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Good afternoon Mayor and Council,

Please find attached a memo from Kathryn Holm which provides an update on the City of Vancouver's response to the legalization of cannabis for non-medicinal purposes in October of last year. More specifically, the memo addresses the following topics:

- The progress of licensing retail cannabis stores in Vancouver and the status of enforcement by the Province and City against non-licensed operators;
- An update on the status of cannabis processing and marketing businesses pursuant to City of Vancouver bylaws;
- A summary of the recently-enacted regulations governing production and sale of cannabis edibles, extracts and topicals;
- Our ongoing advocacy to the Province to share cannabis excise tax revenue with local governments;
- An update on staff work in response to Council approved motion titled Tannabis as an Alternative to Opiates and More Dangerous Drugs in the Downtown Eastside

The legal framework governing the production and sale of cannabis is complex and the attached document includes a considerable amount of detail. If you have any questions regarding the memo or otherwise, please do not hesitate to connect with me or Kathryn Holm.

Best, Paul

Paul Mochrie | Deputy City Manager Office of the City Manager | City of Vancouver paul.mochrie@vancouver.ca 604.873.7666



The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the Musqueam, Squamish, and Tsleil-Waututh peoples.



MEMORANDUM

October 21, 2019

- TO: Mayor and Council
- CC: Sadhu Johnston, City Manager Lynda Graves, Administration Services Manager, City Manager's Office Rena Kendall-Craden, Civic Engagement and Communications Director Katrina Leckovic, City Clerk Neil Monckton, Chief of Staff, Mayor's Office Alvin Singh, Communications Director, Mayor's Office Anita Zaenker, Chief of Staff, Mayor's Office Paul Mochrie, Deputy City Manager Adam Palmer, Chief Constable, Vancouver Police Department Darrell Reid, Fire Chief, Vancouver Fire and Rescue Services and Office of **Emergency Management** Gil Kelley, General Manager, Planning, Urban Design and Sustainability Sandra Singh, General Manager, Arts, Culture and Community Services Patrice Impey, General Manager, Finance, Risk and Supply Chain Management Iain Dixon, Assistant Director, Legal Services
- FROM: Kathryn Holm, Chief Licence Inspector
- SUBJECT: Legalization of Non-medical Cannabis One-year Update

Purpose

The purpose of this memo is to provide a one-year update on the impacts in Vancouver of federal legalization of non-medical cannabis and a look to the year ahead following the legalization of cannabis edibles, extracts and topicals on October 17, 2019.

A detailed description of federal and provincial legislation and regulation, and the role of municipalities in regulation of non-medical cannabis, were provided in previous memos to council in 2018 and 2019. Staff can provide these memos upon request.

ONE YEAR UPDATE

The following sections describe the current regulatory approach in Vancouver with respect to areas of municipal jurisdiction and updates on current implementation.



Non-medical Cannabis Retail

Retail Store Licensing Overview

Operators of non-medical cannabis retail require licences from both the Province and the City. As part of its licensing process, the BC Liquor and Cannabis Regulation Branch (LCRB) requires a recommendation from the City on each applicant's proposed store location. A City recommendation is based on the location having a valid Development Permit for Cannabis Store Use, and on review of public comments on the application. The Province makes the final determination on issuance of the licence, and considers all elements related to the "fit and proper" aspects of the operator.

Once an applicant has received a Provincial licence, they may apply for a City of Vancouver business licence. The business licence is issued once a successful site inspection has been completed, and all building and occupancy permits have been issued.

Development Permits for Cannabis Store Use

Given that a Development Permit for Cannabis Store Use is a requirement of a positive City recommendation to the Province, prospective non-medical cannabis retail operators often apply for a Development Permit prior to or in conjunction with their application for a Provincial non-medical cannabis retail licence. At the time of legalization in October 2018, the City had issued 53 Development Permits. The City has now issued a total of 67 Development Permits for Cannabis Store Use (Table 1). Another 16 applications for Development Permits are currently under review.

Staff originally estimated a total capacity of approximately 70 locations for cannabis retail, based on *Zoning and Development By-law* distancing requirements. The final number could be somewhat higher given that to date, 30% of the DPs issued are the result of Board of Variance decisions. Board of Variance approvals have resulted in Development Permits being issued at locations that do not meet distancing requirements.

Status of Cannabis Store Licence Applications

As of October 7, 2019, the City has received Provincial request for comment on 54 applications for Provincial non-medical cannabis retail licences. The status of these applications is outlined below in Table 1.

Appendix A includes the full list of cannabis stores in the City. The City also publishes a map showing the location of approved and licensed cannabis stores on the City's website (<u>link</u> attached).

Table 1 – Summary of Development Permits, Provincial and City cannabis store licences in Vancouver

Measure	Number (As of October 11, 2019)
Development Permits	
Number of Development Permits issued for Cannabis Store Use	67
Number of Development Permit applications for Cannabis Store Use currently under review	<mark>1</mark> 6
Provincial Non-medical Cannabis Retail Licence Applications	
Number of applications for locations in Vancouver	54
Number of applications for locations in Vancouver with valid Development Permits	46
City Recommendations on Provincial Non-medical Cannabis Retail Licence Applications	
Number of City recommendations to approve	35
Number of Provincial applications under City review	11
Provincial Non-medical Cannabis Retail Licences	
Number of licences issued	17
City Business Licences	
Number of stores with a City of Vancouver Cannabis Retail Business Licence	12
Number of locations with outstanding Building or Occupancy Permits to be resolved before municipal licence can be issued	5

There have been some delays in the licensing process, with delays for some applicants occurring at the Provincial vetting stage. For example, one application recommended by the City in October 2018 received final approval by the Province in September 2019. Further, there are currently five Provincial licence holders that have been slow in resolving outstanding building and occupancy permits, resulting in a delay in City licensing. City staff continue to work diligently with the Province and applicants to expedite the process as best as possible.

Staff anticipate approximately 20 stores will be fully licensed by the end of 2019, and all 67 DP approved locations will be fully licensed cannabis retail stores by the end of 2020.

Staff conducted a comparison of cannabis retail outlets in Vancouver relative to other Metro Vancouver jurisdictions (see Table 2 below)

Table 2 – Summary of retail model and number of cannabis stores in other Metro	
Vancouver municipalities	

Jurisdiction (population) ¹	Retail model	Number of approved locations (As of Oct. 12)	Number of licensed and open stores (As of Oct. 12)
Vancouver (631,486)	Allowed in commercial zones as a conditional use – Development Permit required.	67	12
Richmond, Coquitlam, Surrey, Delta, District of West Vancouver, Pitt Meadows	Cannabis retail is prohibited.	0	0
Burnaby (232,755)	Only publicly operated stores allowed in each of the City's four town areas – rezoning required.	2 (maximum of 4)	0
New Westminster (70,996) Site-specific rezoning required – The City will allow a maximum of five stores in commercial zones only.		5	0
Port Coquitlam (58,612)	Site-specific rezoning required – only in select commercial zones.	4	1
Port Moody (33,551)	Site-specific rezoning required – The City will allow a maximum of five stores in the first 12-months of legalization in select commercial zones only.	5	0
City of North Vancouver (52,898)	Site-specific rezoning required – The City will allow a maximum of six stores in select commercial and mixed-use zones only.	6	0
Maple Ridge (82,256)	Allowed in select commercial zones – Council required to approve each application for recommendation to the Province	2	1
Bowen Island (3,680)	Site-specific rezoning required	1	1

Enforcement

Provincial Community Safety Unit Enforcement

The Community Safety Unit (CSU) operates under the Policing and Security Branch of the Ministry of Public Safety and Solicitor General, and is responsible for compliance and enforcement under the Cannabis Control and Licensing Act (CCLA). Their enforcement is focused on the illegal retail sale of cannabis without a provincial licence.

The CSU reports having visited over 60 locations in Vancouver (with and without DPs) since April 2019. Their initial focus was to educate staff and management about the CCLA and repercussions of remaining open without a Provincial licence. Subsequent enforcement action

¹ Population numbers for Canadian cities are taken from the 2016 Canadian census unless otherwise indicated. Population numbers for U.S. cities are estimates compiled by the U.S. Census Bureau.

has been taken, and CSU reports that as a consequence, eight locations in Vancouver that were selling cannabis without a Provincial licence have ceased operation:

Retail Stores Operating without a Development Permit

The City's enforcement focus continues to be cannabis retail at locations that do not have a valid Development Permit, and therefore are not eligible for a Provincial or City licence. Since the last update to Council in April 2019, the number of stores operating at locations without a DP has steadily decreased and as of October 11, 5 remain open (Figure 1).

On May 31, 2019, the B.C. Court of Appeal confirmed the BC Supreme Court ruling of December 13, 2018, that the City has authority to regulate land use and issue business licences, and that illegal cannabis stores must cease operations.

Staff have issued both Zoning and Licence Orders to the landlord and operators at three of these locations and are pursuing enforcement of these orders in Provincial Court. Zoning and Licence Orders are in preparation for the other two.

In addition, staff have referred these locations to the Province's Community Safety Unit (CSU) for enforcement action.



Figure 1 Number of Cannabis Stores Operating at locations without a Development Permit

Retail Stores at Locations with Development Permits

The City is not currently pursuing enforcement against cannabis stores operating at locations with a Development Permit, provided they have an active Provincial licence application in progress with the LCRB. These stores are working toward regulatory compliance. These operators risk enforcement action from the Province as they are choosing to continue to operate while in the process of obtaining a provincial licence.

Recovery of Outstanding and Disputed Fine Amounts

The City's enforcement strategy under the previous MMRU framework involved issuance of Municipal Ticket Information (MTI) tickets to stores operating without a valid Development Permit. Staff issued 4,000 tickets from 2016 to 2018. In 2019, staff ceased ticketing and transitioned to issuing Zoning and Licence Orders against operators and property owners.

Some operators ticketed under the MMRU framework have since been issued DPs and are applying for a Provincial retail licence. In cases where the operator has outstanding MTIs, staff are working to recover funds prior to making a recommendation to the Province. To date, funds recovered through regular ticket payment and during the license recommendation process total \$ 481,600.

Cannabis Production

While the wholesale and retail sale of cannabis is subject to provincial jurisdiction, the production of cannabis and cannabis products is licensed by Health Canada. Now that the federal government has implemented its regulatory framework for the production of cannabis edibles, extracts and topicals, there is interest on part of processors in locating federally-licensed operations in Vancouver.

Staff are currently reviewing the application of the Zoning & Development By-law to the production and processing of legal cannabis in Vancouver with a view of enabling these new businesses. This work is running concurrently with other major planning projects, including the City-wide Plan and the Employment Lands and Economy Review. We expect to provide Council with a further update on this issue before the end of the year.

Licensed cannabis marketers

Since the last update memo to Council, the Province has commenced issuing Cannabis Marketing Licences to authorize the promotion of cannabis to retail outlets and adults in B.C. Persons eligible to hold a provincial Cannabis Marketing Licence include federally licensed producers and contracted marketing companies in B.C. An overview of the regulations that apply to provincially licensed cannabis marketers is provided below:

- All cannabis promoted must be registered with the Liquor Distribution Branch;
- The licensee must hold letters of authorizations from all represented federal producers;
- A cannabis marketing licences doesn't authorize the licence holder to sell cannabis;
- A provincially licensed cannabis retail store cannot hold a marketing licence; and
- A marketing licensee is not allowed to provide samples, product vouchers and financial benefits to provincially licensed cannabis retail stores.

Staff advises that there are no land-use implications from cannabis marketing. Similar to any business entity that operates an office in Vancouver, a federally licensed producer or marketing firm that has an office in Vancouver and also holds a provincial cannabis marketing licence is required to acquire a City of Vancouver Office business licence. Staff have issued four cannabis- related office licences.

LOOKING AHEAD

Legalization of Edibles, Extracts and Topicals

When the federal *Cannabis Act* and *Regulations* was enacted in 2018, the non-medical cannabis products allowed to be produced and sold was restricted to plants, seeds, fresh cannabis, dried cannabis and cannabis oils. On June 14, 2019, Health Canada released final

amendments to the *Cannabis Regulations* setting out the rules governing the legal production and sale of edible cannabis, cannabis extracts (for ingesting or inhaling) and cannabis topicals. The amendments will come into effect on October 17, 2019, after which holders of federal licences to process cannabis must notify Health Canada of their intent to produce the new products for sale to provincially approved wholesalers. Sale of products can commence 60 days following, meaning that edibles, extracts and topicals will not be available for sale until mid-December 2019 at the earliest. Details are provided in Appendix B.

The final regulations governing the new cannabis products are summarized below:

- Restrictions on the type of ingredients that could increase product appeal to minors, increase the risk of food-borne illnesses, and encourage over-consumption (e.g. sweeteners, colourants, caffeine, etc.);
- Cannabis-infused alcoholic beverages and cannabis products containing tobacco and nicotine will remain prohibited;
- Limit of 10mg on the amount of THC allowed in a package of edible cannabis;
- Child-resistant and plain packaging, with health warnings and standardized cannabis symbol is required;
- Prohibition on displaying any health or cosmetic benefits on the label; and
- Strict manufacturing controls to reduce risk of food-borne illnesses and ensure quality.

At this time, the B.C. Government has not amended the CCLA and *Regulations* to add new restrictions on the type and composition of cannabis edibles, extracts and topical products that can be sold. The CCLA specifically prohibits the consumption of cannabis (in all its forms including edibles and extracts) on school properties as well as adjoining sidewalks, provincially licensed cannabis retail stores, and while operating or being a passenger in a boat or vehicle.

In B.C., the sale of cannabis edibles, extracts and topicals will only be allowed in provincially licensed cannabis retail stores, and products must be sourced from the Liquor Distribution Branch (LDB). The City's current land-use and licensing regulations for cannabis retail stores are sufficient to enable the sale of edibles, extracts and topicals.

Cannabis Excise Tax Revenue Sharing

The Federal Government is currently charging an excise tax of \$1 per gram, or 10% of the product's price, whichever is higher, on cannabis products with the exception of low-THC cannabidiol oils and products. Seventy five percent of the excise tax revenue is being shared with the provinces and territories, with the expectation that funding will be allocated to municipalities to offset cannabis-related costs. However, to date, only Ontario, Quebec and Alberta have established a cost-sharing framework for the provincial-municipal cannabis excise tax revenue.

Full cost-recovery (at a minimum) is an objective shared by many B.C. municipalities, and City staff have conducted a full financial review of all associated costs with respect to cannabis legalization. In addition, there was a 2019 UBCM motion calling on the Provincial government to expedite a fair cannabis excise tax revenue sharing agreement. Staff will continue to advocate for an equitable sharing of cannabis excise tax revenue through intergovernmental forums

including UBCM and the Joint Provincial-Local Government Committee on Cannabis Regulations (JCCR).

NEXT STEPS

In the year ahead, staff will continue to work with the Province to license cannabis stores, and will monitor impacts from the introduction of cannabis edibles, extracts and topicals. In addition, staff will advance work to develop a land use framework for federally licensed cannabis producers and processors.

The sale, consumption, and personal cultivation of medical cannabis remains regulated by the *Access to Cannabis for Medical Purposes Regulation* (ACMPR). Persons in need of medical cannabis must have a prescription and may purchase directly from federally licensed sellers, or register with Health Canada to grow and process their own medical cannabis. The federal government has committed to reviewing the ACMPR framework within 5 years of legalization (by 2023).

Finally, in response to the June 26 Council Motion B.7 entitled "Cannabis as an Alternative to Opiates and More Dangerous Drugs on the Downtown Eastside," staff will be meeting with the Community Action Team (CAT) in November, to gather feedback regarding cannabis. The CAT includes members from VANDU; Indigenous partners; first responders; and community, healthcare, non-profit, and governmental organizations. Staff have also conducted an initial review of the Zoning and Development By-law cannabis retail location requirements in the DTES, and are exploring by-law amendment options. A report is forthcoming in Q1 2020.

Please do not hesitate to contact me or Paul Mochrie if you have questions or concerns.

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Kathryn Holm Chief Licence Inspector and Acting Co-General Manager, Development, Buildings and Licensing <u>Kathryn.holm@vancouver.ca</u> 604-873-7545

APPENDIX A List of cannabis stores in Vancouver (as of October 11, 2019)

#	Store name	Location
1	Kiaro	1316 Kingsway
2	Hobo	4296 Main St.
3	City Cannabis Co.	7289 Fraser St.
4	City Cannabis Co.	610 Robson St.
5	City Cannabis Co.	2317 Cambie St.
6	Evergreen Cannabis	2868 W. 4 th Ave.
7	Muse Cannabis Store	3039 Granville St.
8	Hobo	8425 Granville St.
9	WestCanna	700 W. Broadway
10	Village Bloomery	1540 W. 2 nd Ave.
11	Buddha Barn	2179 W. 4 th Ave.
12	UEM Cannabis	1605 Renfrew St.

A. List of currently open and licensed cannabis stores

B. List of locations with Development Permit but without a municipal business licence

#	Proposed Store Name	Location
1	THC	6416 Main St.
2	Lit	1232 Burrard St.
3	Real Compassion Society	151 E. Hastings St.
4	Eggs Canna	208 E. 16 th Ave.
5	Canapa Sky	211 E. 16 th Ave.
6	Arcannabis Store	225 SE. Marine Drive
7	Farm Dispensary	369 Columbia St.
8	Healing Tree	529 E. Hastings St.
9	Green Valley Medicinal	699 E. 65 th Ave.
10	The Herb Co. Cannabis Store	779 Kingsway
11	The Herb Co. Cannabis Store	1193 Main St.
12	Arcannabis Store	1290 E. 12 th Ave.
13	Not provided by DP applicant	1319 SE. Marine Dr.
14	Herb + Culture	1353 E. 41 st St.
15	Euphoria Cannabis Boutique	1440 E. 57 th Ave.
16	Evo Medi Society	1666 Graveley St.
17	Kush Klub Cannabis	1735 Commercial Dr.
18	The Herb Co.	1775 Nanaimo St.
19	Vancouver Pain Management Society	2137 Commercial Dr.
20	Canntina (Commerical)	2223 Commercial Dr.
21	Budzilla Dispensary Clinic	2267 Kingsway
22	Eggs Canna	2406 E. Hastings St.
23	Northern Light Cannabis Purveyors	2943 Kingsway
24	BC Compassion Club Society	2991 Commercial Dr.
25	Eden	3441 Kingsway



#	Proposed Store Name	Location
26	Karuna Store	4510 Victoria Dr.
27	A Bud Above Craft Boutique	4914 Victoria Dr.
28	The Herb Co.	5055 Victoria Dr.
29	The Herb Co.	6417 Fraser St.
30	Sea to Sky Alternative Healing Society	6636 Fraser St.
31	Natural Relief	7295 Main St.
32	Mt. Pleasant Cannabis Store	45 W. Broadway
33	Marigold Cannabis	231 Abbott St.
34	Sunrise Wellness Foundation	258 W. Broadway
35	Canntina	725 Nelson St.
36	Remedy Wellness Society	1078 Mainland St.
37	Lotusland Fairview Cannabis Society	1116 W. Broadway
38	Hobo	1173 Robson St.
39	The Medicinal Cannabis Dispensary	1182 Thurlow St.
40	Canadian Cannabis Media Corp.	1208 Davie St.
41	WestCanna	1286 Robson St.
42	Robson Commercial Sales Ltd.	1429 Robson St.
43	Wealthshop Social Society	1518 Yew St.
44	Not provided by DP applicant	1710 W. 4 th Ave.
45	Hobo	1952 W. 4 th Ave.
46	Fire and Flower Cannabis Co.	2231 Granville St.
47	Greenery BC	2431 W. 41 st Ave.
48	Fire and Flower Cannabis Co.	2570 Granville St.
49	Westcoast Medicann Society	3178 Cambie St.
50	Point Grey Cannabis	3357 W. 4 th Ave.
51	La Canapa Boutique	3432 Dunbar St.
52	Trinity Tree Cannabis Inc.	4529 W. 10 th Ave.
53	Meta Cannabis Supply Co.	5628 Dunbar St.
54	Canna-Place	5890 Cambie St.
55	Eden Empire Inc.	4060 Cambie St.

C. Stores operating without a development permit

#	Store name	Location	Enforcement status
1	One Love Healing Sanctuary	141 Water St.	Zoning and Licence Orders in progress
2	Cannabis Culture	307 W. Hastings	Zoning and Licence Orders in progress
3	HerbsRUs	223 W. Broadway	Referred for prosecution
4	CannaClinic	1812 W. 4 th Ave.	Referred for prosecution
5	The Stalk Market	3175 W. Broadway	Referred for prosecution

Appendix B: Summary of federal regulations for cannabis edibles, extracts and topicals				
Product type	Cannabis edibles	Cannabis extract (for ingesting)	Cannabis extract (For inhaling)	Cannabis topical products
THC Limit	 10 mg of THC per package 	 10 mg of THC per unit or dispensed amount 1,000 mg of THC per package 	 1,000 mg of THC per package 	 1,000 mg of THC per package
Product rules	 No added vitamins or minerals No nicotine or added alcohol Limit on amount of caffeine 	 No added vitamins or minerals No nicotine and caffeine No added sugars, sweeteners or colours 	 No added vitamins or minerals No nicotine or alcohol No caffeine No added sugars, sweeteners or colours 	 No nicotine or alcohol For use only on skins, hair and nails Not for use in eyes and damaged skin
Packaging	 Child-resistant Plain 	 Child-resistant Plain Maximum package size of 90 mL for liquid extracts if under 3% THC Must include dispensing device if a liquid and not in unit form Maximum package size 7.5 g for extracts if over 3% THC 	 Child-resistant Plain Maximum package size of 90 mL for liquid extracts if under 3% THC Maximum package size of 7.5 6 for extracts if over 3% THC 	 Child-resistant Plain
Label	 Standardized cannabis symbol Health warning messages THC/CBD content Equivalency to dried cannabis to determine public possession limit Ingredient list Allergens Nutrition facts table 	 Standardized cannabis symbol for products containing THC Health warning message THC/CBD content Equivalency to dried cannabis to determine public possession limit Ingredient list Allergens Intended use 	 Standardized cannabis symbol for products containing THC Health warning message] THC/CBD content Equivalency to dried cannabis to determine public possession limit Ingredient list Allergens Intended use 	 Standardized cannabis symbol for products containing THC Health warning message THC/CBD content Equivalency to dried cannabis to determine public possession limit Ingredient list Intended use
Others		ing to youth lth, dietary or cosmetic	claims luct with alcoholic bever	ages, and tobacco or

Annondiv P: Summan	of fodora	I regulations f	or connable adible	es, extracts and topicals
Appendix D. Summar	v ul leuera	regulations	or carman's euron	5, Extracts and topicals