



**Vestavia Hills
City Council Agenda
March 30, 2026
5:30 PM**

1. Call to Order
2. Roll Call

Discussions

3. Consumable Hemp/THC Products
4. Central Alabama Homebuilding Academy
5. OpenGov Financial Software
6. Other Discussions as Needed
7. Time Of Adjournment

PUBLIC HEARING PROCEDURES

The following procedures shall be followed for every public hearing of the City Council:

- All comments shall be limited to **3 minutes**. A countdown clock will be provided on the video screens.
- Do not duplicate comments made by previous speakers. For example, if traffic is mentioned as an issue, do not readdress that issue.
- All comments shall be directed to the Mayor and/or presiding officer. Do not address the audience or the applicant.

Each speaker shall identify himself, including full name and address

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If you prefer not to attend a City Council meeting or work session in person, you may participate remotely:

- **Videoconference:** To participate by videoconference, you may access the meeting via Zoom at <https://us02web.zoom.us/j/5539517181>. When the Zoom.us window opens in your browser, click "Allow" to be placed in a virtual "waiting room." The host will open the meeting and allow all participants to join the meeting at that time. All participants will be automatically muted upon entrance to the meeting. If you wish to speak during time(s) identified for public input, activate the "video" feature and unmute yourself by toggling the mute button. When the Mayor recognizes you and gives you the floor, state your name and address for the record and then you may address the Council. Some useful Zoom functions include: microphone Mute/Unmute; Start/Stop Video; and View Participants – opens a pop-out screen that includes the "Raise Hand" icon that you may use to raise a virtual hand.
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Consumable Hemp Products:
Public Safety Considerations for Municipal Policy-Makers
Prepared by: Vestavia Hills Councilwoman Kimberly Cook

I. Introduction.

In 2025, the Alabama Legislature passed a law¹ that defines, regulates, and permits the sale of **consumable hemp products** (CHP).

This report is prepared for the City of Vestavia Hills to help our governing body to understand the following:

- Chemical compounds these products may contain;
- Types of products that fall under this regulation;
- How these products may impact public safety and promote the general welfare.

The law added Chapter 28 to Title 12, which regulates “**Intoxicating** Liquor, Malt Beverages and Wine.” The law places products containing cannabinoids under control of the Alcohol Beverage Control Board and gives cities the responsibility of issuing licenses for them to be sold because it is our duty to protect the health, safety and welfare of our citizens.

The new law leaves cities to grapple with how to issue these licenses and regulate these new products to protect the health, safety, and welfare of our citizens.

As we begin our discussions, it will be helpful to understand the following:

- Chemical compounds these products might contain;
- Types of products that fall under this regulation;
- How these products may impact work safety, personal health, crime, and traffic safety.

¹AL Code § 28-12-5 (2025)

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II. CHP According to Alabama Law

The new statute regulates products containing *any form of cannabinoid*, including those containing cannabidiol (CBD) and tetrahydrocannabinol (THC).²

As of January 1, 2026, these products may be sold if they meet the following terms³:

- Sold by licensed retailers at a physical location
- Meet ABC labeling and testing requirements⁴
- Derived from hemp⁵
- Contain no more than **10mg total THC**⁶
- Process may only use decarboxylation (heating) to obtain/convert THC

The following is disallowed:

- Shipping directly to consumer⁷
- Product > 10mg THC⁸
- Product contaminants and chemical synthesis to obtain THC⁹
- Use of hemp buds and flowers¹⁰
- Smokables¹¹

² Including, but not limited to Delta-8, Delta-9 and Delta-10, Code of Alabama, AL Code § 28-12-2(15) (2025).

³ AL Code § 28-12-3(a) (2025)

⁴ AL Code § 28-12-25 (2025)

⁵ AL Code § 2-8-381 (2025)

⁶ AL Code § 28-12-23 (2025)

⁷ AL Code § 28-12-60 (2025)

⁸ AL Code § 28-12-23 (2025)

⁹ AL Code § 28-12-2(5)b2 (2025)

¹⁰ Hemp buds and flowers are high in THCA that converts to THC when heated.

¹¹ AL Code § 28-12-2(5)b1 (2025)

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III. Plant Source

There is only one species of plant from which the active ingredients for CHP are derived, and that is *cannabis sativa*. This plant is commonly known as marijuana. Because it is unpredictable and highly intoxicating, *cannabis sativa* is a Schedule 1 drug and is still an illegal controlled substance, under regulation of the Controlled Substances Act.¹²

Both hemp and marijuana contain a wide range of cannabinoids. Below is a chart showing the comparison of the two:

Cannabinoid	Hemp (legal definition)	Marijuana (cannabis)
Δ9-THC (psychoactive)	≤ 0.3% (dry weight) ¹³	~5% – 30% (can be higher) ¹⁴
Δ8-THC	Trace naturally; often added via conversion	Trace naturally
Δ10-THC	Trace; usually synthetic	Trace
THCA (precursor to THC)	Often 5% – 20%+ in raw flower (varies by strain)	Also present; contributes to high THC after heating
CBD	Typically high (10%–20%+) ¹⁴	Varies (often low in THC-dominant strains) ¹⁵
CBG	Low–moderate (sometimes bred higher)	Usually low
CBN	Trace amounts	Trace–moderate (in aged cannabis)
CBC	Trace amounts	Trace amounts
Total cannabinoid profile	CBD-dominant	THC-dominant
Psychoactive effect	Minimal to none, unless heated*	Yes (due to THC levels)
Legal classification (U.S.)	≤0.3% THC = hemp	>0.3% THC = marijuana ¹⁶

¹² <https://www.congress.gov/crs-product/IN12620>

¹³ <https://www.healthline.com/health/hemp-vs-marijuana>

¹⁴ [CBHD News](#)

¹⁵ [Canapuff](#)

¹⁶ <https://www.healthline.com/health/hemp-vs-marijuana>

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IV. CBD and THC

CBD and THC are the most commonly used cannabinoids found in both marijuana and hemp. Hemp is bred to be CBD-dominant and THC-poor, while the converse is true for marijuana.

This is an important distinction, because the effects of CBD and THC are quite different: CBD is not psychoactive and THC is psychoactive and intoxicating with unpredictable results.

CBD

What makes CBD effects mild and more tolerable is its pharmacology -- how it interacts with a person's endocannabinoid system (ECS). CBD loosely binds with the body's cannabinoid (CB1) receptors and **is not intoxicating**.¹⁷

The Drug Enforcement Agency (DEA) does not classify CBD as a drug, and the Food and Drug Administration (FDA) is now studying the safety and effectiveness of this substance because of high interest from the public.¹⁸

CBD contains little to no THC, so it is not considered psychoactive.¹⁹

THC

By contrast, THC effects are unpredictable and more pronounced. It binds **directly** to CB1 receptors in the brain, **causing euphoria and an altered sense of reality**. Persons under the influence are unable to safely operate heavy machinery, drive a car, or make decisions. It is known to cause anxiety or paranoia at higher doses.

Centers for Disease Control (CDC) says other negative health effects are Cannabis Use Disorder (addiction), heightened heart rate and blood pressure right after use, slowed reaction time, impaired decision-making, social anxiety, depression, and schizophrenia. Wider access to THC has also resulted in increased calls to poison control centers and emergency room visits.²⁰

Importantly, FDA has deemed THC is an unsafe a food additive.²¹

VI. Cannabis Policy Evolution

¹⁷ <https://jamanetwork.com/journals/jama/fullarticle/2773562>

¹⁸ <https://www.fda.gov/media/168778/download>

¹⁹ Park, Ji-Yeun. "Patterns of cannabidiol use among marijuana users in the United States." *Preventive medicine reports* vol. 50 102985. 20 Jan. 2025, doi:10.1016/j.pmedr.2025.102985

²⁰ <https://www.cdc.gov/cannabis/health-effects/index.html>

²¹ <https://www.fda.gov/news-events/press-announcements/fda-issues-warning-letters-companies-illegally-selling-cbd-and-delta-8-thc-products>

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The legality of cannabis has evolved over time.

Era	Legal Status	Key Shift
Pre-1937	Legal	Agricultural commodity
1937–1970	Restricted	Tax-based prohibition
1970–1996	Illegal	Schedule I classification
1996–2012	Medical legalization	State-level reform begins
2012–2018	Recreational legalization	State markets emerge
2018–2025	Hemp legalization	CBD & hemp THC boom
2025–present	Regulatory tightening	Closing hemp loopholes

The 2018 Farm Bill²² made production of hemp legal in the U.S., and defined hemp as follows:

- ≤ 0.3% THC (leaves, dry weight)

In November 2025, Congress amended the hemp definition, in Title 7, Section 1639o, of the U.S. Code,²³ in an attempt to close loopholes that had allowed the marijuana industry to synthesize high-THC products from hemp.

²² "H.R.2 - 115th Congress (2017-2018): Agriculture Improvement Act of 2018." *Congress.gov*, Library of Congress, 20 December 2018, <https://www.congress.gov/bill/115th-congress/house-bill/2>.

²³ "Text - H.R.5371 - 119th Congress (2025-2026): Continuing Appropriations, Agriculture, Legislative Branch, Military Construction and Veterans Affairs, and Extensions Act, 2026." *Congress.gov*, Library of Congress, 12 November 2025, <https://www.congress.gov/bill/119th-congress/house-bill/5371/text>.

VII. Effect of 10mg THC in CHP

Alabama's law allows up to 10mg THC per serving.

For the sake of time, I asked this question of ChatGPT on March 30, 2026: **How much effect will 10mg THC in an edible produce?**

I received the following response²⁴:

*A 10 mg THC edible is considered a standard single dose in regulated markets, but **its effects vary significantly by tolerance and physiology.***

Expected effects of 10 mg THC (edible)

For most people (general population)

- Moderate psychoactive effect
- Noticeable:
 - Euphoria / mood elevation
 - **Altered perception (time, sensory)**
 - Relaxation or mild sedation
- Possible:
 - **Impaired coordination and reaction time**

This is typically a “functional but clearly impaired” level.

Onset and duration (edibles)

- Onset: 30–120 minutes
- Peak: 2–4 hours
- Total duration: 6–8+ hours

*[Effect is] **Longer and stronger than smoking due to liver metabolism.***

²⁴ Schlienz, Nicolas J et al. “Pharmacodynamic dose effects of oral cannabis ingestion in healthy adults who infrequently use cannabis.” *Drug and alcohol dependence* vol. 211 (2020): 107969. doi:10.1016/j.drugalcdep.2020.107969

Common side effects at 10 mg

Especially in low-tolerance users:

- **Anxiety or paranoia**
- *Dry mouth* (“cottonmouth”)
- *Increased heart rate*
- *Drowsiness*

Standard dosing context

Dose	Typical effect
2.5 mg	Very mild
5 mg	Mild
10 mg	Moderate (standard dose)
20+ mg	Strong
50+ mg	Very strong / potentially overwhelming

Comparison to smoking

- 10 mg edible \approx roughly similar total absorbed THC as:
 - **A light-to-moderate smoking session**
- But:
 - **Stronger body effect**
 - **Longer duration**
 - **More unpredictable onset**

Bottom line

- 10 mg THC edible = moderate, noticeable intoxication for most people
- For new users:
 - It can feel **strong or even overwhelming**.
- For experienced users:
 - It's often a **baseline recreational dose**.

(end of ChatGPT response)

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VIII. Retailer Requirements

Under the new law, CHP may only be sold in²⁵:

- pharmacies
- retail grocery stores with minimum 14,000 square feet product space
- liquor stores that sell for off-premises consumption only
- stores that only sell CHP

Licensed retailers of CHP must²⁶:

- Submit monthly reports of gross sales;
- Post a surety bond in the amount of \$25,000;
- Maintain record of Certificates of Analysis;
- collect 10% excise tax on sales, and show as a separate line item on the receipt;
- Sell for off-premises consumption only.

²⁵ <https://www.burr.com/newsroom/articles/alabama-thc-bill>

²⁶ <https://www.burr.com/newsroom/articles/alabama-thc-bill>

IX. Health and Safety Risks

Like alcohol licenses, cities may approve or deny these new licenses based on the health, safety, and welfare of our citizens. The governing body may ask questions of the applicant regarding how sales to minors (under 21 years) will be prevented, assess the background of the applicants to ensure good character and past compliance with ABC laws, and anything else that will assure the health and safety of our residents. This is a subjective policy judgment.

Title 12, Chapter 28, Code of Alabama states:

“(a) The purpose of this chapter is to **protect the health and safety of Alabama residents from consumable products**, often marketed toward children, that purportedly contain hemp-derived compounds. Many of these products **have not been tested nor do they meet quality and safety standards**. It is the intent of the Legislature to require all consumable hemp products available for sale in this state **to be tested and labeled in accordance with strict standards and to prohibit the sale of these products to individuals under 21 years of age.**” (emphasis added)

This law promises product quality in regard to labeling and testing of CHP and prevention of access by minors, but the question remains whether sale of these products in our city will cause harm to our city’s general welfare and the health of our citizens.

In spite of better labeling and controls provided by the law, there are remaining risks to consuming 10mg THC edible products by adults and making them widely available for sale, and these must be considered by policy-makers.

*For the sake of time, I asked this question of ChatGPT on March 30, 2026: **what are the health and safety risks of allowing 10mg THC edible products?***

I received the following response:

(beginning ChatGPT response)

*Allowing 10 mg THC edible products raises a set of **well-characterized health and safety risks**, supported by clinical, toxicological, and public health literature. The key issue is not that 10 mg is extreme—it is that it is a **moderate, pharmacologically active dose with delayed onset and high variability**, which creates predictable risk patterns.²⁷*

²⁷ https://www.cdc.gov/cannabis/health-effects/?CDC_AAref_Val=https://www.cdc.gov/marijuana/health-effects/index.html

1. Acute psychoactive and cognitive effects

At ~10 mg oral THC:

- **Impaired attention, reaction time, and coordination**
- **Altered judgment and risk perception**
- **Difficulty performing complex tasks (e.g., driving)**

Even when users feel “moderate,” impairment can still be measurable.

2. Anxiety, panic, and dysphoria

- **~10–25% of users** may experience anxiety at this dose
- Higher risk in:
 - First-time users
 - Older adults
 - Stressful environments

Effects may include:

- Panic attacks
 - Paranoia
 - Sense of loss of control
-

3. Cardiovascular effects

THC can cause:

- Increased heart rate (tachycardia)
- Transient increases in blood pressure (early phase)

Potential concern for:

- Individuals with underlying heart disease
 - Older populations
-

4. Neurocognitive and psychotomimetic effects

At 10 mg (especially in sensitive individuals):

- Mild **dissociation or altered perception**
 - Short-term memory impairment
 - In rare cases: **Transient psychotic-like symptoms** (hallucinations, delusions)
-

5. Delayed onset → overconsumption risk

This is one of the **most significant safety concerns** with edibles:

- Onset: **30–120 minutes**
- Users may:
 - Take additional doses too soon
 - Accidentally consume **20–50+ mg**

This is a primary driver of:

- Emergency department visits
 - Severe anxiety reactions
-

6. Accidental ingestion (children and pets)

Edibles resemble normal food (e.g., gummies, brownies):

- Increased risk of:
 - **Pediatric exposure**²⁸
 - Severe sedation or respiratory depression in extreme cases

Public health data consistently show:

- Rising **poison control calls** in states with edibles
-

²⁸ <https://www.cdc.gov/mmwr/volumes/68/wr/pdfs/mm6833a1-H.pdf>

7. Driving impairment and public safety

- *THC impairs:*
 - *Reaction time*
 - *Lane tracking*
 - *Decision-making*

At 10 mg:

- *Effects may persist **6–8+ hours***
 - *Users may underestimate impairment due to delayed onset*
-

8. Dose standardization vs. misuse risk

Benefit:

- *10 mg is a standardized unit, which helps labeling and regulation*

Risk:

- *For many users (especially new users), 10 mg is:*
 - *Too high as an initial dose*

Public health guidance often recommends:

- *2.5–5 mg starting dose*
-

9. Variability and unpredictability

Due to oral metabolism (liver conversion to 11-hydroxy-THC):

- *Effects vary widely:*
 - *Body weight*
 - *Metabolism*
 - *Food intake*

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Same 10 mg dose can feel:

- *Mild to one person*
 - *Strong or overwhelming to another*
-

Summary: Overall risk profile

Well-supported risks:

- *Moderate psychoactive impairment*
- *Anxiety in a subset of users*
- *Overconsumption due to delayed onset*
- *Driving impairment*
- *Accidental ingestion risks*

Less common but documented:

- *Acute panic reactions*
 - *Transient psychosis (rare)*
 - *Cardiovascular stress in vulnerable individuals*
-

Bottom line

Allowing 10 mg THC edibles:

- ***Does not represent extreme toxicity risk at a single dose, but***
- ***Does create predictable public health risks, especially:***

Overconsumption
Impairment-related accidents
Adverse reactions in low-tolerance users
Pediatric exposure

(end ChatGPT response)

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X. Conclusion

Local policy-makers must consider all the risks of approving these licenses within the framework of Alabama law. While the new law provides some additional measure of safety through labeling and restricting unsafe contaminants, policy-makers must ask:

- Will the sale of these 10mg-THC edible products promote public safety and the general welfare of our community?
- Can we enact additional protections at the local level to further mitigate public health and safety risks?

Local policy-makers do not get to make the law or set the limit of THC in these products, but we have the authority to decide whether products may be sold in our cities.

We are the final layer of protection to promote the general welfare of our cities and protect our families.

Author's Disclaimer: As time allowed, every effort has been made to provide information that is backed by proper research and to note sources. In the interest of time, ChatGPT, version 5.3, was used to generate some of the information that has been clearly indicated, along with ChatGPT sources as they were available.

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