

Agenda

File: 0360-20/ AAPC

Notice of meeting of the **Agricultural Advisory Planning Commission** June 21, 2018

To commence in the CVRD boardroom located at 500B Comox Road, Courtenay BC, at 1:30 pm

PAGE

- 1. Call to order and recognition of traditional territories
- 2 2. Minutes of the Agricultural Advisory Planning Commission dated May 3, 2018, for receipt.
- 4 3. Minutes of the Agricultural Advisory Planning Commission dated May 24, 2018, for receipt.
- 5 4. Memorandum dated June 12, 2018, regarding 3360-20/RZ 1CV 18 Zoning Bylaw Amendment Application To Prohibit Non-Medical Cannabis Retail and Production (CVRD)
 - 5. Verbal update regarding previous Agricultural Advisory Planning Commission recommendations.
 - 6. Next meeting date: Scheduled for Thursday, July 26, 2018

Distribution:

AAPC members
Area Director
Alternate Area Director
Chief Administrative Officer
General Manager of Planning & Development
Manager of Planning Services
Corporate Legislative Officer
Manager of Legislative Services
Planners
CVRD website
File copy
Reception notice board (cover page)

Minutes of the meeting of the Agricultural Advisory Planning Commission (AAPC) of the Comox Valley Regional District held May 3, 2018, in the CVRD boardroom located at 500B Comox Road, Courtenay, BC commencing at 3:00 pm.

PRESENT: Chair: Arzeena Hamir

Members: Chris Brown

Andrea Burch Brad Chappell Carl Goldscheider Megan Halstead Wendy Prothero

ABSENT Members: Gerry McClintock

Marc Vance

ALSO PRESENT: Area C Director Edwin Grieve

Manager of Planning Services Alana Mullaly
Rural Planner Jodi MacLean
Rural Planner Brian Chow
Planner Brianne Labute

Proponents for DP5B 18 Rob Leighton and Eric Ching Proponents for RZ 2C 18 Christopher MacKenzie

Appointment of chair and recording secretary

Arzeena Hamir was appointed Acting Chair and Carl Goldscheider was appointed Acting Recording Secretary of the Agricultural Advisory Planning Commission for this meeting.

Call to Order and Recognition of Traditional Territories

Arzeena Hamir assumed the position of Chair and acknowledged that the meeting was being held on the unceded traditional territory of the K'ómoks First Nation.

Minutes of the Agricultural Advisory Planning Commission dated January 17, 2018 for adoption.

HALSTEAD/CHAPPELL THAT the minutes of the Agricultural Advisory Planning Commission dated January 17, 2018 be adopted.

CARRIED

3060-20/DP 5B 18 – Development Permit - 1510, 1516, 1520 Ryan Road East (Base Mini Storage Inc.)

Members discussed various aspects of the application, including the impact, potential impacts of the proposed development on the neighbouring farm land, and effectiveness of farmland protection development permits.

HALSTEAD/CHAPPELL: THAT the Agricultural Advisory Planning Commission recommend support for a setback consistent with the existing mini storage building located at 1520 Ryan Road East (DP 5B 18).

CARRIED

3060-20 / DP 16B 17 – Amendment Farmland Protection Development Permit - 6269 Whitaker Road (Salo)

BROWN/CHAPPELL: THAT the Agricultural Advisory Planning Commission recommend refusal of an amendment to the Farmland Protection Development Permit DP 16B 17 for 6269 Whitaker Road (Salo).

CARRIED

Chris Brown left the meeting at 4:08 pm.

3360-20/RZ 2C 18 – Rezoning Application – 2410 Sackville Road (MacKenzie & Heynck) Members discussed various aspects of the application, including the role of the province in issuing water approval licenses, and scope of the zoning bylaw amendment.

HALSTEAD/CHAPPELL: THAT the Agricultural Advisory Planning Commission recommend refusal of the rezoning application RZ 2C 18 for 2410 Sackville Road (MacKenzie & Heynck).

CARRIED

Update on the Comprehensive Zoning Bylaw Review and Proposed Changes

This matter was not considered at the meeting.

Next Meeting Date

Recording Secretary:

The next Agricultural Advisory Planning Commission meeting is scheduled for May 24, 2018 in the CVRD boardroom located at 500B Comox Road, Courtenay, BC commencing at 1:30 pm.

<u>Termination</u>	
CHAPPELL/ HALSTEAD	THAT the meeting terminate.
	CARRIED
Time: 4:20 pm.	

Carl Goldscheider		Arzeena Hamir
	•	

Chair:

Received by the Electoral Areas Services Committee on the _____ day of ______, 20___.

Minutes of the meeting of the Agricultural Advisory Planning Commission (AAPC) of the Comox Valley Regional District held May 24, 2018, in the CVRD boardroom located at 500B Comox Road, Courtenay, BC commencing at 1:30 pm

PRESENT: Chair: Gerry McClintock

Members: Chris Brown

Andrea Burch Carl Goldscheider Megan Halstead Arzeena Hamir Wendy Prothero

Marc Vance

ABSENT: Members: Brad Chappell
ALSO PRESENT: Electoral Area Director, Area C Edwin Grieve

Assistant Manager of Planning Ton Trieu

Services

Agenda Items

Update on the Comprehensive Zoning Bylaw Review and Proposed Changes.

Ton Trieu, Assistant Manager of Planning Services, provided an update and presentation on the comprehensive Zoning Bylaw review and proposed changes.

Next Meeting Date

The next Agricultural Advisory Planning Commission meeting is scheduled for June 21, 2018 in the CVRD boardroom located at 500B Comox Road, Courtenay, BC commencing at 1:30 pm.

Termination

The meeting terminated at 3:00 pm.

Recording Secretary:	Chair:
Arzeena Hamir	Gerry McClintock
Received by the Electoral Areas Services Committee	on the day of . 20 .

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Memo

File: 3360-20/RZ 1CV 18

DATE: June 12, 2018

TO: Agricultural Advisory Planning Commission

FROM: Planning and Development Services Branch

RE: Zoning Bylaw Amendment to Prohibit Non-Medical Cannabis Retails and

Production

The attached proposed zoning bylaw amendment (Appendix A) to the Zoning Bylaw, Bylaw No. 2781, being the "Comox Valley Zoning Bylaw, 2005", is enclosed for commission members' review and comments.

The federal government is in the process of passing legislation to legalize non-medical cannabis through the *Cannabis Act* anticipated in August 2018. The focus is on the legalization of non-medical cannabis activities including production, distribution and consumption. Medical cannabis will still be regulated separately under the existing *Access to Cannabis for Medical Purposes Regulation* (ACMPR), which may be revisited once the *Cannabis Act* has become law. On April 26, 2018, the province introduced cannabis legislation that lays out the regulatory framework for implementation of legalized cannabis in BC:

- BC's Cannabis Distribution Act (Bill 31-2018) will establish BC's jurisdiction over wholesale distribution of cannabis and provide authority for government-run retail sales.
- BC's Cannabis Control and Licensing Act (Bill 30-2018) will establish licensing of private retailers, and restrictions on the possession, personal cultivation and consumption of cannabis by adults and prohibitions of minors.

Although the planning services department is in the process of a comprehensive review of the Zoning Bylaw, the new Zoning Bylaw will not be in place by August 2018 and therefore there could be a window under which production and retail could lawfully be established (i.e., retail use, agricultural use). The proposed approach is a two-step process of precautionary zoning with the "door closed" until federal and provincial regulations are established, and then the Comox Valley Regional District (CVRD) can "open the door" to provide access in locations and to the degree that is acceptable to the community. To address implementation of cannabis legalization, staff recommends that the Zoning Bylaw be amended specifically to prohibit non-medical cannabis production and retail to prevent non-medical cannabis related uses from being established as a lawful use. Any location that is proposed for the production or retail sale of non-medical cannabis would require a rezoning or a Temporary Use Permit.

The CVRD Board granted first and second reading to this bylaw on June 5, 2018. Staff intend to report back to the Electoral Areas Services Committee on the external agency findings. Notice of

APC Memo – RZ 1CV 18 Page 2

the public hearing, which has been set for June 28, 2018, will be printed in the newspaper and advertised on the CVRD website. Anyone can provide comments of the proposed bylaw up until the close of the public hearing.

Sincerely,

A. Mullaly

Alana Mullaly, MCIP, RPP Acting General Manager of Planning and Development Services

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Enclosure



FILE: 3360-20 / RZ 1CV 18



DATE: May 8, 2018

TO: Chair and Directors

Electoral Areas Services Committee

FROM: James Warren

Acting Chief Administrative Officer

Supported by James Warren Acting Chief Administrative Officer

J. Warren

RE: Zoning Bylaw Amendment to Prohibit Non-Medical Cannabis Retail and

Production

Purpose

To recommend an amendment to the Zoning Bylaw that would prohibit the production and distribution of non-medical cannabis in anticipation of federal legalization.

Recommendations from the Chief Administrative Officer:

1. THAT the board endorse the external agency referral list outlined in Appendix A;

AND THAT the board give first and second readings of Bylaw No. 537, being the "Comox Valley Zoning Bylaw, 2005, Amendment No. 74", Appendix B attached to staff report dated May 8, 2018, which proposes an amendment to the Zoning Bylaw to address implementation of the legalization of cannabis;

2. THAT staff report back to the Electoral Areas Services Committee with a fulsome analysis of options regarding regulations once the *Cannabis Act* and related regulations have been approved and made available to the public.

Executive Summary

- The federal government is in the process of passing legislation to legalize non-medical cannabis through the *Cannabis Act* anticipated in August 2018. The focus is on the legalization of non-medical cannabis activities including production, distribution and consumption.
- Medical cannabis will still be regulated separately under the existing Access to Cannabis for Medical Purposes Regulation (ACMPR), which may be revisited once the Cannabis Act has become law.
- On April 26, 2018, the province introduced cannabis legislation that lays out the regulatory framework for implementation of legalized cannabis in BC:
 - o BC's *Cannabis Distribution Act* (Bill 31-2018) will establish BC's jurisdiction over wholesale distribution of cannabis and provide authority for government-run retail sales.
 - o BC's Cannabis Control and Licensing Act (Bill 30-2018) will establish licensing of private retailers, and restrictions on the possession, personal cultivation and consumption of cannabis by adults and prohibitions of minors.
- Although the planning department is in the process of a comprehensive review of the Zoning Bylaw, the new Zoning Bylaw will not be in place by August 2018 and therefore there could be a window under which production and retail could lawfully be established (i.e., retail use, agricultural use).

- The proposed approach is a two-step process of precautionary zoning with the "door closed" until federal and provincial regulations are established, and then the Comox Valley Regional District (CVRD) can "open the door" to provide access in locations and to the degree that is acceptable to the community.
- To address implementation of cannabis legalization, staff recommend that the Zoning Bylaw be amended specifically to prohibit non-medical cannabis production and retail to prevent non-medical cannabis related uses from being established as a lawful use. Any location that is proposed for the production or retail sale of non-medical cannabis would require a rezoning or a Temporary Use Permit.

Prepared by:	Concurrence:
R. Holme	A. Mullaly
Robyn Holme, MCIP, RPP Long Range Planner	Alana Mullaly, M.Pl., MCIP, RPP Acting General Manager of Planning and Development Services Branch
Stakeholder Distribution (Upon Ager	nda Publication)
None	

Background/Current Situation

The federal government is in the process of adopting the *Cannabis Act* (Bill C-45) and related impaired driving amendments to the *Criminal Code* (Bill C-46). These new regulations focus on the legalization of non-medical cannabis activities including production, distribution and consumption.

Under the proposed federal framework the provinces have some flexibility around the legalization of non-medical cannabis. To this end, B.C. has introduced two bills, currently at first reading. The bills include direction on home cultivation limits, possession limits and public space consumption. Further, the bills include direction on the proposed public retail model and indicate that local governments will be authorized to prohibit non-medical cannabis uses, or to supplement regulations should they choose.

Despite the information the province has provided in relation to the intended approach for the implementation of legalized non-medical cannabis, the provincial legislation has not been approved. As changes may arise as the two implementing bills move through the house, the specifics of the regulatory framework that local government will be working within remain relatively unclear.

Medical Marihuana Regulatory Framework

Medical cannabis will still be federally regulated separately under the existing ACMPR. The CVRD Rural Official Community Plan (OCP) and Zoning Bylaw regulate medical cannabis; no changes are proposed to the OCP framework at this time. Presently, production of medical marihuana requires a site-specific zoning amendment and can proceed without an amendment to the OCP if the proposed location is in either the Agricultural or Resource designation. Staff is not proposing any change to the fundamentals of this framework.

Non-Medical Cannabis Local Government Regulatory Framework

Generally, legal counsel has recommended that local governments initially establish a zoning bylaw prohibition of cannabis retail and production and then take time to work with their respective communities to establish a locally appropriate regulatory framework.

Prohibiting cannabis related uses prior to legalization of non-medical cannabis will ensure no potentially unwanted or inappropriate uses are established in the electoral areas. Given that the provincial bills were granted first reading on April 26, 2018 (and not made publically available prior to that date), staff recommend implementing interim zoning regulations to prohibit all non-medical cannabis related uses. This will allow sufficient time to review the provincial legislation (once approved), consult with citizens, stakeholders, external agencies and First Nations and develop CVRD appropriate changes to the Zoning Bylaw and other related bylaws, if necessary.

The proposed amendment to the Zoning Bylaw will be sufficient to prohibit the growing, cultivation, production, processing, storage and sale of non-medical cannabis in the electoral areas.

Next Steps

An inter-departmental working group of staff in planning and development, bylaw compliance, community services branch, human resources and communications will be established to review the legislative framework and assess options for the CVRD. The working group will bring forward an implementation strategy with recommendations to the executive management team in June to receive further direction. Staff will report back to the Electoral Areas Services Committee (EASC) with a fulsome analysis of options regarding regulations once the *Cannabis Act* and provincial legislation are in place.

Policy Analysis

Part 14 of the *Local Government Act* (RSBC, 2015, c. 1) (LGA) provides the framework for local government authority over planning and land use management.

Options

The board may:

- 1. Authorize external agency referrals; grant first and second reading of the proposed Zoning Bylaw amendment; direct staff to report back to EASC with a fulsome analysis of options regarding regulations once the *Cannabis Act* and related regulations have been approved and made available to the public.
- 2. Maintain the status quo.

Staff recommends Option 1, as the proposed Zoning Bylaw amendment responds to legal advice, and mitigates potential risk related to not having regulations in place (i.e. establishment of lawful non-conforming uses).

Financial Factors

There are no immediate financial implications associated with this report. The Zoning Bylaw amendment was prepared in house by staff. The CVRD will bear the expenses of staff time, newspaper advertisements and costs related to a public hearing.

Legal Factors

The content of the proposed amendment has been reviewed by counsel as part of the comprehensive Zoning Bylaw review.

Regional Growth Strategy Implications

There are no directly related Regional Growth Strategy implications related to staff's proposed approach.

Intergovernmental Factors

The proposed two-step process of precautionary zoning with the "door closed" until federal and provincial regulations are established, and then a community-driven "opening of the door" to provide access in locations and to the degree that is acceptable to the community is akin to the approach that the Town of Comox has recently undertaken.

The City of Courtenay is in the process of reviewing options and may bring forward changes to their Zoning Bylaw later this spring. The Village of Cumberland already put a regulatory framework in place in 2016 to prohibit non-medical and medical cannabis retail use.

Appendix A contains a list of the external agencies to which the proposed Zoning Bylaw amendment be forwarded. The Zoning Bylaw amendment will also be referred to First Nations in accordance with the Referrals Management Program.

Interdepartmental Involvement

Planning staff have consulted with various CVRD departments including community parks, recreation services, communications, bylaw compliance and human resources. Departmental comments have been included in this report.

Citizen/Public Relations

The proposed bylaw amendment will be forwarded to Electoral Area A, B and C Advisory Planning Commissions (APC) and the Agricultural APC for comment. Public consultation will be undertaken in accordance with the LGA. If the board concurs with staff's recommendation to proceed to public hearing, staff will aim to schedule a hearing date in early July. This would enable the board to consider bylaw adoption prior to the anticipated August approval of the federal *Cannabis Act*.

Attachments: Appendix A – "External Agency Referral List"

Appendix B – "Bylaw No. 537"

Agency and First Nations Referral List

	The following agencies will receive a referral of the proposed Development Permit Area amendments.			
First	Nations			
	K'ómoks First Nation	\boxtimes	Homalco Indian Band	
	We Wai Kai Nation of the Laich-Kwil-Tach Treaty Society	\boxtimes	Wei Wai Kum / Kwiakah First Nation of the Kwiakah Treaty Society	
Fede	ral Departments and Agencies			
	Canadian Coast Guard		Public Works and Government Services Canada	
	Department of National Defence (CFB Comox)	\boxtimes	RCMP	
	Fisheries and Oceans Canada		Transport Canada Navigable Waters	
	Indian and Northern Affairs Canada			
Provi	ncial Ministries and Agencies			
	Agricultural Land Commission		Ministry of Municipal Affairs & Housing	
	BC Assessment		Ministry of Forests, Lands and Natural Resource Operations & Rural Development	
	BC Parks		Ministry of Energy and Mines	
	BC Ferry Services Inc.		Ministry of Environment & Climate Change Strategy	
	BC Transit		Ministry of Tourism, Arts and Culture	
	Ministry of Indigenous Relations & Reconciliation		Ministry of Transportation and Infrastructure	
\boxtimes	Ministry of Agriculture		Ministry of Forests, Lands and Natural Resource Operations BC Wildfire Services	

Local Government

Comox (Town of)	Alberni-Clayoquot Regional District
Courtenay (City of)	Strathcona Regional District
Cumberland (Village of)	Regional District of Mount Waddington
Islands Trust	Regional District of Nanaimo

Other

	Agricultural Advisory Planning Commission		Comox Valley Economic Development Society
	School District No. 71 (Comox Valley)	\boxtimes	Vancouver Island Health Authority (Environmental Health)
\boxtimes	Advisory Planning Commission B Lazo North		Union Bay Improvement District
\boxtimes	Advisory Planning Commission C Puntledge-Black Creek	\boxtimes	Advisory Planning Commission A Baynes Sound – Denman/Hornby Islands

Bylaw No. 537

Comox Valley Regional District

STATUS

Title: Comox Valley Zoning Bylaw, 2005, Amendment No. 74

Applicant: Comox Valley Regional District

Electoral Area: Electoral Area A, B and C

File No.: 3360-20 / RZ 1CV 18

Purpose: To amend Bylaw No. 2781, being the "Comox Valley

Zoning Bylaw, 2005", to prohibit the production and

distribution of non-medical cannabis

Participants: All Electoral Areas

-

Application Received: Date:

Electoral Areas Services **Date**:

Committee: Recommendation:

Comox Valley Regional District Board: **Date**:

Decision:

Comox Valley Regional District Board **Date**:

Decision:

Public hearing: Date:

Comox Valley Regional District Board: **Date:**

Decision:

Ministry of Transportation and

Infrastructure Required: No

Date Sent: Date Approved:

Comox Valley Regional District Board:

Decision:

Date:

Comox Valley Regional District Bylaw No. 537

A Bylaw to Amend the "Comox Valley Zoning Bylaw, 2005" being Bylaw No. 2781

The board of the Comox Valley Regional District, in open meeting assembled, enacts the following amendments to the "Comox Valley Zoning Bylaw, 2005," being Bylaw No. 2781:

Section One Text Amendment

1) Bylaw No. 2781, being the "Comox Valley Zoning Bylaw, 2005," is hereby amended as set out in Schedule A attached to and forming part of this bylaw.

Section Two <u>Title</u>

This Bylaw No. 537 may be cited as the "Comox Valley Zoning Bylaw, 2005, Amendment 1)

Read a first time this	day of	201 <mark>X</mark> .		
Read a second time this	day of	201 <mark>X</mark> .		
Public hearing held this	day of	201 <mark>X</mark> .		
Read a third time this	day of	201 <mark>X</mark> .		
I hereby certify the foregoing to be a true and correct copy of Bylaw No. 537, being the "Comox Valley Zoning Bylaw, 2005, Amendment No. 74," as read a third time by the board of the Comox Valley Regional District on the XX day of XX 2018.				
	Corporate Legislative Officer			
Approved by the Ministry of Transportation and Infrastructure this	day of	201 <mark>X</mark> .		
Adopted this	day of	201 <mark>X</mark> .		
Chair	Corporate Legislative Officer			
I hereby certify the foregoing to be a true and correct copy of Bylaw No. 537, being the "Comox Valley Zoning Bylaw, 2005, Amendment No. 74," as adopted by the board of the Comox Valley Regional District on the XX day of XX 20XX.				

Corporate Legislative Officer

Schedule A

Section One Text Amendments

1) Part 200, "Interpretation", is hereby amended by deleting the definitions of "Medical marihuana production", "Retail", "Wholesale", "Agricultural Use", "Agricultural Products" and inserting the following new definitions in alphabetical order:

"Agricultural use"

Means the use of land, buildings or structures for the growing, rearing, producing, harvesting, packing, storing and wholesaling of agricultural crops or raising livestock; includes processing crops grown on the land, the storage and repair of farm machinery and implements of husbandry used on that farm, and the storage, sale and processing of agricultural products harvested, reared or produced by the agricultural use. For the purpose of this Bylaw, Agriculture also includes apiculture and aquaculture, but specifically excludes intensive agriculture and cannabis production.

"Cannabis"

Has the same meaning as in the *Cannabis Act* (Canada), subject to any prescribed modifications.

"Cannabis production"

Means the commercial production, cultivation, synthesis, harvesting, altering, propagating, processing, packaging, storing and distribution of plants or scientific research of cannabis or cannabis products under the *Cannabis Act*.

"Cannabis production (medical)"

Means the commercial production, cultivation, synthesis, harvesting, altering, propagating, processing, packaging, storing and distribution of plants or scientific research of cannabis or cannabis products for medicinal purposes in accordance with a license issued by Health Canada under the *Access to Cannabis for Medical Purposes Regulation* (ACMPR).

"Plant nursery and greenhouse"

Means the use of land or buildings for growing, cultivating, harvesting, storing and sale of flowers, trees, bushes, bedding plants, and may include the sale of related gardening products and materials but specifically excludes cannabis production.

"Retail sales"

Means the sale of goods to the general public and the accessory maintenance and repair of goods sold, but excludes vehicular fuels and cannabis.

"Wholesale"

Means establishments or places of business primarily engaged in selling merchandise to retailers, to industrial, commercial, institutional, or professional business users, or to other wholesalers, or acting as agents or brokers and buying merchandise for, or selling merchandise to, such individuals or companies and includes the maintenance and repair of such goods that are sold, but excludes the wholesale distribution of cannabis."

- 2) Part 302(2) "Uses Prohibited In All Zones" be amended by deleting:
 - "x) Medical marihuana production, or any component thereof, except as expressly permitted elsewhere in this bylaw"

and replacing it with the following text:

- "x) Cannabis production, or any component thereof.
- xi) Wholesale or retail sale of cannabis."
- 3) Part 303 (3) (viii) "Uses Permitted on Conditions" be amended as follows:

"viii) Cannabis Production (medical)

The establishment of medical marihuana production on ALR lands in relation to farming for consistency within the *Agricultural Land Commission Act*, its regulations and orders of the Commission must not be permitted unless by a rezoning of the land."

4) Part 303 (2) "Farm Use Regulations" be amended by inserting the following new text after Part 303(2)(iv):

"v) Cannabis Production (Medical)

The establishment of cannabis production (medical) on ALR lands in relation to farming for consistency within the Agricultural Land Commission Act, its regulations and orders of the Commission must not be permitted unless by a rezoning of the land."

5) Part 304 "Home Occupations", Part 306 "Domestic Business", and Part 307 "Domestic Industrial Use" be amended by replacing all instances of "medical marihuana" with "cannabis."

Schedule A Page 3 of 3

6) Part 300 "General Regulations" be amended by deleting:

"316 Medical Marihuana Production

1. The establishment of medical marihuana production, or any component thereof, on non-ALR lands must not be permitted unless by a rezoning of the land, in accordance with official community plan policies"

and inserting the following:

"316 Cannabis Production (Medical)

1. The establishment of cannabis production, or any component thereof, on non-ALR lands must not be permitted unless by a Temporary Use Permit or rezoning of the land, in accordance with Official Community Plan policies".