

CITY OF POMONA COUNCIL REPORT

August 19, 2019

SUBJECT:	UPDATE AND DISCUSSION ON REMAINING CITY COUNCIL ACTIONS REQUIRED TO LAUNCH THE CITY OF POMONA'S COMMERCIAL CANNABIS PERMITTING PROGRAM
Submitted By:	Anita D. Gutierrez, Development Services Director
From:	Linda Lowry, City Manager
To:	Honorable Mayor and Members of the City Council

RECOMMENDATION:

The Development Services Department recommends that the City Council discuss the remaining action steps necessary to launch the Commercial Cannabis Permitting Program ("CCPP") in the City of Pomona and provide direction to staff as necessary

EXECUTIVE SUMMARY:

The purpose of this report and discussion is to update the City Council on the status of the Zoning Overlay that the Planning Division has been working on, provide a summary of community outreach completed and advise the Council on the remaining action steps needed to implement the CCPP by the start of 2020.

FISCAL IMPACT:

There is no direct fiscal impact from this specific City Council report. However, the City will be implementing cost recovery based permit application fees and receiving tax revenues from sales tax and business license generated from the CCPP in the City of Pomona.

PUBLIC NOTICING REQUIREMENTS: Not applicable.

PREVIOUS RELATED ACTION: On June 4, 2018, the City Council adopted Resolution No. 2018-60, calling a General Municipal Election, which included a cannabis business license tax measure. Upon passage of the measure in November 2018, the City Council adopted Ordinance No. 4254, establishing Article XI, Cannabis Business Tax, to Chapter 50 of the Municipal Code. On April 1, 2019, the City Council adopted Ordinance No. 4257 (Attachment 1), establishing Chapter 68, Commercial Cannabis Businesses in the Municipal Code, which created a four-phase merit based system by which businesses would be scored and ultimately selected.

ENVIRONMENTAL IMPACT: Not applicable.

DISCUSSION:

Since the April 1st adoption of the Commercial Cannabis Business Ordinance ("Business Ordinance"), the Planning Division has worked diligently to analyze areas where Cannabis might be permitted, taking into account a multitude of factors including, compatibility with surrounding uses, sensitive uses, environmental factors and equitable distribution of permits citywide. On May 1, 2019, at a Joint Study Session of the City Council and Planning Commission, the Planning Division presented a first draft of a Cannabis Permit Area ("CPA") map which identifies potential locations for commercial cannabis activity in the City of Pomona (Attachment 2). These CPAs do not identify parcels, but instead represent general areas that remained after mapping 1,000-foot buffers from sensitive uses defined in the Business Ordinance, including K-12 schools, day cares, City parks and recreation facilities, and uses primarily serving youth.

Since May 2019, Planning staff has conducted research, field visits and community outreach to further develop a parcel-level overlay that will implement the Business Ordinance by establishing zoning for future commercial cannabis permits. This research is presented in further detail under *Action Step No. 5*. As part of its analysis, the Planning Division also analyzed the Business Ordinance and identified the remaining discretionary actions necessary to launch the CCPP.

As illustrated in *Table 1*, there are five action steps that need Council attention and two optional action steps for Council to consider prior to the launch of the CCPP, which is scheduled to launch in January 2020.

No.	Action Step	Type of Action	Responsible Authority	Estimated Date of Action
1	Establish cannabis permitting fees			
2	Set maximum number of commercial cannabis permits	Resolution	City Council	October 2019
3	Adopt Process Integrity Standards			
4	Adopt Implementation Guide for CCPP			
5	Adopt cannabis zoning overlay	Resolution, Ordinance	Planning Commission (Resolution) City Council (Ordinance)	September 2019 (Planning Commission) October 2019 (City Council 1 st Reading) November 2019 (City Council 2 nd Reading)
Option	Optional Action Steps			
6	Procure third-party cannabis permit application	Request for	Development Services (Procurement)	August-September 2019 (Procurement)

Table 1. Remaining Action Steps for CCPP Launch

	evaluator	Qualifications, Resolution	City Council (Approval)	October 2019 (City Council Approval)
7	Establish initial cannabis tax rate(s) within range established in Ordinance 4254	Resolution	City Council	October 2019

Action Step No. 1: Establish Commercial Cannabis Permitting Fees

To implement the CCPP, the City Council must adopt a resolution establishing permit fees for application submission, review, and agreement execution. Table 2 illustrates the permitting fee structures of neighboring cities. Staff recommends conducting an in-house fee study that identifies the full cost recovery amount associated with the various phases of the application process, including possible third-party evaluation and any legal agreement execution. Moreover, as the Business Ordinance established a four-phase scoring process, Staff recommends a fee structure that assigns fees for each phase, so that applicants who are not selected to move to later phases are not required to pay the same fees as those selected as finalists. This process is similar to how the Cities of Santa Ana and Pasadena currently operate their respective cannabis permitting programs.

Jurisdiction (A-Z)	Permitting Fees		
Cathedral City	Local License application and processing fee (\$7,500)		
Desert Hot Springs	CUP for Cannabis Uses Fee \$6,115		
	Cannabis Facility Regulatory Permit Fee \$5,935		
Long Beach	Adult-Use Cannabis Annual Regulatory Fee* \$2,840		
	Adult-Use Cannabis Application Review Fee* \$380		
	Adult-Use Cannabis Social Equity Program Fee* \$2,500		
	Adult-Use Cannabis Background Investigation Fee* \$150 per owner		
	Building Review Fee \$22.45		
	Zoning Review Fee \$33.00		
	Total (for application with one owner) \$5,925.45		
Los Angeles	Cannabis License Fee \$8,059 per activity type		
Palm Springs	Administrative Cannabis Permit Fee \$4,092		
	CUP for Cannabis Facilities \$4,198 (\$8,395 effective 7/1/20)		
	Background Check Fee \$261		
Pasadena	Initial Screening Fee \$13,654		
	Cannabis Permit Fee \$10,639		
Santa Ana	Phase I Application Fee \$1,690		
	Phase II Application Fee \$12,086		
	Operating Agreement Prep. Fee \$2,500		
Santa Barbara	Application Fee \$6,575		

Table 2. Cannabis Permitting Fees in Neighboring Cities

Action Step No. 2: Set A Maximum Number Of Commercial Cannabis Permits

The City Council has expressed their intent to cap the initial CCPP to eight (8) total permits citywide, as illustrated in Table 3. Per the Business Ordinance, *Section 68-7*, the City Council "by resolution, shall determine the maximum number of commercial cannabis businesses by category that may be permitted to operate in the City." The Business Ordinance further defines

allowable commercial cannabis businesses as "indoor cultivation, manufacturing, testing, distribution, retailer-storefront, a microbusiness of medicinal and adult-use cannabis and cannabis products, and the ancillary transportation and delivery of cannabis or cannabis products." As described in Action Step No. 4, additional clarity on reconciling these categories against state agency license types will be provided in the Implementation Guide.

Council Designated Category	Maximum # of CCPP Permits
"Retail" includes storefront	
dispensaries and ancillary	2
deliveries	
"Microbusiness" includes a	
minimum of three of the	
following activities: storefront	
retail, delivery, distribution,	2
transportation, non-volatile	
manufacturing, and indoor	
cultivation less than 10,000	
square feet	
"Manufacturing, Testing,	
Distribution, and Cultivation"	
includes indoor cultivation,	4
volatile and non-volatile	
manufacturing, laboratory	
testing, distribution, and	
ancillary transportation and	
deliveries	
Total	8

Table 3. Maximum Number and Type of Commercial Cannabis Permits Authorized

Action Step No. 3: Adopt Process Integrity Standards

Per the Business Ordinance, *Section 68-42*, "all permit applicants listed on the application or any persons lobbying on their behalf shall comply with the Process Integrity Standards adopted by separate Resolution of the City Council." This will ensure that any applicant, person associated with a commercial cannabis permit application, or third-party lobbying party will abide by an adopted set of integrity standards or be subject to disqualification or revocation. Staff recommends that the City Attorney draft the Process Integrity Standards for Council's consideration by October 2019.

Action Step No. 4: Adopt Implementation Guide for CCPP

The development of an Implementation Guide has previously been discussed with Council, the purpose of this guide is to clarify sections of the Business Ordinance and to provide instructions on how to apply. Development Services will prepare an Implementation Guide for the CCPP and bring it back to Council for adoption by Resolution. The following interpretations will be established in the guide:

1. Sensitive Uses

Per the Business Ordinance, Section 68-6, "no Commercial Cannabis Permit will be valid if the proposed commercial cannabis business is located within a 1000-foot radius of a school providing instruction in kindergarten or any grades one through twelve, a day care, or a Youth and Recreation Center with primary Youth and Recreation Center activities, which is in lawful existence at the time a successful application was submitted to the city." While identifying K-12 facilities, day cares, or City-owned parks and recreation facilities is particularly complicated, as such sensitive uses typically operate over many years, other primarily youth-serving centers are more difficult to identify. The youth-serving centers may not have easily accessible information about programming, age of clientele or operating information; moreover, such sensitive uses do not maintain the longevity typical of parks, schools, and day cares, and can be established and discontinued across short periods of time.

To this end, Staff will establish a window of time when new sensitive uses will not affect the permitting of CCPP applications. This window of time will most likely start on the opening day of the application period and end upon the award of the maximum number of permits authorized.

2. <u>Eliminating Redundancy Between State and Local Applications</u>

Section 68-8 of the Business Ordinance requires applicant information regarding proposed operations, inventory control, security, and labor and employment, among other categories. The majority of this information is already required by State Agencies such as the Bureau of Cannabis Control, Cal Cannabis, and the California Department of Public Health. Staff will streamline the application process by accepting documents that an applicant may already provide to a State Agency. For example, to answer questions about inventory control for a retail storefront, an applicant may simply submit the Bureau of Cannabis Control's inventory control sheet. Any information specific to Pomona, such as coordinating security controls with the Pomona Police Department, would be identified in a supplemental form.

3. <u>Background Checks</u>

Per the Business Ordinance, Section 68-8: "A detailed description of the owner's criminal convictions, if applicable. A conviction for this purpose means a plea or guilty verdict of guilty or a conviction following a plea of nolo contendere. Convictions dismissed under Penal Code section 1203.4 or equivalent non-California law must be disclosed. Convictions dismissed under Health & Safety Code section 11361.8 or equivalent non-California law must be disclosed. Juvenile Adjudications and traffic infractions under \$300 that did not involve alcohol, dangerous drugs, or controlled substances do not need to be included. For each conviction, provide: (1) the date of conviction; (2) dates of incarceration, if applicable; (3) dates of probation, if applicable; (4) dates of parole, if applicable; (5) a detailed description of the offense for which the owner was convicted;

and (6) a statement of rehabilitation for each conviction written by the owner that demonstrates the owner's fitness for consideration."

Staff will establish a process for assessing statements of rehabilitation for each conviction written by the owner, including a methodology for assessing convictions and disclosing which City officials will be involved in the evaluation. This process will also be made consistent with other provisions related to background checks found in the Business Ordinance, such as assessing federal level criminal history, submitting fingerprints, and issuing clearance.

4. <u>License Types</u>

As described in *Action Step No. 2*, the City Council intends to cap the CCPP at eight total commercial cannabis permits. Commercial cannabis in the State of California is regulated across three agencies: Bureau of Cannabis Control, California Department of Public Health's Manufactured Cannabis Safety Branch, and the California Department of Food and Agriculture's CalCannabis Branch. These agencies in total regulate dozens of license types (Attachment 3) based on the type of cannabis operation. Staff will establish an implementation table that correlates these state licenses with the restrictions established by the City of Pomona in the Business Ordinance. For example, identifying all CalCannabis state licenses that are associated with indoor cultivation only, and excluding all licenses associated with outdoor cultivation.

5. Evaluation Process

The Business Ordinance established a 1000-point, four-phase scoring system for all applicants.

The point categorization is as follows:

Business Plan	350 points
Safety & Security Plan	200 points
Neighborhood Integration Plan	200 points
Labor & Employment Plan	150 points
Air Quality Plan	100 points

As part of the Implementation Guide, this 1000-point system can be further clarified by establishing a scoring sheet that groups point allocations thematically. For example, the scoring sheet can group points for environmental mitigation along with air quality under a general "environmental" section. This would facilitate a more clear, efficient evaluation process for both third parties and city management. For example, 100 of the 350 points in the Business Plan include "environmental mitigation plan and benefits," which is more thematically consistent with the 100 points available for an "air quality plan." These two environmental considerations could be grouped into a 200-point, "environmental" criteria. As another example, 50 of the possible 350 points in the Business Plan include

"public benefits," which is more thematically consistent with the 200 points available for a "neighborhood integration plan," and therefore could be grouped into a 250-point, "community" criteria. Such streamlining will not alter the established point system, rather it will provide clear expectations for all applicants and the community and will also facilitate a much smoother City and third-party evaluation process.

The Implementation Guide will also provide greater detail on how each of the fourphases of scoring will function. As City Council has previously expressed interest in using a third-party for all or some portions of the evaluation process, Staff recommends the following process:

Phase 1: Review for completeness

Procure a third-party to conduct this phase.

Phase 2: Initial scoring

The same third-party will conduct this first review, without the involvement of any City officials.

Phase 3: Public presentation

The City will procure a separate third-party facilitator that will function as a neutral party to conduct a community meeting in which the applicant can provide information to the general public and will be available to answer questions. This meeting will then be transcribed, a meeting summary will be prepared by the facilitator and all documentation will be submitted to the City for review in Phase 4.

Phase 4: Final scoring

A panel consisting of City of Pomona executive management will convene and consider the whole record presented at the public presentation and will issue final scoring. This panel would include positions relevant to the scoring criteria, including Development Services, Public Works, Police, Community Services, and Economic Development.

Action Step No. 5: Adopt Cannabis Zoning Overlay

Following the release of the aforementioned CPA map at the May 2019 Joint Study Session, Planning staff has conducted research to further develop a parcel-level overlay that will implement the Business Ordinance by establishing zoning for future CCPP permits. A revised draft overlay map is being prepared for release to the general public at a public Open House on August 28, 2019. Subsequently, the Cannabis Zoning Overlay would be presented to Planning Commission for consideration in September and is anticipated to be before the Council in October 2019. Below is a summary of the research and outreach efforts conducted thus far.

Site Visits, Other Jurisdictions

Staff has conducted site visits to six cannabis operations across Los Angeles and Orange Counties, including a testing laboratory, vertically integrated microbusiness, and multiple storefront retail operations. The purpose of these visits was to better understand the nature of various cannabis operations, with a particular emphasis on potential nuisance impacts on surrounding uses. Moreover, Staff has spoken with the City of Los Angeles, Long Beach, and West Hollywood on the specifics of their cannabis permitting programs, with the intent to understand best practices and avoid issues that may have arisen during the launch of these programs.

State & Local Agency Coordination

Staff has also had conversations with the Bureau of Cannabis Control, California Department of Public Health's Manufactured Cannabis Safety Branch, and Cal Cannabis, to better understand the state licensing process and how such regulations overlap or complement the City's Business Ordinance. Staff has also facilitated meetings with the Pomona Police Department to provide an overview of the CCPP and learn from officers on the ground on how they have responded to illegal dispensaries in Pomona.

Community Meetings

Staff conducted a series of community meetings citywide to solicit feedback on the cannabis zoning overlay and to answer questions on the Business Ordinance. The following meetings were held:

- June 19, 2019, Washington Park
- July 18, 2019, St. Paul's Episcopal Church
- July 23, 2019, Westmont Park Community Center
- August 15, 2019, Palomares Park

The format of these meetings included a 20-minute presentation that provided an overview of the CCPP and the draft zoning overlay, covered frequently asked questions, along with a 60-90 minute open question-and-answer forum.

Action Step No. 6 (optional): Procure Third-Party Cannabis Permit Application Evaluator

As referenced in *Action Step No. 4*, the City Council has previously expressed interest in using a third-party cannabis permit evaluator to assist in some or all aspects of the four-phase application review process. Staff recommends a hybrid approach that involves a third party in the early phases of the application review and City involvement in last phase, which will help establish a system of checks and balances and further reduce the potential for conflicts of interest in the evaluation of applications. If the City Council recommends engaging a third-party evaluator, Staff will assess the necessary steps required for procurement, which may involve a Request for Qualifications.

Action Step No. 7 (optional): Adjust Initial Cannabis Business Tax Rate Established In Cannabis Tax Ordinance

On November 6, 2018, the City of Pomona approved a new cannabis business license tax and adopted Ordinance No. 4254 ("Cannabis Tax Ordinance"), which set initial business license tax rates for commercial cannabis activities (Attachment 4). The City Council, by resolution no later than January 1, 2021, may modify these initial rates up to the maximum rates as specified in the ordinance. For Council's reference, Table 4 illustrates the cannabis business license tax structures of neighboring cities. The initial set of tax rates established in Pomona most closely resembles the structure established by the City of Pasadena. Council may leave the tax rates in place as currently established or opt to increase the rates to the maximum as allowed in the Cannabis Business Tax Ordinance.

Table 4. Commercial Business License Cannabis Tax Rates of Pomona and Neighboring Cities

Jurisdiction	Tax
Pomona (as established by Ordinance No. 4254)	Cultivation \$7.00/sf (max \$10.00) of canopy space in a facility that uses exclusively artificial lighting; \$4.00/sf (max \$7.00) of canopy space in a facility that uses a combination of natural and supplemental artificial lighting; \$2.00/sf (max \$4.00) of canopy space in a facility that uses no artificial lighting; \$1.00/sf (max \$2.00) of canopy space for any nursery Testing 1% (max 2.5%) Storefront Retail 4% (max 6%) Retail by delivery only 4% (max 6%) Microbusiness 4% (max 6%) Distribution 2% (max 3%) Manufacturing 2.5% (max 4%)
	<u>Note</u> : The Cannabis Tax Ordinance includes a tax adjustment set to the Consumer Price Index. Currently, this has added roughly 0.25 percentage points to each of the initial tax rates.
Cathedral City	10 cents/dollar gross receipts (dispensary); \$15/square foot (cultivation, manufacturing); 40 cents/ cannabis-infused product other than concentrate produced or manufactured and packaged or intended for individual sale; 5 cents/gram of crude cannabis concentrate; 10 cents/gram of distillate cannabis concentrate; 40 cents/gram of exotic/boutique cannabis concentrate
Desert Hot Springs	\$25.50/sf first 3,000 sf cultivation, \$10.20/sf remaining sf (biannual); 10% proceeds sale/provisions (monthly)
Long Beach	6% gross receipts (retail, labs, manufacturing, distribution); \$12/sf (cultivation)
Los Angeles	\$50/\$1,000 gross receipts (medical); \$100/\$1,000 gross receipts (adult-use); \$10/\$1,000 gross receipts (transportation); \$10/\$1,000 gross receipts (testing); \$20/\$1,000 gross receipts (cultivation); \$20/\$1,000 gross receipts (miscellaneous, manufacturing, packaging).
Palm Springs	\$13/sf (cultivation); 2% gross receipts (manufacturer); 10% (retail and delivery); none (research/testing)
Pasadena	Cultivation \$7.00/sf of canopy space in a facility that uses exclusively artificial lighting; \$4.00/sf of canopy space in a facility that uses a combination of natural and supplemental artificial lighting; \$2.00/sf of canopy space in a facility that uses no artificial lighting; \$1.00/sf of canopy space for any nursery Testing 1% Storefront Retail 4%

	Detail by delivery only 40/	
	Retail by delivery only 4%	
	Microbusiness 4%	
	Distribution 2%	
	Manufacturing 2.5%	
Santa Ana	8% of gross receipts or \$25/sf, whichever is higher (adult-use retail)	
	5% of gross receipts of \$1.50/sf, whichever is higher (testing)	
	6% of gross receipts or \$10 per square foot, whichever is higher (cultivation	
	and manufacturing)	
	6% of gross receipts or \$4 per square foot, whichever is higher (distribution)	
	6% of gross receipts (medicinal, under separate tax)	
Santa Barbara	Storefront Retail 6%	
	Retail by delivery only 6%	
	Manufacture 4%	
	Distribution 4%	
	Testing 4%	
	Indoor Cultivation 2%	
	(Maximum tax rate is 20%)	

Staff has identified the following points of discussion related to cannabis taxation for Council consideration:

1. <u>Black Market Competition</u>

Legal commercial cannabis operators in other cities are facing competition from illegal black market operators that price products lower as they are not paying legal taxes. Cannabis operators have expressed their inability to compete against such black market operators in jurisdictions with high tax structures.

2. <u>Competitive Tax Structures</u>

Cities have explored modifying their tax structure to remain regionally competitive. The City of Long Beach, for example, levies a 6% gross receipts tax on labs, manufacturing, and distribution, which are among the highest non-retail taxes in the region, but are exploring a lower tax for non-retail operators to remain competitive with the City of Los Angeles. The initial set of tax rates established in the City of Pomona's Cannabis Tax Ordinance already provides such a tiered structure that assigns different maximum rates depending on the type of cannabis operation. While the City of Pomona has contemplated a maximum of eight permits, thereby establishing a far more limited market than cities in the region like Long Beach or Los Angeles, it also geographically functions as a regional manufacturing and distribution hub between Los Angeles County, Orange County, and the Inland Empire. Therefore, pursuing a tiered tax structure that differentiates between non-retail and retail taxes may maintain the City's regional competitiveness in the cannabis market.

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3. Special Tax Proceed Allocations

Some cities have also explicitly allocated a portion of their cannabis tax proceeds to earmarked funds. The City of Santa Ana, for example, has allocated up to 2% of its gross receipts tax towards youth programs, which is paid into a "cannabis community fund." Such strategies are employed as a means to address social equity concerns with respect to the legal cannabis industry.

Community Feedback on Business Ordinance

During the course of its community meetings and research, Planning Staff received a significant amount of feedback on the Business Ordinance. This feedback is distinct from other feedback received specifically regarding the zoning overlay and land use considerations. Staff has summarized this feedback into the following general themes for Council consideration. A full listing of all questions asked at community meetings has been included for reference (Attachment 5).

1. Social Equity

The community has expressed interest in exploring a "social equity" program similar to programs in place in the Cities of Los Angeles, Long Beach, and Oakland. These programs generally set aside a set number of permits for "equity applicants" that qualify under an established criteria, typically by either demonstrating previous impact from the War on Drugs, particularly with respect to cannabis criminalization, or residence in a low-income neighborhood for a set amount of years. The impetus behind such programs is to rectify the legacy impacts of cannabis prosecution by affording an opportunity for those impacted to meaningfully participate in establishing legal cannabis businesses. Furthermore, the community has expressed interest to explicitly award additional or exclusive points to applicants based in the City of Pomona as a "local incentive." Currently, the Business Ordinance addresses similar social equity objectives in a different way, namely: a 30% local hire requirement, a collective bargaining agreement, a workforce development plan and the ability for an applicant with a criminal record related to cannabis to apply with a rehabilitation statement.

2. Public Safety

The community has expressed concern regarding the public safety impacts of future cannabis retailers and other cannabis permittees. The majority of this concern stems from experiences in local neighborhoods with illegal cannabis dispensaries. Moreover, the community has sought certainty on whether any or all portion of tax proceeds related to cannabis would be spent on increasing officer patrol citywide. Staff has relayed the questions concerning public safety to the Pomona Police Department and is actively working with officers on addressing such concerns.

3. Maximum Permits, License Types

Some members of the community have expressed interest in increasing the maximum number of permits issued, and to broaden the permission level of types of cannabis activity to include "social consumption spaces," "cannabis events," and "outdoor cultivation." The Business Ordinance does not currently permit such cannabis uses, and the City Council has expressed their intent on capping the total number of permits to eight (8). Social consumption has been permitted in the City of West Hollywood, but Staff has not analyzed its impact or potential in the City of Pomona. With respect to outdoor cultivation, Staff has found that such licenses are more prevalent in Northern California, with large outdoor grow operations, and that such scale of outdoor uses would be impractical in Pomona given its extant built environment and lack of available agriculture land.

Next Steps

Upon City Council direction on the aforementioned action steps, Staff will pursue the development of all necessary resolutions and ordinances for future Council action. Staff expects the first set of actions to be before the Council in October 2019.

Staff will also present a draft parcel-level cannabis zoning overlay map at an Open House scheduled for Wednesday, August 28, 2019 followed by a discussion at the regularly scheduled Planning Commission meeting, both located in City Council Chambers. Staff expects bringing forward a recommendation to the Planning Commission in September 2019.

Prepared by:

Ata Khan Senior Planner

ATTACHMENT(S):

Attachment No. 1 – Ordinance No. 4257, "Business Ordinance" Attachment No. 2 – Cannabis Permit Areas (CPA) Presented at 5/1/19 Joint Session Attachment No. 3 – Types of State of Cannabis Licenses Attachment No. 4 – Ordinance No. 4254, "Cannabis Tax Ordinance" Attachment No. 5—Questions from Community Meetings