

AGENDA CANNABIS TASK FORCE MEETING

May 10, 2018, 3:00 PM - 5:00 PM Board Room, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC

Pages

- 1. CALL THE MEETING OF THE CANNABIS TASK FORCE TO ORDER:
- 2. INTRODUCTION OF LATE ITEMS:
- 3. ADOPTION OF AGENDA:
- 4. ADOPTION OF MINUTES:
 - a. Minutes 3 7

Minutes of the Cannabis Task Force Meeting held in the Board Room, Service and Resource Centre, 411 Dunsmuir Street, Nanaimo, BC, on Thursday, 2018 April-19 at 3:00 p.m.

- 5. PRESENTATIONS:
- 6. REPORTS:
 - a. Local Government Options for the Regulation of Legal Cannabis

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To be introduced by Dale Lindsay, Director of Community Development

Purpose: To provide the Cannabis Task Force an overview of the options available for local governments when considering the regulation and implications of legal cannabis.

Recommendation: That the Cannabis Task Force receive the report titled "Local Government Options for the Regulation of Legal Cannabis" dated 2018-MAY-10, for information.

- 7. OTHER BUSINESS:
 - a. Confirm next meeting date(s)

June 12, 2018 - SARC Board Room at 3 p.m.

8. QUESTION PERIOD:

9. ADJOURNMENT:

MINUTES

CANNABIS TASK FORCE MEETING BOARD ROOM, SERVICE AND RESOURCE CENTRE 411 DUNSMUIR STREET, NANAIMO, BC THURSDAY, 2018-APR-19, AT 3:00 P.M.

Members: Councillor J. A. Kipp, Chair

Mercedes Beaudoin-Lobb

Dr. Paul Hasselback (entered at 3:14 p.m.)

Robert Laurie Philippe Lucas Dennis McMahon Cpl Mahn Nguyen Rob Whitton

Absent: Sgt Rob Christenson

Staff: Dale Lindsay, Director of Community Development

Bill Corsan, Deputy Director of Community Development (vacated at

4:44 p.m.)

Heidi Davidson, Manager of Permit Centre and Business Licencing

Lainya Rowett, Manager of Current Planning & Subdivision

David Stewart, Planner

Sky Snelgrove, Deputy Corporate Officer Natasha Tiwana, Recording Secretary

1. CALL THE CANNABIS TASK FORCE MEETING TO ORDER:

The Cannabis Task Force Meeting was called to order at 3:01 p.m.

2. <u>INTRODUCTION OF LATE ITEMS:</u>

Councillor Kipp advised that Agenda Item #7- Question Period had been moved to follow Agenda Item #8- Other Business.

3. <u>ADOPTION OF AGENDA:</u>

It was moved and seconded that the Agenda, as amended, be adopted. The motion carried unanimously.

4. PRESENTATIONS:

(a) Welcome/Introductions

- Councillor Kipp facilitated a round table introduction of members and staff;
- The members provided a brief summary of their background and staff; provided their roles related to the Cannabis Task Force;
- Dale Lindsay, Director of Community Development, said there are a number of presentations and background information including a new document put out by Federation of Canadian Municipalities (FCM);
- The Task Force will refer a lot to this FCM document as they move forward

Dr. Hasselback entered the Board Room at 3:14 p.m.

Task Force Work Plan

- The Task Force reviewed all items the on work plan;
- Meeting dates and the times of the future meetings will be discussed later on in the meeting

(b) An Overview of Proposed Cannabis Regulatory Framework

Kathryn Stuart, Stewart McDannold Stuart, Barristers & Solicitors, provided a power point presentation of the Regulatory Framework for Cannabis and an intro to BILL C-45 which included:

- a background to how we got here with the case law;
- info of what Province is proposing;
- zoning, business licensing and public health;
- Two different kinds of licenses a) for personal b) growing for someone else;
- history from court cases between 2000 2017;
- provisions under Bill C-45 will affect current legislation for medical marijuana;
- 2017- Bill C-45 Federal Government approved and not dealing with medical marijuana;
- expect to have Bill C-45 and C-46 come into play later this year-2018;
- the act, Bill C-45, deals with possession, distribution, sales and production;
- not allowed to have budding, flowering plants in public or in organizations;
- distribution Rules- must be authorized by act and cannot sell more than 30 grams;
- production Offenses- every household(dwelling house definition) no more than 4 plants, no limitations on height, no cultivation or propagation unless licensed;
- policies will be established to accept or deny licenses for hemp, etc.;
- areas of Provincial jurisdiction- regulate retail and wholesale sales; ban on cultivation in dwelling used for daycare;
- looking at the tobacco control vapor act for offences/ penalties:
- Bill C-46 will deal with traffic offenses- Federally Governed;
- Liquor Distribution Branch will be the agency to handle licencing;
- online sales will be offered by Liquor Distribution Branch;
- not sold in Provincial Liquor Stores;
- no limit to number of stores that can be licensed;
- Province has decided minimum age for possession to be set at 19:

- medical marijuana cannot be sold in stores; continue to be sold online through Federally governed businesses;
- currently a prescription is required to purchase medical marijuana but unknown what safeguards will be in place for recreational online shopping;
- twenty-two commercial licenses throughout BC;
- under Medical Marihuana Access Regulations(MMAR) –small percentage have right to grow own but fair to say a few thousand in BC;
- no limit for purchase amount online but age limit is required;

(c) Zoning and Land Use Controls

David Stewart, Planner, Current Planning and Subdivision, provided a power point presentation on Zoning and Land Use Controls which included:

- zoning is primary way to regulate use of a property;
- only way to change use is through Council approval;
- 14 zone for operation of facility- Tilray is only business currently in Nanaimo;
- new business inquiry for production of marijuana would need to apply for rezoning;
- business licenses will not be sold until selling of marijuana is legal and a definition is defined;
- distribution needs to be similar to liquor but language needs to be changed;
- enforcement is an issue; who's inspecting, police working more, robberies for cash businesses.

(d) City of Nanaimo Approach to License Retail (Liquor) Stores

David Stewart, Planner, Current Planning and Subdivision, provided a power point presentation on the City of Nanaimo Approach to License Retail Stores which included:

- Neilson-Welch liquor control strategy was discussed and will be taken into consideration when looking at licencing for marijuana;
- private retail liquor stores in Nanaimo require site specific zoning;
- Municipal zoning- not be close to school(only reference);
- Province has own criteria- buffer is now 1km, government stores (3 in Nanaimo) are overlapping private;
- grocery store sales- Council said site specific zoning is required, rezoning was drafted in 2015;
- City of Nanaimo criteria for distance is 150km, Province hasn't mentioned applying same criteria to marijuana sales, liquor sales only
- the Task Force to be prepared to create new Bylaws (i.e. Climbing Wall)
- liquor control strategy will be guideline to follow
- public use spaces, coffee shop or nightclub that will want to sell/ provide cannabis;

(e) <u>Business Licence Bylaw Overview (Business Licence Bylaw 1998 No.5351)</u>

Heidi Davidson, Manager, Permit Centre and Business Licensing, provided a power point presentation on business licensing and an overview of what is currently being followed. A discussion ensued regarding:

- Bylaw is outdated;
- licensing will depend on whether a permit is required;
- City of Nanaimo to have a plan for when dispensaries stop operations and whether they will be given a chance to meet code or bylaw;
- currently, dispensaries are illegal;
- Municipality needs to be looking at liability and non-conforming operation of businesses;
- rules and regulations must be realistic;
- dispensaries are earning \$10,000 per day, City of Nanaimo to fine \$100 a day isn't a significant amount;
- applications for dispensaries are to be submitted to the Province first before City will review;
- licensing for liquor has already come to a process that is parallel which provides opportunity.

(f) Smoking Bylaw Overview (Smoking Regulation Bylaw 1987 No. 3200)

Heidi Davidson, Manager, Permit Centre and Business Licensing, provided a power point presentation on an overview of City of Nanaimo Smoking Bylaw. A discussion ensued regarding:

- Municipal Act relatively old;
- the difficulty will not be recreational smoking, it will be medical use and providing access for those users;
- the smoking bylaw for marijuana will need to be treated same as tobacco;
- possibly with a clause like 'service' dogs:
- tobacco legislation has been replaced by vapour legislation;
- base regulation on health, what society is doing, public concerns, etc.;
- Bill C-45 doesn't anticipate use of drinks, etc. We will see infused drinks, chocolate, etc. very soon.

5. OTHER BUSINESS:

(a) Discuss Future Meeting Dates

 Discussion took place regarding future meeting dates, time of meetings and what to discuss at future meetings.

It was moved and seconded that the Cannabis Task Force hold their next meeting on Thursday, May 10th and Wednesday, June 6th 2018. The motion carried unanimously.

6. QUESTION PERIOD:

Karly Wilson, re: Will gray market stores be considered during the legislation process.

Bill Corsan, Deputy Director, vacated the Board Room at 4:44 p.m.

- Ben Hinton, re: Victoria currently is ahead of Nanaimo, will Nanaimo push through to catch up with other communities.
- Corey Waldron, re: Licencing for municipal licence be applied for and approved first or vice versa.
- Ben Hinton, re: Dispensaries currently open and whether any grandfathering will be allowed.
- Ben Hinton, re: Fees for licencing and if it will be like Vancouver or Victoria.

7. <u>ADJOURNMENT:</u>

It was moved and seconded at 4:50 p.m. that the meeting terminate. The motion carried unanimously.

CHAIR
CERTIFIED CORRECT:
CORPORATE OFFICER



Committee Report

DATE OF MEETING May 10, 2018

AUTHORED BY DALE LINDSAY, DIRECTOR OF COMMUNITY DEVELOPMENT

SUBJECT LOCAL GOVERNMENT OPTIONS FOR THE REGULATION OF

LEGAL CANNABIS

OVERVIEW

Purpose of Report

To provide the Cannabis Task Force an overview of the options available for local governments when considering the regulation and implications of legal cannabis.

Recommendation

That the Cannabis Task Force receive the report titled "Local Government Options for the Regulations of Legal Cannabis" dated 2018-MAY-10, for information.

BACKGROUND

The Federal Cannabis Act (Bill C-45) is anticipated to come into force later this summer. The Act, which is intended to legalize, regulate and restrict access to cannabis, will create a framework for controlling the use of recreational cannabis in Canada. Under this framework the federal, provincial and local governments will jointly regulate non-medical cannabis.

The Federal government will be responsible for the licensing of cannabis producers and product regulation. The Provincial governments are empowered to enact their own legislative measures, consistent with the Cannabis Act, that would authorize and regulate sales within their jurisdiction, including retail distribution.

Recently Provincial legislature gave 1st reading to the *Cannabis Control and Licensing Act* (CCLA) - Bill 30.

The Provincial Act provides clarity with respect to the proposed licensing scheme, possession/consumption restrictions, and enforcement including confirmation that:

- Possession of recreational cannabis in B.C. is limited to 30g in a public place for an adult (19 years);
- The Provincial licensing scheme for retail cannabis stores will be very similar to the process and requirements under the Liquor Control Act;
- Local Government approval for retail cannabis stores will be required;
- The growing of recreational cannabis is limited to 4 plants per "dwelling house".

Role of Local Government in Retail Cannabis

In BC, the distribution of recreational cannabis will be through the Liquor Distribution Branch (LDB). As with liquor, the LDB will establish and operate government stores and the Liquor



Control and Licensing Branch (LCLB) will be responsible for the licensing and monitoring of retail cannabis stores. As outlined in the draft CCLA, the Province will make the ultimate determination on which applicants are "fit and proper" to obtain a licence.

As outlined in Section 33 of the CCLA, applications for cannabis retail licences are made to the Province with formal referral to the local government. The General Manager (Province) must not issue a retail licence unless the local government provides a recommendation that the licence be issued. The Act clarifies that the local government is responsible for gathering the views from residents on how the proposed cannabis store would impact the community before responding. (This very closely parallels the liquor licence approval process).

The Province is not capping the number of licenses in a community or establishing a maximum density through store separation distance as they currently apply to Liquor Stores. However; the Province has been clear that local government can choose not to allow cannabis stores or cap the number permitted in the community.

At this point, the Province has confirmed that they are focusing on the establishment of a retail store system and will not be proceeding with licensed consumption lounges or off site sales (outdoor festivals, etc.) at this time.

Through existing legislation, local government does have the authority to regulate certain aspects of cannabis-related business. Zoning authority under the *Local Government Act* allows Council to regulate location, size and siting of cannabis-related businesses, and the regulatory authority under the *Community Charter* allows Council to regulate the licensing and operation of cannabis-related businesses. Such License Regulations could include licence fees, application requirements, hours of operation, restrictions on the age of clientele, and security. Local governments have no authority to regulate or implement regulations specific to the actual sale of cannabis. These types of regulations would include taxation, quality control, labelling, and packaging.

Based on the above, and what is now known of the proposed licensing regulatory scheme, there are decisions which the City must now make;

- How will the City address Retail Cannabis Stores?
- What changes, if any, need to be done to existing regulations around Cannabis production and processing in the community?
- Are further restrictions beyond that imposed in Bill 30 required for personal cultivation?
- Do City bylaws or regulations need updates or revisions to address public consumption?

DISCUSSION

In response to the primary questions that need to be considered Staff have provided options for the consideration of the Task Force



Siting and approval of Cannabis Retail Facilities

Options for General Land Use provisions

As noted above the Province is allowing each local government to make decisions with respect to retail cannabis stores including capping the number of stores, prohibiting such stores, and determining the locations for such stores. As such Staff are of the opinion that there are three primary options:

- A Consider as retail.
- B Clarify that Cannabis Retail Facilities are separate from General Retail and that a site specific rezoning is required in order to be permitted, or
- C Prohibit Cannabis Retail in the City.

Option A – Considering cannabis stores as retail under the zoning bylaw would allow them as permitted use in a number of existing commercial and mixed use zones throughout the City. Under this option the licensee would still require the support of local government and local government would be required to consult with the community, but no rezoning would be required.

Option B – This would include the need to approve each site through a formal rezoning process including statutory notification and a formal public hearing. This approach mirrors how the City currently regulates the siting of Licensed Retail Stores (Liquor Stores).

Option C – The zoning bylaw would be amended to clarify that cannabis retail is separate from general commercial use and that this use is not permitted within the City of Nanaimo. Legalization is in part intended to deter illicit trade by providing regulated access to recreational cannabis. As such, a general prohibition of legal cannabis stores would arguably work against this objective.

Options for retail store siting criteria

If the City proceeds with option A or B it is recommended that guidelines and application requirements be established to assist in the evaluation of proposed cannabis stores (Provincial license referrals or rezoning).

Potential siting and application criteria could include:

- A maximum cannabis store density through the establishment of a minimum separation of stores;
- A consideration or minimum distance separations from:
 - o places where youth congregate such as schools or daycares;
 - o parks, libraries, recreational facilities;
 - licensed retail stores (liquor stores);
 - o night clubs;
 - o emergency shelters.
- General location in the community, such as in Urban Nodes or Commercial Centres (as defined by the OCP).



In addition to general siting criteria, the guidelines could clarify the application requirements and process for evaluating an application including:

- General impact assessments outlining the potential impacts and mitigations proposed for each store;
- The formal referral agencies such as the RCMP who will provide comment on each application;
- Council committees that will receive and provide recommendations on each application, and
- Public notification requirements.

The establishment of criteria would be similar the process established for the evaluation for liquor store (LRS) applications. The existing LRS criteria are included as attachment 1.

Options for Business License and associated Bylaws

Section 32 of the Provincial *Cannabis Control and Licensing Act* confirms that the General Manager (The Province) is given broad authority to regulate retail cannabis stores including but not limited to; hours of operation, signage, advertising, and security requirements. At this point the Province has indicated that Cannabis retail stores can operate between 9am and 11pm.

As noted above local governments do have the ability to further regulate cannabis retail stores through business licensing powers.

These additional restrictions could include items such as:

- licence fees;
- hours of operation;
- restrictions on the age of persons on the premises;
- security requirements;
- Signage;
- measures to prevent nuisances.

Siting and approval of Commercial Production and Processing

At present the only cannabis related use recognized within the City's Zoning Bylaw is - Medical Marihuana Growing and Production.

"Medical Marihuana Growing and Production" – means the growing and production of marihuana for medical purposes, as permitted under the Marihuana for Medical Purposes Regulation (MMPR), and any subsequent regulations or acts which may be enacted in substitution therefore."

This current use was added in 2013 in response to the Federal licensing of medical marihuana and an application to establish a facility in Nanaimo. At present "Medical Marihuana Growing and Production" is a site specific use for one facility in the I4 (Industrial) Zone (Duke Point).

Potential Amendments to the Existing Definition

Regardless of further decisions on zoning for the growing and production of cannabis, amendments to the current definition of "Medical Marihuana Growing and Production" will likely



be required. With the proposed changes to the Federal legislation and the associated regulatory framework, it is expected that federally licensed facilities will include the production and processing of both medical and recreational cannabis.

Options for Siting and Approval of Commercial Production

As noted above the City of Nanaimo Zoning Bylaw currently restricts medical marihuana production to a site specific use in the I4 (Industrial) Zone. With the proposed changes that if adopted will allow the production of recreational cannabis; further consideration should be given to the potential siting of these facilities in the community. Staff are of the opinion that there are two primary options:

- A Retain production and processing as a site specific use.
- B Add production and/or processing as an outright use within one or more zones.

Option A – By maintaining the status quo, any future production and/or processing of Cannabis would require site specific zoning. This would include the need to approve each site through a formal rezoning process including statutory notification and a formal public hearing. This option gives the community the opportunity to evaluate the merits and impacts of each application. Cannabis production facilities to place heavy demands on utilities (i.e. water and electricity), and site specific applications would allow for the impact of these uses to be considered.

Option B – By adding Cannabis production and/or processing as an outright use in one or more zones no additional rezoning would be required where a new facility is proposed in these zoning categories. Under this option eligible zones to allow cannabis production as an outright use could include the I4 zone or one or more of the Agricultural Zones.

In consideration of the above it is worth noting that the City of Nanaimo has limited amounts of agricultural lands. While approximately 16% of the private lands are zoned agriculture many of these properties are designated in the OCP for other use. Much of the remaining agricultural land is in or near existing residential neighbourhoods.

Today only about 5% of the City lands are included in the Agricultural Land Reserve (ALR), with the majority of these lands being in the Jingle Pot area west of the Nanaimo Parkway. At present the Agricultural Land Commission (ALC) allows for the production of medical cannabis on ALR lands. It remains to be seen if the ALC will amend their regulations to allow for the production of recreational cannabis. Any permission by the ALC to allow this use would supersede local zoning.

Personal Cultivation of Cannabis

Options for additional regulation/restrictions for the personal cultivation of Cannabis

As noted above, the Act (Bill 30) proposes that the maximum number of non-medical plants that can be grown at a "dwelling House" is four. As outlined in Section 55, a dwelling house includes both inside and outside of a dwelling. Section 56(g) states that plants cannot be visible from a "public place" – which includes any place where the public has access.



Given the restrictions established by the Province with respect to personal cultivation, consideration can be given to what, if any, additional restrictions should be considered by the City. The two primary options are:

- A Consider further restrictions on personal cultivation
- B No further restrictions beyond those put in place through Federal and Provincial Legislation

Option A – It may be possible to further regulate personal cultivation beyond the restrictions provided for in the Act. Such restrictions could include further direction on where the growing of cannabis on a property is acceptable or conditions required in an attempt to limit the potential for nuisance. At present the Zoning Bylaw defines accessory use as a use on a lot that is ancillary and subordinate to the principal use. As such small scale cannabis cultivation as permitted by the Act would be considered ancillary and meet the accessory use definition.

Option B – In the absence of further restrictions, the limits and conditions will be limited to those established under the draft Act. In the absence of any local bylaws, the enforcement of the Act would fall to the RCMP. Enforcement of the Act or related local bylaws, if adopted, will place additional demands on existing resources.

Public Consumption of Cannabis

Options for additional regulations/restrictions for the public consumption of Cannabis

Sections 61 through 67 of the draft Provincial Cannabis Control and Licensing Act clarify where public consumption is not permitted including, but not limited to; school property, health board property, parks and associated outdoor public places, a workplace, a common area in an apartment, in a vehicle or boat (regardless if the vehicle is in motion or not), a bus stop, or taxi stand. With consideration to the above there are two options with respect to further restriction on the public consumption of Cannabis.

- A Repeal and replace existing municipal smoking bylaw to ensure vaping and smoking of cannabis are clearly included
- B No additional restrictions beyond those outlined in the Cannabis Control and Licensing Act

Option A – Although the Province has provided rules surrounding consumption of cannabis as well as locations where it is prohibited, Section 68 stipulates that where any person is found to have contravened the Act by smoking cannabis in a prohibited area, the owner of the property shares vicarious liability and is also deemed to have contravened the applicable section of the Act. The Act further stipulates that if the owner of the property is deemed to have taken reasonable steps to prevent the contravention, then said action will be considered a reasonable defence to the charge. As such, and in order to mitigate any liability that the City may have, should any person be found guilty of a contravention on City owned property the committee may choose to recommend that a new bylaw be prepared which is specific to the regulation and/or restrictions of cannabis consumption within the City of Nanaimo.

As a municipal bylaw there will be the ability for City Bylaw Enforcement Officers to issue tickets for violations.



Option B – In the absence of a local smoking bylaw, the restrictions under the Cannabis Control and Licensing Act will apply. \mid

ATTACHMENTS

ATTACHMENT A: Licensee Retail Stores (LRS) Rezoning Criteria

Submitted by:

Dale Lindsay Director, Community Development

ATTACHMENT A



CITY OF NANAIMO

LICENSEE RETAIL STORES (LRS) REZONING CRITERIA

BACKGROUND

Licensee Retail Stores (LRS) are only permitted in certain commercial zones within the City of Nanaimo. Council anticipates that holders of liquor primary licenses whose establishments are not located within these zones, but who have received preliminary approval from the LCLB to open a LRS, will seek rezoning approval. Council has asked the Liquor Control Advisory Committee to prepare, with assistance from the Working Group, a set of criteria to guide Council in considering applications for rezoning. This document presents a set of criteria for discussion.

PROPOSED CRITERIA

1. Location

- 1.1. The proposed LRS should be located on, or in close proximity to, a provincial highway, urban arterial or urban major collector road, as defined in the City's *Functional Road Classification Working Plan*, or in a growth centre or highway commercial area, as designated in the City's Official Community Plan.
- 1.2. The proposed LRS should not be located directly adjacent, or in close proximity, to schools; a minimum separation of 150 metres from these facilities is considered necessary.
- 1.3. The proposed LRS may be located adjacent, or in close proximity, to a nightclub, subject to limits being set on its hours of operation.

2. Building & Site

2.1. The size of the proposed LRS should be consistent with the nature of the immediate area and the size of existing retail stores within the area.

- 2.2. The design of the proposed LRS should enhance or improve the aesthetics of the surrounding area, not detract from them.
 - 2.2.1. The revitalization of a heritage building is encouraged.
- 2.3. Outside the downtown core, consideration should be given to a requirement for on-site parking and loading for every LRS.
 - 2.3.1. At least one parking space must be provided for every 20 m², or part thereof, of gross floor space.

3. Community Impact

- 3.1. The applicant must outline his or her awareness of potential negative impacts of the proposed LRS on the community, and must identify the specific measures that will be taken to minimize or prevent these impacts from occurring.
 - 3.1.1. Possible measures could include efforts to prevent service to minors and intoxicated persons, limits on hours of operation, product ranges targeted at niche markets, property maintenance and beautification programs designed to prevent unsightliness, etc.
 - 3.1.2 Consideration must be given to the impact LRS's will have when they are located in close proximity to libraries, public recreation centres, public community centres, parks, places of worship and other family-oriented facilities.
- 3.2. Projected traffic volumes and on-street parking demands associated with the proposed LRS should not adversely impact nearby residential and commercial areas.
- 3.3. The support of the local community, neighbouring property owners and the local neighbourhood association for the proposed LRS is important to Council's decision.
- 3.4. All rezoning applications for LRS must be reviewed by the Social Planning Advisory Committee and the RCMP, in addition to being reviewed by the City's Rezoning Advisory Committee.

APPLICATION REQUIREMENTS

In order to be considered, each rezoning application for a LRS must be accompanied by a number of specific items, in addition to the standard items which must accompany all rezoning applications. In all, each rezoning application for a LRS must include:

a copy of the LCLB preliminary letter of approval for the proposed LRS

- a description of the proposed LRS outlining
 - the proposed size of the facility
 - · the facility's proposed operating hours
 - the specific market segment being targeted
- a market study, which indicates clearly the evidence of market demand for the proposed facility
- a community impact statement that outlines the proposed LRS's potential
 - · positive impacts on the community
 - · negative impacts on the community
 - · measures to be taken to prevent and/or address the negative impacts

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