</sup> The United States Supreme Court held that there is no medical necessity exception to the federal Controlled Substances Act prohibition of the manufacture and distribution of various drugs<sup>5</sup> and that the federal government has the power to prohibit the local cultivation and use of marijuana that would be allowed under California law.<sup>6</sup>

## 6.0 ANALYSIS

In response to the Board’s requests, Planning and Development met with interested parties and researched recent case law and legal opinions, other jurisdictions’ regulations, available alternatives, and evaluated options for regulating MMC Storefronts, resulting in the set of draft regulations proposed for review.

California Health and Safety Code Section 11362.768 requires a minimum 600-foot buffer for MMC Storefronts from schools. California State Health and Safety Code 11362.79 prohibits smoking of medical marijuana within 1000 feet of a school or youth center.<sup>7</sup> The Sheriff’s Department also suggested the school buffer should be greater than 600 feet. In order to meet the provisions of state law and provide a recommended standard that would protect related sensitive uses where minors congregate, the proposed ordinances would require a 1000-foot buffer not only from schools, but also from parks, recreation centers, and daycare centers.

Staff reviewed residential and mixed-use zone district buffer options ranging from 100 to 500 feet. The proposed buffer of 300 feet protects residential uses while providing for an adequate number of potential sites and a regional distribution of sites throughout the County.

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<sup>3</sup> A court of appeal agreed with this conclusion in *People v. Hochandel* (2009) 176 Cal.App.4th 997, concluding that the Attorney General Guidelines were persuasive and that storefronts that operated as collectives or cooperatives and complied with the CUA and MMP might have a defense from arrest and prosecution. (*People v. Hochandel* (2009) 176 Cal.App.4th 997, 1002.) (2008)

<sup>4</sup> The federal government considers Schedule I it to be a drug that “has a high potential for abuse,” “has no currently accepted medical use” and “[t]here is a lack of accepted safety for use of the drug or other substance under medical supervision.” (21 U.S.C. § 812(b)(1).)

<sup>5</sup> *United States v. Oakland Cannabis Buyers’ Cooperative* (2001) 532 U.S. 483

<sup>6</sup> *Gonzales v. Raich* (2005) 545 U.S. 1

<sup>7</sup> Also prohibits smoking in no smoking zones (except in private residences), on school buses, in a motor vehicle that is being operated, or while operating a boat.

The proposed buffers are also based on a recommended separation of residential uses and places where children are present based on evidence presented at public hearings during the moratorium<sup>8</sup> and the *White Paper on Marijuana Dispensaries* by the California Police Chiefs Association's Taskforce on Marijuana Dispensaries (Attachment F).

In addition, the recommended ordinance includes buffers from existing permitted conforming dwellings to protect existing residential/mixed use dwellings in the commercial districts, and a buffer of 1500 feet between MMC Storefronts is recommended to discourage a concentration in any one area. The C-1 (Limited Commercial), C-2 (Retail Commercial), and C-3 (General Commercial) zone districts were selected as appropriate locations based on the intent of each zone district and based on each region having at least one of these zones. A CUP also allows the exercise of discretion on each proposed MMC Storefront to condition as appropriate and necessary to help address use compatibility and safety concerns.

Staff analyzed the commercial district areas where the eligible sites could be located, by applying the proposed buffers to each site within the commercial areas. Based on this, it is staff's preliminary determination that the total and potential sites as listed would be commercially feasible.

It is necessary to have a large number of total sites because these numbers are approximated and could be reduced by non-zoning constraints such as a lack of vacant commercial lease sites, a lack of commercial for-sale sites, or commercial property owners' unwillingness to lease to MMC Storefronts. The approximated numbers could also be reduced during the processing of the CUP as the locations of daycares become clearer and the distance of schools and parks becomes more precise. Finally, some sites may be found to be inappropriate when examined in the CUP process. Having an adequate number of potential sites will increase the probability of there being sufficient enough sites to provide for those in need of medical marijuana.

The option recommended, as described in Section 5.0, is intended to provide an adequate buffer from residential uses, public facilities, and other MMC Storefronts to ensure surrounding uses are protected; while still providing regional and realistic access for those in need of medical marijuana. An exact number of sites couldn't be specified in the ordinance. The number of sites is the result of the location and buffer criteria. In analyzing different scenarios, it was found that changing one criteria often resulted in the ordinance not meeting all of its intents.

In drafting the proposed ordinances, staff considered several scenarios, which were narrowed to three main options: one of which is the staff recommended option described above. The two other options described below were also considered, with Option 2 providing for more sites and Option 3 providing for fewer sites. (See Attachment E for a summary of the approximate number of sites and locations per the staff recommendation and two other options.)

**Recommended Option Parameters: C-1, C-2 and C-3 Zone Districts**

- 1500-foot minimum between MMC Storefronts

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<sup>8</sup> Board of Supervisors hearings on January 19, 2010; February 16, 2010; and December 7, 2010.

- 1000-foot minimum from schools/parks parcel to MMC parcel
- 300-foot minimum from residential zone district to MMC building

The recommended option would provide for approximately 38 total sites and 7 potential sites.

**Option #2 Parameters: C-1 and C-2 Zone Districts**

- 2000-foot minimum between MMC Storefronts
- 600-foot minimum from schools/parks parcel to MMC parcel
- 100-foot minimum from residential zone district to MMC building

Option #2, with 86 total sites and 15 potential sites when applying the MMC Storefront buffer, would provide for an adequate number of sites, however it only provides for one-third the buffer for residences as compared to the recommended option. Also, the buffer of 600-foot from schools and places where youth congregate would meet the basic state law requirement, however only minimally.

**Option #3 Parameters: C-1, C-2, and C-3 Zone Districts**

- 1500-foot minimum buffer between MMC Storefronts
- 1000-foot minimum from schools/parks parcel to MMC parcel
- 300-foot minimum from residential zone district to MMC parcel

Option #3, with 7 total sites and 4 potential sites when the MMC Storefront buffer is applied, would provide buffers from residential uses and facilities where minors congregate, equivalent to the recommended option, except the residential buffer would be from the MMC parcel instead of the MMC building; however, it may not provide an adequate number of total or potential sites to assure the needs of medical marijuana users are met.

Note that the proposed ordinance does not address items outside the usual scope of land use such as personal traits of the operator, unregulated off-site cultivation, possession, or transportation of Medical Marijuana.

## **7.0 ENVIRONMENTAL REVIEW**

The proposed amendments are determined to be exempt from environmental review pursuant to Section 15061(b)(3) of the California Guidelines for Implementation of the California Environmental Quality Act (CEQA). Section 15061(b)(3), the general rule exemption, states that where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, that activity is not subject to CEQA. A Conditional Use Permit under the jurisdiction of the Planning Commission would be required for each MMC Storefront, which would be subject to CEQA at the project level. No significant environmental impacts would occur as a result of these ordinance amendments as discussed in Attachment B.

## **8.0 POLICY CONSISTENCY**

The proposed amendments would not alter the purpose and intent of any Comprehensive Plan or Coastal Land Use Plan development standard, and adoption of the proposed ordinance amendments would not result in any inconsistencies with the adopted policies and development standards of the County's Comprehensive Plan or Coastal Land Use Plan. The proposed ordinance amendments would primarily regulate the location of and discretionary permit requirements for MMC Storefronts.

In order for a development permit for an MMC Storefront to be approved based on these proposed amendments, it would have to be determined that the project is consistent with the policies and development standards of the Comprehensive Plan and the Coastal Land Use Plan. As part of this process, a policy consistency analysis would be performed during the review of the application, and projects would not be approved unless they were determined to be consistent with applicable policies, and the findings required for approval could be made. Therefore, this amendment may be found consistent with the adopted Comprehensive Plan and the Local Coastal Program.

## **9.0 ORDINANCE COMPLIANCE**

The proposed ordinances are consistent with the remaining portions of the LUDC and Article II that would not be revised by these ordinances. In order to approve a MMC Storefront based on these proposed amendments, it would have to be determined that the project is consistent with the whole of the LUDC and Article II as applicable.

## **10.0 PROCEDURES**

**Land Use and Development Code:** The Planning Commission may recommend approval, approval with revisions, or denial of the proposed ordinance to the Board of Supervisors.

**Article II Coastal Zoning Ordinance:** The Planning Commission may recommend approval, approval with revisions, or denial of the proposed ordinance to the Board of Supervisors.

## **11.0 APPEALS PROCEDURE**

Ordinance amendments are automatically forwarded to the Board of Supervisors for final action, therefore no appeal is required.

## **ATTACHMENTS**

- A. Findings: LUDC and Article II
- B. Notice of Exemption
- C. 10ORD-00000-00007 LUDC Resolution and Proposed Ordinance
- D. 11ORD-00000-00021 Article II Resolution and Proposed Ordinance
- E. MMC Storefront Staff Recommendation and Other Options Considered
- F. Community Specific Maps

G. Attorney General Guidelines, 2008

H. *White Paper on Marijuana Dispensaries* by the California Police Chiefs Association's  
Taskforce on Marijuana Dispensaries

## **ATTACHMENT A: FINDINGS**

### **1.0. CEQA FINDINGS**

#### **1.1 CEQA Guidelines Exemption Findings**

*1.1.1* The County Planning Commission finds, and recommends that the Board of Supervisors find that approval of the proposed project, 10ORD-00000-00007 and 11ORD-00000-00021, is exempt from environmental review under the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15061(b)(3). Please see Attachment B, Notice of Exemption.

### **2.0 ADMINISTRATIVE FINDINGS.**

#### **2.1 Land Use and Development Code Findings (10ORD-00000-00007)**

In compliance with Section 3-104.060 (Findings Required for Approval of Amendments) of the Santa Barbara County Land Use and Development Code (LUDC), the following findings shall be made to approve a text amendment to the LUDC.

##### ***2.1.1 The request is in the interests of the general community welfare.***

Since the Passage for the Compassionate Use Act in 1996 a proliferation of storefronts has occurred in California and in Santa Barbara County creating the need for regulating these new uses in zoning. This combination of factors has, according to the Sheriff's Office, resulted in negative and harmful secondary effects, including criminal activity. County-wide, several unregulated medical marijuana storefronts have with been shut down or are under investigation for sale of illegal drugs, money laundering, and illegal firearms.<sup>9</sup> In the unincorporated area at least two<sup>10</sup> of these locations have been within the buffers recommended as part of the proposed ordinance from schools, parks, residences, and other sensitive uses. Currently there is a moratorium which expires in December 2011. If no amendments are made, since MMC Storefronts are not an enumerated use in the zoning ordinances, applicants will be able to apply for similar use determinations in any zone throughout the County.

Standards are required to assure that the operations of medical marijuana cooperatives are in compliance with California Health and Safety Code. Section 11362.5 (adopted as Proposition 215, the "Compassionate Use Act of 1996") or any state regulations and/or guidelines adopted in furtherance thereof, and to reduce the adverse secondary effects from operations of MMC Storefronts. The proposed ordinance would be enacted as a health and safety measure pursuant to the County's police power. California Health and Safety Code Section 11362.768 requires a minimum 600-foot buffer from schools, and allows jurisdictions to adopt policies further restricting the location or establishment of MMC Storefront. California State Health and Safety Code 11362.79 prohibits smoking of

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<sup>9</sup> County Sheriff testimony at the Board of Supervisors December 8, 2009

<sup>10</sup> The Green Room and Miramar Collective are less than 1000 feet from a County Park and less than 300 feet from residential zone districts.

medical marijuana within 1000 feet of a school or youth center.<sup>11</sup> The proposed 1000-foot buffer from schools, and facilities such parks and daycare centers would provide for consistency with state law and prevent easy access in places where minors congregate. Requiring a 300-foot buffer for residential and mixed-use zone district buffer would allow for a distribution of MMC Storefronts site throughout the county while separating incompatible uses consistent with the intent of the zone districts.

County-wide the C-1 (Limited Commercial), C-2 (Retail Commercial), and C-3 (General Commercial) zone districts were selected as appropriate locations based on a recommended separation of residential uses and places where children are present based on evidence presented at public hearings during the moratorium<sup>12</sup> and the *White Paper on Marijuana Dispensaries* by the California Police Chiefs Association's Taskforce on Marijuana Dispensaries.

The proposed ordinance amendments are in the interest of the general community welfare since the LUDC amendments would require a discretionary permit and regulate the location of Medical Marijuana Collective/Cooperative (MMC) Storefronts without compromising community values, environmental quality, or public health and safety.

The proposed ordinance amendments would revise existing permit processes to require a Conditional Use Permit (CUP) under the jurisdiction of the Planning Commission, specify allowable zone districts, require buffers from sensitive uses and facilities, provide location criteria, and add new development standards and restrictions pertaining to MMC Storefronts, which would minimize potential adverse impacts to the surrounding area. The proposed ordinance would allow for MMC Storefronts in appropriate areas while providing for safe access to medical marijuana as allowed under the Compassionate Use Act.

***2.1.2 The request is consistent with the Comprehensive Plan, the requirements of State planning and zoning laws, and this Development Code. If the Amendment involves an Amendment to the Local Coastal Program, then the request shall also be found to be consistent with the Coastal Land Use Plan.***

The proposed ordinance amendments would require discretionary processing through a Conditional Use Permit (CUP) under the jurisdiction of the Planning Commission for all MMC Storefronts. Discretionary projects are subject to review under the California Environmental Quality Act and associated findings. In order to approve an MMC Storefront, the review authority would have to find that the proposed development is consistent with the policies and development standards of the Comprehensive Plan and the requirements of state planning and zoning law.

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<sup>11</sup> Also prohibits smoking in no smoking zones (except in private residences), on school buses, in a motor vehicle that is being operated, or while operating a boat.

<sup>12</sup> Board of Supervisors hearings on January 19, 2010; February 16, 2010; and December 7, 2010.

Adoption of the proposed ordinance would provide more effective implementation of the State health and safety, planning, and zoning laws by providing a discretionary MMC Storefront permit process. If no amendments are adopted and the existing moratorium expires in December, applicants would be able to apply for similar use determinations in any zone throughout the County. The proposed ordinance would not result in any inconsistencies with the adopted policies and development standards of the Comprehensive Plan, and would allow the County to protect public health and safety.

The proposed ordinance amendments are also consistent with the remaining portions of the LUDC that would not be revised by this ordinance. Therefore, this ordinance may be found consistent with the Comprehensive Plan, the requirements of state law, and the LUDC.

The proposed LUDC amendments would not affect the Coastal Land Use Plan or Article II.

### ***2.1.3 The request is consistent with good zoning and planning practices.***

The proposed ordinance is consistent with sound zoning and planning practices by instituting regulations for land uses for the overall protection of the environment and community values. It would guide MMC Storefront development and uses, provide for a discretionary permit processes, and add new development standards and restrictions, which serve to minimize potential adverse impacts to the surrounding area. As discussed in Finding 2.1.2, above, the amendments are consistent with the Comprehensive Plan and the LUDC.

## **2.2 Article II Coastal Zoning Ordinance Findings (11ORD-00000-00021)**

In compliance with Section 35-180.6 of the Santa Barbara County Article II Coastal Zoning Ordinance, the following findings shall be made to approve a text amendment to the LUDC.

### ***2.2.1 The request is in the interests of the general community welfare.***

Since the Passage for the Compassionate Use Act in 1996 a proliferation of storefronts has occurred in California and in Santa Barbara County creating the need for regulating these new uses in zoning. This combination of factors has, according to the Sheriff's Office, resulted in negative and harmful secondary effects, including criminal activity. County-wide, several unregulated medical marijuana storefronts have with been shut down or are under investigation for sale of illegal drugs, money laundering, and illegal firearms.<sup>13</sup> In the unincorporated area at least two<sup>14</sup> of these locations have been within the buffers recommended as part of the proposed ordinance from schools, parks, residences, and other sensitive uses. Currently there is a moratorium which expires in December 2011. If no amendments are made, since MMC Storefronts are not an enumerated use in the zoning

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<sup>13</sup> County Sheriff testimony at the Board of Supervisors December 8, 2009

<sup>14</sup> The Green Room and Miramar Collective are less than 1000 feet from a County Park and less than 300 feet from residential zone districts.

ordinances, applicants will be able to apply for similar use determinations in any zone throughout the County.

Standards are required to assure that the operations of medical marijuana cooperatives are in compliance with California Health and Safety Code. Section 11362.5 (adopted as Proposition 215, the "Compassionate Use Act of 1996") or any state regulations and/or guidelines adopted in furtherance thereof, and to reduce the adverse secondary effects from operations of MMC Storefronts. The proposed ordinance would be enacted as a health and safety measure pursuant to the County's police power. California Health and Safety Code Section 11362.768 requires a minimum 600-foot buffer from schools, and allows jurisdictions to adopt policies further restricting the location or establishment of an MMC Storefront. California State Health and Safety Code 11362.79 prohibits smoking of medical marijuana within 1000 feet of a school or youth center.<sup>15</sup> The proposed 1000-foot buffer from schools, and facilities such as parks and daycare centers would provide for consistency with state law and prevent easy access in places where minors congregate. Requiring a 300-foot buffer for residential and mixed-use zone district buffer would allow for a distribution of MMC Storefronts site throughout the county while separating incompatible uses consistent with the intent of the zone districts.

The C-1 (Limited Commercial), C-2 (Retail Commercial), and C-3 (General Commercial) zone districts were selected as appropriate locations based on a recommended separation of residential uses and places where children are present based on evidence presented at public hearings during the moratorium<sup>16</sup> and the *White Paper on Marijuana Dispensaries* by the California Police Chiefs Association's Taskforce on Marijuana Dispensaries.

The proposed ordinance amendments are in the interest of the general community welfare since the LUDC amendments would require a discretionary permit and regulate the location of Medical Marijuana Collective/Cooperative (MMC) Storefronts without compromising community values, environmental quality, or public health and safety.

The proposed ordinance amendments would revise existing permit processes to require a Conditional Use Permit (CUP) under the jurisdiction of the Planning Commission, specify allowable zone districts, require buffers from sensitive uses and facilities, provide location criteria, and add new development standards and restrictions pertaining to MMC Storefronts, which would minimize potential adverse impacts to the surrounding area. The proposed ordinance would allow for MMC Storefronts in appropriate areas while providing for safe access to medical marijuana as allowed under the Compassionate Use Act.

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<sup>15</sup> Also prohibits smoking in no smoking zones (except in private residences) on school buses, in a motor vehicle that is being operated, or while operating a boat.

<sup>16</sup> Board of Supervisors hearings on January 19, 2010; February 16, 2010; and December 7, 2010

***2.2.2 The request is consistent with the Comprehensive Plan, the Coastal Land Use Plan, the requirements of State planning and zoning laws and this Article.***

The proposed ordinance amendments would require discretionary processing through a CUP under the jurisdiction of the Planning Commission for all MMC Storefronts. Discretionary projects are subject to review under the California Environmental Quality Act and associated findings. In order to approve an MMC Storefront, the review authority would have to find that the proposed development is consistent with the policies and development standards of the Comprehensive Plan, including the Coastal Land Use Plan, the requirements of state law, and the Article II Coastal Zoning Ordinance.

Adoption of the proposed ordinance would provide more effective implementation of the state health and safety, planning, and zoning laws by providing a discretionary MMC Storefront permit process. If no amendments are adopted and the existing moratorium expires in December, applicants would be able to apply for similar use determinations in any zone throughout the County. The proposed ordinance would not result in any inconsistencies with the adopted policies and development standards of the Comprehensive Plan, including the Coastal Land Use Plan, and would allow the County to protect public health and safety.

The proposed ordinance amendments are also consistent with the remaining portions of the Article II Coastal Zoning Ordinance that would not be revised by this ordinance. Therefore, this ordinance may be found consistent with the Comprehensive Plan, including the Coastal Land Use Plan, the requirements of state laws, and the Article II Coastal Zoning Ordinance.

***2.2.3 The request is consistent with good zoning and planning practices.***

The proposed project is consistent with sound zoning and planning practices to regulate land uses for the overall protection of the environment and community values since it would provide for a MMC Storefront discretionary permit processes and add new development standards and restrictions pertaining to MMC Storefronts, which would serve to minimize potential adverse impacts to the surrounding area. As discussed in Finding 2.2.2, above, the amendments are consistent with the Comprehensive Plan, including the Coastal Land Use Plan, and the Article II Coastal Zoning Ordinance.

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**ATTACHMENT B: NOTICE OF EXEMPTION**

**TO:** Santa Barbara County Clerk of the Board of Supervisors

**FROM:** Holly Bradbury, Project Manager, Planning and Development

The project or activity identified below is determined to be exempt from further environmental review requirements of the California Environmental Quality Act (CEQA) of 1970, as defined in the State and County Guidelines for the Implementation of CEQA.

**Case Nos.:** 10ORD-00000-00007, 11ORD-00000-00021

**Location:** The proposed ordinance amendments would apply to all the unincorporated areas of the County within the jurisdiction of the County Land and Use Development Code, Montecito Land Use and Development Code, and the Coastal Zoning Ordinance (Article II).

**Title:** Marijuana Collective/Cooperative (MMC) Storefront Ordinance

**Description:** The project proposes to amend the Santa Barbara County Land Use and Development Code (LUDC), Montecito County Land Use and Development Code (Montecito LUDC), and the Article II Coastal Zoning Ordinance regarding the regulation of Medical Marijuana Collective/Cooperative Storefronts throughout County of Santa Barbara.

**Exempt Status:** (Check one)

- Ministerial
- Statutory
- Categorical Exemption
- Emergency Project
- No Possibility of Significant Effect Section 15061(b)(3)

**Cite specific CEQA and/or CEQA Guideline Section:** CEQA Guidelines Section 15061(b)(3)-No possibility of significant effect.

**Reasons to support exemption findings:** The ordinance is exempt from CEQA pursuant to CEQA Guidelines sections 15061(b)(3) [activity is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment]. The proposed ordinance has no potential for resulting in a physical change to the environment directly or indirectly as it restricts and regulates the permitting and location of Medical Marijuana Collective/Cooperative (MMC) Storefronts and would not result in an increase in permitted densities or modifications to resource protection policies. The proposed ordinance amendments would also institute new permitting requirements and restrictions pertaining to MMC Storefronts and would minimize potential adverse impacts to the surrounding area and ensure consistency with California Government Code requirements. Therefore, no significant environmental impacts would occur as a result of the ordinance amendments.

The proposed ordinance amendments would require discretionary processing through a Conditional Use Permit (CUP) under the jurisdiction of the Planning Commission for all MMC Storefronts. Discretionary projects are subject to review under the California Environmental Quality Act and associated findings.

**Lead Agency Contact Person:** Holly Bradbury, Project Manager, Long Range Planning

**Phone:** (805) 568-3577

**Acceptance Date:**

**Date Filed by County Clerk:**

**ATTACHMENT C: RESOLUTION AND PROPOSED LUDC ORDINANCE**

RESOLUTION OF THE SANTA BARBARA COUNTY PLANNING COMMISSION  
COUNTY OF SANTA BARBARA, STATE OF CALIFORNIA

IN THE MATTER OF RECOMMENDING TO THE )  
BOARD OF SUPERVISORS THE ADOPTION OF )  
AN AMENDMENT TO SECTION 35-1 (THE )  
SANTA BARBARA COUNTY LAND USE )  
AND DEVELOPMENT CODE) OF )  
CHAPTER 35, ZONING, OF THE COUNTY CODE, ) RESOLUTION NO.: 11 - \_\_\_\_  
REGARDING THE PERMITTING OF MEDICAL )  
MARIJUANA COLLECTIVE/COOPERATIVE ) CASE NO.: 10ORD-00000-00007  
STOREFRONTS )

WITH REFERENCE TO THE FOLLOWING:

- A. California state law, including the Compassionate Use Act of 1996 (CUA) and the Medical Marijuana Program Act of 2003 (MMP), grants seriously ill Californians access to marijuana for medical purposes and provides an affirmative legal defense against prosecution for cultivating, possessing, consuming, transporting, processing, or selling marijuana.
- B. The 2008 Attorney General Guidelines for the Security and Non-Diversion of Marijuana Grown for Medical Use attempted to provide some guidance for local jurisdictions and law enforcement officials regarding implementation and regulation of the resultant Medical Marijuana, but currently state law contains no regulations defining MMC Storefronts.
- C. The County of Santa Barbara Code of Ordinances regulates, among other things, the uses, location, and operation of commercial activities but currently does not include permanent regulations for Medical Marijuana Collective/Cooperative (MMC) Storefronts.
- D. The Board of Supervisors is concerned with the potential proliferation of MMC Storefronts within the County. This concern is based on expert and citizen testimony at public hearings (Board of Supervisors hearings on January 19, 2010; February 16, 2010; and December 7, 2010), the experience of cities within the County, and studies from other jurisdictions.
- E. The Board of Supervisors enacted an Interim Urgency Ordinance (Ordinance Nos. 4739, 4743, and 4770) establishing a moratorium on the establishment and operation of MMC Storefronts, in order to provide staff with adequate time to study and recommend options for addressing MMC Storefronts in the County unincorporated area.

NOW, THEREFORE, IT IS HEREBY RESOLVED as follows:

1. The above recitations are true and correct.
2. In compliance with the provisions of Section 65855 of the Government Code, this Planning Commission recommends that the Board of Supervisors of the County of Santa Barbara, State of California, following the required noticed public hearing, adopt 10ORD-00000-00007, based on the findings included as Attachment A of the Planning Commission staff report dated August 23, 2011.

3. A certified copy of this resolution shall be transmitted to the Board of Supervisors.
4. The Chair of this Planning Commission is hereby authorized and directed to sign and certify all maps, documents, and other materials in accordance with this resolution to show the above-mentioned action by this Planning Commission.

PASSED, APPROVED, AND ADOPTED this September 7, 2011 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

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JOE H. VALENCIA, Chair  
County Planning Commission

ATTEST:

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DIANNE MEESTER BLACK  
Secretary to the Commission

APPROVED AS TO FORM:

DENNIS A. MARSHALL  
COUNTY COUNSEL

By \_\_\_\_\_  
Deputy County Counsel

EXHIBIT:

1. 10ORD-00000-00007, Land Use and Development Code

**ATTACHMENT D: RESOLUTION AND PROPOSED ARTICLE II ORDINANCE**

RESOLUTION OF THE SANTA BARBARA COUNTY PLANNING COMMISSION  
COUNTY OF SANTA BARBARA, STATE OF CALIFORNIA

IN THE MATTER OF RECOMMENDING TO THE )  
BOARD OF SUPERVISORS THE ADOPTION OF )  
AN AMENDMENT TO ARTICLE II )  
(COASTAL ZONING ORDINANCE) OF ) RESOLUTION NO.: 11 - \_\_\_\_  
CHAPTER 35, ZONING, OF THE COUNTY CODE, )  
REGARDING THE PERMITTING OF MEDICAL ) CASE NO.: 11ORD-00000-00021  
MARIJUANA COLLECTIVE/COOPERATIVE )  
STOREFRONTS )

WITH REFERENCE TO THE FOLLOWING:

- A. California state law, including the Compassionate Use Act of 1996 (CUA) and the Medical Marijuana Program Act of 2003 (MMP), grants seriously ill Californians access to marijuana for medical purposes and provides an affirmative legal defense against prosecution for cultivating, possessing, consuming, transporting, processing, or selling marijuana.
- B. The 2008 Attorney General Guidelines for the Security and Non-Diversion of Marijuana Grown for Medical Use attempted to provide some guidance for local jurisdictions and law enforcement officials regarding implementation and regulation of the resultant Medical Marijuana, but currently state law contains no regulations defining MMC Storefronts.
- C. The County of Santa Barbara Code of Ordinances regulates, among other things, the uses, location, and operation of commercial activities but currently does not include permanent regulations for Medical Marijuana Collective/Cooperative (MMC) Storefronts.
- D. The Board of Supervisors is concerned with the potential proliferation of MMC Storefronts within the County. This concern is based on expert and citizen testimony at public hearings (Board of Supervisors hearings on January 19, 2010; February 16, 2010; and December 7, 2010), the experience of cities within the County, and studies from other jurisdictions.
- E. The Board of Supervisors enacted an Interim Urgency Ordinance (Ordinance Nos. 4739, 4743, and 4770) establishing a moratorium on the establishment and operation of MMC Storefronts, in order to provide staff with adequate time to study and recommend options for addressing MMC Storefronts in the County unincorporated area.
- F. The Montecito Planning Commission considered the amendments and forwarded their recommendation to the County Planning Commission for recommendation to the Board of Supervisors.

NOW, THEREFORE, IT IS HEREBY RESOLVED as follows:

1. The above recitations are true and correct.

2. In compliance with the provisions of Section 65855 of the Government Code, this Planning Commission recommends that the Board of Supervisors of the County of Santa Barbara, State of California, following the required noticed public hearing, adopt 11ORD-00000-00021, based on the findings included as Attachment A of the Planning Commission staff report dated August 23, 2011.
3. A certified copy of this resolution shall be transmitted to the Board of Supervisors.
4. The Chair of this Planning Commission is hereby authorized and directed to sign and certify all maps, documents, and other materials in accordance with this resolution to show the above-mentioned action by this Planning Commission.

PASSED, APPROVED, AND ADOPTED this September 7, 2011 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

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JOE H. VALENCIA, Chair  
County Planning Commission

ATTEST:

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DIANNE MEESTER BLACK  
Secretary to the Commission

APPROVED AS TO FORM:

DENNIS A. MARSHALL  
COUNTY COUNSEL

By \_\_\_\_\_  
Deputy County Counsel

EXHIBIT:

1. 11ORD-00000-00021, Article II