

# Monterey County Cannabis Program Strategic Plan

July 1, 2018 through June 30, 2021



*Includes*

**Mission**

**Goals**

**Strategies**

**Schedule**

**Program  
Information**



*Prepared for the County of Monterey by Management Partners*



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# Monterey County Board of Supervisors

**District 1**  
**Luis Alejo**



**District 2**  
**John M. Phillips**



**District 3**  
**Simon Salinas**



**District 4**  
**Jane Parker**



**District 5**  
**Mary Adams**



# Strategic Planning Methodology



*15 interviews with key stakeholders were conducted as part of the strategic planning process*

This strategic plan presents an overview of the County of Monterey Cannabis Program. It contains a statement of the mission of the program and a set of goals and strategies to be implemented during the next three years.

## Direction from Board of Supervisors

The Board of Supervisors has set policy direction for the Cannabis Program. That direction is imbedded within this strategic plan document.

## Input from County Departments

Information was obtained from the County departments involved in the Cannabis Program through a combination of work group meetings, input about performance measures, discussions with the Program Manager, and interviews with Management Partners.

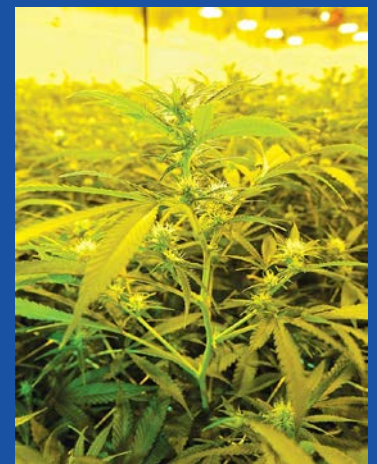
## Strategic Planning Workshop

On June 28, 2018, representatives of the ten County departments with key roles in the cannabis program came together to discuss the mission, goals and strategies. Their input was instrumental in the development of this strategic plan.



*This strategic plan was developed based on feedback provided through:*

- Direction from the Board of Supervisors
- Input from County Departments
- Strategic Planning Workshop





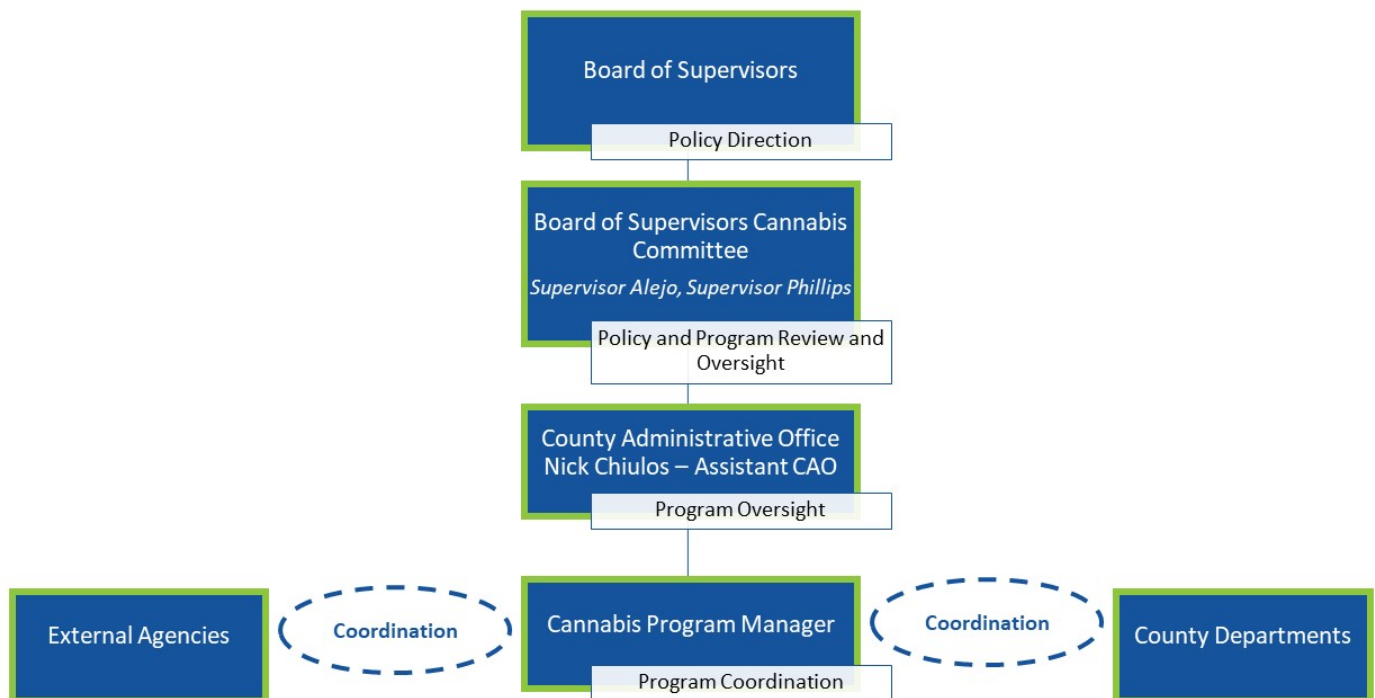
# About the Monterey County Cannabis Program

## Brief History

On July 7, 2015, the Board of Supervisors adopted an Interim Ordinance (ORD #5424) to address cannabis activities in the unincorporated areas of Monterey County. At the same time the Board ad hoc committee on cannabis was formed. The Board Cannabis Committee was formed on March 26, 2018.

In September of 2016, the Board of Supervisors created policy to encourage a local cannabis industry as part of the County's economic development efforts, and to grow tax revenues to fund important County services. This policy was made possible with the advent of new State law Proposition 64, effective January 1, 2018. Monterey County voters approved a tax on cannabis products in November of 2016 which made possible the Monterey County Cannabis Program.

## Policy Direction and Oversight



Policy direction and oversight is provided by the Board of Supervisors, which has also established a standing Cannabis Committee comprised of two members. For calendar year 2018, Board Chair Alejo and Supervisor Phillips serve on the Cannabis Committee.

Program oversight is provided by the County Administrative Office Office (CAO) and program coordination is through the Cannabis Program Office which is part of the CAO – Intergovernmental & Legislative Affairs (IGLA) Division. A Cannabis Program Manager staffs the Cannabis Program Office.

Ten County departments have key responsibilities in implementing various aspects of the program. Multiple external agencies play important roles in the success of the program as well.



**10** County departments have  
a key role in the **Cannabis**  
**Program's** success

## Program Coordination

The Cannabis Program Manager's Office is a unit within the CAO-IGLA Division. The program's role is to coordinate with key departments, CalCannabis state agencies, the public, industry and community groups in evolving cannabis policies and regulations. With 10 county departments and multiple outside agencies involved in various aspects of the program, having a well-coordinated program is essential to meet the policy objectives of the Board of Supervisors. Each department plays a critical role, but to be most effective, the County's Cannabis Program needs to be well coordinated, with effective internal communications and work planning.

## Program Manager Responsibilities

The Program Manager has several key responsibilities:

- Coordinating the **Cannabis Program Department Work Group** and **Cannabis Program Enforcement Task Forces**
- Developing the Cannabis Program Strategic Plan, managing and monitoring its implementation
- Coordinating the creation of effective data tracking mechanisms and program performance measures
- Developing and maintaining useful public information on the website and in other forms
- Preparing and coordinating reports to the Board of Supervisors Cannabis Committee and the Board of Supervisors
- Monitoring the budget for the program
- Monitoring legislative and regulatory activity
- Serving as the CalCannabis and State of California point of contact for the Cannabis Program
- Responding to requests for information from the Board of Supervisors, the industry and general public

*Overall program management is provided from the County Administrative Office through the **Cannabis Program Manager**.*

The strategic plan will **establish a framework** for department partners to use in setting their individual work plans.

## Cannabis Program Enforcement

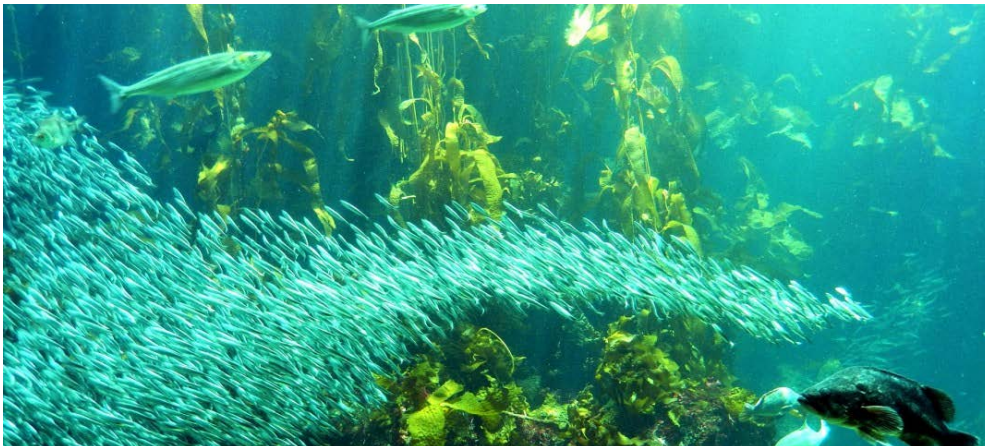
Enforcement efforts related to the Cannabis Program involve high-level staff from various departments to effectively respond to both permitted and unpermitted commercial cannabis enforcement activities. The Sheriff's office and District Attorney are responsible for criminal and civil enforcement of illegal operations, and the Agricultural Commissioner, Environmental Health Bureau, Resource Management Agency, and Treasurer-Tax Collector with legal assistance by County Counsel are responsible for administrative enforcement of those that can come into compliance under the Monterey County Code. With the continuous changes in state law and an anticipated short-term decrease in cannabis tax revenue, the enforcement team will need to strategically coordinate department tasks that yield the most efficient enforcement activities. The enforcement approach is outlined in [Attachment B](#).

## Communication and Information

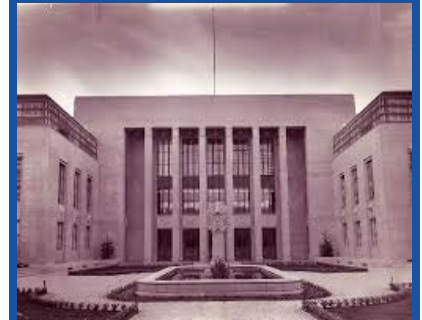
Providing timely information to all stakeholders is critical to the success of the program. Stakeholders include the Board of Supervisors, County departments, industry representatives in Monterey County, external agencies and the general public. The Cannabis Program communication efforts help engage industry and community groups to ensure the County's regulations are working and people are informed. Ongoing communication and dissemination of information is consistent with the overall program goals and strategies.

## Performance Measures

The Cannabis Program reports its progress to the Board Cannabis Committee and full Board of Supervisors. Performance measures are in development and a selection will be identified for the webpage as a dashboard.



The strategic plan contains agreed upon **priorities for action**



County of Monterey  
**Managing  
for Results**  
Countywide Performance Measurement Program



# Cannabis Program Mission and Goals



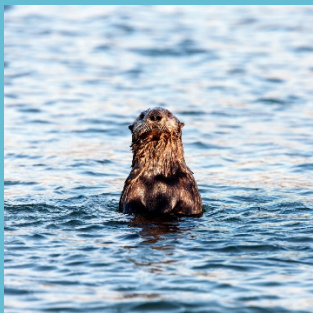
The *mission* statement describes the purpose of the Cannabis Program – its reason for existence.

4 *program goals* have been established for the program to work toward.



The **mission** of the Monterey County Cannabis Program is to provide a local framework for successful leadership and management of commercial cannabis through coordination and collaboration with multiple County departments, state agencies, and local governments to address taxation, regulation, policy, enforcement, education and protection of the health, environment, and safety of our communities.

**Goal A.** Support the lawful cannabis industry's efforts to generate economic development in Monterey County, while being mindful of other local industries important to the well-being of the county.



**Goal B.** Protect public safety, health and the environment as the cannabis industry grows in Monterey County.

**Goal C.** Ensure a well-coordinated, responsibly managed program with effective and equitable compliance and enforcement that is self-funded.

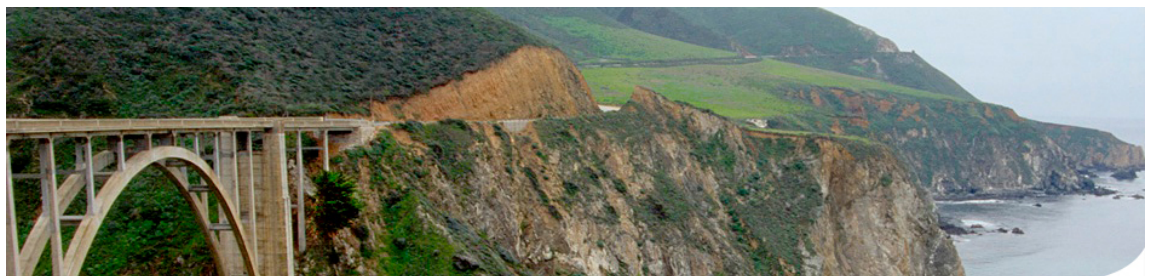
**Goal D.** Generate revenue to support the program and services to the public.

# Cannabis Program Strategies



## Introduction

The strategies for the Cannabis Program are intended to be implemented during the next three years to fulfill the mission of the program and the four program goals. Each program goal has its own set of attainable strategies.



# Strategies for Achieving the Goals

**Goal A. Support the lawful cannabis industry's efforts to generate economic development in Monterey County, while being mindful of other local industries important to the well-being of the county.**



## Strategies

1. Coordinate the development and implementation of ordinances and policies to support cannabis activities and protect public health.
2. Support networks of cannabis industry organizations and partnerships that will help foster productive and successful businesses.
3. Support diversification of cannabis industry into other types of products and services (such as marketing, research and development, manufacturing, testing and processing technology) and continued growth of existing cannabis industries.



4. Establish a process for how the County responds to and updates the program based on emerging market trends and new legislation affecting the cannabis industry.
5. Maintain and update data about economic activity and jobs resulting from the cannabis industry in Monterey County.
6. Create information and facilitate the connections necessary to aid the local cannabis industry in meeting regulatory requirements necessary to be permitted in the County.
7. Track business licenses and explore potential to track job growth in order to assess the impact on economic development in the County.
8. Assess the ways in which the cannabis industry complements and/or impacts other economic drivers within the County (e.g., recreation, tourism, agriculture, viticulture, aquaculture, and research and development) in order to understand the balance of economic interests.





## Goal B. Protect public safety, health and the environment as the cannabis industry grows in Monterey County.



### Strategies

1. Establish partnerships with external stakeholders (i.e., public, cannabis industry) to reduce illegal cannabis operations and promote enforcement efforts.
2. Develop a proactive, coordinated enforcement strategy to support robust enforcement on the illegal cannabis market that is aligned with the necessary resources.
3. Establish an effective communication process for those operations involved in enforcement efforts.
4. Establish a baseline and method of conducting ongoing surveillance and monitoring.
5. Create community outreach programs focusing on agencies that serve youth and target the business community to educate people about cannabis use and consequences.

6. Establish procedures to ensure that cannabis businesses are compliant with all environmental and safety regulations (e.g., water, solid waste hazardous materials, other).
7. Establish a system to provide good coordination between the County, cities and other agencies regarding public safety, health and environmental issues.
8. Develop a multi-year strategy to monitor and assess environmental impacts of cannabis businesses.
9. Develop programs to support public health initiatives related to Cannabis usage (e.g., prevent underage use, prevent poisonings, follow Center for Disease Control's stance on validity of health benefits, etc.).



## Goal C. Ensure a well-coordinated, responsibly managed and self-funded Cannabis Program with effective and equitable compliance and enforcement.



### Strategies

#### Compliance and Enforcement

1. Proactively work with cannabis businesses to achieve compliance with State and County regulations.
2. Conduct enforcement operations to achieve compliance with County requirements for legally permitted cannabis operations.
3. Evaluate workload and resource requirements associated with compliance and code enforcement to determine staffing needed to be effective in gaining voluntary compliance.
4. Conduct an evaluation of the effectiveness of compliance with State and County regulations, identify improvements in processes needed and/or enforcement efforts, and make recommendations for changes in any of these items.

### Public Information

5. Establish processes to regularly provide the public with updates and relevant information through a central Monterey County cannabis website. Additional social media tools will be added if program resources are funded to support additional workload.

### Strengthen External Relationships

6. Engage relevant County departments, community groups, state agencies, and local governments to obtain feedback on the County's cannabis program so that improvements can be made over time.

### Establish Effective Management Systems

7. In partnership with the departments involved in the Cannabis Program, establish effective tracking and reporting systems for accountability on outcomes and use of assigned resources.





## Goal D. Generate revenue to support the program and services to the public.



### Strategies

1. Conduct community outreach to provide information and seek input about allocation of cannabis tax revenues.
2. Establish integrated data sharing system (i.e., square footage, compliance status, permit status) so the Treasurer-Tax Collector can properly calculate and collect taxes.



# Implementation



There is an accompanying **Implementation Action Plan** that shows the expected schedule for each of the strategies over the three years of the Strategic Plan. Given the collaborative and multi-disciplinary nature of the Cannabis Program, most of the strategies will involve more than one department.



# Cannabis Program Communication and Information



## Introduction

Providing timely information to all stakeholders is critical to the success of the program. Stakeholders include the Board of Supervisors, County departments, industry representatives in Monterey County, external agencies and the general public. Program communication efforts help engage industry and community groups to ensure the County's regulations are working and people are informed. The webpage is a "work in progress" and will be updated on a regular basis.

## Webpage

- The Program Manager coordinates development of information to be placed on the County's website.
- The Webpage has launched and will continue to be developed. The webpage will contain general program information and relevant links to the Board of Supervisors Cannabis Committee, hyperlinks to County department webpages, external links to local agencies and CalCannabis, reports, legislative activity, regulatory changes, and other information.



- The Webpage will have a “Contact Us” feature to collect questions and inquiries from public. The Program Manager will forward questions to the appropriate department for response.
- County departments will direct public and industry inquiries to information available on the webpage.

## Industry Communications

- The Program Manager will be familiar with industry and governmental trends that may affect Monterey County and convey those to the Cannabis Program Work Group and others.

## Public Meetings

- The Board of Supervisors’ Cannabis Committee meets to discuss policies and issues related to the cannabis program. The Program Manager provides staff support for these meetings.

## Performance Reporting

- The webpage will contain performance measures of interest to the public once data is available through tracking mechanisms being established.





# Conclusion



This three-year Monterey County Cannabis Program Strategic Plan establishes the work plan to meet the four overarching goals of the program. Effective communication and coordination of all ten County departments will be required for successful implementation of the Cannabis Program, accomplishment of the strategies identified in this strategic plan, and meeting the policy objectives of the Board of Supervisors.

Accountability for the strategic plan will be provided through regular reports to the Board of Supervisors Cannabis Committee and through scheduled check ins with the ten County departments. Progress on the plan will be reviewed annually, with updates as strategies are completed and as new issues emerge.

# Attachment A. Cannabis Program Functions and Key Department Responsibilities

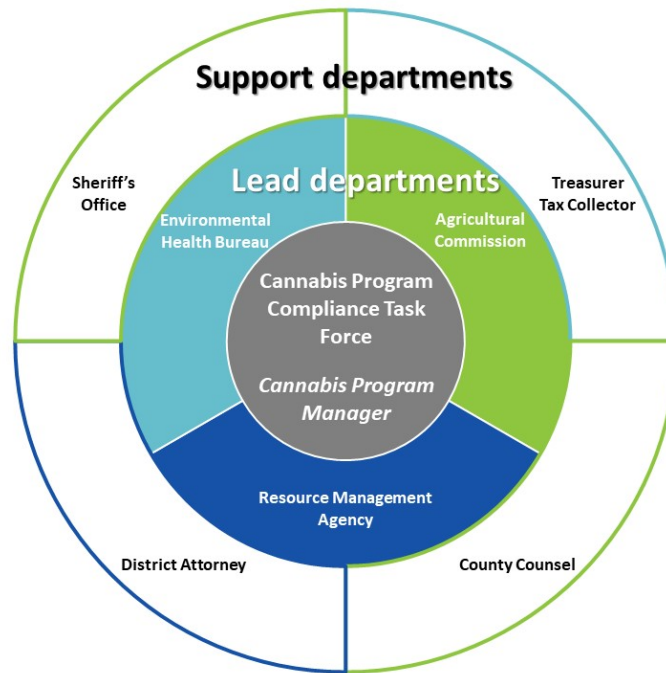
## Program Functions

Each of the 10 County departments plays a critical role in the success of the Cannabis Program. Overall program management is provided through the County Administrative Office through the Cannabis Program Manager position.

Table 1. Cannabis Program Functions by Department

Department	Key Cannabis Program Responsibilities
County Administrative Office Cannabis Program	<ul style="list-style-type: none"> <li>Provide overall program management</li> <li>Ensure coordination between departments, industry, community, and Board of Supervisors</li> <li>Coordinate the creation and maintenance of a Cannabis Program Strategic Plan with specific milestones and performance metrics</li> <li>Coordinate the Enforcement Work Group to develop a near term and ongoing strategy for enforcement/abatement</li> <li>Serve as the CalCannabis and State of California point of contact for the cannabis program</li> </ul>
Auditor – Controller	<ul style="list-style-type: none"> <li>Develop, implement, and maintain accounting system to ensure proper accounting of resource time tracking through CGI Advantage ESS</li> </ul>
Assessor	<ul style="list-style-type: none"> <li>Provide appraisals and valuations related to sales of cannabis related properties and related permit activity</li> </ul>
Agricultural Commissioner	<ul style="list-style-type: none"> <li>Conduct pesticide application and worker safety inspections, investigate complaints, and environmental effects related to pesticide use, and inspect scales</li> </ul>
County Counsel	<ul style="list-style-type: none"> <li>Provide legal services to all aspects of cannabis program</li> </ul>
District Attorney <ul style="list-style-type: none"> <li>Civil</li> <li>Criminal</li> </ul>	<ul style="list-style-type: none"> <li>Independently determine which civil and criminal crimes to pursue investigations of based on reports from various departments and governing bodies</li> </ul>
Health Department <ul style="list-style-type: none"> <li>Behavioral</li> <li>Environmental</li> <li>Public</li> </ul>	<ul style="list-style-type: none"> <li>Design and implement programs to educate adults and youth about negative effects of cannabis use; conduct community-based outreach and engagement efforts; address negative effects of cannabis use in the community</li> <li>Monitor and prevent sale of untested cannabis</li> <li>Environmental Health responsible for enforcement of State of California Health and Safety Code and Monterey County Code regulations</li> <li>Establish surveillance system to monitor impact of cannabis legalization</li> </ul>
Sheriff	<ul style="list-style-type: none"> <li>Conduct surveillance required for issuance of search warrants; work with District Attorney to obtain search warrants; plan and carry out enforcement operations against illegal cannabis activities through Accela</li> <li>Track cannabis complaints as part of reporting system for overall cannabis program monitoring</li> </ul>
Resource Management Agency <ul style="list-style-type: none"> <li>Code Enforcement</li> <li>Permits</li> </ul>	<ul style="list-style-type: none"> <li>Conduct permit processing for cannabis operators</li> <li>Conduct code enforcement compliance inspection and carry out enforcement operations</li> </ul>
Treasurer – Tax Collector	<ul style="list-style-type: none"> <li>Disseminate tax bills; collect and deposit cannabis tax payments</li> <li>CSAC – California Cannabis Authority – County of Monterey designee</li> </ul>

# Attachment B. Enforcement Strategy



## Outside Agencies:

- CalCannabis Enforcement and Licensing
- Department of Fish and Wildlife
- Fire Districts
- State Department of Toxic Substance Control

### Key Enforcement Components

Administrative Process	Arrests	Complaints	Criminal and civil prosecution	Fines and penalties	Notice of Violations	Inspections and surveillance	Search/inspection warrants
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Department/Agency	Enforcement Roles and Responsibilities
<b>County Administrative Office</b> (Monterey County Cannabis Program)	<ul style="list-style-type: none"> <li>Coordination of the County Department Cannabis Enforcement Work Group</li> <li>Track enforcement performance measurement outcomes</li> <li>State of CA Cannabis Agencies County Point of Contact, which includes communications with the state agencies concerning compliance and enforcement issues</li> </ul>
<b>Agricultural Commissioner</b>	<ul style="list-style-type: none"> <li>Pesticide use enforcement</li> <li>Weights and Measures program</li> <li>Responsible for field worker safety</li> <li>Conduct random surveillance</li> <li>Contract with CalCannabis Cultivation and Licensing (CDFA)</li> </ul>
<b>Sheriff</b>	<ul style="list-style-type: none"> <li>Law enforcement to combat illegal cannabis growing and activities</li> <li>Support coordination of multi-agency and department search warrant service</li> </ul>
<b>County Counsel</b>	<ul style="list-style-type: none"> <li>Legal support to Agricultural Commissioner, Resource Management Agency and Environmental Health on their enforcement functions</li> <li>Assist in obtaining inspection warrants</li> </ul>
<b>District Attorney</b>	<ul style="list-style-type: none"> <li>Investigate alleged crimes in cooperation with law enforcement; file criminal charges, where applicable</li> <li>Criminal, civil and environmental prosecution</li> </ul>
<b>Resource Management Agency</b> (Code Enforcement)	<ul style="list-style-type: none"> <li>Enforcement of land use and building code compliance</li> <li>Receive complaints or based on surveillance and/or observation, investigate, abate, when necessary and close case.</li> <li>Inspect to ensure compliance with relevant land use regulations</li> </ul>
<b>Health Department</b> (Environmental Health)	<ul style="list-style-type: none"> <li>Enforcement of State of California Health and Safety Code and Monterey County Code regulations</li> <li>Conduct annual inspections</li> </ul>
<b>Outside Agencies</b>	<ul style="list-style-type: none"> <li>Collaborate with County departments and Program Manager to support enforcement activities</li> </ul>



# Attachment C. Ordinance and Legislative Timeline



		Date	Item
		6/19/2015	Board Referral - Urgency Ordinance
		7/7/2015	Board Adopts Interim Urgency Ordinance (ORD #5254); Creates Ad Hoc Committee
		7/28/2015	Extension to the Interim Urgency Ordinance (ORD #5256)
		10/9/2015	State enacts Med Cannabis regulations (AB243, AB266; and SB643)
		2/3/2016	State repeals March 1, 2016 deadline (AB21)
		2/26/2016	Extension and amendment to Interim Urgency Ordinance (ORD #5265) - Exceptions
		3/2/2016	Board Referral - Options for cannabis taxation
		7/19/2016	County adopts 5 ordinances (Inland Zoning, Intent to adopt Coastal Zoning, Business License, Business Permits, Personal cultivation), subject to passage of tax measure
		8/10/2016	Coastal Ordinance amendments submitted to California Coastal Commission
		9/27/2016	Board adopts fee resolutions for cannabis permitting, Coastal Commission requires changes to coastal regulations (9/29/16)
		11/8/2016	County Tax Measure and Adult-use Marijuana Act (AUMA) both adopted by voters (AUMA to become effective 1/1/2018)
		12/7/2016	Ordinance becomes effective 1-year amortization period from August 1, 2016
		1/9/2017	State releases draft medical licensing regulations (later rescinded)

4/18/2017	Board adopts resolution authorizing background investigations for cannabis applicants
6/13/2017	Board referral to amend setback requirements
7/27/2017	Revised State law (SB 94) - State rescinds all medical cannabis licensing regulations
12/5/2017	Revised Ordinances adopted (Inland, Coastal) - adult/medicinal use per SB94
1/1/2018	State begins licensing - Local Authorization required
2/7/2018	California Coastal Commission certifies Coastal Ordinances
3/13/2018	Board adopts coastal ordinance and portion of setback ordinance amendments; dispensary setbacks sent back to Cannabis Committee for discussion
3/21/2018	Board Referral - Staffing, tax rates, outdoor grows, distribution; Memo from RMA to Industry (Business Permits/tax reporting)
7/24/2018	Pending Board of Supervisors approval of amended Monterey County Code 7.100

