

General Assembly

January Session, 2025

Raised Bill No. 6930

Referred to Committee on GENERAL LAW

Introduced by: (GL)

AN ACT CONCERNING THE SOCIAL EQUITY COUNCIL'S RECOMMENDATIONS REGARDING SOCIAL EQUITY PLANS, STRATEGIC PLANNING, ETHICS, LICENSE RENEWAL FEES AND FINANCIAL ASSISTANCE APPLICATIONS.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- Section 1. Section 21a-420d of the general statutes is repealed and the
 following is substituted in lieu thereof (*Effective from passage*):
- (a) There is established a Social Equity Council, which shall be within
 the Department of Economic and Community Development for
 administrative purposes only.
- 6 (b) The Social Equity Council shall consist of seventeen members as7 follows:
- 8 (1) One appointed by the speaker of the House of Representatives,
 9 who has a professional background of not less than five years working
 10 in the field of either social justice or civil rights;

(2) One appointed by the president pro tempore of the Senate, whohas a professional background of not less than five years working in the

13 field of either social justice or civil rights;

(3) One appointed by the majority leader of the House of
Representatives, who has a professional background of not less than five
years working in the field of economic development to help minorityowned businesses;

(4) One appointed by the majority leader of the Senate, who has a
professional background of not less than five years in providing access
to capital to minorities, as defined in section 32-9n;

(5) One appointed by the minority leader of the House of
Representatives, who is from a community that has been
disproportionately harmed by cannabis prohibition and enforcement;

(6) One appointed by the minority leader of the Senate, who has a
professional background of not less than five years in providing access
to capital to minorities, as defined in section 32-9n;

(7) Two appointed by the chairperson of the Black and Puerto Rican
Caucus of the General Assembly, one of whom shall be designated by
the chairperson of the Black Caucus of the General Assembly and one of
whom shall be designated by the chairperson of the Puerto Rican and
Latino Caucus of the General Assembly;

(8) Five appointed by the Governor, one who is from a community
that has been disproportionately harmed by cannabis prohibition and
enforcement, one who has a professional background of not less than
five years working in the field of economic development and one who
is an executive branch official focused on workforce development;

37 (9) The Commissioner of Consumer Protection, or the commissioner's38 designee;

39 (10) The Commissioner of Economic and Community Development,40 or the commissioner's designee;

41 (11) The State Treasurer, or the State Treasurer's designee; and

42 (12) The Secretary of the Office of Policy and Management, or the43 secretary's designee.

(c) (1) In making the appointments in subsection (b) of this section,
the appointing authority shall use best efforts to make appointments
that reflect the racial, gender and geographic diversity of the population
of the state.

(2) Members appointed by the Governor shall serve a term of four
years from the time of appointment and members appointed by any
other appointing authority shall serve a term of three years from the
time of appointment. The appointing authority shall fill any vacancy for
the unexpired term.

(3) (A) The Governor shall appoint an interim executive director to operationalize and support the Social Equity Council until, notwithstanding the provisions of section 4-9a, the council appoints an executive director. Subject to the provisions of chapter 67, and within available appropriations, the council may thereafter appoint an executive director and such other employees as may be necessary for the discharge of the duties of the council.

(B) Not later than July 1, 2024, the council shall adopt bylaws
specifying which duties are retained by the members of the council and
which duties are delegated to the executive director.

(C) The council may, by a simple majority vote of the members of the
council, take any formal personnel action concerning the executive
director for any reason.

66 (D) In addition to the council's authority under subparagraph (C) of 67 this subdivision, if a final review board consisting of the chairperson 68 and the members of the council appointed under subdivisions (1), (2), 69 (5) and (6) of subsection (b) of this section determines, by a simple majority vote of the members of the final review board, that removing
the executive director is in the best interest of serving the council's
mission, such final review board shall issue a letter to the council
recommending that the council remove the executive director.

(4) The Governor shall appoint the chairperson of the council from
among the members of the council. The chairperson shall directly
supervise, establish annual goals for and conduct an annual
performance review of the executive director.

78 (5) The chairperson and executive director shall jointly develop, and 79 the council shall review and approve, (A) the budgetary information 80 that the council is required to annually submit to the Secretary of the 81 Office of Policy and Management pursuant to subdivision (2) of 82 subsection (c) of section 21a-420f, (B) allocations of moneys in the social 83 equity and innovation account, established under section 21a-420f, that 84 the council determines, under subparagraph (B) of subdivision (1) of 85 subsection (b) of section 21a-420f, further the principles of equity, as 86 defined in section 21a-420, and (C) any plans for expenditures to provide (i) access to capital for businesses, (ii) technical assistance for 87 88 the start-up and operation of a business, (iii) funding for workforce 89 education, (iv) funding for community investments, and (v) funding for 90 investments in disproportionately impacted areas.

91 (d) A majority of the members of the Social Equity Council shall 92 constitute a quorum for the transaction of any business. The members 93 of the council shall serve without compensation, but shall, within 94 available appropriations, be reimbursed for expenses necessarily 95 incurred in the performance of their duties. Any member who fails to 96 attend three consecutive meetings held after May 24, 2022, or who fails 97 to attend fifty per cent of all meetings held during any calendar year 98 beginning on or after January 1, 2023, shall be deemed to have resigned 99 from office. The appointing authority shall fill the vacancy for the 100 unexpired term of any member who is deemed to have resigned from 101 office under this subsection, and shall use best efforts to ensure such

appointment reflects the racial, gender and geographic diversity of thepopulation of the state.

104 (e) The Social Equity Council may (1) request, and shall receive, from 105 any state agency such information and assistance as the council may 106 require, (2) use such funds as may be available from federal, state or 107 other sources and may enter into contracts to carry out the purposes of 108 the council, including, but not limited to, contracts or agreements with 109 Connecticut Innovations, Incorporated, constituent units of the state 110 system of higher education, regional workforce development boards 111 and community development financial institutions, (3) utilize voluntary 112 and uncompensated services of private individuals, state or federal 113 agencies and organizations as may, from time to time, be offered and 114 needed, (4) accept any gift, donation or bequest for the purpose of 115 performing the duties of the council, (5) hold public hearings, (6) 116 establish such standing committees, as necessary, to perform the duties 117 of the council, and (7) adopt regulations, in accordance with chapter 54, 118 as the council may deem necessary to carry out the duties of the council.

(f) The Social Equity Council shall promote and encourage full
participation in the cannabis industry by persons from communities
that have been disproportionately harmed by cannabis prohibition and
enforcement.

123 (g) Not later than forty-five days after June 22, 2021, or at a later date 124 determined by the Social Equity Council, the council shall establish 125 criteria for proposals to conduct a study under this section and the 126 Secretary of the Office of Policy and Management shall post on the State 127 Contracting Portal a request for proposals to conduct a study, and shall 128 select an independent third party to conduct such study and provide 129 detailed findings of fact regarding the following matters in the state or 130 other matters determined by the council:

131 (1) Historical and present-day social, economic and familial 132 consequences of cannabis prohibition, the criminalization and 133 stigmatization of cannabis use and related public policies;

(2) Historical and present-day structures, patterns, causes and
consequences of intentional and unintentional racial discrimination and
racial disparities in the development, application and enforcement of
cannabis prohibition and related public policies;

(3) Foreseeable long-term social, economic and familial consequences
of unremedied past racial discrimination and disparities arising from
past and continued cannabis prohibition, stigmatization and
criminalization;

(4) Existing patterns of racial discrimination and racial disparities in
access to entrepreneurship, employment and other economic benefits
arising in the lawful palliative use cannabis sector as established
pursuant to chapter 420f; and

(5) Any other matters that the council deems relevant and feasible for
study for the purpose of making reasonable and practical
recommendations for the establishment of an equitable and lawful
adult-use cannabis business sector in this state.

150 (h) Not later than January 1, 2022, the Social Equity Council shall, 151 taking into account the results of the study conducted in accordance 152 with subsection (g) of this section, make written recommendations, in 153 accordance with the provisions of section 11-4a, to the Governor and the 154 joint standing committees of the General Assembly having cognizance 155 of matters relating to finance, revenue and bonding, consumer 156 protection and the judiciary regarding legislation to implement the 157 provisions of this section. The council shall make recommendations 158 regarding:

(1) Creating programs to ensure that individuals from communities
that have been disproportionately harmed by cannabis prohibition and
enforcement are provided equal access to licenses for cannabis
establishments;

163 (2) Specifying additional qualifications for social equity applicants;

(3) Providing for expedited or priority license processing for each
license as a retailer, hybrid retailer, cultivator, micro-cultivator, product
manufacturer, food and beverage manufacturer, product packager,
transporter and delivery service license for social equity applicants;

(4) Establishing minimum criteria for any cannabis establishment
licensed on or after January 1, 2022, that is not owned by a social equity
applicant, to comply with an approved workforce development plan to
reinvest or provide employment and training opportunities for
individuals in disproportionately impacted areas;

(5) Establishing criteria for a social equity plan for any cannabis
establishment licensed on or after January 1, 2022, to further the
principles of equity, as defined in section 21a-420;

(6) Recruiting individuals from communities that have been
disproportionately harmed by cannabis prohibition and enforcement to
enroll in the workforce training program established pursuant to section
21a-421g;

(7) Potential uses for revenue generated under RERACA to furtherequity;

(8) Encouraging participation of investors, cannabis establishments,
and entrepreneurs in the cannabis business accelerator program
established pursuant to section 21a-421f;

(9) Establishing a process to best ensure that social equity applicants
have access to the capital and training needed to own and operate a
cannabis establishment; and

(10) Developing a vendor list of women-owned and minority-owned
businesses that cannabis establishments may contract with for necessary
services, including, but not limited to, office supplies, information
technology infrastructure and cleaning services.

(i) (1) Not later than August 1, 2021, and annually thereafter until July
31, 2023, the Social Equity Council shall use the most recent five-year
United States Census Bureau American Community Survey estimates
or any successor data to determine one or more United States census
tracts in the state that are a disproportionately impacted area and shall
publish a list of such tracts on the council's Internet web site.

198 (2) Not later than August 1, 2023, the council shall use poverty rate 199 data from the most recent five-year United States Census Bureau 200 American Community Survey estimates, population data from the most 201 recent decennial census and conviction information from databases 202 managed by the Department of Emergency Services and Public 203 Protection to identify all United States census tracts in the state that are 204 disproportionately impacted areas and shall publish a list of such tracts 205 on the council's Internet web site. In identifying which census tracts in 206 this state are disproportionately impacted areas and preparing such list, 207 the council shall:

208 (A) Not deem any census tract with a poverty rate that is less than the209 state-wide poverty rate to be a disproportionately impacted area;

(B) After eliminating the census tracts described in subparagraph (A)
of this subdivision, rank the remaining census tracts in order from the
census tract with the greatest historical conviction rate for drug-related
offenses to the census tract with the lowest historical conviction rate for
drug-related offenses; and

(C) Include census tracts in the order of rank described in
subparagraph (B) of this subdivision until including the next census
tract would cause the total population of all included census tracts to
exceed twenty-five per cent of the state's population.

(j) After developing criteria for workforce development plans as
described in subdivision (4) of subsection (h) of this section, the Social
Equity Council shall review and approve or deny in writing any such
plan submitted by a producer under section 21a-420*l* or a hybrid-retailer

under section 21a-420u.

224 (k) The Social Equity Council shall develop criteria for evaluating the 225 ownership and control of any equity joint venture created under section 226 21a-420m, 21a-420u, 21a-420j or 21a-420aa and shall review and approve 227 or deny in writing such equity joint venture prior to such equity joint 228 venture being licensed under section 21a-420m, 21a-420u, 21a-420j or 229 21a-420aa. The council shall not approve any equity joint venture 230 applicant which shares with an equity joint venture any individual 231 owner who meets the criteria established in subparagraphs (A) and (B) 232 of subdivision (51) of section 21a-420, other than an individual owner in 233 their capacity as a backer licensed under section 21a-420o.

234 (1) The Social Equity Council shall, upon receipt of funds from 235 producers in accordance with subdivision (5) of subsection (b) of section 236 21a-420*l*, develop a program to assist social equity applicants to open 237 not more than two micro-cultivator establishment businesses in total. 238 Producers shall provide mentorship to such social equity applicants. 239 The council shall, with the department, determine a system to select 240 social equity applicants to participate in such program without 241 participating in a lottery or request for proposals.

242 (m) (1) The Social Equity Council shall review and either approve or 243 deny, in writing, any social equity plan submitted by a cannabis 244 establishment as part of the cannabis establishment's final license 245 application. The council shall approve or deny such social equity plan 246 not later than thirty days after such social equity plan is submitted to 247 the council. If the council denies any such social equity plan, the 248 applicant may revise and resubmit such social equity plan without 249 prejudice.

(2) (A) Each licensed cannabis establishment shall (i) maintain an
 active social equity plan at all times while such cannabis establishment
 is in operation, and (ii) not later than March 1, 2026, and annually
 thereafter, submit to the council a report disclosing the impact such

social equity plan had on the disproportionately impacted area in which
 such cannabis establishment is located during the preceding calendar
 year.

(B) The council shall review each report submitted pursuant to
subparagraph (A)(ii) of this subdivision and may, not later than sixty
days after completing such review, request that the licensed cannabis
establishment that submitted such report revise such cannabis
establishment's social equity plan to ensure that such social equity plan
furthers the principles of equity.

[(2)] (3) Not later than July 1, 2024, the council shall update the criteria for social equity plans described in subdivision (5) of subsection (h) of this section to include a specific, points-based rubric to evaluate social equity plans.

(n) The Social Equity Council shall approve the amounts, grantees
and purposes of any grants made by the council from the social equity
and innovation account or the Cannabis Social Equity and Innovation
Fund, established under section 21a-420f, and any contract executed by
and between the council and a grant maker shall require that the
amounts, grantees and purposes of any subgrants made by such grant
maker shall be approved by the council.

274 (o) Not later than July 1, 2024, and quarterly thereafter, the Social 275 Equity Council shall prepare and submit a report, in accordance with 276 the provisions of section 11-4a, to the Governor, the speaker of the 277 House of Representatives, the president pro tempore of the Senate, the 278 majority leader of the House of Representatives, the majority leader of 279 the Senate, the minority leader of the House of Representatives, the 280 minority leader of the Senate and the joint standing committees of the 281 General Assembly having cognizance of matters relating to 282 appropriations and consumer protection. The report shall include, but 283 need not be limited to:

284 (1) The fiscal-year-to-date expenditures of the council, which

285 expenditures shall disclose, at a minimum: (A) All expenditures made 286 for personal services and the fringe benefit costs associated therewith; 287 (B) all expenditures made for consultants retained for the purpose of 288 reviewing applications for social equity applicant status; (C) all 289 expenditures made to provide businesses with access to capital and the 290 number of businesses that received access to such capital; (D) all 291 expenditures made to provide technical assistance for the start-up and 292 operation of businesses and the number of businesses that received such 293 assistance; (E) all expenditures made to fund workforce education, the 294 number of persons served by the workforce education programs 295 supported by such expenditures and the number of persons successfully 296 placed in relevant professional roles after completing such workforce 297 education programs; (F) all expenditures made to fund community 298 investment grants, the amounts, grantees and purposes of such grants 299 and, if any of such grants were made to a grant maker, the amounts, 300 grantees and purposes of any subgrants made by such grant maker; (G) 301 all expenditures made for promotional or branding items and which 302 promotional or branding items were purchased; (H) all expenditures 303 made for advertising or marketing campaigns; (I) all expenditures made 304 to advertising or marketing firms; (J) all expenditures made for 305 sponsorships; (K) all expenditures made for other community outreach; 306 (L) all expenditures made for travel; and (M) all other expenditures not 307 described in subparagraphs (A) to (L), inclusive, of this subdivision; and

308 (2) The status of the council's performance of the council's 309 responsibilities in the licensing process under RERACA, including, but 310 not limited to: (A) The number of applications for social equity applicant 311 status, social equity plans and workforce development plans pending 312 before the council, categorized into the number of applications, social 313 equity plans and workforce development plans pending before the council for (i) less than thirty days, (ii) at least thirty days but less than 314 sixty days, (iii) at least sixty days but less than ninety days, and (iv) at 315 316 least ninety days; (B) the number of applications for social equity 317 applicant status, social equity plans and workforce development plans

approved during the then current fiscal year, broken down by license
type; and (C) the number of applications for social equity applicant
status, social equity plans and workforce development plans denied
during the then current fiscal year, broken down by license type.

(p) Not later than July 1, 2024, and monthly thereafter, the executive
director of the council shall prepare and submit a report, in accordance
with the provisions of section 11-4a, to the council and the Black and
Puerto Rican Caucus of the General Assembly. The report shall include,
but need not be limited to:

327 (1) The expenditures the council plans to make during the month 328 immediately following submission of such report, which expenditures 329 shall disclose, at a minimum: (A) All expenditures the council plans to 330 make for consultants retained for the purpose of reviewing applications 331 for social equity applicant status; (B) all expenditures the council plans 332 to make to fund community investment grants, the amounts, grantees 333 and purposes of such grants and, if any of such grants are to be made to 334 a grant maker, the amounts, grantees and purposes of any subgrants to be made by such grant maker; (C) all expenditures the council plans to 335 336 make for promotional or branding items, for advertising or marketing 337 campaigns, to advertising or marketing firms and for sponsorships; (D) 338 all expenditures the council plans to make for community outreach; and 339 (E) all expenditures the council plans to make for travel; and

340 (2) The status of the council's performance of the council's 341 responsibilities in the licensing process under RERACA, including, but 342 not limited to, the following information for the date of such report: (A) 343 The number of applications for social equity applicant status that are 344 pending before the council and the date each such application was 345 submitted, broken down by license type, municipality, assembly district 346 and senate district; (B) the number of social equity plans that are 347 pending before the council and the date each such social equity plan was 348 submitted, broken down by license type; and (C) the number of 349 workforce development plans that are pending before the council and

the date each such workforce development plan was submitted, brokendown by license type.

(q) Not later than October 1, 2025, the council shall develop and
submit a strategic plan to the Governor and the joint standing
committees of the General Assembly having cognizance of matters
relating to appropriations and consumer protection. The strategic plan
shall include a framework that outlines the council's goals, planned
actions and priorities for the three-year period beginning October 1,
2025, and ending on September 30, 2028.

359 (r) Not later than October 1, 2025, the council shall develop and adopt
 360 an ethical code of conduct for council members and staff.

(s) Not later than January 1, 2026, and annually thereafter, the
 members of the council and council staff shall complete an ethics
 training course focusing on disproportionately impacted areas and the
 cannabis industry.

Sec. 2. Section 21a-420h of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):

367 The Social Equity Council shall adopt regulations, in accordance with 368 the provisions of chapter 54, to prevent the sale or change in ownership 369 or control of a cannabis establishment license awarded to a social equity 370 applicant to someone other than another qualifying social equity 371 applicant during the period of provisional licensure, and for three years 372 following the issuance of a final license, unless the backer of such 373 licensee has died or has a condition, including, but not limited to, a 374 physical illness or loss of skill or deterioration due to the aging process, 375 emotional disorder or mental illness that would interfere with the 376 backer's ability to operate. If the council approves any sale or change in 377 ownership or control of a cannabis establishment license awarded to a 378 social equity applicant during the three-year period following issuance 379 of a final license, and such sale or change in ownership or control is 380 made to anyone other than another qualifying social equity applicant,

381 the cannabis establishment licensee shall be treated as a cannabis 382 establishment licensee without social equity status beginning on the 383 date of such approval and such cannabis licensee shall no longer be eligible to pay a reduced license renewal fee. Notwithstanding the 384 385 requirements of sections 4-168 to 4-172, inclusive, in order to effectuate 386 this section, prior to adopting such regulations and not later than 387 October 1, 2021, the council shall issue policies and procedures to 388 implement the provisions of this section that shall have the force and 389 effect of law. The council shall post all policies and procedures on its 390 Internet web site and submit such policies and procedures to the 391 Secretary of the State for posting on the eRegulations System, at least 392 fifteen days prior to the effective date of any policy or procedure. Any 393 such policy or procedure shall no longer be effective upon the earlier of 394 either the adoption of the policy or procedure as a final regulation under 395 section 4-172 or forty-eight months from July 1, 2021, if such regulations 396 have not been submitted to the legislative regulation review committee 397 for consideration under section 4-170. Any violation of such policies and 398 procedures or any violation of such regulations related to the sale or 399 change in ownership may be referred by the Social Equity Council to the 400 department for administrative enforcement action, which may result in 401 a fine of not more than ten million dollars or action against the 402 establishment's license.

- 403 Sec. 3. Section 21a-421i of the general statutes is repealed and the 404 following is substituted in lieu thereof (*Effective from passage*):
- 405 [(a) As used in this section, "Social Equity Council", "cannabis
 406 establishment" and "social equity applicant" have the same meanings as
 407 provided in section 21a-420.]
- 408 [(b)] (a) (1) The Department of Economic and Community 409 Development and the Social Equity Council shall jointly develop and 410 establish:
- 411 (A) A revolving loan program for the purposes of subdivision (1) of

412 subsection (b) of section 21a-421h, including (i) requirements for loan 413 eligibility under the program, (ii) an application form and the 414 information and documentation required to be submitted with such 415 application, (iii) the terms of the loans to be offered, including the rates 416 of interest to be charged and the length of the loans, (iv) a plan for 417 publicizing and marketing the program, and (v) any other requirements 418 necessary to implement the program; and

(B) Application forms, applicant requirements and any other
provisions the department and the council deem necessary for the
purposes of subdivisions (2) to (4), inclusive, of subsection (b) of section
21a-421h.

(2) The department and the council shall post on the Internet web
sites of the Department of Economic and Community Development and
the Department of Consumer Protection information concerning the
loan program and other available funding under this section.

(b) (1) The Department of Economic and Community Development
and the Social Equity Council shall approve or deny an application
described in subdivision (1) of subsection (a) of this section not later
than one hundred twenty days after the department and the council
receive a completed application form and all information and
documentation required to be submitted with such application form.

433 (2) If the department and the council deny an application as set forth

434 <u>in subdivision (1) of this subsection, the applicant may reapply without</u>

435 prejudice by submitting a new application as set forth in subdivision (1)

436 <u>of subsection (a) of this section.</u>

This act shall take effect as follows and shall amend the following sections:

Section 1	from passage	21a-420d	
Sec. 2	from passage	21a-420h	
Sec. 3	from passage	21a-421i	

Statement of Purpose:

To provide that (1) each cannabis establishment shall maintain an active social equity plan and submit an annual report regarding such plan, (2) the Social Equity Council shall (A) review social equity plans, (B) develop a strategic plan, and (C) adopt a code of ethics, (3) council members and staff shall complete an annual ethics training course, (4) a cannabis establishment licensee shall not be entitled to pay a reduced license renewal fee if (A) the license is sold, or there is a change in the ownership or control of the license, and (B) such sale or change in ownership or control is made to anyone other than a social equity applicant, and (5) the Department of Economic and Community Development and the council shall approve or deny an application for financial assistance within one hundred twenty days.

[Proposed deletions are enclosed in brackets. Proposed additions are indicated by underline, except that when the entire text of a bill or resolution or a section of a bill or resolution is new, it is not underlined.]