### GOVERNMENT OF THE DISTRICT OF COLUMBIA

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# MARIJUANA PRIVATE CLUB TASK FORCE

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**MEETING** 

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FRIDAY MAY 20, 2016

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The Marijuana Private Club Task Force met in Conference Room 216, 899 North Capitol Street NE, Washington, DC, at 10:05 a.m, LaQuandra Nesbitt, Chair, presiding.

#### PRESENT

LAQUANDRA NESBITT, MD, MPH, Director, Department of Health

MICHELE BLACKWELL, Legislative Director, Office of Council Member Brandon Todd

MELINDA BOLLING, Director, Department of Consumer and Regulatory Affairs

DANIELLE BURS, Legislative Director, Office of Council Member Brianne Nadeau

FRED MOOSALLY, Director, Alcoholic Beverage Regulation Administration

KELLY O'MEARA, Director of Strategic Change, Metropolitan Police Department

MAUREEN ZANIEL, Senior Assistant Attorney

General, Office of the Attorney General

### ALSO PRESENT

JORGE AGUILERA, Health Licensing and Regulation
PATRICE DICKERSON, Office of Government Relations
JACQUELINE WATSON, D.O., Chief of Staff
SHAUNA WHITE, PharmD, RPh, Executive Director,
Board of Pharmacy, Program Manager,
Pharmaceutical Control

CARLA WILLIAMS, ESQ., Assistant General Counsel MARCUS WILLIAMS, Director of Communications

# T-A-B-L-E O-F C-O-N-T-E-N-T-S

Welcome and Introductions, Chair Nesbit.	•	•	•	•	. 4
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Adjourn					

1	P-R-O-C-E-E-D-I-N-G-S
2	10:04 a.m.
3	CHAIR NESBITT: All right. Sorry,
4	folks. I have been working on a separate issue
5	since 7:30 this morning so I apologize for my
6	tardiness. We will go ahead and get started.
7	So let's do a quick round of
8	introductions. LaQuandra Nesbitt, Department of
9	Health.
10	MS. O'MEARA: Kelly O'Meara, MPD.
11	MS. BOLLING: Melinda Bolling, DCRA.
12	MR. BLACKWELL: Michele Blackwell, DC
13	Council representing council member Brandon Todd.
14	MS. ZANIEL: Maureen Zaniel, OAG.
15	MR. MOOSALLY: Fred Moosally,
16	Alcoholic Beverage Regulation Administration.
17	CHAIR NESBITT: Okay. I know Council
18	Member Nadeau was not going to be able to attend
19	today but we were expecting her legislative
20	director. Perhaps we will have that person join
21	us at some point during the meeting
22	today.

We have quite a full agenda of items to get through so we will go ahead and get started with our public agenda that was posted in the register and we'll do our best to not deviate from that agenda.

As discussed in our last task force meeting, we wanted to go over some data about current marijuana use in the District of Columbia. We've pulled together some data. What we have here is a little bit of a data delay. The way that we collect our data around marijuana use is through the Behavioral Risk Factors Surveillance System and the Youth Behavioral Risk Factors Surveillance System.

The adult survey is for adults 18 and older collected through telephonic surveys. It's a sampling of the District population using both land line and cell phone surveys selected through the calendar year. Then that data is analyzed.

We don't ask the same questions necessarily every year so this data that we'll look at today is through 2013. It's not -- it

won't line up with anybody trying to make assessments around the impact of Initiative 71 so to speak.

Then the Youth Behavioral Risk Factors Surveillance System is published every two years so you'll have some data from that survey which is from around the same time period but there will be some more recent data that we should expect to have from that later on this spring that we'll be able to use to compare to.

Patrice, can you hand me that remote right there so I can advance the slides? We'll take a quick look through this.

Our agenda after we go through the uses we'll get into the meat of the work for today which is going through defining a private club. What does it mean to be a private club? How is membership defined? Identifying agencies with a role in licensure/enforcement of these entities.

Then we'll go through a review of private clubs in other jurisdictions that we've

had our attorneys here take a look at, the current jurisdictions that have some regulations that already exist or regulations that are in draft form.

I will say that there was some talk about Rhode Island having a private club. That private club was operating illegally and has been closed. That's why that is not in our memo. We want to make sure that everybody has some clarity around that.

Let's go ahead into the marijuana use. You all have these slides before you. We'll highlight in general men use more than women.

African Americans is the highest race and ethnic population that reports higher rates of use. In terms of age groups, 18 to 24 reports higher use and then it declines from there.

People that are high school graduates, incomes between \$15,000 to \$25,000, and individuals who live in Wards 7 and 5 tend to report highest rates of marijuana use. This is just a high-level summary.

When you start talking about ever used, it's people reporting have used but not used in the past 10 years is the highest percentage. These are folks who, "I have used before but I don't use anymore." You'll get a high percentage of people who report that.

Then the current use there was a higher rate of use around 2012 but if we talk about current use thinking -- recalling that this survey was collected, or the data that we're going to focus on was 2013, there was a dip in 2013 compared to 2012.

We'll just kind of go through some tables here. You'll see that about 53.8 percent of the population has ever smoked in the District of Columbia, but only 17.8 percent of the population reports being current users so that's what that big difference is. You start talking about those people who said they haven't touched it in over 10 years is where it gets really large.

Twenty-one percent of the male

Washington DC

population compared to 13.7 percent of the female population. Then 21.6 percent African Americans compared to 13.3 percent whites. Then 20.5 percent of others.

When we class others recognizing the diversity of what others represents is because the present of others in all of the individual categories tends to be very small so we combine them all together for identification purposes.

Then when you look here this, again, we're summing over several years because the numbers in the individual years would probably be smaller. This is 2011 to 2013 sum, not in just one specific year. If you all want to kind of see what 2013 would look like individually, we can provide that data. This is from our perspective the better way to look at it.

You see again higher rates in the 18 to 24 population. Higher rates for those who have effectively dropped out of high school or taken more than four years to graduate from high school because this is the 18 and over

population. This does not include teenagers or less than 18-year-olds because 18 and 19-year-olds are still technically teenagers. We'll get into the high school population shortly.

Looking at by income the peak users are those who earn less than \$15,000. Then you see the second group is the \$25,000 to \$35,000 wage earners. Higher use, again, in Wards 5 and 7 following by 8 and 4.

District adults marijuana use by face and ethnicity. Again, for each of those years looking across the board African Americans tend to have higher use than all other race and ethnicity groups. Then looking at trends by age. Again, those 18 to 34-year-olds with higher use patterns.

Here we'll talk about traffic

fatalities. These are the people who died in a

motor vehicle collision. These are the

metabolites that are seen. This is from 2013 and

we can get more recent data from 2015 when we are

looking at publishing reports because this will

actually come out in a published report with the narrative and everything within about a month or so. We're just kind of giving you guys a preview of the data.

The chief medical examiner issues a report and this data is available through 2015.

This could be multiple substances in one individual. A person could have had alcohol, marijuana, and PCP on board and be represented in these numbers.

So you see alcohol is most common followed by marijuana metabolites. We cannot reproduce this table for non-fatal traffic incidents because when MPD detects alcohol as the substance and it's a suspected DUI, they do not look for other substances. If alcohol is detected at the roadside, they don't then take you somewhere to then determine if you had also PCP and marijuana, etc. on board.

MS. O'MEARA: It depends. For a period of time we were not relying on breathalizers. We were taking more blood

samples.

CHAIR NESBITT: Okay.

MS. O'MEARA: Not the blood because we don't have anybody to do that. So during that time period I think more was tested but the breathalyzer program is now back running. If the breathalyzer hits, then we do not always take a blood sample.

CHAIR NESBITT: Right. So we would not have population level data to be able to reproduce this in the way that with traffic fatalities we have a comprehensive data set to be able to reliably produce this.

This becomes important because when you look at the Colorado face sheet you have in your package, they are able to talk about the percentage of their traffic incidents that have marijuana associated with it, whereas our population data set for traffic incidents we cannot produce that same level of detailed data.

Here we're talking about treatment services. This data comes from the Department of

Behavioral Health's Addiction, Prevention, and
Recovery Administration. These individuals only
represent people who are seeking services that
are publicly offered or publicly funded treatment
services. This does not capture people who are
seeking services in a privately funded or
privately-offered services.

You can see here these are for people who report marijuana as their primary reason for entering substance abuse treatment, or as an additional substance they use but they don't report that marijuana is the substance that they are addicted to and, therefore, is the reason why they are entering treatment.

We see more men reporting entering treatment than women for marijuana and then by far African Americans reporting entering treatment. This also may be a factor looking at it from the race and ethnicity perspective, this disproportionality of race and ethic minorities who are publicly insured compared to whites and other ethnic groups.

This, again, represents just the total sum of people by age who have entered treatment. This is summed between 2011 through the first three quarters of fiscal year 2015. Then this is where those individuals reside so actually their area of residence. Most of them are coming from Ward 8.

This slide here is one of the ones that we talk about in terms of polysubstance abuse or the co-occurring use of marijuana and alcohol. One of the things that we look at in the District is binge drinking so people who binge drink.

Binge drinking being reported amongst those who use marijuana so 44.5 percent of marijuana users report being binge drinkers versus 25 percent of non-marijuana users reporting being binge drinkers which is more than two drinks on occasion for women and three for men.

So when we talk about marijuana and adolescence, only 11 percent of 12th graders in

DC believe that it compromises their health long term. We also found that the average age of first use among middle school students who have tried it is 10.9 years of age which is very shocking for some people when they year that because we have communicated to our young people that it is very safe to use marijuana in the District.

Marijuana was more popular among high school and middle school students than traditional tobacco products and marijuana was the most used substance among high school students in the District when we surveyed across tobacco, alcohol, and other substances.

Between 2007 and 2012 there was an 11 percent increase in marijuana use among high school students.

Then when we look at academic performance among those students who report having used marijuana use in the past 30 days, you can see that the use was highest among those who have poor academic performance, mostly Ds and

Fs.

Then lastly here we just wanted to show this because I often find myself in conversations about the impact of decriminalization on arrests despite us having published that data in the Initiative 71 work group report. We see here a decrease in the overall possession arrest in the District between 2012 and 2015.

Then when you look at it across racial and ethnic groups, there are a lot of people who talk about there's been no impact there. I guess if you were talking about an impact in terms of impact on race and ethnicity, yes, still more African Americans get arrested than whites but you're talking about 1,600 being arrested in 2014 compared to 23 in 2015. I would consider that being an impact. I wanted to make sure that we shared that information as well.

Do you have the keyboard for that so

I can put it back on the agenda for the remainder

of the meeting? You can just put it back on

slide 2 for the rest of the meeting.

Any questions about the data? Any other use data that you all would like to see?

MS. BLACKWELL: In terms of the arrests, does this take into account the primary offense or --

MS. O'MEARA: We run the data differently for different requests. I don't remember which way -- the print is too small for me to read.

CHAIR NESBITT: Sorry.

MS. O'MEARA: That's quite all right.

I'll have to go back and pull what this was.

It's also important to realize that this is not just MPD arrests, it's all HVCs in the District I believe this data set was. Over all, for instance, all the rest of the District, about 13 percent, are other agencies. For the marijuana arrests it was much much higher for other agencies.

CHAIR NESBITT: But you don't have that personally?

MS. O'MEARA: I don't but I can get it 1 2 before the end of the meeting. 3 CHAIR NESBITT: Any other questions 4 about the data? 5 The enrollment in public MS. BURS: treatment, is any of that related to probation or 6 7 any other court involvement? CHAIR NESBITT: There is a portion of 8 9 it that could be. Now, we've had some 10 conversations in terms of creating a more robust 11 infrastructure for the use of diversion programs 12 for treatment instead of incarceration for 13 individuals who have substance abuse and that's 14 why they offended. 15 Those number could increase over time 16 hopefully in the future so that we're pushing 17 more people into treatment instead of 18 incarceration when they have behavioral health 19 issues that relates to their substance abuse or 20 untreated mental health issues that lead to them 21 being offenders as opposed to incarcerating them.

There's a lot of efforts that are

underway through the CJCC and some other ad hoc initiatives that are trying to push us towards that direction. There is a subset of people who do end up in treatment in the public domain as a result of their parole or probation or just as a result of their primary sentencing so to speak.

Any other questions on that aspect?

All right. So we'll dive into the heavy lifting. All right. So I sort of drafted a few questions to keep us kind of going in terms of what is a private club discussion to make sure we can be really thorough in terms of thinking through that part of the discussion, but also wanting to make sure we do a good job in terms of keeping time.

I'll throw out a number of the questions to kind of get you guys thinking about the different domains of what does it mean to be a private club question. Some of the things in that space that we would need to consider is where could they be located under the current zoning regulations. What clubs need to be a

permanent physical building or could there be pop-up clubs.

What level of community notice or input would need to be involved similar to the ABRA licensing process of public notice. Would there need to be geographic limits to prevent concentration of private clubs similar to what we have with the limit on how many cultivation centers and dispensaries could be in each ward.

Also with the cultivation and dispensary components that come with our medical marijuana dispensaries and cultivation centers we also have regulations around the distance between those facilities and educational or recreational centers. There are also, I think, regulations around group homes that come with that.

Does there need to be advertising guidance around the private clubs. Will the private clubs have to have any type of restrictions on the management of them in terms of a private club. Also, in terms of when we had the conversations about private clubs before with

DCRA, sororities, fraternities, and other trade associations, etc., who believe they host private clubs but they have events that are open to the public.

How does that definition fit into what it would mean to be a private club. Just thinking through some of those questions, sort of the things you need to tackle in this first domain of what does it mean to be a private club.

Any thoughts people have on those aspects of it?

MS. BOLLING: Well, Dr. Nesbitt, this is my first opportunity to attend. Typically it is Deputy Director Lori Parris, who is away out of the country. She sent me some information but I just don't want to be repetitive if you already have this information shared with you.

CHAIR NESBITT: No. Go for it.

MS. BOLLING: Okay. So the question is what is a private club pursuant to DCRA's regs. It says that private clubs are not a specific category of business license.

Therefore, they generally get general business licenses like public halls, hotel, or restaurant licenses depending on the details of their operation.

The authority for these licenses is found in D.C. Official Code 47, Section 2851.

That's from our -- I'm sorry.

MS. BLACKWELL: Sorry. Could you read the reference again?

MS. BOLLING: D.C. Official Code 47, Section 2851. Now, the zoning regulations also speak to private clubs and in Title 11 DCMR, Section 199, which is definitions, it's a very long definition for private clubs. I'll just read it but I can provide it electronically to the group later on.

"Building and facilities or premises used or operated by an organization or association for some common advocational purpose such as, but not limited to, a fraternal, social, educational, or recreational purpose provided by the organization or association shall be a

nonprofit corporation and registered with the U.S. internal revenue service.

Goods, services, food, and beverages shall be sold on the premises only to guests or members. Office space and activity shall be limited to that necessary and customarily incidental to maintain the membership and financial records of the organization."

We always look to Zoning first so you have to meet the Zoning hurdle first before you are able to get any license. That is the first step.

CHAIR NESBITT: And by Zoning I just heard you say you had to be a nonprofit?

MS. BOLLING: Correct. Correct. For a private club. That's the big thing. I'll stop there and see if anybody wants --

MR. MOOSALLY: Well, yeah. ABRA has licensed clubs as well and I think one of the important points that was mentioned is private clubs under our rules under DCRA are limited to members and their guests. They can't have events

that are open to the public.

That's one of the main things that we get complaints from residents on is when private clubs, I guess, in order to make money or increase revenue they'll, you know, rent the space out to a promoter or some type of venue and they have these public events. That is usually when we get complaints.

Our private clubs have to be limited to members and guests, the guests of the members. A member can throw an event but somebody from the public can't throw an event there. It's got to be a member.

MS. O'MEARA: Can there be a daily membership, membership for a day?

MS. BOLLING: Yes.

MR. MOOSALLY: I'll let you get into that. We don't get into that. The other thing is they have to be incorporated. They have to be in good standing with DCRA. I mean, I think, for us they have to be incorporated for at least a year.

I'm not saying that requirement will 1 2 pertain here but there's got to be some type of incorporation, I guess, to show that there is 3 4 some legitimacy to the organization. It's not 5 just created that day for the event and then the next day it's gone. 6 7 MS. BOLLING: I misunderstood Kelly's The organizations I'm talking about 8 question. 9 are 501(c)(3) typically or nonprofits under IRS 10 but they do offer one-day memberships. That's 11 what you're talking about? 12 MS. O'MEARA: Yeah. 13 MS. BOLLING: So the organization is 14 an ongoing entity but, you know, pay \$10, "Okay, 15 you're a member." Right. 16 MR. MOOSALLY: That was my 17 point. It's got to be an ongoing organization. 18 It can't just be created to have an event and 19 then dissolve the next day. 20 MS. BOLLING: Okay. I got you. 21 CHAIR NESBITT: So when you say it has 22 to be an ongoing organization in order to

establish a private club, how long does that organization typically need to have demonstrated its existence?

MS. BOLLING: The IRS has pretty strict rules that you have to show all the different things. Once you meet the IRS rules, which is reporting and all the other stuff, then you are good enough for us is basically how it goes.

Typically what we found in our other situations with sex clubs, which is where it has come up before, is that the organizations have done everything necessary to be an ongoing entity, but the membership is where you get the issue.

MS. O'MEARA: How much -- for a nonprofit how much of what they do would they have to be reporting to the IRS? Would a private club in the District be able to report any of its activity related to marijuana? I mean, if they are getting any money from it or anything like that.

I mean, all revenue is 1 MS. BOLLING: 2 revenue unless it's specifically excluded, right, under the IRS regs so --3 4 MS. O'MEARA: Right, so --5 MS. BOLLING: Yeah. That's a different question, Kelly. 6 MS. O'MEARA: Yeah. 7 There are some They are not going to be selling 8 challenges. 9 anything in terms of these private clubs in terms 10 of selling marijuana. That won't be a revenue 11 issue --12 MS. BOLLING: Yes, correct. 13 MS. O'MEARA: -- in terms of them 14 establishing themselves, that would not come up 15 as an IRS issue. Now, what other things they 16 would need to demonstrate in terms of their 17 revenue and what they create --18 CHAIR NESBITT: But another question 19 is can you sell -- I just don't know because I 20 don't pay attention. Can you sell drug 21 paraphernalia like the instruments to use to 22 consume?

1	MS. O'MEARA: Yes because it doesn't
2	qualify as drug paraphernalia anymore if it's
3	just associated with two ounces or less of
4	marijuana. Since most bongs are not created to
5	put in more than two ounces of marijuana
6	CHAIR NESBITT: Got you. Okay.
7	MS. O'MEARA: it doesn't meet the
8	legal standards of drug paraphernalia.
9	CHAIR NESBITT: And that can be
10	accounted in the income stream at the private
11	clubs reported to the IRS and not part of the
12	federal reg. Okay.
13	MS. O'MEARA: Correct.
14	CHAIR NESBITT: Okay. I got you.
15	MS. ZANIEL: Your ABRA private clubs
16	are not nonprofits particularly. Right?
17	MR. MOOSALLY: They don't necessarily
18	have to be, no.
19	MS. ZANIEL: So there is some
20	disparity in the definition of the District.
21	MS. O'MEARA: Well, the licensing for
22	different purposes.

1	MR. MOOSALLY: Right.
2	CHAIR NESBITT: But in order to get a
3	license from ABRA, they already have a license
4	from DCRA.
5	MR. MOOSALLY: Correct.
6	CHAIR NESBITT: So the hurdle is
7	getting the license from DCRA.
8	MS. BOLLING: If you provide your IRS
9	approval that you're a nonprofit, then we will
10	follow suit and give you a license. Of course,
11	the first hurdle is the zoning regs, right?
12	MR. MOOSALLY: I would say generally
13	most are nonprofit. Most of them are.
14	Ms. ZANIEL: Okay.
15	MS. BURS: I'm sorry. In what cases
16	would they not be?
17	MS. BURS: Good question. I'll have
18	to research that to see if there are any that
19	aren't. I'll look into that. I'll have to get a
20	list of all the licensed private clubs.
21	CHAIR NESBITT: They may meet the
22	definition of nonprofit, right? Even though we

think it looks like -- you know, because there is 1 2 very little way you can tell from the outside. MR. MOOSALLY: We will put together a 3 4 list of the private clubs that we have. 5 Absolutely. So just to raise a 6 MS. O'MEARA: 7 question that we get all the time then. private club under DCRA regulations would not be 8 9 allowed in a private home? Would the zoning 10 allow it in a private home? 11 CHAIR NESBITT: A private home or 12 residential area. 13 MS. O'MEARA: Private home. That as well, though. We get questions about what people 14 15 can do in their home. 16 MS. BOLLING: So what I read to you 17 before was the definition under the zoning regs 18 of what a private club was. That doesn't 19 speak to where it could be allowed, right, to 20 physically exist in the District. That would be 21 a different --22 MS. O'MEARA: We would have to

question it.

MS. BOLLING: Yeah, where the zones are. Usually in residential areas that are like R4 or whatever, R2 or 1, you're not going to have private clubs because it's more of a commercial with an impact on the neighborhood with traffic and stuff like that.

The challenge I see as we move forward here in the District is mixed use. Right?

That's not typically just -- it's not an R4 or R3, it's higher use. You've got commercial activity at the same physical location that you do residential. We have the 2016 zoning regs that go into effect in September with 1,000 pages in it so I'm not as familiar with -- if there's been any changes.

MS. O'MEARA: We all need to get into that, don't we?

MS. BOLLING: If there have been any changes into where places that have been segregated here in the District. There's purely residential and purely commercial and you

couldn't mix the two. I would have to look into that.

CHAIR NESBITT: So one of the things that we need to have a discussion about is this whole notion of Kelly's question. From my perspective it's twofold. There's the notion of being allowed in private residences but also being allowed in residential zones and the mixed-use zones versus just commercial corridors.

That plays into a couple of areas that become -- that start to cross over into where we get complaints because of the issues of secondhand smoke.

Because of the mixed use especially where you have commercial properties that are beneath or adjacent to residential spaces and there is no, despite people's beliefs, ventilation systems that prevent this smoke from moving into the residential properties. People have significant concerns about that. The discussion about where they could be becomes really important.

MS. O'MEARA: Yeah, and the different types of consumption because there could potentially be food consumption but not smoking.

MR. MOOSALLY: I would break this into two areas. One, if you're going to have a private club which is just an ongoing private club, I mean, I would treat it similar to how we treat alcohol which is you can only get the license in a commercially zoned area.

If you have an R zone in front of you, you're not eligible for a license. You've either got to be a commercial zone or an industrial manufacturing zone. Commercials have a C in front of them for their zoning designation.

Manufacturing has an M zone. Even the mixed use they don't have an R.

MS. O'MEARA: Right.

MR. MOOSALLY: I think if it's got an R residential zone, then you shouldn't allow these type of businesses. We don't do that for liquor licenses. And I think you mentioned the issue in terms of smoking and secondhand smoke.

MS. O'MEARA: I agree.

MR. MOOSALLY: The other issue which you raised is two different things. You have this ongoing private club. Let's say we have Club A, which is a private club that operates throughout the course of the year, that's different than what I heard which would be like a special event or a one-day event where you would try to get permission to have a private club pop up for just one day.

I'm not saying we shouldn't allow them or should but that's a question that will come up and then it will be a question of whether that could be in a residential zone because it's a one-time occurrence which would be possibly different than something you're doing year around.

CHAIR NESBITT: So to me that transition into the notion of how membership is defined, these roving clubs and roving memberships become extremely difficult to regulate, enforce, keep our eyes on.

We've had in the Special Events
working group we've had some recent discussions
around, and will be reviewing, the process of how
that works is that even in the special event
space we find that there are events that we learn
about two or three days before they are occurring
because some of those things are -- right.

I cannot imagine that roving pop-up private clubs that are intended to last for one day, three days, or what have you, with one-day, two-day, three-day memberships would be any easier to manage. I'm not saying it's a failure of bureaucracy to operate properly. These things just become extremely difficult to manage.

MS. O'MEARA: And also if it can't be managed it's not bureaucratic, it's an impact on the community.

CHAIR NESBITT: Correct. So when we have that conversation and partnership with the question of the ABRA license piece where there's public notice that is required, how do you create a process that would allow for these roving or

pop-up private clubs with short-term memberships in addition to creating that adequate process for adequate public notice if public notice is required for this process.

MR. MOOSALLY: Right. That's why I think -- I mean, I think you should be talking about in terms of having permanent clubs where there's notice and not having pop-up clubs. My issue is more of a bigger issue.

I think the problem with the pop-up clubs -- and we can talk about ventilation, security claims, what have you, and I think we have different states and regulations -- if you're going to actually have all these requirements that people have to meet to do this to have somebody meet those requirements on a pop-up basis on short notice, that's not a good idea.

CHAIR NESBITT: Correct.

MR. MOOSALLY: I think you start off with having permanent clubs where there's notice to the community, they are in commercial zones.

Obviously the other thing could be evaluated.

Otherwise, if they are doing temporary, we can still get notice of them. I mean, essentially what happened would be you would have to have the event far enough out.

I'll just give an example. Right now we have pub crawls where we give at least 45-days notice for pub crawls. Now I think we're actually going to 60 days. You would still have enough time where if you really want to do this event, you have to plan in advance and you could give notice to the ANC and community associations and the public.

You would still have an opportunity for people to weigh in and still allow the event. The theory behind that is with pub crawls and other types of events, and you have festivals and special events, and I think we've talked about this, it's not like you don't know you are going to have this event 45 or 60 days out. Right?

There's a lot of planning involved.

If you are going to do this type of event on a

one-day basis and looking at ventilation, security, whatever it may be, you have to plan in advance. You just don't put one of these events together in a week.

I think if you were to allow the popups, they would have to be far enough in advance
where you could give notice, could give the
opportunity for the government to review the
safety concerns, ventilation concerns, other
concerns.

Our concern from our agency is obviously making sure no one underage was consuming. You would have to have enough time so their questions could be answered and addressed before the event.

MS. ZANIEL: And I haven't looked at the IRS code on this question but it may be that their rules will prevent a transient membership kind of scenario to establish their nonprofit status. You can't have one-day memberships and so on.

MS. O'MEARA: One model we might look

at is a lot of places in Texas they are drive 1 2 areas but there are private clubs where you can get alcohol and you can get a one-day permission. 3 I don't know how that would work. 4 5 MR. MOOSALLY: We have one-day licenses currently for alcohol. 6 MS. O'MEARA: You could -- you know, 7 if I was going with my sister I could get a 8 9 membership for the dinner. 10 CHAIR NESBITT: So in terms of -- I'm 11 really trying to make sure we get some things 12 down in terms of what does it mean to be a 13 private club. I think we can be really clear and 14 I get the sense from the group that we're 15 comfortable with sticking with what the zoning 16 regs, DCRA, and ABRA already have on the books 17 for private club and don't feel we need to create 18 something anew for the purpose of --19 MS. BURS: I have a question about the 20 nonprofit requirement. 21 CHAIR NESBITT: Okay. 22 MS. BURS: Just to be able to explain

why it's necessary to this process.

CHAIR NESBITT: Okay.

MS. BURS: I understand there's a higher level of scrutiny they have to go through and then that makes it easier to then move through the rest of the process, but why nonprofits specifically is the question.

CHAIR NESBITT: I don't know the history. I can have staff research it and get back to the group to say why it evolved that way.

MS. BURS: That would be great.

CHAIR NESBITT: Okay. Part of this,
I think, you've got to distinguish between what
makes you just a nightclub that says you are a
member coming into the nightclub every day which
makes you profitable coming in every day paying
\$10 to come in every night and saying that makes
you a member.

There's some level of commitment to
the groupness of it. We need to have a
discussion about that. I think we are not trying
to create a process where we then have a loophole

for people to create an environment where people could just come into town and come to a place, or at least that would not be my desire for people to come into town, go to a place, and have a good time and then go away.

This is really about the District's cannabis community having a place to go that is not their home and they choose not to use their home, or for those who are renters to have a place to go that is not their home that creates a sense of community for them.

Why does it need to be, one,
profitable one profitable and why can't they
create a sense of community and groupness like
the other nonprofits that have been described.
That would be my response or statement to what
would be the challenge with them fitting into the
nonprofit rubric.

If it were to fit into the whole notion of just come in as you please every now and then and not establish a sense of groupness and it not being about the cannabis community,

then it's sort of creating something a little bit different than what I hear people who are supportive of this and asking for us to think through this strategically in order to create this safe space asking for it.

They were asking for sort of a party night life environment that is more clubish where people just kind of go and have an environment to --

MS. O'MEARA: Commercial establishment.

CHAIR NESBITT: Yes, right. Then that would then lend itself to the notion why does it need to be a nonprofit. I didn't get the sense that was the spirit of this process. I think Fred's reason to go back and look at what does not fit into the private club currently with ABRA will help give some clarity -- ABRA license will give some clarity around what those types of establishments are.

MR. MOOSALLY: Absolutely. I'll have something for the next meeting.

of in the space of being comfortable with keeping those pieces and we'll get there, or we may get there once we have the list from ABRA or have the discussion with Council Member Nadeau around why there needs to remain the requirement for a nonprofit.

The other piece around the private club distinction is our decision point around whether or not these should be permanent establishments or the allowances of the pop-ups in terms of the meaning of a private club. I got the sense that the discussion was more in favor of the permanent establishments from the group.

MS. BOLLING: Well, from a regulatory point of view the challenges we have are when we have pop-up anything. Not even talking about this particular population. Just the impact on the community.

Like Greek festivals. They happen every year. To have this thrown in the mix it's going to be a significant burden on the

regulation community and agencies that have a law 1 2 enforcement duty. It just is. MS. O'MEARA: And potentially a burden 3 4 on the community that lives around it, particular 5 the more mixed-use areas. CHAIR NESBITT: You mean that from the 6 7 perspective of having to weigh in on the process or from --8 9 MS. O'MEARA: Um-hum. 10 CHAIR NESBITT: Okav. 11 MS. BURS: So with respect to that, 12 which I totally understand, if we're looking to 13 situate it similar to alcohol in a lot of ways, 14 it seems like 45 days notice would be pretty 15 reasonable. I don't know if that gets you all 16 the way there so far as making it easier 17 administratively. 18 MS. BOLLING: I want to speak to what 19 ABRA has. 20 MR. MOOSALLY: So we're talking about 21 a couple different things. I think for a 22 permanent private club, I mean the process, if we

1	are going to treat it similar to alcohol, which
2	you support, you would give 45-day notice, right,
3	to the Advisory Neighborhood Commission where the
4	establishment is located and any ANC that's
5	affected. Then there's other notices as well.
6	MS. BURS: But that's also for the bar
7	crawl, right?
8	MR. MOOSALLY: No, no. We're only
9	talking
LO	CHAIR NESBITT: I think we need to
L1	talk
L2	MR. MOOSALLY: Separate.
L3	CHAIR NESBITT: Yeah.
L <b>4</b>	MR. MOOSALLY: Let me kind of separate
L5	it.
L6	CHAIR NESBITT: Explain the process of
L7	getting permission to have a bar crawl for
L8	establishments that already have a liquor license
L9	versus someone getting a temporary liquor
20	license.
21	MR. MOOSALLY: Let me break it down.
22	We're talking about actually three different

things. When you're applying for a permanent license you have a permanent location. Right? You either own the building or you have a lease. Okay? You apply for a license. There's a 45-day public comment period.

We actually give notice to the

Advisory Neighborhood Commission, the

Metropolitan -- well, MPD has a role. We give

notice to the council and then there are

community associations and what have you for the

giant placards you see all throughout the city.

There's a 45-day process for that and that's for

a permanent license and it's really once every

three years. That's what we have for that.

Right now for our temporary licenses

-- just to be clear, we can only issue a

permanent liquor license. There's some minor

exceptions but the general rule is it has to be a

commercially zoned location, or it has to be a

manufacturing space. We don't give licenses in

residentially zoned area for permanent.

For pub crawls, the point I was trying

to make, there is no placarding period right now but what we've done is have a 45-day notice in advance. It's not notice to the community. They have to apply 45 days in advance and we're going to 60.

The reason for that is not to notify the community per se. Although, if they want to write us, they can. The reason for that is because with the pub crawl there is potential impact to the neighborhood in terms of bringing thousands of people to an area there's concerns we have in terms of cleaning up litter.

MS. O'MEARA: They are on public space.

MR. MOOSALLY: Yeah. Notifying MDP.

CHAIR NESBITT: It's a special event.

MR. MOOSALLY: It's kind of like a special event. The special event process we have it's kind of similar. You can't just apply for a special event a week in advance. There is a planning perspective just to make sure that the event goes smoothly and that all the safety

issues and concerns the government has are covered.

The concern we have with a temporary license, which can be in residential zone area, is right now there is no notice to the ANC.

Right now our process -- it's getting ready to change but right now it's seven days for indoor events and 14 days for outdoor events, so the concern with that is there is not enough time.

You could make it a longer period.

There's not enough time for alcohol licenses to give notice to ANCs in the community. For alcohol events we don't give the ANC notice to protest somebody's wedding, right? If you're getting married and you want a license, we don't let the community weigh in whether the wedding should happen.

I'm not saying we couldn't give more notice for marijuana or what have you, but I think the concern we have with the type of more residential zone or a pop-up which would prefer a shorter notice is that you may not have gone

1 through all the necessary steps as far as safety, 2 ventilation, security, whatever. Whatever you do 3 there's got to be enough time to make sure you're 4 meeting all the standards that are put in place 5 to operate safely. But then you would just 6 MS. BURS: 7 deny them. Right? MR. MOOSALLY: We could. 8 9 MS. BOLLING: Do what? I'm sorry. 10 MS. BOLLING: You would just deny 11 them. 12 MR. MOOSALLY: You could just deny 13 them. 14 MS. BOLLING: But the challenge is, 15 and I just can't stress this strongly enough for 16 the pop-ups, when you have a permanent space, 17 you've already met the burden of parking because 18 it's commercial. Right? Commercial 19 manufacturing. It has a much less impact on the 20 surrounding neighborhoods and communities. 21 In the current culture where we are 22 just dealing with alcohol, we have a lot of

regulatory challenges weekly with just the alcohol we have now because of the temporary nature and the huge impact that these events have on the residential community. I mean, I can't overstate that.

MR. MOOSALLY: Right. I mean, I think we have over 2,000 liquor licenses so I think -- I mean, it's clearly possible to do events in commercial and manufacturing areas. Like I said, we have 2,000 liquor licenses in the city.

I mean, I think, the point made with smoking and secondhand smoke, I think the point would be to have, you know, consumption to take place in areas that are, like you said, zoned appropriately which would be commercial and manufacturing zones and not residential neighborhoods.

MS. BURS: I definitely get the secondhand smoking thing. I know it's something important to the council member but, as you mentioned earlier, there's also the edible option so just to keep that on the table.

1 MR. MOOSALLY: Sure.

CHAIR NESBITT: Okay. So I think we have to be a little bit --

Go head.

MS. O'MEARA: I was just going to say to the edible option, then we get into different health issues as well. I'm not talking about the health effect of marijuana but in terms of the health requirements related to consumables.

CHAIR NESBITT: Correct. To be clear, when you're talking about edibles, no one can legally make edibles in the District of Columbia except for one cultivation center.

We are nowhere near in process to create an environment for someone to be legally producing edibles for them to be sold at a private club or be made ready to be made available at a private club in such a manner that I think would support an economy for people to be selling to a private club.

I don't know that I could be sold on the concept that people are going to be baking

these things at home and then giving them away at a private club because that would be the only way that it would be legal.

Once you get into making it at home and selling at a private club, you then would be operating under our soon-to-be released cottage food regulations which still would make them adulterated food products. It is not permissible to make and sell edibles that contain cannabis products in the District of Columbia.

Only one cultivation center is -dispense -- cultivation center, correct, is
permitted to do that currently so this notion
that is going to be a big thing to do, I think we
have to get some clarity around that.

Now, if patients are purchasing edibles and taking them there, yes, that would happen but I don't know that's going to be the mass of what is consumed in private clubs.

MS. BOLLING: And isn't it like your medicine? It's like sharing your blood pressure pill, right?

1 CHAIR NESBITT: Right. 2 MS. BOLLING: Okay. There's one place that 3 CHAIR NESBITT: makes edibles in the District of Columbia. 4 5 MS. BOLLING: For medical marijuana. CHAIR NESBITT: And right now they 6 7 make juices and butter. 8 MS. BOLLING: Okay. 9 CHAIR NESBITT: That's it. Legally. 10 So we did not make it through our 11 I think we have our agenda for the next agenda. 12 meeting. We are having the absolute right kind of conversation. We do have some tie-up on this 13 14 issue of what does it mean to be a private club. 15 We are definitely follow-up on the nonprofit 16 issue. We've got some homework to do on that. 17 Any other pieces about the nonprofit 18 issue? Any other examples we need to gather 19 around the private club piece in terms of the 20 existing private clubs in the District, requirement for a nonprofit. Any other aspects 21 22 around that part of it?

Any parts about the --

MR. MOOSALLY: Real quick just so we can try to private club, I guess, definition resolved.

CHAIR NESBITT: Right.

MR. MOOSALLY: If you can bring to the next meeting, I guess, what DCRA considers a private club and I'll do the same on the ABRA front. We can look at it and kind of get resolution what we need as a private club. I'll look and see on our end whether all our private clubs are nonprofits and which ones aren't. That way I can bring the list and we can kind of merry that up together so we can kind of get that resolved.

CHAIR NESBITT: And I would also suggest if we could do that categorization for temporary establishments because that kind of came up. I know you walked us through that process very clearly.

MR. MOOSALLY: Sure.

CHAIR NESBITT: But the time frames

around that because I think there has been a lot of discussion to your point around people wanting to have private clubs and establishing these one-time events that could be used, like you could potentially convert a rental hall space into a private club for an event.

When we talk about how our current processes allow for the use of that for a wedding, etc., I think people have an image in their mind that this would be an allowable thing that we would try to think about and work out under the private club definition so having some good clarity around what is permissible around that now I think would help with that decision point. Just having that cart from the two agencies would be clear.

The other piece around the private -were there any other outstanding pieces around
the private club definition?

MS. ZANIEL: There's the IRS regulations so I'll offer OAG to take a look at that in conjunction with Melinda.

1	CHAIR NESBITT: Okay.
2	MS. BOLLING: Fantastic.
3	CHAIR NESBITT: We had the piece like
4	on our end we are very restrictive around
5	ownerships for cultivation centers, dispensaries,
6	etc., even in terms of employment of cultivation
7	centers and dispensaries. We would make a
8	recommendation that those same levels of
9	restrictions would be in place around ownerships
10	of private clubs and would encourage the adoption
11	of that. If anyone would have challenge with
12	that or would like us to bring exactly what those
13	requirements are
14	MS. BLACKWELL: Could you?
15	CHAIR NESBITT: we would bring
16	those.
17	MS. O'MEARA: Those are in the
18	regulations.
19	CHAIR NESBITT: Correct.
20	MS. O'MEARA: That is something that's
21	already gone through the public comment period
22	and all of that.

CHAIR NESBITT: Correct.

MS. O'MEARA: There was a lot of public input into that.

CHAIR NESBITT: Correct. So we will bring that because we feel that we should be consistent across the board in terms of our marijuana policy so it speaks to like you can even work in a cultivation center or dispensary and all of those things. We'll bring that for consideration and adoption in terms of who can own a private club, be employed in a private club, those types of things. I think that would give us some clarity.

I do want to in the last one minute that we have, if it's okay with folks, closing out what does it mean to be a private club piece and then do the remaining agenda items at our next meeting.

I do want to go over the Review of
Private Clubs in Other Jurisdictions memo so that
folks will have that to inform our discussion for
the next meeting. Then if there are other things

we wanted to dive in a little bit deeper, then we could do that. I think Patrice gave you all a revised or updated -- okay.

So one of our assistant general counsels here who works very closely with our medical marijuana program did some research of marijuana private clubs and public consumption in other states and was able to take a look at Alaska, Colorado, Oregon, Washington State.

As I mentioned before, in her attempts to look at Rhode Island noticed that the private club that was operating illegally there was closed. We'll circle back there to see if the legislature that was looking at it very closely will do anything about it. I have a call out to Nicole to help to see if she has any inside information on what's been moving there.

Basically the summary -- you want to kind of give a verbal summary of this, Carla, with the high points? The gist of what I took from it is Alaska is the only one that really has anything solid in its private clubs and

dispensaries allow consumption through retail.

MS. WILLIAMS: Right. At the state level.

CHAIR NESBITT: Right.

MS. WILLIAMS: That's new. It's not actually in place yet. No one has that permit yet. They have to have the regulations to allow it. It's coming soon that someone will actually be issued the consumption permit. They won't be able to -- let me go back to that section. So you have to purchase it at the premises and then use it in designated areas of those premises.

In Colorado it's not permitted at the state level but Colorado appears to allow counties, cities, and towns to come up with their own regulations of how to address it. You are seeing places where like Pueblo, Colorado has actually taken some efforts to allow private marijuana clubs there as long as it's consumed on the premises.

It's limited to persons age 21 and older. You have to market as a place where

marijuana is being consumed. To comply with the Colorado Clean Indoor Act you have to smoke it outside in the patio area, not inside.

You cannot serve alcohol on the premises unless -- that should be unless -- the premises are properly licensed by category. They have a list of what categories are allowed. And that it's not done in an open and public way so that patio would need to be something closed away from the general public, not something like a sidewalk where people can walk past you. And that it complies with all other zoning provisions.

Additionally, Denver has the
Responsible Use Denver Initiative where they want
to provide an exception to the term of public
place. That would allow a portion of the
premises to be designated for consumption to be
permitted and be treated as a private club that
is hosting a special event and that would not be
considered public. Again, that would just be for
Denver. Colorado you are going to see individual

jurisdictions coming up with something but still not at a statewide level.

One of the things I want to mention, when you Google around and read blogs, you'll hear about different clubs that are operating and then you think it's legal. In all of these jurisdictions it's not necessarily that it's legal.

In Rhode Island it wasn't legal. This club had popped up. They were doing it. There wasn't anything specifically prohibiting it so they were watching it and trying to figure out what to do with it. In the meantime there was a police raid. They were selling to undercover officers and then that ended the club.

You also see other places in Arizona where there are these cannabis lounges that are operating and people think it's legal but it's not. You'll have other advocates coming forward saying, "Please stop it," so that it's only where people can get it legally through the dispensaries and cultivation centers.

Oregon. Let's see. They have the same thing in place as well where it's not permitted at the state level.

In Washington the same. Washington actually has an initiative in place that they are trying to get Seattle to work with them to get something in place that will allow it to be permitted there. It would permit vaporization for eating of marijuana. Again, for people 21 and older. Mandatory checks of ID and not allowing alcohol and having minimum ventilation requirements.

You also see people looking at trying to see if they can do it in a hotel because typically the states are looking at indoors. The Clean Air Act is one of the things that prohibits it if it's not clear that it's prohibited. In some hotels there are the designated smoking sections.

Some people are saying perhaps that's a loophole that you can do it a hotel in the smoking rooms. Then there are some jurisdictions

where the hotel owners are kind of favorable of 1 2 it and they can look the other way because it's a way to get more people to utilize their hotels. 3 4 It's kind of an evolving process. Generally 5 prohibited but people looking for exceptions. Any questions? 6 CHAIR NESBITT: 7 additional information about any of those you all want from Carla that is not in the memo? 8 9 I just want to say thank MS. BURS: 10 you to whoever managed to print this stuff for me today and let people know that there is 11 12 additional information about the regs from 13 Alaska. 14 CHAIR NESBITT: They are still in the 15 public comment period. Correct? 16 MS. WILLIAMS: Yes. 17 MS. O'MEARA: If I could before we 18 wrap up just 30 seconds to address the questions 19 that you asked earlier about the data. The data 20 set that we had run in the other task force was 21 just MPD arrests. We'll probably need to label

that sticker on the report.

There's been other data sets that 1 2 we've run in the press and whatnot that has been They are top charge only. 3 all arrests. In the ones that were all arrests the other agencies had 4 5 made 39 percent of the arrests in the District so it's a very different shift. For all arrests of 6 7 all types it's about 13 percent. The other thing I would note is this 8 9 is just through -- I'm not even sure whether this 10 was -- yes, this was July 26, 2015. You see a more dramatic shift now when we've had a full 11 12 year of implementation with the new laws. 13 CHAIR NESBITT: Thank you. 14 MS. O'MEARA: You're welcome. 15 CHAIR NESBITT: Any other questions? 16 All right. So I think -- yes. 17 MR. MOOSALLY: The next meeting is 18 TBA? 19 CHAIR NESBITT: Yes. We'll send out 20 the Doodle or whatever we've been sending out. 21 It will probably be four weeks from today because

we've got to get the meeting in the Register just

to make sure that Friday at 10:00 a.m. is still going to work for most people.

Then we'll have the agenda to close the loop on the private clubs people, but then we need to have a conversation about the membership piece. Why don't we get ahead of this.

I think DCRA stuff about memberships which I think we had some of that conversation now about there are some daily membership things that happen right now so we can be prepared to talk about that conversation. I think the rest of the pieces we have will be a little less meaty but I think we can get through the rest of the agenda in next month's meeting.

We can take comments.

MS. BELL: Hi everyone again. My name is Kate Bell from the Marijuana Policy Project.

I just wanted to say a couple things very quickly to address some of the questions that came up in the meeting.

As far as the IRS is concerned, because it's a federal agency and obviously this

is still an illegal substance under federal law, it's hard for me to imagine that they are going to register any marijuana-related business as nonprofit.

The way that it works now there are some states that require dispensaries, for example, to be not for profit but they are not for profit under state law. Under federal law they have to pay their taxes as a business and because their activity is illegal, they can't take any business deductions.

Actually all marijuana-related businesses pay a tremendous amount of federal income tax. As far as making them be a nonprofit under the IRS, I'm very skeptical that would work to allow any of these to exist.

As far as the other things, I -- oh, the memorandum. I wanted to point out that in Nederland, which is a town in Colorado, there is a lawfully operating club that was allowed under the local laws. I believe it was the first lawful -- clearly lawful private club in the

United States. That is still operating.

Then as far as the initial report that

was discussed about testing for marijuana, I just

was discussed about testing for marijuana, I just wanted to point out that those were marijuana metabolites in those DUI cases which simply means that the person has used marijuana sometimes in the last couple weeks. It does not necessarily mean that they were in any way impaired from marijuana at the time of the accident.

Thank you for allowing me to address you all.

CHAIR NESBITT: Thank you.

(Whereupon, the above-entitled matter went off the record at 11:10 a.m.)

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Before: DC State Health Planning

Date: 05-20-16

Place: Washington, DC

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Court Reporter

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