### UNITED STATES DISTRICT COURT NORTHERN DISTRICT OF NEW YORK

VALENCIA AG, LLC,

No. 5:24-cv-00116 (GTS/TWD)

Plaintiff,

v.

CHRISTOPHER ALEXANDER, in his official capacity as Executive Director of the New York Office of Cannabis Management; TREMAINE WRIGHT, in her official capacity as Chairperson of the New York Cannabis Control Board, FIRST AMENDED COMPLAINT

Defendants.

### INTRODUCTION

1. New York is joining the growing number of states that allow the legal cultivation, sale, and consumption of cannabis. Near the end of 2023, New York cannabis regulatory authorities closed the first application window for individuals and businesses to obtain licenses to participate in this burgeoning market. The licenses granted will serve a special role in establishing this new industry in New York.

2. But licenses are not available on an equal basis. Instead, the State of New York gives significant race- and sex-based preference in both the application and review process for obtaining a license to operate a cannabis business.

3. Valencia Ag is a hopeful cannabis business that satisfies all the legitimate criteria to become a licensed cannabis business in New York. However, because the owners of the business do not identify as New York's preferred race or sex, Valencia is at a severe disadvantage in obtaining a license. Plaintiff brings this civil rights action to vindicate its equal protection rights under the Fourteenth Amendment to the United States Constitution.

#### JURISDICTION AND VENUE

4. This action arises under the Fourteenth Amendment to the United States Constitution and 42 U.S.C. § 1983. The Court has jurisdiction over this federal claim under 28 U.S.C. §§ 1331 (federal question) and 1343(a) (redress for deprivation of civil rights). Declaratory relief is authorized by the Declaratory Judgment Act, 28 U.S.C. §§ 2201–2202.

5. Venue is proper in this District under 28 U.S.C. § 1391(b)(2). A substantial part of the events giving rise to this claim have occurred or will occur in the Northern District of New York.

### PARTIES

6. Plaintiff Valencia Ag, LLC, is a limited liability company organized under the laws of the State of New York. It has its place of business at 5204 Harvest Hill Drive, Jamesville, New York 13078. Plaintiff has applied for a microbusiness cannabis license in the past and is ready, willing, and able to apply for a cannabis license again in the future.

Defendant Christopher Alexander is the Executive Director of the New York Office
 of Cannabis Management (OCM). OCM exercises its authority through Defendant Alexander.
 N.Y. CANBS §§ 8–9. Defendant Alexander is sued solely in his official capacity.

Befendant Tremaine Wright is the Chairperson of the Cannabis Control Board (CCB or Board). CCB has authority over the issuance of cannabis business licenses. N.Y. CANBS § 10(1)–(2). Defendant Wright is sued solely in her official capacity.

### FACTUAL ALLEGATIONS

#### New York's Cannabis Law

9. On March 31, 2021, the State of New York enacted the Marihuana Regulations & Taxation Act, with the short title of "Cannabis Law." N.Y. CANBS § 1.

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10. New York law requires that any person who seeks to legally "cultivate, process, distribute, deliver or dispense cannabis within this state for sale" must apply for a license from the Board. *Id.* § 61.

11. The Board has "sole discretion" to limit the number of licenses issued. In doing so, however, it must "prioritize[] social and economic equity applicants with the goal of fifty percent awarded to such applicants" and the issuance of licenses must "reflect[] the demographics of the state." *Id.* § 10(2).

12. The Cannabis Law defines "[s]ocial and economic equity applicant[s]" (SEE applicants) as "an individual or an entity who is eligible for priority licensing pursuant to the criteria established in article four." *Id.* § 3(50).

13. Article four establishes that one can qualify for priority licensing on the basis of the owner's race and/or sex. *Id.* § 87

14. The Cannabis Law sets out selection criteria that the Board must consider when granting an "initial adult-use cannabis license." *Id.* § 64(1), *et seq.* 

15. The first criterion is that "the applicant is a social and economic equity applicant."*Id.* § 64(1)(a).

16. As a separate criterion, the statute then repeats that the Board must consider whether "the applicant qualifies as a social and economic equity applicant." *Id.* § 64(1)(f).

17. For microbusiness, delivery, and nursery licenses, the Cannabis Law mandates that
"[t]he granting of such licenses shall promote social and economic equity applicants." *Id.* §§ 73–75.

18. The Board must develop a "social and economic equity plan" (SEE Plan) that must "promote racial, ethnic, and gender diversity when issuing licenses for adult-use cannabis related

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activities." *Id.* § 87(1). A copy of the current SEE Plan is attached to this First Amended Complaint as Exhibit A.

19. The SEE Plan states that "the promotion of racial, ethnic, and gender diversity when issuing licenses" is "a central mission of both the Board and the Office." Ex. A at 6.

20. The SEE Plan characterizes itself as "a living strategic document that will be adjusted and amended to reflect New York's evolving cannabis landscape." Ex. A at 6.

21. The statute mandates that the Board's plan must establish a goal that 50% of the adult-use licenses of all types be given to SEE applicants. *Id.*  $\S$  87(2).

22. The plan must "ensure inclusion" of "minority-owned" and "women-owned" businesses, *id.* § 87(2)(b)–(c), businesses which qualify for "priorit[y] consideration" as SEE applicants. *Id.* § 87(1).

23. A "minority-owned business" is defined along racial/ethnic lines. At least 51% of the business must be owned by "minority group members." *Id.* § 87(5)(a)(i). "Minority group members" is further defined and is based solely on race and ethnicity. *Id.* § 87(5)(b)(i)–(iv).

24. A "women-owned business" is defined on the basis of sex or gender. At least 51% of the business must be owned by women. *Id.* § 87(5)(c)(i).

25. The Board is required to collect demographic information on licensees in furtherance of its social and economic equity goal, *id.* § 88, a requirement that has been integrated into the SEE plan.

26. In addition to priority review and licensure, the Cannabis Law treats applicants differently on the basis of race and sex in a myriad of additional ways. Race and sex considerations determine whether an applicant must possess the land for the business or merely have a "plan to do so." *Id.* § 64(1)(e). Race and sex determine eligibility for special mentorship and incubator

programs. *Id.* §§ 10(17)(c), 87(1), 87(4). Even the registration and application fees vary depending on the race and sex of the applicant. *Id.* §§ 15(3), 63(3).

### Regulation by the Cannabis Control Board

27. The Cannabis Law grants CCB rulemaking authority to "effectuate the provisions of" the Cannabis Law. *Id.* § 13.

28. CCB's regulations promulgated under this authority largely reflect the statutory requirements to discriminate on the basis of race and sex.

29. CCB regulation allows "the acceptance of licensing applications" to be limited according to "social and economic equity factors." N.Y. Comp. Codes R. & Regs. tit. 9, § 120.1(c).

30. CCB regulation states that "[a]n applicant . . . shall be reviewed and evaluated in an order and manner determined by the Board, based on . . . social and economic equity status." *Id.* § 120.7(b).

31. CCB regulation allows race and sex to be used when determining priority for "application submission, review, selection, and issuance." *Id.* § 120.7(c)(2).

32. CCB regulation confirms that applicants qualify for priority social and economic equity status on the basis of race and/or sex. *Id.* § 121.1(a)(1)(ii)-(iii), (b), (f)–(g).

33. "[P]rovisional licensing" is available for certain applicants who have their application denied, so long as they are of the preferred race or sex. *Id.* § 120.13(d).

34. The license fee can be reduced by 50%, waived, or deferred if the applicant is from a preferred race or sex. *Id.* § 120.4(c)(1).

35. CCB asserts and has exercised discretionary authority to determine how it "may approve licenses using mechanisms, including, but not limited to, scoring, compliance-based evaluation, qualified lottery, randomized ordering, or any combination thereof." *Id.* § 120.7(c).

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CCB's rulemaking authority under N.Y. CANBS § 13, which must be exercised to "effectuate the provisions of" the Cannabis Law, does not extend to the implementation of a randomized queueing process that does not provide for priority ordering, review, and licensing of SEE applicants as mandated by the statute, *see* N.Y. CANBS §§ 3(50), 10(2), 64(1), 73–75, 87(1)–(2), and as otherwise embodied in the Board's regulations.

### OCM and CCB Licensing Procedures

36. OCM recently published a brochure entitled "ADULT-USE SOCIAL & ECONOMIC EQUITY APPLICANT OVERVIEW." Plaintiff has attached a copy of this brochure to the First Amended Complaint as Exhibit B.

37. The brochure acknowledges OCM's goal that 50% of the licenses be given to social and economic equity applicants. Ex. B.

38. The brochure explains that license priority is given to "Minority-owned businesses" and "Women-owned businesses." Ex. B.

39. The brochure explains that SEE applicants are entitled to a 50% reduction of the application fee and a 50% reduction of the annual license fee. Ex. B.

40. Moreover, "Qualified SEE applicants will receive priority in accessing adult-use licenses, with an extra prioritization for microbusiness, delivery, and nursery licenses." Ex. B.

41. On December 5, 2023, OCM updated a publication titled "General Licensing Applications Frequently Asked Questions." Plaintiff has attached a copy of this publication to this First Amended Complaint as Exhibit C.

42. The FAQ document explains how applications are "pooled based on the license type sought, SEE certification and provisional status," and then "queued (ordered) in their distinct pools" once an application window closes. Ex. C.

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43. Notably, "an applicant's queueing order is very important as those higher in the queue will be reviewed first, and it is possible that not all applications will be reviewed before all licenses have been issued." Ex. C.

44. In the section on Social and Economic Equity, the FAQ document states that SEE applicants receive "[1]icense review prioritization for adult-use cannabis licenses," and that "[q]ualifying as multiple SEE categories will increase an applicant's chances in the random order queueing process." Ex. C.

45. The FAQ document also explains that "[a]pplicants who are not issued a license in this application window must resubmit an application to be considered in a future application licensing window," where "the Board may create applications with competitive or scored elements." Ex. C.

46. The current SEE Plan summarizes approaches several states have taken to achieve "social equity." Some states set up lotteries that give social equity applicants more chances to win, or that are reserved exclusively for social equity applicants. It also recounts that some states have instituted "merit-based" scoring systems that award social equity applicants more points on their applications. Far from disavowing such measures as unauthorized by the Cannabis Law or unconstitutional discrimination when applied along race and gender lines, the SEE Plan states that these measures have "proven to be only part of the solution." Ex. A at 13.

47. OCM and its Chief Equity Officer recently gave a slide presentation addressing the nature of the applications the OCM had received after the application window closed. Plaintiff has attached a copy of select pages of this presentation to this First Amended Complaint as Exhibit D.

48. According to the presentation, approximately 6,800 applications were received for various types of cannabis licenses. Ex. D.

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49. 70% of the applications sought preferential treatment as a "social and economic equity" applicant. Ex. D.

50. Of those applications, 46% claimed that status on the basis of being a "Minorityowned business," and 34% were claiming such status on the basis of being a "Women-owned business." Ex. D.

51. On about January 12, 2024, OCM published its list of the hierarchy of applicants based on the purportedly randomized placement of applications. Plaintiff has attached a copy of this list to this First Amended Complaint as Exhibit E.

52. While the precise weight and how queueing priority was set is unknowable at this time, it is clear from the statutory and regulatory text that OCM officials are mandated and authorized to give favor and preference in the application, queueing, review, and granting processes to applicants based on their race and sex.

53. After queueing is complete, CCB is mandated and authorized to consider race and/or gender when reviewing applications and granting licenses.

54. CCB regulation asserts that the method for queueing is left entirely to CCB's discretion. N.Y. Comp. Codes R. & Regs. tit. 9, § 120.7(c). Even assuming this to be true such that the Board could implement randomized queueing under its statutory authority, as the demographic makeup of licensees becomes known CCB must take race- and sex-based action to meet its mandated goal for 50% of licensees to be social and economic equity applicants.

55. CCB plans to open future license application windows as part of its "measured rollout" and "methodical approach to licensing." Ex. A at 55–56.

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56. CCB is mandated and authorized to take race- and sex-based action when receiving, queueing, reviewing, and granting license applications that will be submitted to these future application windows.

Valencia Ag, LLC is at a severe disadvantage because of its ownership's race and sex

57. Valencia Ag is owned by two brothers. Because they are men and cannot claim membership in one of the races favored by the Cannabis law, Valenica Ag cannot claim that it is a SEE applicant in its application on the basis of being a "minority-owned business" or "women-owned business."

58. Valencia Ag does not qualify for any SEE applicant status under any of the other factors.

59. Valencia Ag filed an application with OCM on October 12, 2023, seeking a microbusiness cannabis license.

60. OCM advised applicants prior to filing an application that priority would be given to applicants that attested they either owned or rented space that was immediately ready to conduct a licensed cannabis business. These are considered "Operationally-Ready" businesses.

61. Valencia Ag entered into a lease agreement prior to filing its application specifically for the sole purpose of being ready to conduct a licensed business at the leased premises. Accordingly, Valencia Ag is an Operationally-Ready business.

62. Its lease agreement requires it to pay \$2,000 per month plus utilities and premises insurance. To date, Valencia Ag has been unable to utilize the leased premises since its application has not been reviewed, much less any cannabis license granted. Accordingly, Plaintiff has suffered damages and harm due to delays in obtaining a cannabis license.

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63. Of the about 6,800 applications to the first recently closed application window, about 2,200 applicants, including Plaintiff, were Operationally-Ready applicants. OCM ranked Plaintiff at number 2,042 in the hierarchy of applicants.

64. Because the Board intends to issue only about 110 microbusiness licenses from this first round of applicants, Plaintiff's position in the purportedly randomized queue virtually ensures that it will not be granted a license any time soon despite its significant investments in building a qualified, Operationally-Ready business, as OCM officials have determined and advised that many applicants, especially those assigned a relatively high number on the list, may never have their applications reviewed.

65. Even if the queue released on January 12, 2024, was randomized, Valencia's relatively low ranking in the queue, making access to one of the first 110 microbusiness licenses a virtual impossibility, is in part attributable to the high number of race- and gender-based SEE applicants who filed applications after receiving preferential treatment in the application process because of their race and sex. The presence of this high number of SEE applicants that received preferential treatment made it more likely that Valencia would receive a relatively low ranking in the unlawfully randomized queue, and thus this discrimination will cause Valencia to almost certainly not be reviewed in this application round and will thus be granted a license much later, if ever.

66. Valencia's relatively low ranking in the queue is also attributable to OCM and the Board's repeated announcements promising favor, preference, and priority to SEE applicants pursuant to the Cannabis Law's mandates, which induced and incentivized such individuals to apply for licenses. Such announcements and promises were made with the intended effect of having more Minority-owned and Women-owned businesses apply for a license, which in turn

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would result in more licenses being granted to such businesses, regardless of whether the promised favor, preference, and priority would ultimately be given. Without such inducement and incentive, fewer applicants would have applied, and Valencia would have more likely received a higher ranking in the queue. Such announcements and promises were intended and designed to help achieve the mandatory goal of granting at least 50% of licenses to SEE applicants.

67. Because of the favor and preference given by OCM officials to applicants based on race and sex, Plaintiff will almost certainly not be granted a license in the foreseeable future, if ever.

68. If Plaintiff does not receive a license upon the conclusion of review of the pending batch of applicants from the first application window, Plaintiff is qualified, ready, willing, able, and plans to reapply in subsequent application windows that OCM and the Board have publicly stated will be opened in the future.

69. Any future license application will be subjected to the Board's statutory mandate and regulatory authority to consider applicants' race and/or gender when accepting, queueing, and reviewing applications.

70. Any future license application will be subjected to the Board's statutory mandate and regulatory authority to consider applicants' race and/or gender when making licensing decisions.

71. CCB's mandate to award 50% of licenses to SEE applicants will require it to continuously make race- and sex-conscious decisions over time, as the agency gets a fuller picture of the demographic makeup of awarded licensees.

72. Plaintiff must make its future business decisions and plans, and file any future license application, under the specter of the Cannabis Law's mandated discrimination and the

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CCB's authority to effectuate this discrimination through various means to be memorialized in future amendments to the SEE Plan, including but not limited to using race and/or gender considerations in setting quotas for future application windows, opening application windows only for SEE applicants, setting aside available licenses only for SEE applicants, providing queue priority or extra queue placement for SEE applicants, and awarding SEE applicants additional points in a "merit-based" application review process.

#### **CLAIMS FOR RELIEF**

#### FIRST CAUSE OF ACTION

### The Race-Based Licensing Classifications Violate the Equal Protection

### **Clause of the Fourteenth Amendment**

73. Plaintiff alleges and incorporates by reference the allegations in the preceding paragraphs of this First Amended Complaint.

74. Plaintiff is a person under 42 U.S.C. § 1983.

75. Defendants acted under the color of state law in developing, implementing, and administering laws, regulations, and procedures that discriminate and grant preferential treatment to cannabis license applicants based on their race and/or sex.

76. The Equal Protection Clause of the Fourteenth Amendment to the United States Constitution requires that "[n]o State shall . . . deny to any person within its jurisdiction the equal protection of the laws." U.S. Const. amend. XIV, § 1.

77. The rights guaranteed by the Fourteenth Amendment are enforceable against Defendants through 42 U.S.C. § 1983.

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78. Defendants have violated Plaintiff's right to equal protection of the laws by discriminating against Plaintiff in its application for a microbusiness cannabis license on the basis of race.

79. Defendants have violated Plaintiff's right to equal protection of the laws by subjecting Plaintiff's ability to receive a license to discrimination on the basis of race.

80. Because the Cannabis Law, CCB regulations, and OCM practices treat applicants differently based on their race, they must satisfy strict scrutiny.

81. Individuals who qualify for priority licensure based on their race are not required to prove that they have been specifically harmed by prior unconstitutionally or unlawfully discriminatory enforcement of cannabis prohibition laws, nor any other unconstitutionally or unlawfully discriminatory government action for that matter. Race alone is enough.

82. Defendants do not have a compelling interest that justifies these racial classifications.

83. The racial classifications are not necessary to remedy any violation of the Constitution or a statute.

84. The racial classifications are not designed to remedy specific, identified discrimination.

85. Even if the racial classification were enacted to further a compelling interest, they are not narrowly tailored to that purpose.

86. The racial classifications are woefully overinclusive. Individuals from certain racial groups are given preference for no identifiable purpose.

87. The racial classifications treat individuals according to racial stereotypes.

88. The racial classifications have no end date and will continue in perpetuity.

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89. Because these racial classifications further no compelling interest, and are not narrowly tailored, they violate the Equal Protection Clause.

### SECOND CAUSE OF ACTION

### The sex-based classifications violate the Equal Protection Clause of the

### Fourteenth Amendment to the Constitution

90. Plaintiff alleges and incorporates by reference the allegations in the preceding paragraphs of this First Amended Complaint.

91. The Cannabis Law, CCB regulations, and OCM practices discriminate on the basis of sex in violation of the Equal Protection Clause.

92. The Cannabis Law, CCB regulations, and OCM practices facially discriminate on the basis of sex.

93. Sex-based classifications are subject to intermediate scrutiny. Under this standard, the government must show that the statute's gender classifications serve important governmental objectives and that the means employed are substantially related to those objectives.

94. Defendants do not have an important objective that justifies these sex-based classifications.

95. The sex-based classifications embedded in the Cannabis Law, CCB regulations, and OCM practices do not remedy past, identifiable discrimination against women.

96. Even if Defendants can identify an important objective for these sex-based classifications, the means chosen are not substantially related to it.

97. The sex-based classifications treat individuals differently according to gender stereotypes.

98. The sex-based classifications have no end date and will continue in perpetuity.

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99. Because these gender classifications further no important interest, and are not substantially related to one, they violate the Equal Protection Clause.

### PRAYER FOR RELIEF

WHEREFORE, Plaintiff prays for relief as follows:

1. A declaration that the use of race in the New York Cannabis Law, CCB regulations promulgated thereunder, and OCM policies and practices violates the Fourteenth Amendment to the United States Constitution;

2. A declaration that the sex-based classifications in the New York Cannabis Law, CCB regulations promulgated thereunder, and OCM policies and practices violates the Fourteenth Amendment to the United States Constitution;

3. A permanent injunction prohibiting Defendants from enforcing the race and sex preferences in the New York Cannabis Law, CCB regulations promulgated thereunder, and OCM policies and practices;

An award of attorneys' fees, costs, and expenses in the action pursuant to 42 U.S.C
 § 1988; and

5. Such other relief that the Court deems just and proper.

DATED: March 13, 2024.

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/s/ David J. Hoffa

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\*Pro Hac Vice

Counsel for Plaintiff

### **CERTIFICATE OF SERVICE**

I hereby certify that on March 13, 2024, I electronically filed the foregoing First Amended

Complaint (dated March 13, 2024), with the Clerk of the District Court using the CM/ECF system,

which is understood to have sent notification of such filing electronically to the following:

### Aimee Cowan

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DATED: March 13, 2024.

### /s/ David J. Hoffa DAVID J. HOFFA\* Ariz. Bar No. 038052

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Attorney for Plaintiff

# Exhibit A

New York Social and Economic Equity Plan

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# **New York Social And Economic Equity Plan**



Office of Cannabis Management

# New York Social And Economic Equity Plan

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# **Letter from Executive Director**

When New York State enacted the Marijuana Regulation and Taxation Act (MRTA), it stood as the most progressive cannabis legalization bill in the nation. The bill included key provisions expunging past cannabis convictions, dedicating revenue to community improvement, and a directive to prioritize those who normally have been left out and left behind of sizable government generated economic development projects.

The design of this market was included in that bill. The MRTA laid out an approach that tried to incorporate lessons learned from other states who have ended prohibition in their own jurisdictions but left to this team the heavy work of filling out the true blueprint to making New York's cannabis market the most equitable, and successful, cannabis market in the nation.

This living document represents the path forward for New York. It is a strategic plan to realize the goals of the MRTA, to bring economic activity to every corner of the State, and to set a new example of what intentional policymaking looks like. This Social and Economic Equity Plan does not run from New York's past relationship with cannabis. It contextualizes it and provides the State with achievable steps to repair the harm that has been done and prepare the State to be a national leader in the space.

I am proud of the work of the Office to date and look forward to bringing the innovative strategies identified in this plan to life.

Equity is not a thing. It is the thing.

**Chris Alexander** Executive Director New York State Office of Cannabis Management

# **Letter from Chief Equity Officer**

Harlem's native son, James Baldwin, once wrote, "People who imagine history flatters them are impaled on their history like a butterfly on a pin and become incapable of seeing or changing themselves or the world." And so, it is in the spirit of breaking free from our longheld narratives that New York embarks upon a new chapter of cannabis legalization to reach higher, more equitable heights.

New York's landmark cannabis law provides the foundation upon which a better future can be built. It provides the structure for redressing the long-standing injustices and inequities created by the unequal enforcement of cannabis prohibition and informs the work to come.

Cannabis legalization represents more than a shift in New York's drug policies — it heralds the end the era of "Jim Crow policing"<sup>1</sup> against Black and brown communities that have been devastated by decades of disproportionate drug possession arrests and mass incarceration. Yet, the burgeoning legal cannabis market is increasingly at risk of abandoning the racial justice values that drove the initial calls for legalization.

Nationwide, it is estimated that Black cannabis entrepreneurs account for just five percent of industry ownership.<sup>2</sup> In many ways, demographic disparities in ownership reflect and reinforce America's persistent and insidious racial wealth gap — the cumulative result of centuries of institutional and systemic racism. If New York is to chart a different course, it must adopt radically different approaches to rolling out the legal market.

As Chief Equity Officer, I have committed to building a fair, inclusive, and equitable foundation for the New York market. One where everyday New Yorkers and their families can become self-sufficient stakeholders in this new legal industry and work together to build a national model for reform with community reinvestment, equity, and justice at the forefront.

This Social and Economic Equity Plan is the result of the insight, expertise, and ongoing dedication of Office personnel, as well as their partnership with community stakeholders from across the state. It provides a roadmap to a cannabis market that reflects the state's renowned spirit of enterprise, rich diversity and agricultural roots. The grim history of cannabis prohibition in New York won't stand in the way of progress. Rather, it will shape new systems and policies designed to deliver racial and economic justice for generations of New Yorkers.

**Damian Fagon** Chief Equity Officer New York State Office of Cannabis Management

<sup>1</sup>Herbert, B. (2010, February 1). Jim Crow Policing The New York Times. https://www.nytimes.com/2010/02/02/opinion/02herbert.html

<sup>2</sup>See Mathew Swinburne, & Kathleen Hoke, State Efforts to Create an Inclusive Marijuana Industry in the Shadow of the Unjust War on Drugs, 15 J. Bus. & Tech. L. 235 (2020) available at https:// digitalcommons.law.umaryland.edu/jbtl/vol15/iss2/3 (discussing the racial disparities in ownership and economic opportunity within the legal cannabis market).

# **Acknowledgements**

This report was developed with stakeholder engagement. The Office consulted community partners in New York as well as industry experts with extensive experience supporting cannabis social equity initiatives across the country.

**Community Partners:** Akbar Self Help, Albany 518 SNUG, Asian Cannabis Roundtable, Bellport Hagerman East Patchogue Alliance, Inc., Black Farmers United, Black Veterans for Social Justice, CannaBronx, Cornell Cooperative Extension, Harlem Business Association, Ibero American Action League, Inc., Local 338 RWDSU/UFCW, Mothers on the Move, New York Women's Chamber of Commerce, Office of General Services Division of Service-Disabled Veterans' Business Development, The Upstate New York Black Chamber of Commerce, Trinity Alliance Inc., Universal Hip-Hop Museum, Urban League of Long Island, Veterans in Economic Transition Conference, Victory Temple Fellowship Church, Women Grow.

**Industry Experts:** Cristina Buccola, Darrin Chandler, Dasheeda Dawson, Edgar Cruz, Toni Forge, Tye Hodson, Kika Keith, Marie Montmarquet, Jessica Strange, Shaleen Title, Chaney Turner, Wally Wong, Hilary Yu.

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**Special Thanks** to Governor Kathy Hochul, Assembly Majority Leader Crystal Peoples-Stokes, Senator Liz Krueger, Senate Majority Leader Andrea Stewart-Cousins, and Assembly Speaker Carl Heastie for championing the historic legislation that made this work possible.

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# **Legislative Mandate**

Pursuant to the Cannabis Law,<sup>3</sup> the Cannabis Control Board is charged with the creation and implementation of a social and economic equity plan in consultation with the Chief Equity Officer and Executive Director, and after receiving public input. (N.Y. CANBS § 87(1)) The goals of the plan include the promotion of racial, ethnic, and gender diversity when issuing licenses and the promotion of diversity in commerce, ownership and employment, and opportunities for social and economic equity.

The promotion of social and economic equity in the cannabis industry is a central mission of both the Board and the Office. The New York Social and Economic Equity (NYSEE) Plan presents the strategy for advancing that mission. The NYSEE Plan is a living strategic document that will be adjusted and amended to reflect New York's evolving cannabis landscape.

The NYSEE Plan consists of four sections. Part I is an introduction to the Plan. Part II provides relevant background information, with particular emphasis on the national landscape of cannabis markets and the various forms that social equity programs have taken. Part III examines current initiatives and business support services, among other programs, to illustrate New York's present approach to social equity. This section also details the public input communicated to the Office and used to generate this Plan. Part IV contains a list of recommendations made by the Chief Equity Officer to the Board and the Office.

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# INTRODUCTION



# **Key Terms**

For the purposes of the New York Social and Economic Equity (NYSEE) Plan, the following key terms will be referred to:

**Accelerator** refers to a cannabis training program that provides intensive learning and mentorship experiences that solidify and expand on a licensee's or applicant's advanced cannabis experience and skill.

**Board** refers to the Cannabis Control Board of New York State.

**Cannabis** refers to all parts of the plant of the genus Cannabis, whether growing or not; the seeds thereof; the resin extracted from any part of the plant; and every compound, manufacture, salt, derivative, mixture, or preparation of the plant, its seeds or resin. It does not include the mature stalks of the plant, fiber produced from the stalks, oil or cake made from the seeds of the plant, any other compound, manufacture, salt, derivative, mixture, or preparation of the mature stalks (except the resin extracted therefrom), fiber, oil, or cake, or the sterilized seed of the plant which is incapable of germination. Cannabis does not include hemp, cannabinoid hemp or hemp extract or any drug products approved by the federal Food and Drug Administration.

**Cannabis Advisory Board (CAB)** refers to the State Cannabis Advisory Board which operates within the Office of Cannabis Management. It is responsible for collaborating with the Cannabis Control Board and the Executive Director to provide guidance and make recommendations regarding the use of medical cannabis, adult-use cannabis, and cannabinoid hemp and hemp extract throughout the state. Additionally, it governs and administers the New York State Community Grants Reinvestment Fund in accordance with Section 99-kk of the State Finance Law.

**Communities Disproportionately Impacted (CDI)** refers to, but is not limited to, a certain geographic area that has a history of arrests, convictions, and other law enforcement practices, such as, but not limited to, precincts, zip codes, neighborhoods, and political subdivisions, reflecting a disparate enforcement of cannabis prohibition during a certain time period, when compared to the rest of the state. The Board shall, with recommendations from the Advisory Board, the Chief Equity Officer and Executive Director, issue guidelines to determine how to assess which communities have been disproportionately impacted and how to assess if someone is a member of a community disproportionately impacted.

**Distressed Farmer** refers to: (a) a New York state resident or business enterprise, including a sole proprietorship, partnership, limited liability company or corporation, that meets the small farm classification developed by the Economic Research Service of the United States Department of Agriculture, has filed a schedule F with farm receipts for the last three years, qualifies for an agriculture assessment and meets other qualifications defined in regulation by the Board to demonstrate that they operate a farm operation as defined in section three hundred one of the agriculture and markets law and has been disproportionately impacted, including but not limited to incurring operating losses, by low commodity prices and faces the loss of farmland through development or suburban sprawl and meets any other qualifications as defined in regulation by board; or (b) a New York state resident or business enterprise, including a sole proprietorship, partnership, limited liability company or corporation, that is a small farm operator and a member of a group that has been historically underrepresented in farm ownership and meets any other qualifications as defined in regulations as defined in regulation by board.

Equity refers to fair treatment, access to opportunity, and advancement for all.

**Incubator** refers to a business development and training program which provides direct support in the form of counseling services, education, small business coaching, financial planning, compliance assistance and physical infrastructure to qualified applicants and/or licensees.

**Legacy operator** refers to a longstanding participant in the unregulated market of cannabis or marihuana whose operations predate legalization on March 31, 2021.

**Marihuana or marijuana** refers to the previously utilized term for cannabis in New York State law prior to the passage of the Cannabis Law.

**Minority-owned business** refers to a business enterprise, including a sole proprietorship, partnership, limited liability company or corporation that is:

- at least fifty-one percent owned by one or more minority group members;
- an enterprise in which such minority ownership is real, substantial and continuing;
- an enterprise in which such minority ownership has and exercises the authority to control independently the day-to-day business decisions of the enterprise;
- an enterprise authorized to do business in this state and independently owned and operated; and
- an enterprise that is a small business.

**Minority group** member refers to a United States citizen or permanent resident alien who is and can demonstrate membership in one of the following groups:

- Black persons having origins in any of the Black African racial groups;
- Hispanic persons of Mexican, Puerto Rican, Dominican, Cuban, Central or South American of either Indian or Hispanic origin, regardless of race;
- Native American or Alaskan native persons having origins in any of the original peoples of North America; or
- Asian and Pacific Islander persons having origins in any of the far east countries, southeast Asia, the Indian subcontinent, or the Pacific islands.

**The Office** refers to the Office of Cannabis Management.

**Registered organization** refers to an entity that is registered under Article 3 of the Cannabis Law that is authorized to manufacture and dispense medical cannabis in New York State.

**Social and economic equity** (SEE) refers to policies specifically made by the Office of Cannabis Management to achieve the goals and address categories set forth in the Cannabis Law.

Service-disabled veterans mean persons qualified under article seventeen-B of the executive law.

**Social and economic groups** (SEE groups) refer to, in the aggregate, distressed farmers, individuals from communities disproportionately impacted, minority-owned businesses, service-disabled veterans, and women-owned businesses.

**Two-tier market** is a reference to the economic design that separates the adult-use cannabis industry into a supply tier and a retail tier.

**Women-owned business** refers to a business enterprise, including a sole proprietorship, partnership, limited liability company or corporation that is:

- at least fifty-one percent owned by one or more United States citizens or permanent resident aliens who are women;
- an enterprise in which the ownership interest of such women is real, substantial and continuing;
- an enterprise in which such women ownership has and exercises the authority to control independently the day-to-day business decisions of the enterprise;
- an enterprise authorized to do business in this state and independently owned and operated; and
- an enterprise that is a small business.

# INTRODUCTION

# **Applying an Equity Framework**

The term equity means the fair treatment, access to opportunity, and advancement for all. The principle of equity recognizes that the objective of fair treatment can only be achieved through the identification and elimination of barriers that prevent the full participation of some groups.<sup>4</sup> Equity is the key to prosperity. The nation's total Gross Domestic Product (GDP) would have been \$3.1 trillion more in 2019 without the racial wealth gap – making every community stronger.<sup>5</sup>

Equity is a distinct and separate term from social equity and social and economic equity, although common discourse often uses these terms interchangeably. Equity is sharing resources based on the needs of the individual to create a level foundation. Social equity acknowledges systemic inequalities affecting certain communities and offers sociopolitical and economic solutions that provide opportunity and financial empowerment for those subject to unequal conditions. Social and economic equity refers specifically to policies made by the Office to achieve the goals laid out in the Cannabis Law.

A commitment to equity is an acknowledgement that there are communities that have been historically marginalized and harmed. While diversity guarantees the presence of various identities at the table, equity considers and provides the support needed to foster inclusive participation.

The Board and the Office recognize that in order to truly achieve our social equity objectives, those objectives must be directly connected to the ways in which we do our work. To ensure an equitable cannabis industry, the Board and the Office are committed to the following equity pillars:

- Bringing to life an industry that gives small, independent businesses an opportunity to compete.
- Building relationships and trust within the communities most impacted through educational and social programming.
- Investing resources including grants, loans, and technical assistance to equip SEE groups with the support needed to thrive in the New York State cannabis market.
- Educating communities on their rights in accordance with the Cannabis Law and regulations.
- Collecting data and evolving programming to adapt to the equity needs of the industry.

<sup>4</sup>Bard College (2020). Principles of Equity at Bard College. Cce.bard.edu. https://cce.bard.edu/about/principles-of-equity/ <sup>5</sup>Federal Reserve Bank of San Francisco. (2021, April 7). \$3 Trillion a Year and Growing: Potential Economic Gains from Equity [Review of \$3 Trillion a Year and Growing: Potential Economic Gains from Equity]. Federal Reserve Bank of San Francisco. https://www.frbsf.org/our-district/about/sf-fed-blog/3-trillion-a-year-potential-economic-gains-from-equity/

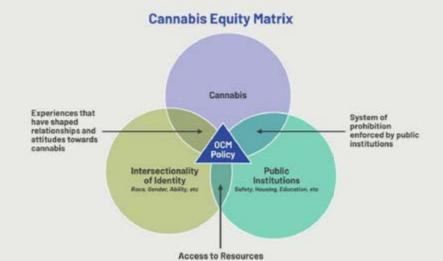
# WHAT IS INTERSECTIONALITY? AND HOW DOES IT IMPACT CANNABIS POLICY?

# INDIVIDUALS HAVE MULTIPLE

**IDENTITIES** based on several factors, such as ethnicity, age, ability, culture, religion, sexual orientation, and gender. As a result, personal and community experiences with cannabis differ due to how these identities intersect.

FOR EXAMPLE, A Black individual from a designated CDI may lack adequate access to safe housing, comprehensive education, and financial resources due to how public institutions respond to compunding factors of their race, gender, and socioeconomic status.

**Note:** They may also have negative attitudes and perceptions towards cannabis due to over-policing in their neighborhood and the arrests of close relatives.





When we make policy and program decisions, we need to **consider the cannabis equity matrix, shown above, to better understand and meet the needs of New Yorkers.** 

When we fail to acknowledge this, we risk building more barriers to true equity in cannabis.

# HERE ARE 3 DEFINITIONS TO HELP YOU UNDERSTAND AN INTERSECTIONAL FRAMEWORK:



EQUITY is fair treatment, access to opportunity, and advancement for all.



# **SOCIAL EQUITY**

refers to the programs and policies, both within New York State and other states that acknowledges systemic barriers and provides support to uplift and encourage participation from marginalized groups.



# SOCIAL AND ECONOMIC EQUITY

refers to policies specifically made by the Office of Cannabis Management to achieve the goals laid out in the Cannabis Law. Case 5:24-cv-00116-GTS-TWD Document 33-1 Filed 03/13/24 Page 13 of 74

# II. BACKGROUND

Images by: Augustus Battaglia

As states across the country end cannabis prohibition within their jurisdictions and begin the work of developing legal cannabis markets, it has become clear that states must do more to diversify the industry. Less than half of the 38 U.S. states that have legalized cannabis for medical-use or adult-use have social equity programs. These states have been criticized for failing to provide adequate access to licensure and long-term support for those most adversely impacted by cannabis prohibition.

Legal markets that do establish a social equity framework are generally focused on reducing entry barriers for applicants by providing licensing priority, technical training, and funding to those who qualify for social equity status. This section will highlight some approaches to social equity that have been implemented across the nation and their efficacy in ensuring that the cannabis industry is just and equitable from seed to sale.

# **Approaches to Social Equity**

### **Clear the Pathway to Licensure**

All states that have legalized the sale of cannabis require business owners to obtain licenses before entering the market. In general, license types are classified based on the specific market function of the cannabis business. These include cultivation, processing, and retail licenses among others. Because obtaining a license is required to participate in legal markets, the design of a state's licensing system has a significant impact on social equity outcomes.

Making it easier for businesses owned and operated by underrepresented groups to secure operating licenses is the most direct approach to increasing diversity in the cannabis industry. This effort is often guided by a designation made during the licensing process that identifies a given applicant as a member of an underrepresented group whose representation the state seeks to increase.

This designation is then accompanied by benefits, which often include reduced or waived application and/or licensing fees. In Michigan, for example, fee reductions can range between 25 and 80 percent. While efforts to reduce the cost of securing and maintaining a cannabis license is a meaningful step towards increasing economic diversity in the industry, the broader absence of access to start-up capital for social equity applicants renders these reductions relatively ineffective in achieving their stated objectives.

The benefits attached to social equity designations may also include exclusive access to a limited number of licenses, subject to a state's overall licensing strategy. States have set up numerous complex mechanisms for issuing these highly sought-after licenses. Lotteries and merit-based applications are the two most common methods.

The qualified lottery process allows the random distribution of licenses to applicants who meet a set of minimum requirements but excludes any evaluation of a given applicants ability to operationalize a license. In a lottery licensing scheme, states have either given social equity applicants more chances to win in a predetermined lottery round or have created social equity exclusive lottery pools to achieve the same objective.

In contrast, merit-based scoring relies on a single rubric to evaluate applicants against one another, ultimately awarding licenses to the applicant with the greatest overall score. Applicants with the most capital or relevant operational experience are most often favored in merit-based selection procedures. In several states, merit-based scoring system afford social equity applicant's additional points on their license application for their designation.

Affording equity applicants with a clear pathway to licensure in either licensing scheme has proven to be only part of the solution.

### **Business Development Supports**

Business development support and incubation are two more hands on approaches to achieving social equity in the cannabis industry. Incubators typically encompass training and technical support services resulting in niche knowledge transfer. Support from a business development standpoint has proven effective in other industries and it has been significantly relied on within the cannabis industry. States have either crafted their own direct support frameworks or have incentivized non-government entities to develop frameworks to support less-resourced operators. These programs vary in their intensity, depth, and reliance on experienced cannabis businesses to mentor entrepreneurs in small batches.

Some jurisdictions reward cannabis applicants who 'incubate' verified social equity applicants. Applicants in Oakland, for example, were able to incubate equity businesses in order to expedite their own licensing timeline. They must, however, provide equity applicants with three years of free rent, a minimum of 1,000 square feet for business operations, and any required security. Under this model, social equity applicants receive startup funding and space.

Another common approach to incubation is the development of training programs by non-profit organizations. These models usually offer intensive courses on starting a cannabis business. Topics include policy, regulations, financial advising, seed-to-sale software, and real estate. While non-profits providing general introduction to cannabis operations provide social equity applicants and licensees with an advantage over those without any incubation experience, they commonly only provide a superficial introduction to the intensive curriculum required to run a processing, manufacturing, or retail business. The more the incubators are tailored to specific license types, the more effective their support systems are for new cannabis business owners.

The private sector largely dominates the incubation space. These programs offer multi-weeklong intensive courses on starting a cannabis business.

The private sector largely dominates the incubation space. These programs offer multi-weeklong intensive courses on starting a cannabis business. Private businesses outside state-incentivized programs can provide license-specific training in the incubation system, funding, mentoring, and technical training. However, they often do so in exchange for equity in the incubator participant's business. These models of incubation provide the rigor and mentorship necessary to train a new business owner, but often result in larger businesses taking a disproportionate share of equity in smaller businesses.

# **Challenges to Social Equity**

### **General Market Architecture**

In the early years of adult-use cannabis legalization, states regulating cannabis for the first time issued single licenses that authorized a single entity to cultivate, process, and sell cannabis at retail. The authorization for a business to engage in all parts of the cannabis supply chain or to be vertically integrated has had significant reverberations in the development of those markets. Vertical integration is now a key feature of any market's architecture, and it has become a significant factor in determining the outcomes of a state's cannabis licensing scheme and ability to promote social equity. Vertical integration is permitted in most legal cannabis markets, with some states mandating that all licensed entities be vertically integrated and control the business from "seed to sale."

The costs associated with launching and operating a vertically integrated cannabis company are exceptionally high, limiting access to the market to those who are most capitalized. There is also a significant demand placed on an operator to be able to secure adequate land and commercial space to operate a vertical business. This requirement exacerbates existing systemic inequities.

An additional consequence of unchecked vertical integration is the elimination of competition in the marketplace due to the burden on a licensee to prioritize their own products. The lack of specialization under forced vertical integration limits product availability and incentivizes bulk, middle-spectrum cannabis over premium craft cannabis.

### Lack of Resources and Investment

The inability of licensees and applicants to obtain capital from traditional financial institutions is a significant barrier to achieving social equity. Due to federal prohibition, commercial banks and lending institutions have been extremely hesitant to provide standard cannabis business services. While there have been a few success stories, the cost of establishing compliance systems to reduce exposure has resulted in financial institutions directing their limited services available to the more well-resourced cannabis businesses. While many financial institutions have flatly refused to serve the industry, an increasing number have declared their intention to fully enter the cannabis market and invest heavily in operations and systems to serve cannabis customers. However, in the absence of clear federal government guidelines on how financial institutions can provide services, the industry will continue to be underserved relative to other sectors of the economy.

Legal cannabis markets, including New York, have made efforts to encourage state-chartered banks to carry the load, and cannabis industry operators have worked to alleviate these institutions' concerns. However, due to fear of federal scrutiny, financial institutions do not publicly advertise their services and provide little, if any, information on their websites. Because customers have limited ability to compare costs, banks can charge vastly different rates. Some banks charge more than \$1,200 per month for a deposit account, while others charge a fraction of that amount.

Some states have addressed banks' reluctance to participate in the cannabis space by developing programs that provide targeted grants, low-interest loans, or loan underwriting to social equity licensees. Below are some examples of these programs:

- California allocated \$15 million to help cities and counties implement social equity initiatives at the local level, with a portion of the funding going directly to licensees in the form of loans and grants, and the remainder to training programs and technical assistance.<sup>6</sup>
- As part of the Social Equity Cannabis Business Development Fund, social equity applicants in Illinois may apply for a low-interest loan to assist with the costs of launching and operating a cannabis business.<sup>7</sup>
- The City of Oakland has established the 'Elevate Impact Oakland' program that provides grants and 0% interest four-year loans to Oakland Verified Equity Applicants who meet the program criteria.<sup>8</sup>

## **Undue Influence**

Social equity licenses are often targeted by speculative capital due to the lack of accessible capital from traditional financial institutions. Investors, funds and large businesses actively seek out social equity licensees for acquisition in jurisdictions where these licenses can be easily transferred. To prevent predatory recruitment, certain states, including New York, have rules that limit the sale or transfer of social equity licenses.

Some exploitative efforts have included partnership or management agreements with terms that:

- Severely dilute the applicant's or owner's ownership stake
- Reserve management rights and decisions exclusively for the equity partner or management company, as opposed to the equity owner
- List inequitable profit distribution and exorbitant above-line fees and rents
- Contain forced sale provisions that trigger the sale of the business to an equity partner for a predetermined amount of money, which is frequently significantly less than the business's actual value
- Demand supermajorities for key decisions, thereby stripping the equity owner of management control
- Divest the social equity individual or individuals of any intellectual property created during the partnership for the management company's benefit
- Mandate that the financial partner holds the lease, allowing the partner to evict the equity owner.

<sup>&</sup>lt;sup>6</sup>MJBizDaily Staff. (2021, March 16). California awards \$15 million more in cannabis social equity grants [Review of California awards \$15 million more in cannabis social equity grants]. MJBizDaily. https://mjbizdaily.com/california-awards-15-million-more-in-cannabis-social-equity-grants/

Vermont S. 25: The Bill to Strengthen Cannabis Equity Provisions Summary | Heady Vermont. (2021, August 10). https://headyvermont.com/vermont-s-25-the-bill-to-strengthen-cannabis-equityprovisions-summary/

However, predatory acquisition schemes are not the only questionable activity that has undermined the goals of social equity programs. Federal law enforcement officials on both coasts have acted in response to alleged pay-to-play schemes involving cannabis business licenses. In California, where cannabis licensing corruption has been a problem since the rise of storefronts, many officials have called for the formation of a statewide task force to investigate extortion and bribery. Municipalities with fewer licenses and additional business restrictions are more likely to engage in pay-to-play schemes. Local retail cannabis bans in the majority of California jurisdictions are believed to have encouraged pay-to-play schemes in neighboring jurisdictions.<sup>9</sup>

In Canada, the Alcohol and Gaming Commission of Ontario (AGCO) has targeted pay-to-play schemes in connection with the sale of retail consumer data to large producers and brands, resulting in a prohibition on inducements between licensed producers and retailers. The AGCO defines inducements as payments that are "given with the purpose to promote or increase the sale of a particular brand or product by the licensee or their employees."

In recent years, licensed retailers have called attention to the widespread circumvention of anti-inducement regulations and unfair practices by large producers and brands.<sup>10</sup> The Cancel Kickbacks campaign has alleged that retailers and producers are falsely and illegally characterizing inducement transactions as payments for the sale of "data for business intelligence purposes." In practice, such schemes advantage larger producers and retailers with the financial means to increase market share. Retail chains with the leverage to request these payments can deploy them to subsidize price wars that the smaller independent retailers cannot match.

Such scenarios pose a substantial risk to small and medium-sized cannabis retailers and cultivators. Payments for market data can be used to subsidize discounts and loss leader pricing strategies by larger retailers. Smaller producers may have limited access to product listings and shelf space due to their inability to make these payments. This dynamic sets up a stacked deck that favors the larger participants, paving the way for a handful of dominant firms to monopolize the market.

# Local Control

In addition to the distinctions between state market structures, there is significant variation regarding regulations around local control. To date, more than half of the states that have legalized adult-use cannabis allow local jurisdictions to opt-in or opt-out of the adult-use market. Of note, these standards frequently offer exemptions for existing medical operators. States such as Arizona, Connecticut, Illinois, Michigan, and Massachusetts prevent localities from passing opt-in or other land use laws that prohibit adult-use operations of existing medical operators.

Opt-in and opt-out clauses impact market access and can diminish first mover advantages for social equity licensees by decreasing the availability of compliant properties, while boosting first-mover advantages for existing operators with opt-in/opt-out exemptions. Nearly 40% of counties and municipalities in California and 50% in New York have opted-out of cannabis retail sales. Opt-outs in New York, however, represent just under 25% of the statewide population.

In general, these actions restrict access to applicants, particularly those with limited experience in municipal lobbying and community outreach, shield existing illicit operators from legal competition, and inflate the value of cannabis licenses in surrounding areas.

<sup>&</sup>lt;sup>®</sup>Elmahrek, A., Vives, R., Lopez, R. J., & St John, P. (2023, January 10). New details of corruption in Southern California weed licensing. - Los Angeles Times. Los Angeles <sup>®</sup>Updates to Cannabis Standards Clarify Inducement Rules | Alcohol and Gaming Commission of Ontario. (2022, February). www.agco.ca. https://www.agco.ca/blog/cannabis/feb-2022/updatescannabis-standards-clarify-inducement-rules

## The Timing of Market Entrance

In states such as Illinois and Massachusetts, the rollout of adult-use markets has historically favored already operational cannabis companies due to their establishment before social equity initiatives are introduced. This first-in-line priority transition for certain operators has suggested that the timing of market entrance is a key factor in the success of efforts to promote and preserve equity.

Failure to recognize the value of first mover advantage is another significant reason why social equity efforts across the nation have not always been as successful as intended. A cannabis business that enters the market early enjoys a significant competitive advantage at the market's inception. In states where medical cannabis operators have gained an early foothold in emerging adult-use markets, businesses have leveraged their established cannabis infrastructure and cash flow to secure funding at advantageous rates.

While opt-in/opt-out licensing provisions and artificial license caps can act as barriers for social equity licensees entering the adult-use space at the onset of legalization, the extent to which states permit existing medical operators to seamlessly transition into the adult-use space can be a complex and defining variable for the success of cannabis social equity initiatives.

# III. NEW YORK CANNABIS PROGRAMS

## **Equity Community Roundtables**

As required by Section 87 of the Cannabis Law, the NYSEE Plan must be developed in consultation with the Chief Equity Officer, the Executive Director, and guided by public input to actively promote applicants from communities disproportionately impacted by cannabis prohibition and to promote racial, ethnic, and gender diversity among those who qualify as a minority- or women-owned business, distressed farmer, or service-disabled veteran when issuing licenses for cannabis-related activities for adults. N.Y. CANBS § 87(1).

In carrying out the responsibility to ensure relevant public input, the Office's NYSEE and External Affairs teams organized a series of equity community roundtables to gather information from the various community groups that are most likely representative of the CDIs, minority-owned businesses, women-owned businesses, distressed farmers, and service-disabled veterans. The team engaged with community stakeholders representing each SEE group in both upstate and downstate regions of the state.

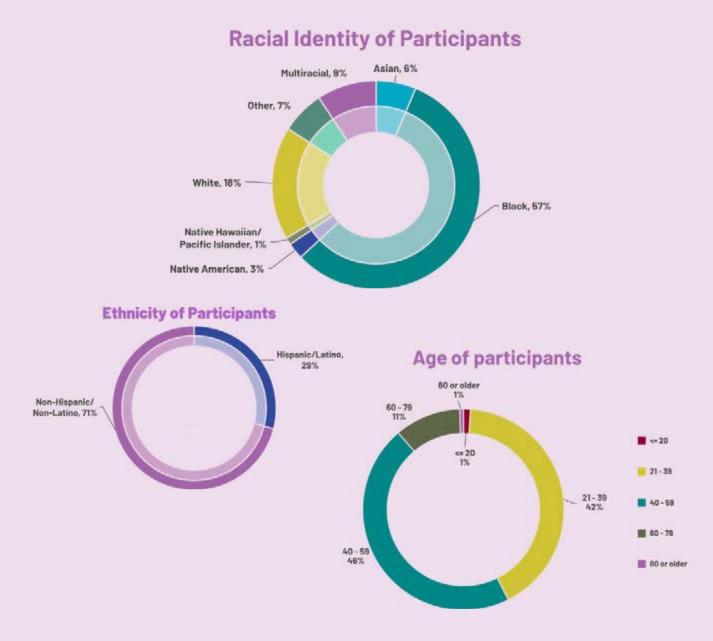
Community organizations recruited participants for roundtable sessions to ensure the integrity of the process. Roundtables consisted of discussions regarding representation, equity, and approaches the Office could use to increase cannabis industry participation from target populations. This section describes some of the information provided by each group to the Office.

#### Methodology

Roundtables were organized with the support of non-profit community organizations. Each SEE group was responsible for recruiting approximately 25 participants to discuss a range of topics including the history and enduring effects of harmful enforcement practices, opportunities in the legal industry for impacted communities, and ways to increase industry participation and ownership among these groups.

In partnership with host organizations, the team hosted and moderated a total of 18 events, of which 15 were in-person. To gain a full picture of equity programs and industry trends across the cannabis landscape, additional virtual roundtables were held with social equity cannabis entrepreneurs and advocates from other states, unionized cannabis workers from New York's medical cannabis program, and New York's Regional Economic Development Councils (REDCS). Participants answered questions based on their lived experiences and those that were most pertinent to their SEE group. The discussions were guided by a facilitator and responses were anonymized and recorded by a scribe. To ensure a representative sample of the populations specified in the Cannabis Law, demographic information was requested but not required. The roundtables lasted approximately two hours and concluded with a group sharing session in which participants provided the NYSEE team with direct feedback.

Throughout the roundtable sessions, **over 400 New York residents offered valuable insight and constructive solutions based on their lived experiences and identified barriers to accessing economic opportunities that their communities have historically encountered.** In addition, dozens of participants described in detail the psychological and economic toll that the disproportionate enforcement of cannabis prohibition has had on their lives and on their communities. This section covers the feedback and insights gathered during these roundtable sessions, which will inform the policies and programs to be implemented by the Office.



#### **Minority-Owned Business and Women-Owned Business**

Minority and women-owned businesses in the United States face similar but distinct barriers to success. Community members' input underscored the numerous economic, market, and institutional barriers, many of which are associated with racial and gender discrimination. Access to capital can be particularly difficult for these groups, resulting in undercapitalized opportunities and unsatisfied market demands.

Also problematic are institutional barriers, as these businesses frequently operate within systems that favor larger incumbent corporations, which are primarily owned and operated by white men.

Minority-owned businesses and women-owned businesses are more likely to operate small businesses rooted in their communities, making their success vital to the local economy and market diversity.<sup>11</sup> Programs that provide opportunities for success can be developed to assist these businesses. Empire State Development has certified over 9,700 minority- and womenowned business enterprises (MWBE) in New York State, and there is potential for additional support for cannabis-related businesses.<sup>12</sup>

Recommendations from minority-owned businesses included:

- Create a pathway for legacy operators to transition to the regulated market.
- Minority-owned businesses are often small businesses. To have a fair shot at this industry, small businesses should be given a chance to compete alongside larger businesses.
- Create a directory of ancillary businesses that are not "plant-touching" and thus are not required to have a license to support the generation of economic activity across a broader ecosystem.

**People trust community** legacy dealers, we should utilize them to make connection to community.

- Rochester, NY

Recommendations from women-owned businesses included:

- Develop messaging and campaigns that empower and amplify women business owners across all sectors in the cannabis industry. Women have been overlooked and under resourced in the male-dominated industry.
- Create opportunities for women to network and share new developments about the industry. This includes creating a database that feature women owners and their products.
- Create a guide for branding, packaging, and labeling in accordance with NYS regulations to assist owners with compliance.

#### Service-Disabled Veterans and Service-Disabled Veteran-Owned Businesses

The state of New York is home to more than 1,000 certified Service-Disabled Veteran-Owned Businesses (SDVOBs), the majority of which are small businesses.<sup>13</sup> Service-disabled veterans frequently face multiple obstacles when launching and operating a business, such as limited access to capital, difficulty navigating technological systems, and maintaining a competitive edge in a market that is constantly evolving.

Recommendations from service-disabled veterans included:

- Provide representation on the cannabis advisory board. Veterans expressed the importance of sharing their perspectives and having representation that understands their needs.
- Expand access to medical cannabis in their local communities. Many veterans use cannabis medicinally to assist with relief of chronic pain, PTSD, and depression and travel across state lines to access cannabis.
- Offer a mentoring program for veterans focused on security, training others, and logistics across the cannabis supply chain.

<sup>18</sup>New York State Office of General Services. (2022). Division of Service-Disabled Veterans' Business Development Annual Report [Review of Division of Service-Disabled Veterans' Business Development Annual Report]. https://ogs.ny.gov/system/files/documents/2023/01/2022-sdvob-report.pdf

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**NY CANNABIS PROGRAMS** 

<sup>1</sup>U.S. Census Bureau. (2021, February 22). Percentage of Employer Firms by Size of Firm [Review of Percentage of Employer Firms by Size of Firm]. United States Census Bureau. https://www. census.gov/library/visualizations/2021/comm/employer-firms.html <sup>12</sup>Minority & Women's Business Development | Empire State Development. (2016, October 26). Esd.ny.gov. https://esd.ny.gov/doing-business-ny/mwbe

We're not looking for a handout but a hand up. We served and protected and come back to a changed environment with no support.

- Brooklyn, NY

#### **Distressed Farmers**

The resilience of New York State's food supply relies on a thriving agricultural sector. However, distressed farmers face several obstacles in operating productive farms. The rising cost of land, which is exacerbated by suburban sprawl, is one of the greatest obstacles for all farmers, making it increasingly difficult for them to enter and remain in the market. Additionally, consolidation within the agricultural sector, evolving nutritional demands, and increasing global competition have compressed commodity prices, making it more difficult for small and medium sized businesses to compete against the largest operators. This is reflected in the 2017 National Agriculture Statistics Service report, which indicates that 18,465 farms out of 33,438, or 55%, reported net losses.<sup>14</sup>

Farmers of color face additional obstacles in acquiring the necessary capital and resources for success. Long-standing racial discrimination has made it difficult for them to access financing and resources, thereby reducing their market competitiveness. In New York, less than 2% of farms are operated and/or owned by farmers of color. Consequently, it is essential to address these systemic issues to ensure that farmers of color have equal access to the resources and support they need to thrive.<sup>15</sup>

Recommendations from distressed farmers included:

- Create opportunities for resource sharing including equipment, supplies, commercial space,
- land, and skill sharing. Resource sharing has been critical in the survival of many farms across the state.
- Allow cooperative operations where multiple farms can grow on one license to relieve
- burdensome processes and provide the opportunity to share knowledge and labor. Provide cannabis education to help defy stigma and connect cannabis with agriculture to
- secure greater support for cannabis businesses in the agriculture community. Support research and education on how to grow and market craft cannabis.
- Create space for community gardens to be utilized in the industry.
- Facilitate the creation of market opportunities by connecting farmers with processors and
- others along the supply chain. Instill worker protections to guard against abuses at the workplace including wage theft,
- sexual assault and more.

#### Individuals from Communities Disproportionately Impacted

The enforcement of cannabis prohibition has had devastating effects on numerous communities, which continue to endure the repercussions of the state's legacy of harsh drug laws. Decades of excessive policing and systemic arrest and incarceration rates have disproportionately harmed

<sup>&</sup>lt;sup>14</sup>National Agriculture Statistics Service. (2017). Table 5. Net Cash Farm Income of the Operations and Producers: 2017 and 2012 [Review of Table 5. Net Cash Farm Income of the Operations and Producers: 2017 and 2012]. https://www.nass.usda.gov/Publications/AgCensus/2017/Full\_Report/Volume\_1,\_Chapter\_1\_State\_Level/New\_York/st36\_1\_0005\_0006.pdf <sup>15</sup>Diversity and Racial Equity Working Group Report. (2021). https://agriculture.ny.gov/system/files/documents/2021/08/diversityracialequityreport\_1.pdf

the financial, economic, and psychological well-being of these communities, as well as their families.

Cannabis prohibition's negative impacts have only widened pre-existing disparities in public investment, educational attainment, public health outcomes, and wealth creation in CDIs relative to the rest of the state.

# Once you start putting in all stipulations, they showing and proving just what I've been saying for the last year- I lost the love of my life, my kids, I lost my son to this.

#### - Albany, New York

The criminalization of cannabis has also had ripple effects on families as well. Children whose parents have been incarcerated due to cannabis-related offenses are more likely to experience economic and social hardship.<sup>16</sup> The identification of these communities is central to the restorative justice framework of the Cannabis Law. The Office is responsible for identifying CDIs and establishing certification criteria for members from those communities to receive prioritization in licensing and several other benefits.

Recommendations from individuals from communities disproportionately impacted include:

- Host "Know Your Rights" education for members of these communities so they know what protections they have under the law. This includes appointing community liaisons and supports for civic engagement.
- Create safe spaces for community members to share experiences, concerns, and ideas. CDIs want to have open and continued dialogue with regulators.
- Develop community-based virtual and onsite incubation and cannabis education opportunities for CDIs and other small business owners hoping to enter or transition into the adult-use industry from these communities.
- Establish retail operations connected to the community through assessment of community needs and wants and create ownership opportunities and jobs for existing legacy operators.
- Educate other community leaders who are natural conduits of information including public officials, city/state agencies, and local leaders.

• Prioritize language access services for both printed materials and events to ensure the Office is communicating inclusively. This includes utilizing interactive media (YouTube, Instagram, etc.) beyond the Office's website to explain legal jargon and regulations.

<sup>18</sup>Reed, D., & Reed, E. (1997). Children of Incarcerated Parents [Review of Children of Incarcerated Parents]. Social Justice, 24(3), 152–169.

invaluable and should be promoted. 77

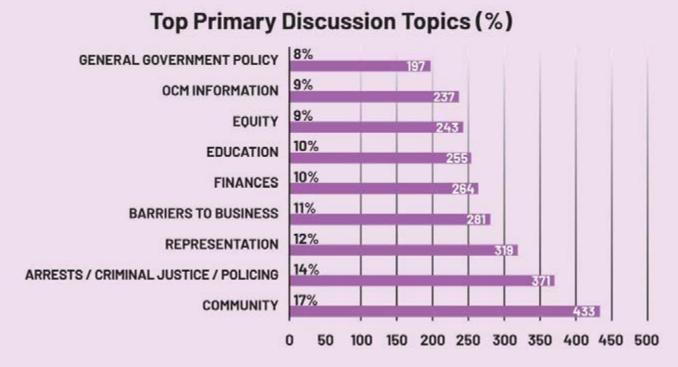
Your local weed man was so

helpful to learning in places that

are underserved by legal dispensaries (medical)... Their knowledge is

#### **Most Discussed Topics**

Some topics of concern spanned across all the social and economic equity groups. The most discussed topics were:



**Finances.** Finance-related discussions have centered around two primary issues: the need for capital and the threat of predatory practices. SEE groups highlighted financial obstacles and expressed uncertainty regarding how small businesses will ever be able to access sufficient capital to launch a legal operation. They expressed concern regarding license application and maintenance fees being excessively high and the lack of access to capital due to federal prohibition. Additionally, certain SEE groups, specifically women- and minority-owned businesses, stressed the utility of networks in breaking into the financing space. These networks provide a central place where individuals can seek capital with minimal stigmatization around them or their business idea.

All SEE groups were also concerned about being exploited in several market sectors, including real estate, legal services, banking, accounting, and capital raising. Roundtable data revealed the frequency with which industry "consultants" overcharge business owners and misappropriate company information. Business owners shared concerns that exploitative partnerships may eventually lead to their exclusion from business ownership. All SEE groups commented on having previously been victims of predatory lending and gender and racial discrimination.



The narrative around cannabis has evolved because the narrative around who uses it has evolved.

- Albany, New York

**Representation.** Numerous SEE groups spoke at great lengths about the importance of representation. They addressed stigmas associated with cannabis consumption and industry involvement, including negative examples most frequently associated with minority communities. While it was understood that this stigma originates from a historic miseducation on cannabis and can stem from numerous sources including friends, family, and the general public, they felt strongly that the Office continue the work of re-educating communities in order to better prepare them to receive cannabis businesses. Participants acknowledged a recent shift in media representation of cannabis use to include a more diverse group of cannabis consumers, which has helped reduce the stigma in general, but still notice the lack of representative examples of cannabis business ownership.

The SEE groups view adult-use markets as an opportunity for the Office to be intentional with the communities most impacted by cannabis prohibition. They expressed the importance of highlighting examples of business ownership among minorities in the industry in dispelling historic stigmas and inspiring community members to participate in the legal marketplace.

The SEE groups also recognized that New York's distinct cultural and ethnic diversity and authenticity could be a benefit to business operators and that the State should allow space for that culture to be celebrated. Participants advocated for direct representation within government to better reflect and address the needs of their communities.

**Access to Information.** SEE groups emphasized the need for the Office to be a centralized source of cannabis-related information. The lack of access to information for certain communities has often meant a lack of efficacy for those programs designed to benefit them and a guarantee that others would fill the void with less accurate information. Of particular interest is the publication of information announcing government programming, available funding and research opportunities. To increase accessibility of information released by the Office, participants emphasized the need for information to be disseminated in plain language through a variety of media formats, such as video, audio, in-person, and digital resources.

**Criminal Justice.** A significant number of participants described traumatic prior interactions with law enforcement and the long-term impacts of these interactions on their mental health, family cohesion, and professional advancement. Individuals who were directly criminalized due to cannabis explained how difficult reentry can be for the formerly incarcerated and advocated for cannabis tax revenue to be used for reentry support services. Participants also made clear that highlighting criminal justice reforms included in New York's new Cannabis Law could incentivize confidence in the State's commitment to equity in licensing and employment in the cannabis industry.

Feople come to New York to get a brand experience - New York leads culture

- Harlem, NY

**Community.** For many SEE groups, the success of their business endeavors is contingent on the support they receive from the community. Numerous participants described the limited resources in their communities. However, they highlighted the resilience offered by community-based networks and the sharing of resources.

Participants highlighted the advantages of collaboration over competition and urged the Office to develop policies that could foster a more collaborative market. Business-owner participants stated that there is a symbiotic relationship between small businesses and their communities, and that the government should protect these relationships, especially as larger operators enter the industry. Participants want to ensure that there are opportunities for community reinvestment and empowerment, such as tax revenue going to programs for youth, mental health, and education, and that licenses and locations are prioritized in communities most impacted by cannabis prohibition.

**Education.** Education-related discussions largely centered on the accessibility of education and suggestions for future initiatives. The SEE groups emphasized the importance of accessible education for both young people and adults to maximize learning and community support. They advocated for education and resources in their local communities, provided through a variety of online and offline experiential learning opportunities. Instructional subject recommendations include cannabis education, financial or business literacy, public awareness campaigns, and workforce development programs.

**General Government Policy.** Business owners were concerned about the Office potentially overregulating the legal market and pushing operators back into the legacy market. This includes the timing of regulations and uncertainty around requirements. Participants recommended the state assist directly with compliance trainings. They also highlighted the need for non-criminal enforcement efforts to protect licensed operations and consumers.

Participants were generally mistrustful of New York State's commitment to equity and instead believe that the Office and State are primarily motivated to generate revenue. CDIs were particularly pessimistic about the cannabis industry because many other industries feature capital-intensive start-up costs and financial barriers to entry. They expressed concern that the government will impose financial and regulatory restrictions that will limit their participation. Many participants were pleased that the Office took the time to visit their communities and speak

directly with them and emphasized the need for a continued dialogue so that programs and policies can adapt and change when they are failing to achieve intended results.



- Harlem, NY

Numerous participants voiced concerns about the security of legal cannabis businesses. To best prepare business owners to secure their businesses and assets, participants recommended the adoption of clear, stringent regulations on surveillance and security. In addition, participants advocated for direct, specific packaging and labeling guidelines for cannabis flower and products.

**Barriers to Business.** Access to capital was the top concern for successfully operating a business in the adult-use industry. Both business owners and CDIs were uncertain as to how small businesses will ever have access to sufficient capital to launch a legal business. Farmers, small business owners, and medical practitioners all raised the need for training across all license types to ensure OSHA compliance and worker safety.

Another topic frequently raised was the excessive paperwork and documentation required to enter the industry. For new business owners, paperwork, and lack of access to guidance regarding licensing and startup information was cited as a problem, particularly for cultivation and processing licenses. Small and minority business owners are concerned about being left behind or exploited by consultants and partners. Lastly, various participants also suggested that efforts to alleviate cannabis taxation should prioritize SEE groups in order to lessen the financial burden and encourage their participation in the marketplace.

## **Current Social & Economic Equity Initiatives**

New York has already taken significant steps to develop an equitable cannabis market and to prepare entrepreneurs to enter the industry. The Office has implemented a first in the nation license and two training programs as well as a social equity fund, to bolster social equity applicants' and licensees' chances of success.

# Equity and justice would look like the opportunity to have generational wealth.

- Westbury, NY

#### Conditional Adult-Use Retail Dispensary (CAURD) License

The Office began accepting applications for Conditional Adult-Use Retail Dispensary (CAURD) license in August 2022. The CAURD license prioritizes individuals who are justice-involved, meaning they or an eligible family member have been convicted of a marijuana-related offense in New York State. The CAURD license was additionally made available to non-profit organizations that serve justice-involved individuals and communities disproportionately impacted by cannabis prohibition.

The CAURD license positioned justice-involved individuals to make the first sales of cannabis for adult-use in New York State with products grown by New York farmers. The Office received more than 900 license applications for CAURD. There have been 166 provisional approvals to date, including 156 qualified businesses and 10 non-profit organizations. To begin adult-use retail sales, these provisionally approved CAURD applicants must pass the post-selection application process and be approved by the Board. On December 29, 2022, the first CAURD licensee began operations and made the first retail sale of cannabis for adult-use in the state of New York.

#### **CAURD Accelerator**

The CAURD Accelerator provides each conditional retailer with intensive training and mentoring. The program, which is funded and administered by the Office, provides the comprehensive, hands-on assistance that new entrepreneurs need to succeed in the highly competitive retail cannabis market. The program includes approximately forty distinct workshops, consultations with finance specialists, and one-on-one mentoring. Other adult-use markets have developed their own social equity programs to offer business supports comparable to the CAURD Accelerator program. The Office will continue to replicate these programs, with an emphasis on cannabis compliance, marketing, and financial literacy training. The CAURD program has given licensees the opportunity to enter the adult-use market from the outset with specialized educational opportunities to ensure their long-term success and competitiveness. The CAURD Accelerator provides CAURD licensees with comprehensive and highly individualized training services. The detailed education, coupled with one-on-one mentoring and strategy sessions with specialized consultants, will significantly improve the CAURD licensee's ability to avoid exchanging equity in their business for expert advice. The CAURD Accelerator will go far beyond education and mentoring; consultants will also provide individualized strategy sessions and document deliverables that each licensee can incorporate into their business formation within 60-90 days. The Accelerator offers 20 weeks of online evergreen content (courses twice per week) and weekly contact with mentors and/or specialized consultants.

The curriculum consists of recorded courses, online quizzes, workbooks with lesson plans and standard operating procedures (SOPs), and suggested reading material.

Consultant deliverables include:

- 1. Finance and Financial Strategy. A tool that assists licensees in understanding their business and investor-friendly financial models. Licensees will undergo the exercise of understanding their margins and expanding their financial literacy, which is one of the greatest obstacles operators face when attempting to raise capital from investors.
- **2.** Cannabis Retail Marketing. Workshops on brand storytelling and marketing techniques, as well as training on tech stacks and workbooks for digital marketing platforms and standard operating procedures.
- **3.** *Compliance Strategy.* Synthesize current and evolving regulations, support business development strategy, and review management service agreements, fundraising, and compliance documents.
- **4.** *Operations.* Provide best practice process flows for retail operations, inventory planning, merchandising/assortment, pricing, merchandising, training, etc. Curate the tech stack options and negotiate group pricing discounts for all CAURD license holders who qualify.

The Office is tasked with establishing a vast network of community incubators to facilitate SEE groups' access to licensure, as well as providing direct support in the form of counseling services, education, small business coaching, financial planning, and compliance assistance. The Office will retain the CAURD Accelerator curriculum, and all related written materials produced through the program as a foundation for future business development programming for social and economic equity licensees.

This type of collaboration allows states to closely monitor incubation practices, eliminating the risk of predatory private programs, while relying on expert cannabis business owners and educators to develop and transfer curriculum to social equity entrepreneurs.

#### New York Social Equity Cannabis Investment Fund

In 2022, Governor Hochul proposed, and the Legislature enacted, the NY Social Equity Cannabis Investment Fund. The Fund, a public-private partnership, provides much needed start-up support for justice-involved cannabis dispensary licensees. The \$200 million fund is seeded with \$50 million in State funds, to be repaid from tax revenue generated by cannabis sales, and \$150 million in private investment. Limited access to capital for cannabis dispensary licensees has proven to be a significant stumbling block in this nascent industry, especially for social equity cannabis entrepreneurs. In New York State, justice-involved licensees, disproportionally impacted by the draconian Rockefeller Drug Laws, have an opportunity to receive necessary support in the acquisition and build-out of dispensaries.

With little to no start-up capital, participating CAURD licensees receive a turn-key cannabis dispensary in an optimum retail location. The licensee pays back the Fund's investment over time. This approach is intended to provide participating CAURD licensees with the best possible opportunity to succeed, overcome the unjust treatment of the past, and create generational wealth. Learning from other states' experiences, the Governor created the Fund and leveraged the finance, procurement, design and construction expertise of the Dormitory Authority of the State of New York (DASNY) to help manage the process.

#### **Cannabis Compliance Training and Mentorship Program**

The Cannabis Compliance Training and Mentorship (CCTM) Program is a 10-week virtual training program designed to train three cohorts of trainee/mentees: legacy cultivators, traditional farmers, and a combined cohort of legacy processors and traditional food and beverage processors. Licensed cultivators and processors serve as mentors for 241 participants under a curriculum developed by the Office in collaboration with SUNY Morrisville and Cornell University professors, and the curriculum is rounded out with lectures from accountants and attorneys with cannabis experience. The CCTM program is intended to expand and diversify the pipeline of cultivators and processors preparing to participate in the New York cannabis market.

This training program began in January of 2023. The courses and technical trainings are supported by the State University of New York, SUNY Morrisville, Cornell University, the Office, holders of Adult-Use Conditional Cultivator (AUCC) and Adult-Use Conditional Processor (AUCP) licenses (as part of the requirements of their conditional license to assist in the creation of a pathway into the cannabis industry). Each participant will complete 17-21 webinars with topics ranging from Cannabis Business Accounting, Labor Laws, Agricultural Human Resources, and Environmental Controls to Plant Genetics, Plant Pathology, Track and Trace, Lab Testing, Recall Plans, and Good Manufacturing Practices. In addition, each CCTM participant has been paired with an AUCC or AUCP so they can engage on a more personal level and achieve a deeper learning about establishing a business in a regulated marketplace.

## Legacy of Cannabis Prohibition in New York

Legislative introduction to "The Marijuana Reform Act of 1977" as passed by the New York State Senate and Assembly, and signed by the Governor Hugh Carey:

The legislature finds that arrests, criminal prosecutions, and criminal penalties are inappropriate for people who possess small quantities of marijuana for personal use. Every year, this process needlessly scars thousands of lives and wastes millions of dollars in law enforcement resources, while detracting from the prosecution of serious crimes.

- Chapter 360 of the Laws of New York, "Crimes and Offenses - Possession and Sale of Marijuana"<sup>17</sup>

#### **Historical Context**

Despite the legislative intent above, cannabis prohibition in New York has left a long-standing impact on the lives of many residents. **Between 1980 and 2021, cannabis offenses were the primary charge in over 1.3 million arrests, 245,000 convictions, and 345,000 violations in the state.**<sup>18</sup>

The origins of cannabis prohibition stretch back to the early 1900s, when the Harrison Narcotics Act of 1914 began taxing drugs. Next, the racially motivated Marijuana Tax Act was then passed in 1937, initiating an unofficial government ban on cannabis. Later, the Controlled Substances Act of 1970 passed, which classified cannabis as a schedule 1 "dangerous" substance at the federal level. And finally, following the lead from the federal government, New York State passed the Uniform Controlled Substances Act in 1973, which classified marijuana as a Schedule I drug, at the state level, meaning it was considered to have high potential for abuse and had no accepted medical use.<sup>19</sup>

New York State also enacted the Rockefeller Drug Laws in 1973, which mandated harsh penalties for drug offenses, including lengthy prison terms for even minor and non-violent offenses. These laws, named after then-Governor Nelson Rockefeller, were part of a larger political trend in the 1970s to enact policies to combat a drug epidemic, which had become synonymous with crime. This law had a disproportionate impact on communities of color, who were frequently the target of aggressive policing tactics such as "Stop and Frisk" in New York City.

The Marijuana Reform Act of 1977 cited above was New York's first recognition that the collateral consequences of a cannabis conviction were too far reaching and were not proportionate to the crime of cannabis use. The law, intended to prevent the limited personal use of cannabis from being criminalized created what would come to be known as the 'public-view loophole' wherein a person would not be subject criminal consequences should they personally possess cannabis on their person or in the home but be subject to those consequences should their possession be in the public view.

The combination of the creation of the 'public-view loophole' with the later implementation of "stop-and-frisk" practices in municipalities across the State led to a massive increase in low-level cannabis possession arrests and convictions.

<sup>&</sup>lt;sup>17</sup>Breasted, M. (1977, June 30). Carey signs marijuana measure reducing penalty for possession. The New York Times. Retrieved from https://www.nytimes.com/1977/06/30/archives/carey-signsmarijuana-measure-reducing-penalty-for-possessioncarey.html

Vork State Division of Cr<sup>1</sup>minal Justice Services, Computerized Criminal History System (September 2022). This includes all fingerprintable arrests, regardless of conviction, for NYS Penal Law Article 221 as the most serious charge in an arrest event and follows each arrest through the criminal justice process. The violations data only includes violation convictions for arrests that started as a fingerprintable misdemeanor or felony charge. It does not include convictions for violations that began as a violation because they did not require fingerprints to be taken. Slaughter, J. B. (1988). Marijuana prohibition in the United States: history and analysis of failed policy. Columbia Journal of Law and Social Problems, 21(4), 417-474.

In 2013, the practice of "stop-and-frisk", in its application by the New York City Police Department, was deemed unconstitutional by a federal judge. Courts cited the significant racial disparities of those being encountered by law enforcement and the lack of efficacy in the program's stated goals of uncovering illegal firearms. The program was effective, however, in identifying how many New Yorkers of color were in possession of small amounts of cannabis. Also in 2013, the New York State Attorney General's (AG) Civil Rights Bureau released a report on the arrests resulting from Stop and Frisk, concluding that the consequences of the open arrest, such as loss of employment or housing, compelled individuals to plead guilty, and that the cost of lawsuits alleging violations by NYPD officers increased significantly.<sup>20</sup>

There was commonly held belief that low-level cannabis arrests contributed to public safety.<sup>21</sup> However, according to a 2017 study by Dr. Harry Levine, Professor of Sociology at the City University of New York Queens College, 76 percent of those arrested for marijuana possession the year before had never been convicted of a crime, dispelling the commonly held belief that minor marijuana arrests get serious offenders off the street.<sup>22</sup>

The collateral consequences of the increase in cannabis arrests and convictions not only meant for an individual the loss of employment, housing, access to education, difficulty maintaining a professional license, or even adopting a child, but also impacted the family and community the individual belonged to.<sup>23</sup> On top of the emotional strain of having a family member in the criminal justice system, these individuals, who are incidental to the arrest itself, can become single-income households and struggle to meet basic needs.

While most people arrested for cannabis-related offenses did not spend extensive time in jail due to the concentration of enforcement on low-level conduct, the collateral consequences identified above were significant. Certainly, individuals are impacted, but families and communities are as well.<sup>24</sup> And since the arrests were so pervasive and systemic, they are a significant structural factor contributing to economic inequality.<sup>25</sup>

New York has taken the initiative to provide restorative justice not only to individuals through remedies such as record expungement, but also to the affected communities. Identifying which communities qualify as having been disproportionately impacted by cannabis prohibition will anchor the ongoing rollout of New York's legal market and community reinvestment.

#### Communities Disproportionately Impacted (CDI) Background

Section 87 of the Cannabis Law defines a CDI as "a history of arrests, convictions, and other law enforcement practices in a certain geographic area, including, but not limited to, precincts, zip codes, neighborhoods, and political subdivisions, reflecting disparate enforcement of cannabis prohibition during a specific time period relative to the rest of the state." (N.Y. CANBS § 87(5)(g))

Article 221 of the New York State Penal Law was the section of the Penal law that detailed criminal consequences of certain conduct related to the possession, use, and sale of marihuana.<sup>26</sup>

<sup>&</sup>lt;sup>20</sup>Schneiderman, E. (2013). A report on arrests arising from the new york city police department's stop-and-frisk practices. https://ag.ny.gov/pdfs/OAG\_REPORT\_ON\_SOF\_PRACTICES\_NOV\_2013.pdf
<sup>21</sup>Harry Levine, Unjust and Unconstitutional: 60,000 Jim Crow Marijuana Arrests in Mayor de Blasio's New York, (New York: Marijuana Arrest Research Project and Drug Policy Alliance, 2017)
<sup>22</sup>Harry Levine, Unjust and Unconstitutional: 60,000 Jim Crow Marijuana Arrests in Mayor de Blasio's New York, (New York: Marijuana Arrest Research Project and Drug Policy Alliance, 2017)
<sup>23</sup>Howell, B. (2009). Broken Lives from Broken Windows: The Hidden Costs of Aggressive Order-Maintenance Policing. Srn.com. https://papers.strn.com/sol3/papers.cfm?abstract.id=1611269
<sup>24</sup>Babe Howell, "Broken Lives from Broken Vindows: The Hidden Costs of Aggressive Order-Maintenance Policing," New York University Review of Law & Social Change 33(2009); Richard Glen Boire, Life Sentences: Collateral Sanctions Associated with Marijuana Offenses (Center for Cognitive Liberty & Ethics, 2007).

Babe Howell, "Broken Lives from Broken Windows: The Hidden Costs of Aggressive Order-Maintenance Policing," New York University Review of Law & Social Change 33(2009); Richard Glen Boire, Life Sentences: Collateral Sanctions Associated with Marijuana Offenses (Center for Cognitive Liberty & Ethics, 2007).

LIPE Sentences: Collateral Sanctions Associated with Marijuana Uttenses (Center for Cognitive Liberty & Etnics, 2007). \*\*New Marihuana Law| NY CourtHelp. (n.d.). Nycourts.gov. Retrieved May 4, 2023, from https://nycourts.gov/courthelp/Criminal/marihuanaLaw.shtml#:~:text=Article%20221%20of%20the%20 New%20York%20State%20Penal

To better understand the way in which history of arrests might help identify a CDI, the Office worked with the New York State Division of Criminal Justice Services (DCJS) to obtain data.

The Office analyzed Article 221 arrest records from 1980 to 2021 by race, ethnicity, felony, misdemeanor, and the place of residence of an individual at the time of their arrest. Residential address records were geocoded into latitudinal and longitudinal coordinates and assigned to the corresponding census tract, which typically contains 1,200 to 8,000 people, enabling comparison of arrest data among populations that are relatively similar.

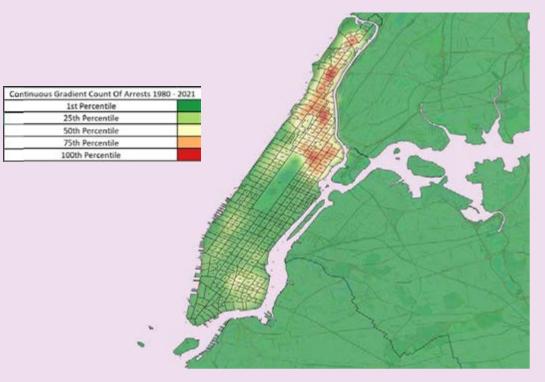
#### Coming from a CDI, my life was impacted because of the years I spent in prison for marijuana conviction, lost wages and countless number of fines.

- Brooklyn, NY

#### Case Study – Mapping Manhattan

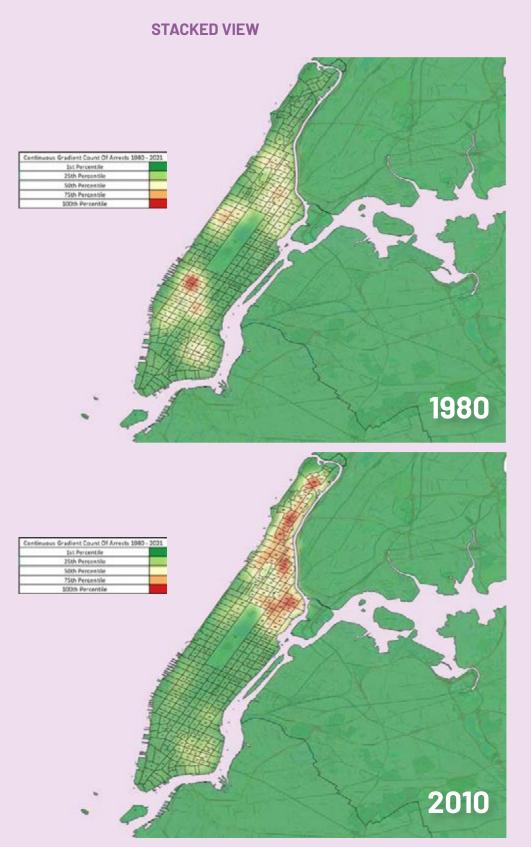
In order to visualize the impact of prohibition, the below highlights the residential addresses of those arrested under New York State Penal Law Article 221 between 1980 and 2021. For the purposes of this plan, a case study of Manhattan is presented.

The dataset contains 163,442 geocoded arrest records, illustrating the total number of arrests made of individuals who lived in Manhattan between 1980 and 2021.



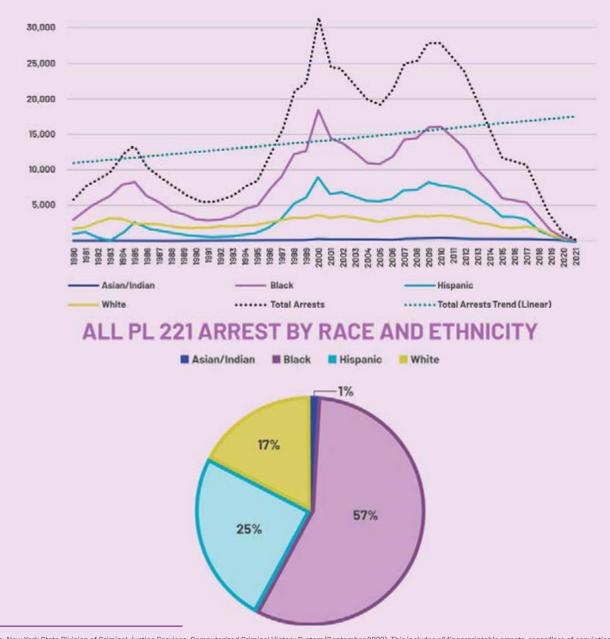
Using the above map as a case study, we can see residential addresses of those who were arrested for cannabis offenses. The higher concentrations of individuals are strayed in red. The sample map of Manhattan shows that those arrested for New York State Penal Law Article 221 between the years of 1980-2021 largely resided in the neighborhoods of Hamilton Heights, Sugar Hill, Harlem, East Harlem, and Washington Heights. In addition, there are concentrations of individuals in the neighborhoods of Two Bridges, Manhattanville, and the Lower East Side.

Two additional maps show the concentration of arrests in two separate years, thirty years apart. Arrests in Manhattan in 1980 alone total 1,204 and in 2010 alone total 7,350, a 500% increase. The difference in total arrest numbers and neighborhoods targeted indicate a change in concentration of activities over time.



#### **Race and Ethnicity in Arrests**

The Office estimates that out of 1.3 million cannabis-related arrests, 57 percent of those arrested were Black individuals and 25 percent were Hispanic individuals.<sup>27</sup> The staggering racial disparities in cannabis arrests in New York's criminal justice system directly contributed to longstanding economic disparities.<sup>28</sup> Despite extensive research indicating that Whites use cannabis at a higher rate than Blacks,<sup>29</sup> most of these arrests involved Black New Yorkers. **Black New Yorkers were 15 times more likely to be arrested for marijuana than their White counterparts. Hispanic New Yorkers were 7.5 times more likely than their non-Hispanic White counterparts.**<sup>30</sup> See Appendix A-2 for raw data on cannabis-related arrests by race and ethnicity over time in the state of New York.



Total NYS PL 221 Arrests Over Time by Race and Ethnicity

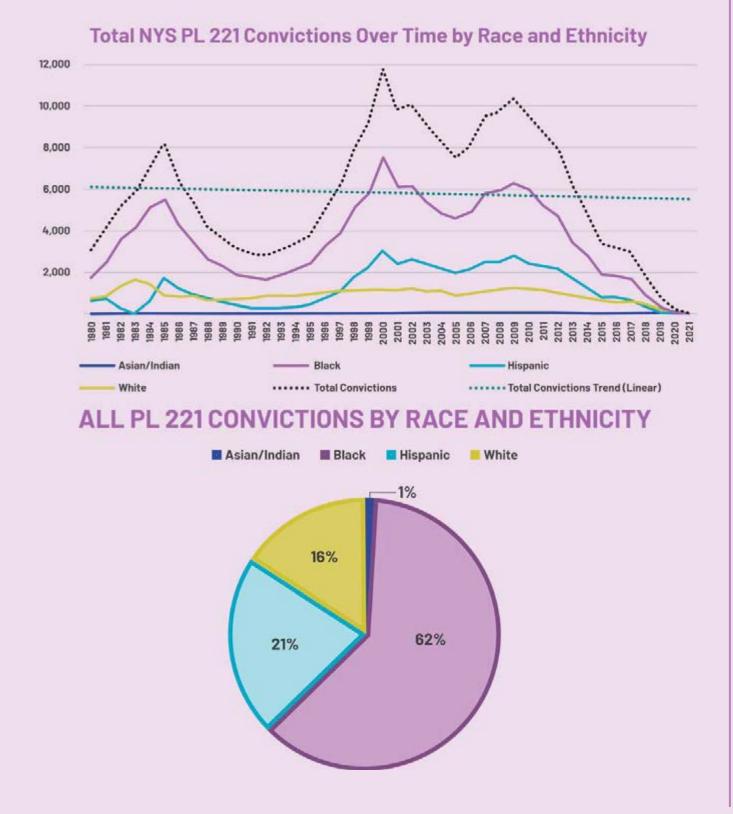
<sup>30</sup>Source: New York State Division of Criminal Justice Services, Computerized Criminal History System (September 2022). This includes all finger printable arrests, regardless of conviction, for NYS Penal Law Article 221 as the most serious charge in an arrest event and follows each arrest through the criminal justice process.

<sup>&</sup>lt;sup>27</sup>Source: New York State Division of Criminal Justice Services, Computerized Criminal History System (September 2022). This includes all fingerprintable arrests, regardless of conviction, for NYS Penal Law Article 221 as the most serious charge in an arrest event and follows each arrest through the criminal justice process.
<sup>28</sup>Sutton, M. (2021, March 17). New Report Shows Persistent Racial Disparities and Economic Impacts in Marijuana Arrests Across New York [Review of New Report Shows Persistent Racial Disparities and Economic Impacts in Marijuana Arrests Across New York]. Drug Policy Alliance. https://drugpolicy.org/press-release/2021/03/new-report-shows-persistent-racial-disparities-andeconomic-impacts-marijuana

<sup>&</sup>lt;sup>200</sup>Section 1PE Tables - Results from the 2020 National Survey on Drug Use and Health: Detailed Tables, SAMHSA, CBHSO. (2020). www.samhsa.gov. https://www.samhsa.gov/data/sites/default/ files/reports/rpt35323/NSDUHDetailedTabs2020v25/NSDUHDetailedTabs2020v25/NSDUHDetTabsSect1pe2020.htm

#### Convictions

Out of the 1.3 million cannabis-related arrests from 1980 to 2021, just over 245,000 resulted in a conviction for a misdemeanor or a felony. Of those 245,000, 62% of those convicted were Black and 21% were Hispanic. See Appendix A-3 for raw data on cannabis-related convictions by race and ethnicity over time in the state of New York.



#### **Reduced Lifetime Earnings**

Reduced lifetime earnings resulting from a conviction for cannabis-related offenses have been disproportionately borne by those already living in poverty. These earnings losses exacerbated preexisting economic disparities between Black, Hispanic, and White communities. Although staggering, these losses do not include the secondary costs of involvement in the criminal justice system, such as the earnings lost by a family when a parent must leave work to care for a child during a partner's incarceration, the money spent on court costs and criminal justice debt, the cost of transportation to visit loved ones in prison, or the cost of a private attorney.

The Office estimates that from 1980 and 2021, cannabis-related misdemeanor and felony convictions resulted in lost lifetime earnings of approximately \$31 billion, with Black and Hispanic individuals accounting for roughly \$25 billion or 83 percent of those loses.<sup>31</sup> The average lifetime earnings for those convicted of a felony but not imprisoned for it are reduced by 22 percent, while those convicted of a misdemeanor are reduced by 16 percent.<sup>32</sup>

#### **Cost of Cannabis Arrests**

The costs associated with a cannabis arrest include police time for transporting arrestees to the police station, processing the suspect during intake, submitting seized cannabis as evidence, fingerprinting, and photographing suspects, conducting criminal background checks, and completing related paperwork. The time of prosecutors, public defenders, bailiffs, and other administrative work may be factored into judicial expenses.<sup>31</sup>

Between 1980 and 2021, the Office estimates that out of the 1.3 million cannabis-related arrests,



Note: According to the 2020 census, Hispanic individuals made up 19.5% and Black individuals made up 17.6% of the NYS population.

The Office estimates that from 1980 to 2021, the State spent over \$1.24 billion enforcing cannabis prohibition.

<sup>&</sup>lt;sup>33</sup>Craigie, T.-A., Grawert, A., Kimble, C., & Stiglitz, J. (2020). Conviction, Imprisonment, and Lost Earnings: How Involvement with the Criminal Justice System Deepens Inequality [Review of Conviction, Imprisonment, and Lost Earnings: How Involvement with the Criminal Justice System Deepens Inequality]. https://www.brennancenter.org/our-work/research-reports/convictionimprisonment-and-lost-earnings-how-involvement-criminal d 53,000 Workers. The New York Times.

<sup>&</sup>lt;sup>32</sup>Drug Policy Alliance. (2011, March). \$75 Million a Year The Cost of New York City's Marijuana Possession Arrests [Review of \$75 Million a Year The Cost of New York City's Marijuana Possession Arrests]. http://marijuana-arrests.com/docs/75-Million-A-Year.pdf

## **Equity in Access to Medical Cannabis**

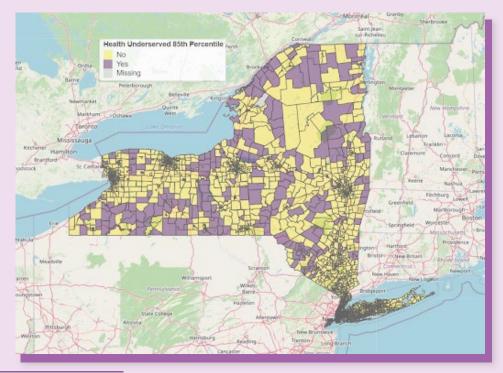
The Cannabis Law requires that the Office identify areas throughout the state that are medically unserved and underserved. These regions have concentrations of health-related issues and are medically underserved by traditional healthcare. They are also unserved or underserved by medical cannabis dispensaries.

#### Methodology

The Office used a health disadvantage score to identify unserved and underserved areas. The health disadvantage score is derived from seven variables: population-provider ratio, population over 65 years old, uninsured rate, low birth weight, premature deaths, household disability rate, and travel time to healthcare. Of note, five out of seven of these variables (population over 65 years old, uninsured rate, low birth weight, premature deaths, household disability rate) are also recognized by the state Department of Health as health indicators as well.<sup>33</sup> By ranking census tracts, the relative advantage of these health indicators was analyzed. The order of tracts is determined by percentiles. The values for the percentile rank range from 0 to 1, with values closer to 1 indicating greater disadvantage. Census tracts with a health disadvantage score in the 85th percentile (600 out of 4,919 in the state) are considered unserved or underserved.

#### **Identified Areas**

Based on their percentile rank, the maps below depict which census tracts are deemed health disadvantaged. The 600 census tracts in the state with a health disadvantage score of at least 85 percent are highlighted in purple. In addition to the state maps, page [A-4] of the Appendix contains a list of all health-disadvantaged census tracts.<sup>34</sup>



<sup>33</sup>New York State Health Indicators by Race/Ethnicity, 2015-2017. (2017). www.health.ny.gov. https://www.health.ny.gov/statistics/community/minority/county/newyorkstate.htm <sup>34</sup>To view the interactive map in a browser, please visit https://docs-ocm.ny.gov/UU85\_Map.html.





## **Business Support in New York State**

The Office and Board are dedicated to developing and prioritizing business support services for NYSEE applicants, licensees, and small businesses in the legal marketplace. Through training and mentoring, populations with limited access to capital can still succeed. The Office can also collaborate with New York State's already comprehensive business support network to ensure support reaches all corners of the State. The Office's incubator program initiatives will be supported by fees derived from the transition of registered organizations to the adult-use market. This section identifies additional work being done by the Office to support entrepreneurs.

#### **Financing: Loans and Grants**

As long as cannabis remains illegal under federal law, the industry faces obstacles in obtaining loans and utilizing conventional banking services. Most financial institutions are unwilling or unable to assume the risks associated with lending capital to cannabis-related businesses. These risks fall into two broad categories: unease regarding federal oversight and concern regarding the default of loans made to under-collateralized businesses in emerging markets. This makes it difficult for business owners with fewer assets to obtain debt at competitive interest rates.

Social equity applicants are forced to use high-interest lenders or forgo capital improvements, leaving low-income entrepreneurs to pay exorbitant interest. However, government can mitigate some of the risks financial institutions face when investing in the sector, and New York regulators can lead the way in developing innovative solutions for this market.

The Office is addressing small, NYSEE-owned cannabis businesses' banking issues by encouraging banks and credit unions to enter the legal cannabis market to increase competition, lower costs, and improve services for cannabis-related businesses (CRBs). The Office has met with financial institutions for several months to provide clarity and resources for entering the legal cannabis market. Consequently, several banks and credit unions have begun accepting CRB customers. To reduce financial institution risk and encourage commercial loans to NYSEE-owned businesses, the Office is drafting proposals for underwriting loans for qualified NYSEE applicants. Following 2023 development, comprehensive loan programs are expected to launch in 2024.

#### **Training Programs and Technical Assistance**

In addition to financing, individuals who qualify for social equity programs require technical assistance to both navigate the complex licensing process and to learn how to build and operate a regulated cannabis business. Courses in financial literacy, business plan development, administrative skills, regulatory compliance, human resources, sales projections, customer acquisition, and agricultural and cultivation practices are offered by several states as part of their social equity programs. Those who qualify for social equity programs have typically borne economic burdens and have had less access to capital, so training programs that assist these individuals in acquiring the skills necessary to thrive in the legal market are essential to any equity program. These programs have the additional advantage of boosting investor confidence in a company's likelihood of success.

Typically, training programs fall under one of three programmatic umbrellas: workforce development, business services, or incubation. There may be curriculum overlap in each of these support types, but the overarching objective of each program type is to simplify access to the legal market for small and equity business owners who wish to become competitive license holders in the adult-use supply chain.

#### Workforce Development Programs

Workforce development programs provide individuals with the skills and training they need to access good jobs in growing sectors. As the cannabis industry continues to grow, related workforce development programs should emphasize career matching, training and education on cannabis skills, and resume development. Many state workforce development programs rely on federal funding, creating a barrier to providing certain cannabis-specific education and job matching. State funding, administered through the Office or other New York agencies, can support the workforce initiative by sponsoring and partnering with cannabis education, career exploration, and skills training nonprofits.

The Office has supported the development of the NYS Cannabis Workforce Initiative, a partnership between Cornell University and the Workforce Development Institute that provides cannabis-specific education and training to job seekers. This ten-week program, partially funded by New York State, teaches dispensary, processing, and cultivation workers about legal cannabis. The course introduces workers to cannabis opportunities, terminology, and what to expect with daily work in each sector. Programs that expand on these foundational initiatives will further lower the barrier to entry to New York State's cannabis workforce. For example, a robust job matching program can connect employers and future employees, and then track their short- and long-term successes.

In states with mature cannabis markets, legalization has created an appreciable number of jobs both at licensed businesses and at companies providing ancillary products and services. A 2022 jobs report estimated a total of more than 428,000 jobs in the US were supported by the cannabis industry thus far.<sup>35</sup> With New York's recent launch into the adult-use market, it is anticipated that the legal market will generate 108,000 jobs across the state when cannabis markets are fully established.<sup>36</sup>

Additionally, the Office continues to support New York State Department of Labor's (NYSDOL) Cannabis Employment and Education Development (CEED) Unit which connects people with cannabis industry jobs and helps businesses thrive in New York. Through Coursera, NYSDOL offers free online courses to unemployed New Yorkers, including many courses that teach skills directly related to the cannabis field. The NYSDOL CEED Unit connects cannabis-trained job seekers to a variety of employment opportunities, including with cannabis licensees. The Office will continue to support NYSDOL's workforce programs, ensuring they meet the needs of cannabis licensees and ancillary businesses throughout the supply chain.

<sup>35</sup>Barcott, B., & Whitney, B. (2021, February 16). The US cannabis industry now supports 321,000 full-time jobs. Leafly. https://www.leafly.com/news/industry/cannabis-jobs-report
<sup>36</sup>CannabizTeam Worldwide. (2022). Tri-State 2022 Cannabis Industry Salary Guide [Review of Tri-State 2022 Cannabis Industry Salary Guide]. In CannabizTeam Worldwide. CannabizTeam Worldwide. https://cannabizteam.com/tri-state-cannabis-industry-salary-guide/

The best workforce development programs offer additional services to help job seekers access upskilling and on-the-job training. Workforce development programs with support services often work with participants in the early months after placement in a job, internship, or training program. Cannabis companies can be incentivized to support the state's workforce development goals by providing on-the-job training with an emphasis on upskilling, hiring a certain percentage of individuals from underserved communities, or providing their training curriculums to workforce development nonprofits to scale their impact. The Office will continue to encourage these connections and will collaborate with community-based organizations that already provide basic business or workforce services to expand their capacity and oversee their curriculum and service model.

#### **Business Support and Wraparound Services**

When business support services are combined with workforce development and incubation, social equity initiatives can empower a diverse and skilled workforce and promote a flourishing industry. Traditionally, individuals who qualify for social equity status have had less access to capital and, as a result, fewer opportunities to receive technical business education through traditional business education pipelines. By providing professional training and technical assistance to first time operators, state-supported business services can bridge this gap. Financial literacy programs, management and sales training, accounting, and other support services would be essential for not only applicants, but to individuals aspiring to management and executive-level positions as well.

The Office continues to collaborate with government and academic partners to provide cannabisspecific business services by leveraging existing infrastructure. This includes the New York City Department of Small Business Services for entrepreneurial development and community colleges for business curriculum. By expanding on existing services, the Office can reach more people in less time.

There are several business support services that already exist in New York which could serve as foundational infrastructure for future cannabis specific business service training. For example, there are 22 not-for-profit Entrepreneurship Assistance Centers (EACs) across the state.<sup>37</sup> These centers offer programs that assist new and aspiring entrepreneurs in nurturing basic business development and management skills through instruction, training, one-on-one counseling, technical assistance and support services to individuals who have recently started their own business or are interested in starting a business, and to strengthen the operation of these firms during the first few years of development. These centers also offer assistance for businesses applying to become a certified minority or women owned business.

#### New York State Incubator Program

Cannabis business incubation encompasses a variety of services designed to advance opportunity across the broadest spectrum of social equity applicants and licensees. A well-designed incubator program offers a continuum of entry points into the industry, spanning the entire supply chain with services tailored to meet an entrepreneur where they are in the business formation process.

37 Entrepreneurship Assistance Centers | Empire State Development. (2019, May 2). Esd.ny.gov. https://esd.ny.gov/entrepreneurship-assistance-centers

By providing access to technical expertise, guidance, and support, incubators have the potential to not only promote innovation in the cannabis industry, but also stimulate sustainable business development in local communities. Moreover, by leveraging shared resources and collaborating closely with local governments, they can contribute to hyperlocal job creation, economic mobility, and instill greater sense of pride by unlocking a community's unseen entrepreneurial talents.

As described previously, the Office has taken initial steps to accelerate and incubate cannabis businesses through the CCTM and CAURD Accelerator programs, but these initiatives are just the beginning of efforts to deliver a comprehensive and scalable incubation program for the entire state. To meet the needs of all the state's incubator cohorts, the program must be able to assist businesses at varying stages of development and work for each unique type of cannabis supply chain license.

Empire State Development has designated ten Innovation Hot Spots, one for each of New York's economic development regions, as well as twenty Certified Business Incubators.<sup>38</sup> These types of intensive training services are traditionally provided to small businesses. To ensure the success of a robust social equity initiative in New York, it will be essential to develop additional investment strategies, models, and graduated formulas to support cannabis businesses post-launch.

The Office has begun the work of developing the NYSEE Incubator program. A primary function of the NYSEE incubator program will be to develop and foster support mechanisms and linkages between the Office, incubator participants, and external stakeholders including local educational institutions, foundations, investors, and local business leaders. Acting as a central hub for organizing and managing a broad range of local stakeholders, the incubator can catalyze hyperlocal market innovations and collaborations. The NYSEE incubator may also facilitate the identification and testing of new models for community-based small business development that incorporate the values of distinct communities across the state.

Cannabis startups will require a comprehensive range of training and mentoring services from the application and ideation phase through development, launch and into the first few years of operation. The inclusion of direct financial support in the form of grants, loans, and private equity investment may enhance these initiatives. Incubation during a business's development phase will help refine the enterprise concept, and supportive financing during the first years of operation will provide stability and reduce risk in the eyes of investors.

Additionally, a community-integrated incubator model could deter the problematic or predatory conduct of conventional, investor-driven business incubation. An incubation model tailored to the goals of the New York cannabis market will feature sustainable economic models around small business ownership, such as cooperatives, worker-ownership, community crowdfunding, collective marketing initiatives, and other hyperlocal business development initiatives.

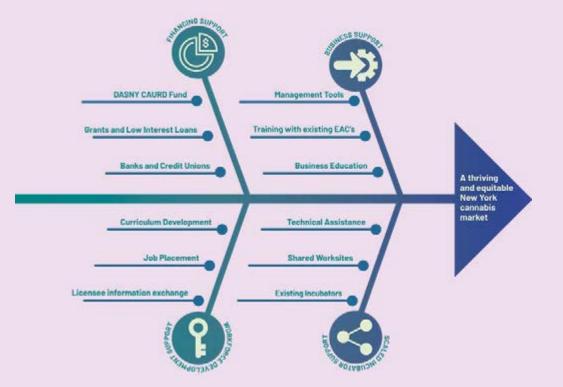
<sup>&</sup>lt;sup>38</sup>Regional Economic Development Councils. (2022). REDC Round 12 Programs [Review of REDC Round 12 Programs]. https://regionalcouncils.ny.gov/sites/default/files/2022-11/REDC\_Round\_12\_ Award\_Booklet.pdf

#### **Brick and Mortar Facilities**

Given the cultural and geographic diversity of New York, the Office has committed to the development of physical incubation facilities that will provide visibility, accessibility, and engagement with the host community. The vision is a model for a community-based business hub that provides customized assistance to incubator participants as well as programming, facilities, and services that benefit the host community.

The following are the essential design elements.

- State-of-the-art facilities, which can include farm sites, greenhouses, and indoor facilities for cannabis cultivation, enabling the highest quality production using an extensive array of innovative production techniques (Indoor, Indoor using living soil and innovative lighting technologies, regenerative outdoor production at scale, and mixed light greenhouse production).
- Good Manufacturing Practices (GMP)-certified R&D test kitchen and small to medium scale production facilities for edible and infused cannabis products. The infrastructure's potential could be maximized if the facilities could also be used by non-cannabis food and beverage businesses.
- Small scale extraction and production equipment that is GMP-certified for a wide range of products, such as cannabis extracts, handcrafted products such as hash, pre-rolled products, vapes, rosin, resin, etc.
- Classrooms featuring educational resources, community access points that include spaces for community gatherings, wellness events, and celebrations.
- Additional space for community activities, such as Pitch Events, Internal and External Networking Events, and future Community Roundtables.
- Curriculums and standard operating procedures (SOPs) detailing regenerative agricultural practices and sustainable cannabis production methods such as closed loop systems that can reduce reliance on external inputs, drive operational efficiencies, increase profits and end-product quality.



## **Regional Economic Development**

Developing a prosperous cannabis industry in New York requires recognizing and adapting to the unique characteristics of each region of the State. Government interventions that adopt a strategic, coordinated approach to the development of a new legal cannabis market will be better positioned to compete nationally and generate value in support of a dynamic, sustainable economy.

Sustained, multisector regional partnerships make economic transformation possible. The development of New York's legal market must be consistent with regional long-term economic development plans, consider local realities and make use of existing infrastructure and overlapping development initiatives.

There are ten regional economic development councils (REDCs) in the State of New York. Each region boasts unique geographical, social, and industrial assets that embody the makeup of the state. Since its inception in 2011, the REDC Initiative has awarded over \$7.5 billion to more than 9,200 projects across the state through a competitive process to spur job creation based on regional priorities.<sup>39</sup> Further enhancing the state's downtown areas as well as smaller town and hamlet centers is made possible through the Downtown Revitalization Initiative (DRI) and the NY Forward Program.<sup>40</sup> Community planning and state funding combine to provide each focused area the tools necessary to modernize and optimize their downtown areas.

As New York recovers from the COVID-19 pandemic, a reinvestment in a skilled workforce, enhanced wraparound services, and a focus on sustainable practices are essential. The cannabis industry will follow suit. Traditional public sector services supporting business and commerce at the local level can be of assistance to cannabis businesses if they are informed of cannabisspecific challenges and modified accordingly.

The Office consulted with regional leaders and reviewed the annual reports of each REDC to determine regional strengths, weaknesses, and potential for growth. It will be essential to align tradable industries with their respective cannabis license type and business model, given that New York's legal market will reach every corner of the state.

Agriculture, tourism, advanced manufacturing, brownfield revitalization, and warehouse and distribution were identified as top priorities across the state. However, each region recognizes that workforce development, wraparound services, education, and economic and social equity are essential for economic growth in these sectors. Meaningful economic development initiatives necessitate substantial and long-term government and private sector investments.

Effective economic development strategies draw on clustering strategies to concentrate related resources, institutions, businesses in a specific field. To successfully integrate these industries into New York's new cannabis market, a timely and adequate commitment to workforce development, wraparound services, education, sustainability, and equity policy will be essential.

<sup>39</sup>About REDC | Regional Economic Development Councils. (2023). Regionalcouncils.ny.gov. Retrieved May 1, 2023, from https://regionalcouncils.ny.gov/about <sup>30</sup>About REDC | Regional Economic Development Councils. (2023). Regionalcouncils.ny.gov. Retrieved May 1, 2023, from https://regionalcouncils.ny.gov/about

#### **Agriculture & Agribusiness**

Related licenses: Cultivator, nursery, processor, microbusiness, cooperative, hemp

Agriculture is one of the most important commercial sectors in New York State. Nearly 23% of the state's land area is utilized by approximately 36,000 farms producing a variety of goods, including cannabis. However, only 1.3% of New York's agricultural producers identify as BIPOC.<sup>41</sup> Through the implementation of cannabis cultivation for adult use, cannabis agribusiness will seek to increase this proportion by a measurable amount. Important components of this initiative will include access to land, capital, grant programs, and best management practices.

In regions with extensive rural land, such as Western New York, the Southern Tier, the North Country, and the Finger Lakes, policies may allow farming families and communities to retain their land and achieve greater financial stability. Under the guidance of sustainable practices such as organic, regenerative, and integrated pest management, they may apply for cannabis cultivator, nursery, microbusiness, or cooperative licenses. Due to its vast agricultural terrain and proximity to Cornell University, a global leader in agricultural education, the Southern Tier has the potential to become a cannabis agricultural training center.

Shared goals of environmental resilience, sustainability, and accessibility have all contributed to an increase in the popularity of urban farming. Community gardens, green roofs, vertical farming, and aquaponics have all demonstrated their economic viability. Urban cannabis cultivation in New York's major cities can provide previously underserved areas with jobs, training opportunities, upskilling, and economic vitality. The benefits of urban agriculture and community gardens include food sovereignty, personal development, education, and environmental stewardship.<sup>42</sup>

Value-added agriculture refers to the process of increasing the value of primary agricultural commodities through manufacturing and/or production. Due to its emphasis on localized, small-scale production of high-quality goods, this method has gained popularity in recent years. As the legal market matures, value-added cannabis products may develop as exclusive to certain regions of New York State.

#### **Tourism**

Related licenses: Retail dispensary, on-site consumption, delivery, cultivator, microbusiness, cooperative, processor(brand)

New York's adult-use cannabis market expansion strategically complements the state tourisms natural, historic, and cultural assets. Historic sites, unique landmarks, diverse urban centers, sporting events, natural wonders, and beautiful landscapes are found throughout New York State.

Adult-use cannabis will have a significant impact on tourism and spending in the region via on-site consumption sites, like craft breweries and wineries in the region. These small business archetypes correspond to the Mid-Hudson regions and the state of New York's shifting emphasis on value-added industries. Small farm incomes and economic viability have grown in recent years as a result of agritourism and value-added agricultural product sector. Cannabis-related agritourism has already proven to be a profitable industry in other legal markets.

<sup>40</sup>Diversity and Racial Equity Working Group Report. (2021). https://agriculture.ny.gov/system/files/documents/2021/08/diversityracialequityreport\_1.pdf
<sup>42</sup>Community Gardens Task Force 2023 Report. (2023). https://agriculture.ny.gov/system/files/documents/2023/02/communitygardenstaskforcereport.pdf

Cannabis is projected to drive agritourism in multiple regions of the state. **Craft cannabis** varietals grown in New York's wide ranging fertile soil will build regional identifiers and foster interregional competition that will drive product diversification and overall quality. Like California's Emerald Cup and Oregon's Grower's Cup, statewide cannabis cups are likely to launch and provide further opportunities in events, marketing and planning.

#### The Role of New York City

Related licenses: Retail dispensary, on-site consumption, delivery, microbusiness, processor (brand)

New York City is ideal for small batch, craft, and social equity cannabis businesses due to its sophisticated consumers, diverse internal market potential, and robust tourism industry. The city's reputation as a global shopping destination will boost entrepreneurship, product innovation, and market growth.

Tourism is a significant economic contributor to New York City, accounting for 7.2% of private sector employment and 4.5% of private sector wages. Tourists spent \$52 billion on lodging, food, drink, recreation, retail, local transportation, and air travel in 2021. In 2025, 70 million tourists will visit New York City.<sup>43</sup> Commuters and tourists provide cannabis businesses with a distinct audience that can expand their brand's visibility and reputation beyond the city limits.

Diversity and multiculturalism are key drivers of innovation and economic performance in New York City. Empirical results are clear that the increased size of cities and their diversity are strongly associated with increased output, productivity, and growth. As one of the most ethnically diverse cities in the United States, it has one of the highest percentages of foreignborn residents, resulting in a vast array of knowledge and opportunities for combining existing knowledge. Immigrant and multiethnic business owners can expand markets and contribute to the development of cannabis processes and the commercialization of novel innovations.

Additionally, the success and global impact of the city's cannabis market and innovation ecosystem will be directly attributable to the skill and diversity of its residents. Through diasporic networks, immigrant and multicultural business owners can drive additional upstream and downstream markets, aiding in the innovation and commercialization of new cannabis products.

#### **Advanced Manufacturing**

Related license: Processor, microbusiness, cooperative

Advanced manufacturing is one of New York State's most in-demand industries, generating cutting-edge technology to enhance products and procedures. As the regulated cannabis market in other states has matured, an increasing number of consumers have sought out products requiring more complex manufacturing or processing.

Cannabis processing refers to the extraction, compounding, infusion, manufacturing, preparation, holding, storing, packaging, and labeling of cannabis products.<sup>44</sup> Standard procedures in cultivation, processing, extraction, infusion, packaging, warehousing, and distribution of cannabis are optimized and modernized within this sector. In addition, there are significant opportunities for innovation with industrial hemp including food, biofuels, building materials, bioplastics, clothing, and packaging. New York is well positioned to lead innovation in the emerging hemp sector.

<sup>&</sup>lt;sup>43</sup>Empire State Development. (2021). Esd.ny.gov. https://esd.ny.gov/sites/default/files/Economic-Impact-of-Visitors-in-New%20York-2021-Central-New-York.pdf
<sup>46</sup>California, D. of C. C.-S. of. (n.d.). Manufacturing. Department of Cannabis Control. https://cannabis.ca.gov/licensees/manufacturing/

As this sector is a key driver of many regional economies, there is a need for a trained and upskilled workforce in advanced manufacturing. The current workforce faces impending retirement cliffs and hiring gaps due to training, education, and experience. Given the need for low- and middle-skilled labor, advanced manufacturing is viewed as a driver of workforce development.

#### **Brownfield Revitalization**

Related license: hemp

A brownfield site is any real property where a contaminant is present at levels exceeding soil safety limits,<sup>45</sup> or other health-based or environmental standards adopted by the NYS Department of Environmental Conservation.46

The cannabis sativa plant can play a key role in the environmental revitalization of brownfields across New York State via phytoremediation. Phytoremediation is a cost-efficient plant-based remediation approach that utilizes the plant's ability to absorb harmful metals, forever chemicals, and other contaminants from the land and air.<sup>47</sup> Planted hemp can remove toxins deep within the soil of certain designated brownfield sites.48

While communities across New York have experienced health consequences of environmental contamination, areas with high concentrations of brownfield sites stand to benefit the most from the use of hemp, both for remediation as well as the expanded development opportunities that revitalization of a site allows.

New York City has more than 7,000 properties subject to mandatory environmental study and management. It is estimated that 40% of these properties are chronically vacant and/or contaminated.<sup>49</sup> These sites have left a devastating impact on adjacent property values, public and environmental health, safety, and aesthetics. The use of green plants such as cannabis will eliminate blight and stabilize contaminated soil, air and groundwater and allow for redevelopment on once undesirable plots of land.

#### Warehouse & Distribution Logistics

Related licenses: cultivator, nursery, processor, distributor

Distribution will play a crucial role in the rollout of adult-use cannabis in New York State. It is one of the most complex and capital-intensive cannabis supply chain services. In many regions of the state, warehousing is one of the most in-demand services and will be essential to providing consumers with a wide range of products, both plant touching and non-plant touching. Western New York, Southern Tier, Mohawk Valley, Long Island, and the Capital Region will likely serve as the primary distribution and storage hubs for cannabis products. Along New York's major highways, including I-90, I-87, and I-88, there is room for strategic expansion of warehouses and storage units.

<sup>&</sup>lt;sup>45</sup>US EPA, 0. (2019, June 26). Brownfields and Public Health. US EPA. https://www.epa.gov/brownfields/brownfields-and-public-health

<sup>46</sup>Environmental Cleanup & Brownfields - NYS Dept. of Environmental Conservation. (n.d.). www.dec.ny.gov. Retrieved May 1, 2023, from https://www.dec.ny.gov/chemical/brownfields. html#:-:text=A%20brownfield%20site%20is%20any%20real%20property%20where <sup>47</sup>Yan, A., Wang, Y., Tan, S. N., Yusof, M. L. M., Ghosh, S., & Chen, Z. (2020, April 30). Phytoremediation: A Promising Approach for Revegetation of Heavy Metal-Polluted Land [Review of

Phytoremediation: A Promising Approach for Revegetation of Heavy Metal-Polluted Land]. https://www.frontiersin.org/articles/10.3389/fpls.2020.00359/full

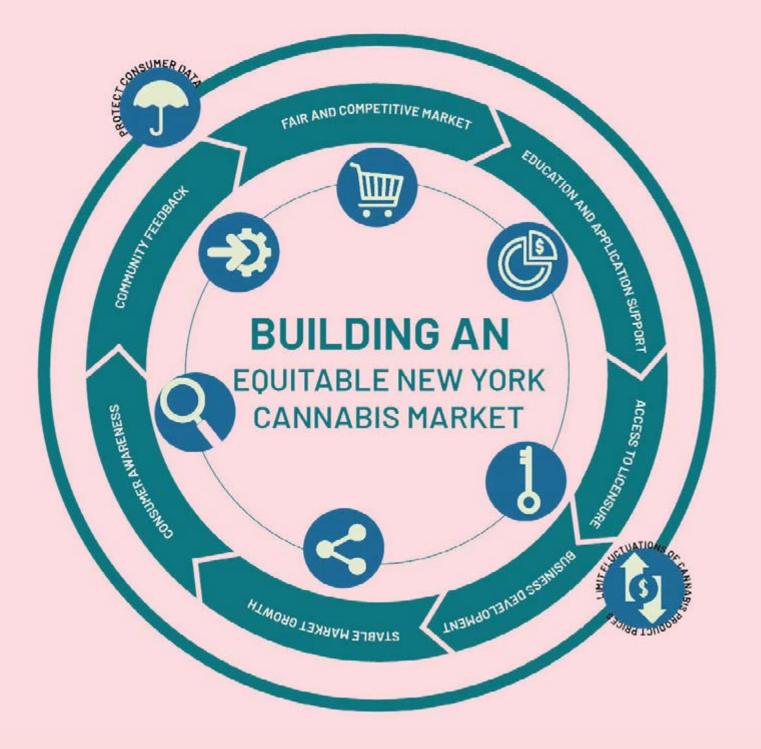
<sup>48</sup> Placido, D. F., & Lee, C. C. (2022). Potential of Industrial Hemp for Phytoremediation of Heavy Metals. Plants, 11(5), 595. https://doi.org/10.3390/plants11050595 <sup>40</sup>Brownfields - Mayor's Office of Sustainability. (2023). www.nyc.gov. Retrieved May 1, 2023, from https://www.nyc.gov/site/sustainability/initiatives/brownfields.page#:~:text=New%20York%20 City%20has%20over%203%2C000%20vacant%20commercial

As New York's adult-use product selection grows, **warehouse and distribution services will affect nearly every license type.** Cultivators need storage between harvesting, curing, and shipping to retailers and processors. A climate-controlled cannabis unit must monitor temperature, humidity, sunlight, and oxygen. Improper cannabis product storage can cause the development of mold and degradation of cannabinoids and terpenes. New York will continue to invest in specialized, sustainable warehousing because adult-use and medical licensees require a clean, secure place to store inventory and processors need space for raw ingredients and equipment.

Distributors, B2B delivery facilitators, and storage facilities must invest in robust security systems throughout the cannabis supply chain to safely transport cash as banking restrictions persist. To reduce inefficiencies and meet the Office's sustainability goals, cannabis delivery and distribution services must optimize truck delivery routes.

## IV. SUMMARY RECOMMENDATIONS

The following recommendations are submitted by the Chief Equity Officer to the Board and to the Office. They provide a roadmap for the development of a legal cannabis market founded on the principles of shared prosperity, small business access, workforce equity, local community development, consumer satisfaction, and uplifting those most harmed under prohibition.



## **Market Architecture**

#### Protect New York's Two-tiered Market

The Cannabis Law divides the market into two tiers: supply—consisting of cultivation, processing, and distribution; and retail—consisting of retail dispensaries, on-site consumption lounges, and delivery licensees. This division is based on a prohibition on operators in one tier having a direct or indirect stake in another. This system, modeled after the alcohol industry, allows small, independent businesses to enter the cannabis market and compete with larger, more established companies.

In practice, an independent, autonomous retail tier and robust antitrust provisions will provide NYSEE businesses and brands a level playing field for gaining market share and building long-term value. While the Cannabis Law sets the framework for a tiered supply chain, the regulations significantly clarify the limitations on crossing tiers in order to promote competition, protect against undue influence, and prevent market concentration. A competitive market will also provide consumers with more options, better service, and lower prices, as well as fairer opportunities for small businesses and entrepreneurs to compete.

Although the objective of the tiered market is to reduce the trend of corporate consolidation and boost competition, it does not guarantee that monopolization will not occur.<sup>50</sup> It must be supported with ongoing monitoring and enforcement to ensure that the market remains competitive. In 2022, Rebecca Kelly Slaughter, then-Commissioner of the Federal Trade Commission (FTC), made the case that enforcement agencies should view antitrust laws as "a tool for combating structural racism" by prioritizing competition enforcement in highly concentrated industries where people of color are underrepresented. Slaughter argues that when employing antitrust tools, agencies such as the FTC may choose to reinforce or deconstruct racial biases.<sup>51</sup>

#### In practice, antitrust law is intended to help mitigate harm caused by anti-competitive conduct.

To date, early operators with access to capital, capable of sustaining significant losses in order to gain long-term market power, have become increasingly dominant across the legal cannabis industry. This creates a feedback loop that strengthens their ability to corner newer markets, stifle competitive pressures, and limit the impact of social equity initiatives. It has also driven states to intentionally construct their regulatory framework to ensure the concentration of corporate and private power and disable democratic participation in the cannabis economy.

In a fair and competitive market, greater efficiency and equity go hand in hand. Market concentration and vested interests will make New York's nascent industry less dynamic and less capable to achieve the State's broader equity goals. A foundation of inclusion over incumbency will ensure New York develops a dynamic, innovative and equitable cannabis market.

<sup>50</sup>Title, Shaleen, Bigger is Not Better: Preventing Monopolies in the National Cannabis Market (January 26, 2022). Ohio State Legal Studies Research Paper No. 678, Drug Enforcement and Policy Center, 2022 The participation and success of NYSEE licensees requires a competitive landscape in which both small businesses and multistate operators can flourish. Antitrust law is indispensable to ensuring a level playing field, protecting consumers from price discrimination, and several other critical economic safeguards. In any economic system built on legacy social constructs that favor incumbents, antitrust laws play a critical role in ensuring a level playing field for all market participants. The Office and the Board must commit themselves to the development and adoption of pragmatic antitrust regulations that can reduce barriers to entry, promote a rich diversity of ownership, and improve market access for smaller, independent entities.

The Office's efforts to promote competition and prevent monopolization must center on what New York's communities and consumers want. The Cannabis Law's ambitious social and economic equity goals can only be realized with the successful implementation and protection of the two-tier system.

#### Maintain Proactive Enforcement and Oversight of Ownership Rules

The True Party of Interest (TPI) framework is designed to protect the integrity of the twotier cannabis market and establish procedures for monitoring and enforcing the vertical and horizontal ownership restrictions. TPI identifies persons and entities with a direct or indirect stake in a license. Establishing effective procedures for tracking and confirming compliance with the cannabis law's ownership restrictions is an essential component of building an equitable, level playing field.

This work entails requiring licensees to provide periodic reports on ownership arrangements, management-service agreements, and vendor contracts, as well as conducting regular compliance inspections and financial audits. In recognition of the numerous ways in which multilevel ownership structures have been deployed to establish "social equity in name only" in other jurisdictions, TPI includes in the license every individual who appears on the ownership structure at each level of ownership.

Ensuring compliance with TPI requirements is necessary for safeguarding the independence and autonomy of NYSEE licensees. The adult-use regulations empower the Office to take various actions, such as suspending, canceling, or revoking a license, debarring a person from licensure, and denying license renewal or changes, when a licensee or its true parties of interest fail to comply with ownership or interest rules, whether directly or indirectly.

A woman-owned business is fully owned and operated by women, not fronted by men.

- New York, NY

#### **Strengthen Protections Against Predatory Practices**

Across the legal landscape, social equity applicants and licensees frequently form partnerships with investors and businesses and formalize multilevel ownership structures through complex operating agreements. These are often referred to as management service agreements (MSAs). It has become more prevalent for such arrangements to conceal the true ownership or control of a licensed entity.

NYSEE applicants are required by New York's regulations to demonstrate "sole control" by NYSEEqualifying individuals or groups, i.e., that they exercise authority over the business and have a significant influence on day-to-day decisions. It is prohibited for anyone other than the NYSEE applicant to control a majority of voting rights or retain the authority to remove the applicant. This measure is intended to protect applicants and licensees from predatory arrangements and to guarantee that they have the necessary autonomy over their businesses. Through its TPI and undue influence regulatory frameworks, New York prevents the most common predatory practices seen in MSAs and goods and services agreements.

In New York, MSA providers are considered to have some control over the licensee with whom they have entered into an agreement and are therefore considered to be a TPI. In some instances, social equity licensees may choose to partner with more seasoned service providers via goods and services agreements in order to put their licenses into operation. However, information asymmetries between sophisticated entities and new social equity market entrants often lead to predatory contractual arrangements.

Even beyond MSAs, improper contractual arrangements can impose liability, taxation, and insurance obligations on social equity license holders, in addition to unfavorable distribution terms. Certain goods and services agreements, for instance, may stipulate that a significant portion of a social equity retailer's "shelf space" be reserved for products from the management services contractor or another designated entity, potentially limiting the availability of the social equity licensee's own products or the visibility of more in-demand brands. Such arrangements can be detrimental to social equity licensees' market competitiveness and their long-term viability.

To address this issue, the Office requires all licensees to disclose any material changes to the information provided at licensure, including certain goods and services agreements or contracts with contractors who provide administrative, operational, financial, advisory, real property, and/ or consulting services for compensation. Additionally, licensees are required to provide a list of all contract parties. The Office's regulations should prohibit agreements for goods and services that are excessively extractive or predatory, or that promote undue influence between licensing tiers. Combined, ownership and disclosure requirements aim to protect NYSEE market participants from exploitation and increase transparency.

### Promote Responsible Data Ownership and Use

Digital platforms offer cost savings, and a larger consumer base and tracking data can assist small cannabis retailers in making better business decisions. However, when these platforms retain exclusive rights to operators' data or deploy "Pay to Play" advertising and sponsorship schemes that favor large brands, they can be detrimental to small businesses and inhibit fair competition. This challenge parallels the food and beverage industry. In the case of restaurants, third-party digital platforms can leverage an establishment's consumer data to scale their own business, transforming restaurants into fulfillment centers for online orders. Such practices can result in digital monopolies and impede fair market competition, especially when it comes to the onset of an emerging industry, such as cannabis.

The Office can prohibit default data usage agreements and service "bundling" agreements to address these concerns. Such restrictions can limit the market power of third-party platforms, fostering a more dynamic digital marketplace for consumer-accessible brands and products. In addition, the Office can establish safeguards regarding the monetization of consumer data in order to prevent larger, well-capitalized operators from circumventing undue influence protections on retailers.

### Pace Licensing Roll-Out to Ensure Market Stability

The stability of the New York cannabis market is crucial to the success of NYSEE licensees, who frequently lack the financial resources to withstand the typical market volatility of new legal markets. The Board and the Office can support market stability along the entire supply chain in several ways.

First, the Board must carefully consider the rate at which cultivation and retail licenses are issued due to their outsized impact on wholesale prices, product availability, and the growth of the market. Second, in order to create a fair and equitable cannabis market, it is essential to avoid artificial restrictions on licenses or "caps" that can impede broad social equity and SME market participation. Less restrictive licensing frameworks enable more businesses to enter the market, thereby increasing competition, product innovation, and consumer satisfaction.

Accordingly, the Office should assess and recommend licensing windows to the Board based on the ratio of total licensed canopy square footage to the total available retail shelf space. To ensure the largest number of market participants, the Board should prioritize the issuance of cultivation licenses for lower canopy tiers. Those cultivators who prove most adept at delivering a consistent, high-quality product, while utilizing most of their allotted canopy, will have opportunities to expand to higher canopy tiers. Thus, the cultivation sector grows sustainably over time, and an operator's ability to scale is determined by their ability to meet the needs of New York consumers at scale.

### Larger companies can wait out any dips in the market. Smaller companies without capital can't do that.



A measured roll-out of New York's market will be a key differentiator for New York from other legal states. By adopting a methodical approach to licensing, the Office could better guard against market crashes due to oversupply, distressed asset purchases and wholesale price volatility while delivering the highest-quality products at competitive prices.

### Safeguard Cannabis Workers from Monopsony Power

Antitrust cases typically focus on sellers in product markets, but comparable issues also arise in labor markets, where companies with market power can leverage their bargaining position to their advantage as labor purchasers. Employers may be hesitant, for example, to offer competitive wages or benefits in a labor market where there are few employers. In such markets, collusion can also be easier, allowing a handful of actors to manipulate prices or wages at the expense of competitors.

This problem is common across the cannabis industry and especially pronounced in economically distressed rural communities where a small number of employers may dominate the labor market.<sup>52</sup> In regions with low labor market power, even a small increase in the unemployment rate leads to a significant decline in wage growth.<sup>53</sup> To combat this challenge and maintain a more equitable relationship between cannabis businesses and their workers, solutions can be derived from two broad policy categories: pro-competition and pro-worker policies.

The Office is already focused on creating a competitive marketplace. Pro-worker policies can facilitate interactions between employers and employees that are more equitable. The Cannabis Law mandates licensees to enter into a "labor peace agreement", allowing unions to organize all licensed business employees without interference. Medical cannabis workers in New York benefit from regionally competitive wages and job security, thanks in large part to effective union representation. The Office should establish minimum standards for labor peace agreements to ensure that licensees are prepared to be organized when workers or a bonafide labor union decide to organize.

### Social & Economic Equity Assessment Tool

The experiences of legal states demonstrate that even minor regulatory amendments and modifications can have long-lasting, destabilizing effects on the development of legal markets. To prevent this, the Office should create and execute a comprehensive social and economic equity assessment tool to determine the impact of any new or revised cannabis regulations, guidance, or rulemaking. This proactive approach is crucial for preserving the social and economic equity goals of the Cannabis Law and sustaining a prosperous cannabis market over the long term.

### **Market Architecture Performance Measurements**

The best method for evaluating the success of New York's market architecture is to develop and measure competition, accessibility, and the presence of monopoly power. The Office should continually evaluate these criteria to determine if regulatory adjustments are needed. Evaluation criteria shall be broken down according to race, ethnicity, gender, and geographic identifiers, and shall include the following:

**Market Concentration:** Analyze the market share percentages of the largest licensed companies for across tiers, licenses and a range of product segments, such as flower and concentrates, among others. National market concentration measurement would be challenging, but inventory tracking and sales data can be used to perform this analysis at the state level.

**Market Growth:** Monitoring the rate of growth for any emerging industry is critical to ensuring that they operate within legal and ethical boundaries, protect consumers from harm, and promote fair competition, thereby fostering innovation and sustainable economic growth.

**Diversity of Ownership:** Compile, analyze and publish compressive data sets capturing cannabis license ownership, including partial participation, tracked by race, ethnicity, gender, sexual orientation and disability. The incorporation of license ownership classifications (NYSEE, non-NYSEE, microbusiness, delivery, etc.) and the proportion of revenue claimed by each category.

**Geographic Distribution:** Track geographic location of retail dispensaries, manufacturing facilities, and cultivation facilities to identify gaps in access, overconcentration, and any other issues early. Analyze rates of NYSEE participation through a regional lens to ensure equitable outcomes are evenly distributed across the state.

**Pricing Patterns:** Aggregate and analyze pricing patterns to determine whether evidence of below-cost predatory pricing or price fixing warrants further investigation and, if necessary, enforcement. In other cannabis markets, as well as many other industries, corporations set their prices too low to eliminate competition and increase prices in the future.

**Barriers to Entry:** Examining application and licensing statistics to determine if high barriers to entry limit competition, thereby suggesting that regulatory changes be considered. In addition to examining quantitative application and licensing data, the analysis could include qualitative feedback, such as interviews with applicants who abandoned their applications.

Even though some are outside the scope of Office regulations, licensing requirements, zoning restrictions, capital requirements and funding access, and regulatory compliance may all be relevant obstacles. For licensed retailers, the availability of product and any supply chain constraints could also be analyzed as an entry barrier.

### **Access and Business Viability**

Accessibility is essential to ensuring equitable outcomes in any emerging industry, as it shapes the depth of participation, investment, and the distribution of economic benefits. If it is difficult to enter a market due to high barriers to entry or limited opportunities, this may discourage investment and reduce the market's overall growth potential. In contrast, if the market is accessible and presents favorable conditions, it is more likely to attract investment and achieve sustainable growth over time, thereby enhancing the probability of success and an equitable distribution of economic opportunity.

The following recommendations aim to promote access and diverse participation in cannabis business ownership across the state. This strategy is built on top of a foundation of access-driven licensing, two-tiered market structure, and an emphasis on promoting small craft businesses that will enable a greater variety of voices and collective creativity.

The equitable distribution of market power, the maintenance of open markets, and the protection of NYSEE licensees and New York consumers against anti-competitive environments are central tenets of the proposed framework and initiatives.

### **Reduce Barriers to Entry and Clear the Pathway to Licensure**

Achieving equity requires developing bold targeted strategies that eliminate barriers and expand opportunities. To encourage the participation of as many NYSEE applicants as possible, the Board and Office must maintain low application fees. Typically, state-specific, non-refundable application fees range between \$1,000 and \$25,000 to cover the initial regulatory costs associated with application evaluation. These non-refundable fees often pose a significant barrier to entry for applicants seeking social and economic equity.

If you want to give someone something, you just give it to them. If there are all these hoops to jump though – is that restoration? ??

- Albany, NY

First, the Office can reduce such barriers by providing qualified NYSEE applicants with substantial discounts on application and licensing fees, but more can be done.

Second, the Board and the Office should make provisional licensing available to NYSEE applicants and licensees and provide them sufficient time to be operationalized. A provisional licensing system can facilitate market access broadly by affording applicants the documentation to support any fundraising efforts and secure real estate.

Third, the Board and the Office must also be aware of additional costs that an application can generate. In some legal states, applicants are evaluated based on variables such as the quality of their proposed standard operating procedures, technical documents, financial plans, or personnel experience. These requirements are cost-prohibitive and should only be required when necessary. The applicants that can afford to pay third-party consultants to produce top-scoring documents without incoming revenue receive an unfair advantage over applicants who cannot. As a result, the licensing process may become inherently biased in favor of applicants with greater financial resources, creating inequitable outcome for other applicants.

Lastly, the Board and Office cannot provide all the assistance NYSEE applicants may require completing their applications. The Office should collaborate with community organizations and small business centers throughout the state to assist NYSEE-eligible applicants. The application process can be intimidating for aspiring entrepreneurs, particularly legacy operators who may be hesitant to transition into the legal industry. The Office should collaborate with existing regional support centers to provide applicants with the resources, documentation, and guidance needed to determine NYSEE status and navigate the application process to diversify the pipeline of market participants.

### **Long-Term Value Creation**

The greatest opportunity for long-term value creation in New York's cannabis market will come from brands, innovative consumer experiences, and distinct regional and cultural characteristics of a particular product or market. Cannabis brands generate long-term value through a variety of factors, including product differentiation, digital marketing, word of mouth, strategy, customer reviews, and the regulatory environment of the states in which they operate.

The likelihood of robust growth and market expansion beyond New York increases for cannabis brands that can build consumer loyalty and deliver high-quality products consistently. The Office and Board should work to support broad access and specialization in consumer-facing businesses to ensure that New York culture is authentically expressed in the legal market.

While financial capital is the most important form of capital in the cannabis industry, it is not the only type that can generate profits for businesses. Physical, human, industrial, social, and cultural capital can all be used to scale brands, grows, on-site consumption lounges, or retail stores. In the interest of a level playing field, the Office can develop policies and programs designed to help NYSEE operators in leveraging nonfinancial assets, such as cultural and social capital.<sup>54</sup>

In practice, cultural capital can provide businesses with a deeper understanding of the needs of a particular consumer market or community, which can inform marketing strategies and product development. This cultural insight should not only help NYSEE entrepreneurs connect more effectively with consumers, but it can also inform the development of distinctive New York cannabis brands and businesses that will elevate the state's legal market.

<sup>&</sup>lt;sup>54</sup>Cultural capital refers to the various assets derived from a group's or an individual's cultural heritage and shared experiences. Social capital refers to the network of relationships people, groups and entities create, and which they rely on and use when they have a need.

## We need to utilize the stakeholders in our community that are organized to make these ideas a reality.

### - Syracuse, NY

NYSEE licensees may also scale their businesses by leveraging social capital. Strong social networks can provide access to valuable resources and information, such as customers, suppliers, and funding for minority-owned small businesses. This can facilitate the development of credibility and trust among customers, investors, and other stakeholders, allowing for the formation of partnerships, the generation of sales, and the expansion of operations. In addition, social capital can foster a supportive community for NYSEE licensees, giving their owners a sense of belonging and the ability to overcome obstacles.

The Office should develop a variety of programs, policies and enabling regulations geared toward helping NYSEE entrepreneurs strengthen their networks, establish trust, and communicate their cultural credibility to consumers and their local communities.

### **Support Collaborative and Collective Marketing Initiatives**

The Board and the Office should advance policies that allow for the cultivation of such nonfinancial capital by NYSEE businesses. Collective marketing strategies, for example, are a great tool for empowering small businesses. Farmers regularly utilize collective marketing and have discovered that collaborating with other farmers to market their products, purchase their inputs, and coordinate their production techniques can increase their revenue and efficiency. A NYSEE certifying label for use by NYSEE businesses on packaging, storefronts, and marketing materials would allow for NYSEE businesses to be recognized by the consumer and take the place of a greater need for more substantial spends on marketing services.

The following collective marketing activities would be important contributors to the success of small, regional cannabis cultivators:

- Agreeing to cultivate the same cannabis strain to ensure uniform quality.
- Collaborating to improve quality in order to meet the demands of a specific market.
- Standardizing the weight and packaging of cannabis products may attract a higher price point.
- Group negotiations with distributors for the sale of greater quantities of goods can greatly increase the sale price.



# NYSEE label will be made available to certified licensees for the use on packaging, storefronts, and any other marketing materials. The office will release additional information authorizing the use of the label.

The Office may draw on best practices learned from the Department of Agriculture and Markets' (AGM) "New York State Grown & Certified" Program where participating agricultural businesses receive a seal on their local, value-added products to indicate that goods have been inspected for commodity-specific safe food handling and environmental stewardship practices. AGM also informs consumers where they can purchase NYS Grown & Certified goods and promotes participating producers on its platforms.<sup>55</sup>

Coinciding with AGM's NYS Grown & Certified Program, the Taste NY Program highlights the quality, diversity, and economic impact of food and beverages grown, produced, or processed in New York State.<sup>56</sup> These partnering programs uplift fresh and local food, drinks and value-added products and appeal to New Yorkers and tourists alike. A special NYSEE label would not only inform consumers about quality, sustainably grown products but also that the company is a verified New York state product of the highest quality.

The Office can also support the establishment of cannabis farmers markets for microbusiness licensees across the state to promote community and small business empowerment as well as boost locally grown sales and brand recognition. There are currently 400 farmers markets, 250 farm stands, and 10 mobile markets under the supervision of the Department of Agriculture and Markets. AGM's Farmers Market Nutrition Program provides a live marketplace for farmers to sell their New York-grown products, thereby stimulating local economies and providing consumers with healthy, locally grown food. Following the same path as traditional farmers markets, cannabis farmers markets can connect microbusinesses with customers within and beyond their local community.

<sup>&</sup>lt;sup>55</sup>Become a New York State Grown & Certified Producer. (n.d.). Certified.ny.gov. https://certified.ny.gov/
<sup>65</sup>Taste NY Homepage. (2013). Taste NY. https://taste.ny.gov/

The Office should continue to explore other programs and policies to assist NYSEE entrepreneurs in strengthening their networks, establishing trust, and communicating their cultural credibility within their respective communities. The Office should also simultaneously develop resources for NYSEE licensees seeking to protect and preserve the value of creative production through trademarks, copyrights, and equitable licensing terms. The protection of the New York cannabis market and the names of prospective New York-based appellations relies heavily on state-level intellectual property protections.

### **Develop Cooperative and Guild Incubation Program**

The Office should explore supporting the formation of regional and statewide cannabis guilds. Many businesses across the supply chain, especially those with limited resources, can scale their operations through guilds. Guilds enable small businesses to not only compete with big businesses, but also regularly win consumer loyalty. These types of partnerships leverage the power of numbers to promote awareness and protect the interests of subject matter expert (SME) cannabis brands, particularly NYSEE licensees. Regional and statewide cannabis guilds can instill a sense of pride in New York-grown cannabis brands and promote regional innovation and cohesion. Cannabis cooperatives have the potential for the same impact. These types of partnerships leverage strength in numbers, generate consumer awareness, and protect the interests of small cannabis brands, especially equity licensees.

### **Cluster Cannabis-Related Resources, Institutions, Businesses, & Non-Profits**

The Board and the Office should employ clustering strategies to concentrate related resources for cannabis initiatives. The presence of additional small businesses can benefit small-batch cannabis operations. Both clustering strategies and agglomeration can increase the efficiency in how natural resources and skilled labor are utilized. Clustering should not only occur within the cannabis industry but should also utilize the concentration of resources that already exists.

For instance, the Capital Region has successfully clustered the workforces of key industries, such as nanotechnology and education, while concurrently strategically investing in wraparound services. Consequently, the Capital Region may also be well positioned for a cluster of processor licenses, where the regional technology ecosystem can best support our licensees. Aligning initiatives and practices with regional priorities and geographic advantages may be crucial for the industrial composition of cannabis for adult use in New York.<sup>57</sup>

<sup>&</sup>lt;sup>57</sup>Wasylenko, M. (2020). New York State Economic Status of Regions and Development Programs [Review of New York State Economic Status of Regions and Development Programs]. https:// surface.syr.edu/cgi/viewcontent.cgi?article=1159&context=ecn

### Promote Equity in Cannabis Research and Innovation

New York's investment in and advancement of cannabis research presents a significant opportunity to encourage and support the participation of the State's SEE groups, given their historical underrepresentation in said research.

These efforts may include the prioritization of funding for research led by equity stakeholders, the creation of partnership opportunities between independent research institutions and state institutions, and the sharing of data between the Office and institutions working on cannabis initiatives to reduce the cost of research. For the cannabis industry to be truly equitable, a cognitively diverse population should establish the research pillars about the plant's evolution. Therefore, the foundation of cannabis research and educational systems in New York should also be intentionally inclusive of those who have been historically most impacted by cannabis prohibition.

### Promote the Registration of Additional Organizations

The Cannabis Law states that additional registered organizations must be registered to expand access to medical cannabis. Such organizations are required to reflect the demographics of the state, represent communities that have been disproportionately impacted by cannabis prohibition, and be culturally, linguistically, and medically competent to serve unserved and underserved areas of the state. (N.Y. CANBS § 35(9)). The Office is to determine how to address these requirements in a manner that considers the state's economic, social, and public health needs. The Office should prioritize the registration of additional registered organizations to ensure the medical market is being diversified as work is being done to ensure representation in the adult-use program.

### **Increase Access to Meaningful Business Support Services**

The Cannabis Law requires the Board and the Office to support existing and soon-to-be licensees via business incubation, research and development, and community organization initiatives aligned with SEE objectives and strategies. The Office can leverage best practices and curriculum development from the CCTM and CAURD Accelerator program to inform incubation services for NYSEE retail and microbusiness licensees. The Board and the Office should also invest in physical spaces to provide these incubation services.

### **Community-Driven Development of Incubator Program**

Early and sustained participation from community stakeholders, along with effective data collection and information feedback, can infuse New York's cannabis industry with energy and a sense of proprietorship. In order to optimize resource allocation and avoid conflicting objectives and duplication of efforts, it is essential to survey existing business development priorities and strategies near designated incubator sites. This includes compiling information from the Office's surveys, Empire State Development and other state agency programs, local economic development organizations, chambers of commerce, and stakeholder input.

Incubator sites should be located in CDIs and underserved communities and should include the following:

- State-of-the-art cannabis cultivation facilities, including greenhouses, and indoor facilities employing innovative production techniques.
- GMP-certified R&D test kitchen and processing facilities equipped with extraction equipment for edible and infused cannabis product development.
- Community access points with space for community events as well as office space, conference rooms, shared break rooms and common areas. These spaces can be used to facilitate pitch events, networking events, and community roundtables to increase community engagement.

As the construction of the physical incubator should be a multi-year process that includes defining needs, developing processes, forming partnerships, selecting sites, developing a request for proposals for design and construction, and communicating the program's larger vision; more near-term supports should also be developed.

The Office should explore partnership models with existing EACs or small business service centers in New York State. EACs are housed within non-profit organizations that receive funding from Empire State Development to offer general business education. There are 22 such facilities in the state. The Office can leverage these services for cannabis businesses, including analyzing the feasibility of colocation of industry-specific training services.

Licensed operators could be a source for incubation as well. The Office should continue to pursue strategies to encourage on-site training and mentoring at existing licensed cannabis businesses so that prospective NYSEE applicants can benefit from their expertise and enthusiasm. By providing on-site training and mentorship, NYSEE entrepreneurs can acquire valuable knowledge and skills, while existing businesses contribute to the growth of the cannabis industry and form new partnerships. The Office should cover any related administrative costs and establish guidelines and monitoring programs to prevent exploitation.

The Office should also leverage the pre-existing curriculum and content from the CAURD Accelerator program to provide virtual training opportunities for NYSEE retail and microbusiness licensees. A more expansive Retail Accelerator program should be established, and existing content can be utilized to develop regional accelerators through a train-the-trainer model.

### "Shared Kitchen" Model for Small-Batch Cannabis Manufacturing

Shared kitchens allow entrepreneurs to hone their skills and produce goods without committing to the expense of operating a commercial kitchen on their own. The Office should work to provide comparable support systems for the development of cannabis processing and infusion operations on-site. Small, reproducible models of extraction and other processing should be developed for use by NYSEE participants, as well as independent, shared-use processing equipment and facilities once constructed.

There needs to be more resource sharing, like shared commercial kitchens, especially in the NYC. If there were shared commercial spaces that are to code, it's easier for small businesses to start up.

### **Underwrite Default and Loan Loss Risks for Commercial Lenders**

The Board and Office must continue to encourage financial institutions to provide deposits, electronic transactions, point-of-sale system integration, and cash transfers. The Office should publish a directory of all banks and credit unions currently serving Cannabis Related Businesses (CRBs). To alleviate industry bottlenecks and build trust between commercial lenders and CRB borrowers, the Office could assume a portion of the risk associated with short-term loans to cannabis retailers and processors. Loan loss reserve programs are common in New York State and having the state take on a percentage of risk to encourage commercial lending to higher-risk borrowers is not without precedent.<sup>58</sup>

### Democratize Access to Cannabis Data Analytics, Market Intelligence & Quality Control

Studies have shown that companies that use data to make decisions have greater success.<sup>59</sup> By expanding access to market information, New York may assist SMEs and NYSEE operators in achieving their business goals. Market data can help them decide what products to sell, how to market them, and what business strategies to use. Relevant market data may include weighted average wholesale prices, consumer insights, purchasing patterns, and retail trends. Publicizing market data from sales can democratize access to the data and market intelligence businesses need to increase revenue and optimize spending. Evidence-based research should be undertaken to identify and communicate trends, developments, insights, and best practices in the local cannabis ecosystem.

### **Develop Minimum Quality Standards for Cannabis Producers**

Establishing minimum quality standards is a typical method for protecting the reputation of regional brands. These standards can aid in the establishment of regional brands and refute claims that the regional name is devoid of significance. However, because minimum quality standards have a significant impact on all industry stakeholders, any effort to create such standards should only be considered if it is based on a long-term consensus-building process that results in widespread stakeholder agreement. Over the long term, minimum standards may be an important tool, but it is unlikely that consensus will be reached on these standards for quite some time. Prior to the development of a cannabis grading system, it is impossible to consider minimum standards. The Office should monitor the evolution of cannabis grading standards over time and consider promotional initiatives related to the creation and implementation of standards.

<sup>&</sup>lt;sup>58</sup>DFS Webinar Clean Energy Financing for Community and Regional Lenders in New York State. (2021). https://www.dfs.ny.gov/system/files/documents/2021/06/dfs-clean-energyfinancing\_20210610.pdf
<sup>59</sup>Stobierski, T. (2019, August 26). The advantages of data-driven decision-making | HBS online. Harvard Business School Online. https://online.hbs.edu/blog/post/data-driven-decision-making

### Assess Market Performance with Equity-Driven Economic Indicators

The disproportionate focus on total revenue as the primary metric for evaluating a state's legal industry obscures more than it reveals and may reframe legalization as a solely financial endeavor. This methodology disregards the distributional reach of cannabis revenues and conceals any potential negative effects on local communities and the environment. High annual revenue figures may also encourage "green rush"<sup>60</sup> speculative investments and decision-making, making it challenging for entrepreneurs and investors alike to determine the fair market value of the opportunity.

The evaluation of the cannabis market in New York must be based on the state's greatest assets, such as its innovation ecosystem, its immense ethnic, racial, and regional diversity, and its small and medium-sized businesses. The Office should identify and publicize metrics that more precisely and comprehensively convey the impact and resilience of the market. By taking a more comprehensive approach to measuring the impact of the legal market, the Office will ensure that the market develops in accordance with the Cannabis Law's goals of equity, inclusion, environmental sustainability, and community well-being.

<sup>60</sup>Maximum Yield. (2021, November 18). Green Rush [Review of Green Rush]. Maximum Yield. https://www.maximumyield.com/definition/4986/green-rush

### **Community and Consumer Engagement**

There are two primary sources of value creation in every economy: production and consumption. The quality of the consumer experience is key and New York's cannabis economy must prioritize meeting the needs of its consumers.

New York is striving to create a consumer-driven marketplace built on a foundation of independent, autonomous "mom and pop" dispensaries that are singularly incentivized to respond to local consumer demand. This approach should encourage a more sustainable, efficient, and responsive supply chain in which the consumer represents the beginning of the process of all value creation. The Office can develop consumer engagement strategies aimed at generating greater awareness around their roles as curators and partners that are co-creating a more inclusive, collaborative and transparent cannabis economy.

The Office should encourage multilateral communication and the exchange of ideas with NYSEE stakeholders to strengthen equity-driven solutions and frameworks for the legal cannabis market. Furthermore, the Office should continue to develop public education campaigns intended to generate greater market participation from those communities yet to meaningfully participate in legal cannabis markets, whether due to exclusionary barriers locking them out as entrepreneurs or internalized stigma scaring them away as consumers.

## When the hood's voice is louder than the academics, it's a beautiful thing.

- Albany, NY

### Maintain Stakeholder Engagement

The cannabis industry in New York has a greater chance of success when all stakeholders, not just cannabis business owners, participate in the discussion. Sustainable, long-term solutions are not negotiated in silos or implemented from a top-down approach. New York must adopt a bottomup strategy that empowers community voices in order to build and maintain a supply chain that is responsive and reflective of the populations it serves. This work entails bringing together stakeholders and building relationships that facilitate cross-sector collaboration.

From the initial community roundtables, the Office has gained a better understanding of the significant importance of the launch of this legal market, especially for those communities most harmed by prohibition and other stakeholders impacted by systemic disparities in economic opportunity, public health, and access to information. Critical to the success of equity-centered programs such as this are practices of equitable engagement that generate robust and collaborative dialogue with local communities.

To this end, the Office must continue to convene interactive community roundtable sessions using proven tools such as "The Spectrum of Community Engagement to Ownership."<sup>61</sup> Regular touchpoints with NYSEE stakeholders and community leaders can position the Office to adapt to evolving circumstances and potentially pivot programmatically if results prove ineffective at best

<sup>&</sup>lt;sup>61</sup>Facilitating Power. (2021). The Spectrum of Community Engagement to Ownership [Review of The Spectrum of Community Engagement to Ownership]. https://movementstrategy.org/wpcontent/uploads/2021/08/The-Spectrum-of-Community-Engagement-to-Ownership.pdf



Equitable community engagement delivers clarity about the purpose and desired outcomes of specific initiatives, shared definitions, boundaries regarding the feasibility of options due to budget or legal constraints, the relationship to other committees or processes, the role of stakeholders, and what they are empowered to do (e.g., provide input, make decisions). In addition to obtaining feedback on specific initiatives, it is a long-term commitment to determining what development and progress means to a given community. Through deeper engagement and information sharing with stakeholders, both parties can develop a shared understanding of the current challenges and opportunities confronting cannabis equity in New York, as well as determine what the communities want the Office to address.

### Multilingual, Culturally Informed Public Education Campaigns

The Office and Board should develop public education campaigns tailored to specific communities such as those most impacted by cannabis prohibition, immigrant populations, service-disabled veterans and legacy operators. The objective of these public outreach efforts is to encourage members of these communities to participate meaningfully in the cannabis marketplace as medical patients, consumers, employees, and community partners, as well as to reduce the plant's entrenched stigmas.

For example, many legacy entrepreneurs may feel they have the least to gain from legalization as the competitive pressure from legal operators increases. To encourage legacy operators' transition into the legal market and combat zero-sum perceptions, the Office should develop informational campaigns directed specifically at the legacy operators. By clarifying statutory intent, regulatory language, and clearly defining the path to licensure for legacy operators, the Office can expand the opportunities available to legacy businesses seeking to transition into the legal space.

Campaign materials and outreach should aim to reframe persistently negative perceptions of the cannabis plant. Cannabis has historical misconceptions regarding consumption and has been associated with criminality and negative racial and cultural stereotypes. Due to the pervasiveness of these stigmas, some SEE groups have been reluctant to consume cannabis or support local licensed businesses. New York now acknowledges that these associations are false and harmful to the equitable rollout of the industry.

Campaign materials should be accessible to non-English-speaking populations. In this industry, language accessibility cannot be a barrier to entry.

### Conclusion

This Plan represents the Board and Office's shared vision of a dynamic, equitable, and inclusive cannabis marketplace. The programs and policies outlined here lay the groundwork for an economically prosperous industry for all participants that acknowledges past harm, assesses the current landscape, and looks towards the future. New York must take seriously this momentous opportunity to build an industry centered on social, economic, and racial justice.

In time, New York will be the center of the national cannabis industry. As made evident by other states with legal cannabis industries, when cannabis markets are rolled out without an equity-first approach, entire segments of a state's population — particularly those most harmed by cannabis prohibition — will be barred from opportunities for upward mobility and wealth generation.

History compels us to get this right.



Direct Contributors	A-1
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### Appendix 2

### All PL 221 Arrests in NY State 1976-2021 by Level and Race

Level			Misd					Felony		
Race	Asian/Indian	Black	Hispanic	White	Total	Asian/Indian	Black	Hispanic	White	Total
1976	-	1	-	-	1	-	-	-	1	1
1977	-	6	-	9	15	-	3	-	7	10
1978	-	31	7	35	73	-	29	6	24	59
1979	-	214	46	214	474	-	177	22	194	393
1980	17	3,728	1,518	2,740	8,003	8	1,435	249	886	2,578
1981	65	5,636	1,774	2,824	10,299	15	1,728	372	1,019	3,134
1982	40	7,026	615	3,687	11,368	18	1,799	139	1,027	2,983
1983	44	8,272	112	4,427	12,855	16	1,833	10	1,051	2,910
1984	68	10,209	1,359	4,550	16,186	14	2,170	207	807	3,198
1985	99	11,500	4,084	3,658	19,341	19	1,627	290	680	2,616
1986	87	8,536	2,674	3,629	14,926	12	1,470	210	681	2,373
1987	84	7,619	2,335	3,674	13,712	11	1,110	193	564	1,878
1988	79	6,256	1,747	3,478	11,560	20	764	135	531	1,450
1989	35	5,179	1,415	2,877	9,506	12	665	140	583	1,400
1990	44	3,889	1,060	2,654	7,647	10	909	130	601	1,650
1991	60	3,443	779	2,291	6,573	21	823	103	747	1,694
1992	69	3,801	863	2,297	7,030	14	714	124	865	1,717
1993	55	4,929	1,189	2,403	8,576	14	812	159	848	1,833
1994	67	7,148	1,889	2,649	11,753	16	961	190	841	2,008
1995	124	8,797	2,892	3,482	15,295	18	1,128	203	899	2,248
1996	181	12,768	4,645	4,484	22,078	20	1,313	269	979	2,581
1997	293	17,404	7,837	5,796	31,330	19	1,506	302	981	2,808
1998	469	25,163	13,347	8,030	47,009	32	1,496	347	931	2,806
1999	506	25,379	14,628	7,965	48,478	23	1,424	410	945	2,802
2000	753	35,568	20,381	9,853	66,555	41	1,502	362	872	2,777
2001	658	29,310	15,117	8,634	53,719	30	1,211	333	932	2,506
2002	801	28,990	16,194	9,425	55,410	65	1,268	392	983	2,708
2003	632	26,121	14,493	8,761	50,007	52	1,096	408	865	2,421
2004	446	21,153	12,332	5,887	39,818	76	1,209	527	955	2,767
2005	614	22,681	12,858	5,427	41,580	55	1,195	504	821	2,575
2006	612	24,569	13,786	6,193	45,160	40	1,372	582	919	2,913
2007	886	28,879	16,691	7,038	53,494	38	1,601	695	943	3,277
2008	879	29,122	16,572	7,760	54,333	49	1,487	673	936	3,145
2009	969	32,167	18,662	8,233	60,031	42	1,511	627	963	3,143
2010	1,296	34,674	19,502	8,930	64,402	75	1,532	600	990	3,197
2011	1,558	33,122	19,813	9,656	64,149	75	1,305	551	941	2,872
2012	1,223	27,241	17,244	7,840	53,548	77	1,253	571	804	2,705
2012	1,106	21,056	14,349	5,762	42,273	72	1,024	512	802	2,410
2010	1,075	19,372	13,148	5,246	38,841	56	851	408	696	2,011
2015	743	13,897	9,195	3,880	27,715	66	758	333	634	1,791
2016	977	13,288	9,946	4,377	28,588	90	808	429	582	1,909
2010	957	13,761	9,941	4,321	28,980	100	884	458	571	2,013
2017	433	8,739	5,590	2,922	17,684	120	744	399	584	1,847
2010	127	3,269	1,592	1,223	6,211	120	640	318	380	1,445
2013	28	987	401	270	1,686	81	486	284	273	1,124
2020	20	350	139	65	574	31	157	114	108	410
Total	19,279	655,250	<b>344,761</b>	<b>209,556</b>	1,228,846	<b>1,770</b>	<b>49,790</b>	14,246	<b>33,246</b>	<b>99,096</b>
Total	13,273	000,200	וס/,דדט	203,550	1,220,040	1,770	-13,/30	17,240	00,240	33,030

\*\* This chart only includes arrests for which the arrested individual had on file a residential address in the state of New York.

### Appendix 3

### All PL 221 Convictions in NY State 1976–2021 by Level and Race

Level			Misd					Felony		
Race	Asian/Indian	Black	Hispanic	White	Total	Asian/Indian	Black	Hispanic	White	Total
1976	-	-	-	1	1	-	-	-	-	-
1977	-	5	-	5	10	-	-	-	-	-
1978	-	26	4	22	52	-	4	-	6	10
1979	-	230	41	181	452	-	21	-	44	65
1980	11	1,628	619	593	2,851	1	80	13	140	234
1981	24	2,397	721	672	3,814	1	98	22	175	296
1982	11	3,476	276	1,136	4,899	1	91	8	183	283
1983	16	3,994	26	1,517	5,553	3	126	-	139	268
1984	31	4,957	622	1,335	6,945	2	162	8	134	306
1985	35	5,361	1,768	783	7,947	-	123	7	153	283
1986	32	4,022	1,174	716	5,944	3	239	21	145	408
1987	25	3,365	925	742	5,057	4	144	22	116	286
1988	22	2,555	744	574	3,895	1	88	5	113	207
1989	13	2,254	583	585	3,435	1	64	12	108	185
1990	16	1,720	436	579	2,751	-	176	10	146	332
1991	25	1,646	255	589	2,515	3	139	17	185	344
1992	10	1,554	253	650	2,467	4	119	20	221	364
1993	18	1,753	270	699	2,740	1	120	22	182	325
1994	10	2,025	293	676	3,004	2	131	31	193	357
1995	15	2,261	414	709	3,399	3	158	26	229	416
1996	14	3,060	697	774	4,545	4	218	32	236	490
1997	33	3,706	1,090	848	5,677	-	174	33	239	446
1998	17	4,839	1,753	908	7,517	2	214	32	200	448
1999	34	5,663	2,181	949	8,827	5	166	43	183	397
2000	43	7,332	2,987	972	11,334	8	194	31	204	437
2001	37	5,952	2,390	979	9,358	11	160	26	197	394
2002	50	5,981	2,613	1,013	9,657	11	159	35	203	408
2003	57	5,331	2,400	925	8,713	17	104	33	198	352
2004	44	4,747	2,167	927	7,885	18	124	49	192	383
2005	59	4,461	1,917	725	7,162	9	131	41	178	359
2006	46	4,754	2,110	842	7,752	8	121	45	184	358
2007	51	5,670	2,459	945	9,125	7	127	49	177	360
2008	65	5,828	2,459	1,019	9,371	8	120	48	179	355
2009	60	6,186	2,732	1,042	10,020	7	117	47	195	366
2010	66	5,828	2,379	988	9,261	10	156	54	214	434
2011	64	5,111	2,265	944	8,384	19	120	34	197	370
2012	53	4,620	2,142	852	7,667	12	90	44	150	296
2013	39	3,415	1,760	743	5,957	12	71	34	146	263
2014	27	2,741	1,264	664	4,696	14	68	27	123	232
2015	32	1,817	773	547	3,169	8	63	34	94	199
2016	43	1,769	788	467	3,067	13	51	25	92	181
2017	40	1,622	666	513	2,841	5	50	19	81	155
2018	39	885	325	405	1,654	12	48	16	74	150
2019	29	352	123	194	698	17	22	14	30	83
2020	12	74	25	89	200	6	7	4	20	37
2021	3	10	3	21	37	1	-	-	4	15
Total	1,371	146,983	51,892	32,059	232,305	274	4,958	1,093	6,602	12,927

## Exhibit B

Adult-Use Social & Economic Equity Applicant Overview



#### OVERVIEW

On March 31, 2021, New York State legalized adult-use cannabis by passing the Cannabis Law by way of the Marihuana Regulation & Taxation Act (MRTA). The Cannabis Law codified in the MRTA establishes a robust social and economic equity (SEE) program to prioritize and provide resources to members of communities who have been disproportionally impacted by the policies of cannabis prohibition with the goal of elevating their participation in the new industry through the implementation of a <u>SEE plan</u>. The Cannabis Law establishes a goal to award fifty percent (50%) of all adult-use licenses to SEE applicants.

Priority shall be given to applications that demonstrate that an applicant is in one of the following SEE groups:

- Individual from a Community Disproportionately Impacted
- Distressed farmer
- Service-disabled veteran-owned business
- · Minority-owned businesses
- Women-owned businesses

Extra priority shall be given to applications that demonstrate that an applicant meets all of the following:

- Is a member of a community disproportionately impacted by the enforcement of cannabis prohibition;
- Has an income lower than eighty percent (80%) of the median income of the county in which the applicant resides; and
- Was convicted of a cannabis-related offense prior to the effective date of the MRTA, or had a parent, guardian, child, spouse, or dependent, or was a dependent of an individual who, prior to March 31, 2021, was convicted of a cannabis-related offense.

SEE applicants will be asked to identify all SEE groups they qualify for during the application and will be pooled based on the license type sought, SEE certification, and provisional status. After the application window closes, applications will be randomly queued (ordered) in their distinct pools.

More information on how to qualify for each of these SEE groups is available on the Office of Cannabis Management's (Office) licensing application guidance. Applicants wishing determine whether they are from a community disproportionately impacted can learn more <u>here</u>.

#### SEE QUALIFICATIONS

To qualify for SEE status, sole control of the applicant must be held by an individual or individuals from a community disproportionately impacted by the policies of cannabis prohibition, a minority-owned business, a women-owned business, distressed farmers, or a service-disabled veterans. The person or persons having sole control must match the SEE group the applicant wishes to be qualified as.

#### A person or persons with sole control of a business must satisfy all of the following conditions:

- · has real, substantial, and continuing ownership of 51% equity share in the business;
- has the right to execute any material contracts;
- has the ability to exercise the authority to materially influence the day-to-day business decisions, operations, strategic priorities, capital allocations, acquisitions and divestments of the business;
- · has no timed or triggered recusal provisions or side letters or side agreements related to their recusal, and
- has an ability to direct decisions, voting or otherwise, such that no other person may exercise or have the ability
  to control the majority of voting rights or appoint or remove the majority of directors seats or their equivalent or
  corporate officers or their equivalent on the governing body.

Individuals and entities who own and control a license are known as True Parties of Interest (TPI). All licenses have a TPI. Helpful information about TPI, including ownership prohibitions and disclosure rules, can be found in the <u>True Party</u> of Interest guidance.

#### SEE BENEFITS

It can be expensive to start a new business, and social equity licensees in other states have struggled to overcome traditional high barriers to entry in the cannabis industry. To address the issues faced by equity programs in other states, the following are benefits and protections for approved SEE applicants and licensees:

- A 50% reduction for a SEE applicants application fee.
- A 50% reduction for a SEE licensees annual license fee.
- Qualified SEE applicants will receive priority in accessing adult-use licenses, with an extra prioritization for microbusiness, delivery, and nursery licenses.
- The Cannabis Hub and Incubator Program (CHIP) will provide direct support in the form of counseling services, education, small business coaching, financial planning and compliance assistance to SEE licensees.

More information on SEE applicants and licenses is available in the Social and Economic Equity section of the Office's general licensing application guidance.

#### **KEEP IN MIND BEFORE APPLYING**

**Read the New York SEE Plan:** The Cannabis Control Board has created a comprehensive vision for the future of New York's cannabis industry and set goals, based on community feedback, to increase the likelihood of success for social and economic equity licensees. Read the <u>New York Social and Economic Equity Plan</u> to learn more about how the Board is promoting SEE applicants and working to ensure their continued success.

**Application Technical Assistance Program:** The SEE team has strategically collaborated with Community-Based Organizations (CBOs), municipalities, academic institutions, and key community stakeholders, bringing together over 75 Technical Assistance Providers (TAPs) dedicated to streamlining the application process for social and economic equity applicants. More information about this initiative is available on the <u>intake form</u>.

 Would you or your organization like to provide volunteer services to SEE applicants as a Technical Assistance Provider? Please email <u>SEE.CHIP@ocm.ny.gov</u> for more information on joining OCM's TAP network.

**Review SEE Application Assistance FAQ:** Read the Office's guidance to learn more information about the process to obtain proof of a <u>conviction</u> or <u>address</u>.

**Review New York Cannabis Regulations:** Read the approved <u>adult-use regulations</u> and <u>relevant guidance</u>. Additional FAQs are available for TPI in <u>retail</u> and <u>supply</u> tier licensees.

Attend an OCM Road Map to General Licensing Application event to learn more in-person.

#### **MORE RESOURCES**

All applicants are strongly encouraged to review the <u>Adult-Use Cannabis Regulations</u> and all <u>application resources</u> to learn more about how to obtain and operate an adult-use cannabis license in New York State. Please note that this is only the first application window for general adult-use cannabis licensing. Future application windows for licenses such as nursery, delivery, cooperative or collective, and on-site consumption are anticipated. Please email <u>SEE@ocm.ny.gov</u> if you have any further questions.



## Exhibit C

General Licensing Application Frequently Asked Questions



#### Contents

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### **General Questions**

### 1. What Adult-Use Cannabis license applications will open in Fall 2023?

The applications for adult-use cultivator, processor, distributor, microbusiness, and retail dispensary license types will be available on New York Business Express (NYBE) starting Wednesday, October 4, 2023.

More information is available about each license type at the links below:

- Cultivator
- Processor
- Retail Dispensary
- Distributor
- Microbusiness

In addition, businesses with adult-use conditional cultivator (AUCC) and processor (AUCP) licenses will also be able to apply to transition to non-conditional adult-use cultivator and processor licenses through NYBE on this date. More information is available online at the <u>AUCC and AUCP transition</u> <u>guidance</u>.

More information will be made available by the Office of Cannabis Management (Office) regarding Registered Organization with Dispensing (ROD) and Registered Organization Non-Dispensing (ROND) licenses soon.

### 2. How many of each license type will be available for this application window?



Pursuant to its powers under § 10 of Cannabis Law, the Cannabis Control Board (Board) has the discretion to limit the number of licenses for each type of license issued.

In addition to AUCC and AUCP licenses that are eligible for transition, the Office estimates that over 1,000 licenses in the licensing application window opening on Wednesday, October 4, 2023, including provisional and final licenses may be issued. These estimated allocations include:

- Retail Dispensary: 500 1000
- Microbusiness: 220
- Indoor Cultivation (Tier 1): 20
- Indoor Cultivation (Tier 2): 20
- Processor (Type 1: Extracting, plus all activities of Types 2 and 3): 55
- Processor (Type 2: Infusing and blending, plus all activities of Type 3): 100
- Processor (Type 3: Packaging, labeling, and branding, including for the performance of white labeling agreements only): no allocation limit, Office will review on a rolling basis
- Distributor: 30

Please note these numbers are only estimates, and the Board has the authority to determine the final number of licenses issued, as well as the timing for the issuance of such licenses. Additionally, the number of distributor licenses available, is specific to stand-alone distributors and does not include processors who wish to also obtain a distributor license to distribute their own cannabis products.

Please also note, that this is only the first application window for general adultuse cannabis licensing. There will be additional application windows in the future and licenses not included in this application window will be made available in future licensing application windows.

**IMPORTANT**: the issuance of licenses, especially provisional licenses for retail dispensaries does not mean that there will be 1000 stores open immediately. After an applicant receives a provisional license, they will need to work to find a compliant location for their retail dispensary, receive approval from the Office, and meet all required application requirements. Based on experience of operators in other states operationalizing a provisional license could take 6-12 months depending on the time to find a retail location and conduct renovations.

### 3. How are the number of licenses available for this application window determined?



Pursuant to its powers under § 10 of Cannabis Law, the Board has the discretion to determine the number of licenses issued. The proposed number of licenses available in this application window was determined to help facilitate a controlled adult-use market rollout to help ensure small businesses can compete and thrive. Further, the proposed license allocation also reflects the current needs of the market, such as prioritizing the licensing of additional retail dispensaries. Future application windows will conduct a similar market analysis and will make available additional licenses to continue to adjust and adapt to the needs of the market, among other factors consistent with the findings of the Office and Board in its reports.

### 4. What are the components of the cannabis license applications?

The cannabis license applications contain general questions about your business, ownership, participation in workforce or training programs offered by the Office, premises, and operating activities.

If you are applying as a Social and Economic Equity (SEE) applicant, you will have additional questions and documentation to upload. The SEE application section collects information from applicants seeking to determine whether the applicant is SEE-qualified. More information about the <u>SEE program is available</u> on the Office's website, and additional information on the SEE application section is available in the "Social and Economic Equity" section below.

Information about your True Parties of Interest (TPI) will be collected via your applicant entity disclosure in the TPI Portal. This is a separate process that can only be completed once your cannabis license application has been submitted. After submitting your application, you will receive an email with a link to the TPI Portal to complete this step. More information about TPI and the TPI disclosures is available in the "How to Complete the Application" section below and at the <u>TPI Guidance</u>.

All applicants must submit proof of control over a proposed premises to complete the application and be considered for a final license, except applicants for retail dispensary and microbusiness licenses. More information is available in the "Premises" section below.

If more time is needed to secure a premises, an applicant for a retail dispensary or microbusiness license can apply without premises details. If deemed eligible and selected for a license, they will become provisionally approved and have twelve (12) months to secure a premises and submit documentation before being licensed on a final basis and operational.

### 5. Can I apply if I do not have a premises for my business?



All applicants, except those seeking retail dispensary and microbusiness licenses, must submit proof of control of their proposed premises to complete an application.

PLEASE NOTE: Do <u>not</u> apply for a cultivator, processor, or distributor license if you do not have control over the proposed licensed property. The application system may allow cultivators, processors, and distributors to apply without premises information, however, only applications submitted with proof of premises will be considered as eligible for a license. Be aware the application fee is non-refundable.

### 6. How do I prove that I have control over a premises?

You can prove that you have control over a premises by uploading an executed deed if you own the property, or by uploading an executed lease agreement if you are leasing the property. These documents must outline all common terms associated with a lease agreement and must show that the applicant possesses or has the right to use sufficient land, buildings, and other premises as specified in the application to properly carry out the activities for which a license is sought. More information is available in the "Premises" section below.

### 7. How is the premises requirement different for retail dispensary and microbusiness (with retail authorization) applicants?

There are two paths for retail dispensary and microbusinesses (with retail authorization) to complete the application:

- a) Provisional License: If you do not have control over a premises at the time of application, you may submit the application without these details and obtain a provisional license. After receiving a provisional license, you may take up to twelve (12) months to submit proof of control over a premises. Once the Office reviews the additional information, a final license may be issued. Only after a final license is issued with a license certificate can adult-use cannabis operations begin.
- b) Final License: If you already have control over the premises at the time of your application, whether by lease agreement, or ownership (as shown through a deed), you may identify the premises on your application and submit a complete application for the Office's review. A premises cannot be used for licensed cannabis activities without prior Office approval. More information is available in the "Premises" section below.

### 8. What is a provisional license?



Provisional licenses are for retail dispensary and microbusiness applicants without control over a premises. A provisional license does not authorize operating activities under the Cannabis Law, but it provides assurances to stakeholders, like investors, landlords, and lenders, that the application satisfies certain conditions necessary and relevant to the license type sought, subject to completion of outstanding items required to obtain a final license. In this way, the provisional license may help applicants secure a premises or funding for their cannabis operation before a final license is issued.

Provisional licensees have twelve (12) months from the date of provisional license to complete their licensing application by providing updated information on their TPI and premises details in order to obtain a final license.

### 9. What are the application windows for each license type?

The application window for the cultivator, processor, distributor, retail dispensary and microbusiness licenses will open on Wednesday, October 4<sup>th</sup>, 2023. The application window will close on Monday, December 18, 2023, at 5:00PM Eastern Time. To be considered, all applications must be submitted before 5:00PM on December 18, 2023.

For retail dispensary and microbusiness applicants that are applying **with proof** of control over the proposed licensed premises, there will be an expedited application window that will close on Friday, November 17, 2023, at 5:00PM Eastern Time. The Office will begin the review of applications submitted during this window to expedite the review of retail dispensary and microbusiness applications. The retail dispensary and microbusiness application window will remain open after November 17, 2023, until December 18, 2023, for applicants that apply after November 17, or are applying for a provisional license (without proof of control over the proposed licensed premises). You can submit a provisional license retail dispensary or microbusiness application anytime during the open application window.

Applicants who are not issued a license in this application window, must resubmit an application to be considered in a future application licensing window.

### 10. How will applications be selected for licensure?

Applications for each license type will be collected during the application windows and pooled based on the license type sought, SEE certification and provisional status. Applications for retail dispensary licenses, both provisional and final, will be further split evenly between New York City and the rest of the state. More information on the SEE criteria is available below and at the Office's <u>SEE guidance</u>.



After an application window closes, applications will be queued (ordered) in their distinct pools using a randomized process. Adult-use cultivators, certain processors, distributors, microbusiness, and retail dispensary license types will have a limited number of licenses available for this application window. The number of licenses available is determined by the Board with estimates of such number of licenses provided above in *Question 2*. Applications will be reviewed until t the number of licenses allocated for this application window have been issued. Therefore, an applicant's queuing order is very important as those higher in the queue will be reviewed first, and it is possible not all applications will be reviewed a license in this application window must resubmit an application to be considered in a future application licensing window.

AUCCs and AUCPs will be reviewed outside of the queuing process. More information is available at the <u>Conditional Licensee Transition FAQ</u>.

### 11. How will scoring be used in application review?

The application window opening on Wednesday, October 4, 2023 will <u>not</u> be using a scoring process to determine which applicants are issued a license but rather a random order "queuing" process. More information on this random order queuing process is available in *Question 10* above. Applicants must meet all eligibility criteria and submit a complete application to be issued a license.

Please note, the Board may create applications with competitive or scored elements in future application windows.

### 12. Can I apply for two licenses at the same time?

Yes, you may submit applications for several license types. However, pursuant to regulations, you may not apply for more licenses than those for which you are authorized as a True Party of Interest (TPI). For example, an individual cannot be a TPI (own and control) more than three adult-use retail dispensary licenses. Further, final licensing by the Cannabis Control Board must comply with TPI regulations. More information is available at the <u>TPI Guidance</u>.

Additionally, you will have to pay the \$1,000 non-refundable application fee for each application submitted and must pay the associated license-specific fees upon final licensure.

### 13. What are the fees to apply for a license?

Applications require payment of a non-refundable \$1,000 application fee, except for applicants applying as SEE, which require payment of a non-refundable \$500 application fee. Per the regulations, SEE applicants receive a 50% reduction in



application and licensing fees. If an applicant applies as a SEE but is unable to provide the required documentation to prove SEE status, the applicant will not be considered for licensure in this application window.

### 14. What are the licensing fees?

The licensing fee schedule is available on the <u>Office's website</u>. Licensing fees are only collected from applicants issued a license by the Board. License fees must be paid prior to receiving your license number and license certificate. Those who qualify as a SEE applicant will receive a 50% discount on cannabis license fees.

All licensees who are awarded a provisional retail dispensary or microbusiness license may defer payment of license fees until final licensure.

### 15. How long will each license be valid?

An adult-use cannabis license is valid for two years after the date it is issued and can be renewed every two years.

### 16. If I'm issued a license, do I need to be ready to begin operating right away?

No, however, if you have obtained all the necessary documentation and have control over premises, you may commence operations as soon as a final license has been issued and you receive approval from the Office to commence sales. Applicants for retail dispensary and microbusiness licenses may also pursue a provisional license, giving them twelve (12) months to submit all outstanding TPI and premise-related information required for final licensure. A provisional license is issued.

### 17. Is a provisional license available for all Adult-Use licenses types?

At this time, a provisional license is only available to retail dispensary and microbusiness applications. This allows those applicants to apply without proof of location.

### 18. What types of cultivation does an adult-use cultivator license allow?

There are four cultivation types: indoor, outdoor, mixed light, and combination. For each type, there are five cultivation canopy tiers, ranging from Tier 1 (the smallest) to Tier 5 (the largest).

**Please note:** The Board will only be licensing indoor Tier 1 and Tier 2 cultivators in the application window opening on Wednesday, October 4, 2023, for non-AUCC licensee applicants. Future application windows will include a greater



variety of cultivator licenses, as well as an application for the cooperative and collective license type.

Mixed light is cultivation of mature cannabis in a greenhouse, hoop-house with cannabis cultivation lights, glasshouse, conservatory, hothouse, or similar structure, using a combination of sunlight and lighting with all lighting requirements meeting the photosynthetic photo efficacy (PPE) standards for the mixed-light tier set out in section 125.1 of the adult-use regulations.

The combination tier is a combination of outdoor and mixed light canopy. No license allows the cultivation of cannabis both indoors and outdoors. The adultuse regulations provide a pathway for licensed cultivators to change their canopy tier, canopy type, or maximum cultivation canopy. The Office will provide more guidance on the process to request such a change in the future.

### 19. What are the canopy tier sizes?

Pursuant to regulations, indoor, outdoor, and mixed light cultivation tier canopy sizes are:

- Tier 5. Greater than 50,000 square feet and up to but not exceeding 100,000 square feet;
- Tier 4. Greater than 25,000 square feet and up to but not exceeding 50,000 square feet;
- Tier 3. Greater than 12,500 square feet and up to but not exceeding 25,000 square feet;
- Tier 2. Greater than 5,000 square feet and up to but not exceeding 12,500 square feet; or
- Tier 1. Up to but not exceeding 5,000 square feet.

Combination licenses include an outdoor license of the same canopy size limits stated above, and an additional allocation of mixed-light cultivation canopy equal to the following:

- Tier 5. Greater than 15,000 and up to, but not exceeding, 30,000 square feet;
- Tier 4. Greater than 12,500 and up to, but not exceeding, 15,000 square feet;
- Tier 3. Greater than 6,250 and up to, but not exceeding, 12,5000 square feet;
- Tier 2. Greater than 2,500 and up to, but not exceeding, 6,250 square feet; or
- Tier 1. Up to, but not exceeding, 2,500 square feet.



### 20. What transition options do AUCC and AUCPs have?

More information is available at the <u>AUCC and AUCP Transition Guidance</u> <u>document</u>.

### 21. Should provisional CAURD licensees apply for an adult-use retail dispensary license?

Due to the pending litigation challenging the validity of the CAURD program, provisional CAURD licensees may want to apply for an adult-use retail dispensary license during this application window. Applicants should apply with the business entity that will operate the license. If this business entity is different than the entity that applied for under the CAURD program, the Office will request additional information to support the change from the CAURD entity on file with the Office.

Applicants must submit their CAURD application number as supplied by the Office in their complete format, with all dashes, letters, and numbers for proper identification. Please note, a provisional CAURD licensee will not be issued two licenses if they are selected and able to move forward under the CAURD program and the general licensing process.

Additionally, such applicants will have to pay the \$1,000 non-refundable application fee to complete submission. Applicants who qualify for SEE will be eligible for a 50% reduction in application and licensing fees. The Office is actively exploring options for waiving future licensing fees for eligible CAURD licensees.

### 22. How many applications can one applicant submit?

A licensee, or a TPI of a retail dispensary licensee, can have a direct or indirect financial or controlling interest in up to three (3) adult-use retail dispensary licenses. As such, pursuant to regulations, an applicant may apply for no more than 3 retail dispensary licenses. The Board, however, will not be issuing more than one license per applicant during the application window opening Wednesday, October 4, 2023. Further, final licensing by the Board must comply with TPI regulations. More information on TPI rules is available at the Office's TPI Guidance.

Please note, you will have to pay the \$1,000 non-refundable application fee for each application submitted.

### 23. What cultivation license types will be available for applicants who are not AUCC?



The Board will only be issuing indoor Tier 1 and Tier 2 cultivator and microbusiness licenses for non-AUCC applicants in the application window opening Wednesday, October 4, 2023. Future application windows will include greater variety of cultivator licenses, as well as an application for the cooperative and collective license type.

### 24. What does an adult-use processor license authorize?

Based on the authorizations requested during the application process, the adultuse processor license will allow the processor to conduct some, or all, of the following activities:

- Type 1: Extracting, plus activities under Type 2 and 3;
- Type 2: Infusing and blending, plus activities under Type 3; and
- Type 3: Packaging, labeling, and branding, including entering into white labeling agreements only.

Please note that applicants that can demonstrate that they operate an existing processing facility, at which they plan to process cannabis product, including demonstrating existing full GMP certification, may be pooled and queued separately from other applicants for a select number of available processor license types at the discretion of the Board, in accordance with SEE prioritization.

Applicants applying for a Type 3 Processor licensing for *branding purposes* only may enter their entity address as their "facility location address" in the application. All other Type 3 Processor applicants (for any and all packaging and labeling that will be handling cannabis in New York State) must apply with a suitable facility location.

### 25. What license can I apply for if I currently have an AUCP license?

More information is available at the <u>Conditional Cultivator and Processor</u> <u>Transition Guidance</u>.

### 26. I completed a workforce or training program offered by the Office. Does that make my application eligible for any specific consideration?

A person who completed a workforce or training program offered by the Office, will be prioritized for certain licenses in the application window opening Wednesday, October 4, 2023, and in future application windows as well. To receive the prioritization, the person who completed the workforce or training program must be the majority owner of an applicant entity via direct ownership. Such applicants may apply to all available adult-use licenses but will be pooled



and queued separately from other applicants for a select number of the full and provisional microbusiness license types and processor license types.

Such applicants who also qualify for SEE certification will receive a 50% reduction in application and licensing fees. Additionally, all qualified SEE licensees will be eligible for incubator technical training from the Office.

### **A. Eligibility Basics**

### 27. Am I eligible for an Adult-Use license?

In addition to the premises requirements stated above, you must be over the age of 21 to be eligible for a cannabis license. Individuals or entities who have convictions outlined in Section 137 of the Cannabis Law may be ineligible for licensure. Those specific offenses include individuals with any of the felony convictions listed below within the past five years:

- Fraud
- Money laundering
- Forgery or other unlawful conduct related to owning and operating a business; or
- Hiring, employing, or using a minor in transporting, carrying selling, giving away, preparing for sale, or peddling any controlled substance to a minor; or selling, offering to sell, furnishing offering to furnish, administering, or giving any controlled substance to a minor.

Pursuant to Cannabis Law, you are also not eligible for a license if you:

- Have been found to have engaged in unlawful business practices relating to cannabis pursuant to Cannabis Law Section 138-a, since May 3, 2023; or
- Are a chief of police, police officer, or subordinate of any police department in New York State.

Additional eligibility restrictions apply to AUCC and AUCP licenses, as well as ROD and ROND licenses. The eligibility requirements for ROD and ROND are in regulations as follows:

- A ROND applicant must be an existing Registered Organization (RO) in good standing with the Office and complete a transition process with the Office.
- A ROD applicant must be an existing RO in good standing with the Office with four medical dispensing facilities open and operational in New York State,



complete the required transition process, and pay the special fee outlined in the Cannabis Law and corresponding regulations.

Further, all license types have restrictions on ownership and control. More information is available at the <u>TPI Guidance</u>.

### 28. What types of businesses are eligible to apply?

Any business – regardless of its business structure, can apply for a license or provisional license. Applicants are strongly advised to apply as the business entity they intend to hold the license. Pursuant to Cannabis Law section 128, except under limited circumstances, licenses are not transferrable, and once issued they are tied to the entity issued the license. **Please note, applicants cannot update their FEIN ( or business entity after a license is issued.** 

### 29. Is there an age requirement to be issued a cannabis license?

According to Section 137 of the Cannabis Law, no one under the age of 21 can be issued or be TPI to a cannabis license.

### 30. Do you have to be a US citizen to be issued a cannabis license?

You must be a US citizen or a lawfully permitted resident (green card holder) for permanent residence in the United States to be issued a cannabis license or become a TPI in a license.

If you are a corporation, then each of the principal officers and more than onehalf of its directors must be citizens of the United States or personal lawfully admitted for permanent residence in the United States.

For purposes of citizenship, the Office interprets the citizenship requirement to extend eligibility to any individual who is:

- A citizen of the United States;
- An alien lawfully admitted for permanent residence in the United States;
- Foreign nationals from reciprocal treaty countries set forth in <u>a list</u> maintained by the U.S Department of State.
- Foreign nationals from any other country who can satisfy the Authority that his/her country has a treaty with the United States that permits citizens of both countries to engage in trade with and/or work in each other's country on a reciprocal basis.

Please note that a citizen of another nation that qualifies under this section is not required to be physically present in the United States to obtain a license.



However, if such an individual intends to work at the licensed premises, it will be necessary for the person to demonstrate that they have the appropriate visa to enter and work in the United States. True Parties of Interest must meet all other requirements to be eligible to hold the license being sought.

### 31. Am I eligible for an Adult-Use license if I own a business that has a liquor license?

Yes. You may apply for a cannabis license if you own a business that holds a liquor license. However, please note that if your application is successful and you are selected for licensure, **you cannot hold a license or permit to sell alcoholic beverages on the same premises as a retail dispensary**. Additionally, the Office encourages you to check with the New York State Liquor Authority to ensure there are no applicable prohibitions to your liquor license.

### 32. If I have a conditional cultivator or processor license, how will I know whether I am eligible to transition to a non-conditional license?

Good standing with the Office is required to transition from an AUCC or AUCP license to a non-conditional adult-use license. More information on good standing is available in the <u>Conditional Cultivator and Processor Transition Guidance</u>.

### 33. How do I know if I qualify as a SEE applicant?

Applicants are required to complete questions about SEE qualifications on the general licensing application. More information is available in the "Social and Economic Equity" section below and at the Office's <u>SEE guidance</u>.

### 34. What is a Labor Peace Agreement and when must I complete one?

All licensees must enter into a Labor Peace Agreement (LPA) with a bona fide labor organization prior to final license issuance. An LPA is an agreement between an employer and a union where the employer agrees not to oppose unionization and the union (that is attempting to organize the workforce) agrees not to strike or otherwise stop work. An LPA is not a collective bargaining agreement (union contract).

As defined in the Adult-Use Regulations, a bona fide labor organization means a local labor union:

- i. That represents employees in this state with regard to wages, hours and working conditions.
- ii. In which officers have been elected by secret ballot or otherwise in a manner consistent with federal law; and
- iii. That is free of domination or interference by any employer and has received no improper assistance or support from any employer.



# 35. I was previously delinquent filing my taxes or paying an amount owed to a local, state, or federal government and I am repaying the debt through a payment plan. Will my application be denied because of this?

No. An individual would not be considered delinquent if they are, at the time of application, still repaying the debt pursuant to a payment plan or other installment agreement with the government to which the amount is owed. Despite this, it is possible that the circumstances of the delinquency may mean your application would be denied for a different reason, such as if the circumstances of the delinquency would also make the individual a person forbidden to traffic cannabis as set forth in Section 137 of Cannabis Law.

### 36. I received an email asking for personal information from the Office and I'm not sure if I can trust it. How do I know if a communication that says it's from the Office or the Board is legitimate?

The Office or Board will never ask licensees or applicants for sensitive personal information over e-mail, and the Office or Board will never provide your e-mail address to other parties for the collection of that information.

However, you will receive e-mails from the Office asking you to submit personal information through New York Business Express (NYBE), New York State's secure platform. E-mail addresses from the Office end in "@ocm.ny.gov" and e-mails automatically generated from our system end in "@its.ny.gov".

If you're uncertain if an e-mail you received is valid, please forward to info@ocm.ny.gov. You can also go to <u>cannabis.ny.gov/phishing-awareness</u> and compare it with known phishing or scam attempts.

### B. How to Complete the Application

### 37. Where can I apply for a license?

The <u>Office's website licensing page</u> will provide links to the online application located within New York Business Express (NYBE). If you already have a NYBE Business Profile linked to the applicant, then you will need to apply using the NY.Gov login that is linked to the existing NYBE profile. If you do not have a NYBE Business Profile linked to the applicant, then you will need to create a NYBE Business Profile using a NY.Gov login to start your application.

### 38. What do I need to do before applying?



The first step before applying for a cannabis license is to form the business that you intend to use for the licensed activity. This requires registering with New York State as a New York or non-New York company and the IRS to obtain your formation documents and Federal Employer Identification Number (FEIN aka EIN). **Please note, applicants cannot update their FEIN after applying.** 

See New York State's official guide on starting a business for more information.

### 39. Who should submit the application?

The online application must be submitted by you, the applicant, (if an individual sole proprietorship); by a managing member (if a limited liability company); by an officer (if a corporation, including a non-profit); or by a partner (if a partnership).

If you obtain help in completing your application, such as a consultant or lawyer, this will require additional reporting on your application. Please note, certain TPI will also be required to complete personal or entity history disclosures. More information is available at the Office's <u>TPI guidance</u>.

### 40. I'm creating a NYBE Business Profile for the applicant, and I'm being asked to provide an address for the applicant. I don't have an address for the applicant at this time. What address do I enter in NYBE?

If you do not have a permanent place of business, you must enter the home address of the owner or one of the partners, members, or officers of the business. Please note, the Office will not notify you if sending official communications related to your application to this address, but generally communications will be sent by email to the individual listed as the primary contact for the application. You will identify your application's primary contact when completing your application, not in your NYBE Business Profile.

### 41.Can I change my Federal Employment Identification Number after applying?

No. You cannot change your FEIN on an application you have already submitted. You must reapply with a brand-new application if you need to change your FEIN associated with the license as it is linked with other New York State agencies in NYBE. For this reason, all applicants are advised to apply with the business entity that they intend to be issued the license.

# 42. Will I need to pay a lawyer or other professional to help me complete the application?

You are not required to work with anyone who is not an owner or true party of interest to the applicant to complete your application. You may complete this



application without outside assistance. However, there is nothing prohibiting you from getting help from any source in completing your application. If you obtain help in completing your application, please note that this may require additional reporting on your application.

### 43. Can I save my partially completed application to continue later?

Yes, an application can be completed over multiple sessions. Be sure to save your progress as you go and pay close attention to submission deadlines outlined by the Office.

### 44. How is the application fee paid?

The non-refundable application fee is paid online via credit card or ACH before submitting the application to the office. Please keep a copy of the confirmation page for you records. You will also receive a confirmation email that your application was submitted.

## 45. If I do not get a license on this application, can the application fee be credited towards a future application?

No. Payment will be required for each application submission. Per the regulations, SEE applicants will receive a 50% reduction in the cost of all application and license fees.

### 46. If I need help completing the application, who can I contact?

If you have questions about license eligibility, license authorizations and conditions, the application process, and the application itself that is not answered in the Office's guidance, please email us at <u>info@ocm.ny.gov</u> or call us at 1-888-OCM-5151 (1-888-626-5151).

SEE applicants are eligible for reduced application and licensing fees and other technical support and assistance. More information on the SEE components of the application is available in the "Social and Economic Equity" section below and at the <u>SEE guidance</u>.

Please note, the Office is not able to provide business or legal advice to applicants regarding license eligibility. While the Office can confirm whether certain types of documents are examples of acceptable documentation, the Office is unable to determine whether an applicant is eligible or whether specific documents are acceptable proof of a specific individual's eligibility. If you believe you require business or legal advice, you may need to consult a professional to advise you personally.



For technical assistance with NYBE <u>contact the New York State Business</u> Information Center.

### 47. What documents do I need to prepare to upload in the application?

While completing your application, you will be asked to upload multiple documents. Please be aware you can only upload in PDF or png. (picture) format.

### All applicants will be required to upload:

- A valid photo ID issued by a local, state, or federal government
- Up-to-date business formation and organizational documents such as:
  - Certificate of incorporation, certificate of limited partnerships, certificates of authority, articles of organizations, charters, bylaws, partnership agreements, operating agreements, agreements between any two or more persons of the applicant that relate in any manner to the assets, property or profit of the applicant
- The entity's Capitalization Table listing specific holders of ownership above 10% of interest if the applicant is a private entity, and 5% of interest for applicants who are publicly traded entities.
- Documentation supporting the applicant's SEE eligibility, including but not limited to proof of address and residency, proof of conviction, and proof of income, if applicable.
- Subsidiary Company Information (if applicable, please refer to the Office's regulation related to naming convention of subsidiary companies):
  - o Name
  - o FEIN
  - o Date Created
- Documentation explaining a continuity plan in case the applicant, owners, or TPIs decide to leave the business, there is a material change in the applicant's ability to operate the business, or the applicant becomes otherwise unable to operate the business.
- Copy of all agreements with statewide or local bona-fide building and construction trades organizations for construction work on its licensed facilities if the applicant has twenty-five or more employees and has entered into such agreements.
- A copy of a signed labor peace agreement with a bona fide labor trade organization.
- If the applicant is incorporated or otherwise authorized to do business as a foreign (non-New York incorporated) company in the State of New York, the Department of State ID issued on the certificate and a copy of the certificate.



- A vendor contract or purchase order for the licensees' electronic inventory tracking system that can integrate with the Office's seed-to-sale inventory tracking system pursuant to Section 125.7(a)(3) of Title 9 (cultivator and processor applicants will be required to email this information, as instructed by the Office, prior to final licensure).
- Documentation explaining the circumstances of a conviction of a felony within the past five years involving fraud, money laundering, forgery or other unlawful conduct related to owning and operating a business, if applicable.
- Documentation explaining the circumstances of a conviction of a felony within the past five years for hiring, employing, or using a minor in transporting, carrying, selling, giving away, preparing for sale, or peddling, any controlled substance to a minor, or selling, offering to sell, furnishing, offering to furnish, administering, or giving any controlled substance to a minor (if applicable)
- The basic contact information of any law firm, counsel, or consultant that assisted you with the application.
- A copy of the certification of completion if you have completed any workforce or training programs offered by the Office (if applicable)
- If you are seeking an adult-use processor license, other than for applicants that are applying with an existing compliance facility, proof of a qualified third-party Good Manufacturing Practices (GMP) audit is required within twelve (12) months of commencing licensed operations, and if you are planning to perform extraction using a volatile or hydrocarbon extraction method, before commencing operations, you must submit:
  - A final certification letter from a licensed professional engineer or registered architect which certifies the completed installation of a professionally designed, commercially manufactured extraction system, that is compliant with applicable state or local fire, safety or building codes;
  - A letter from the municipal jurisdiction's fire marshal, or their designee, stating that a final inspection of the facility has been conducted and that the processor has demonstrated compliance with applicable fire codes and/or regulations; and
  - A certification of occupancy, or equivalent document, from local building official that permits for extraction related rooms or areas have been closed as applicable.
- For all final licenses :
  - Executed Deed or Lease Agreements for the proposed premises that shows that the applicant possesses or has the right to use



sufficient land, buildings, and other premises as specified in the application to properly carry on the activities for which licensure is sought.

- A copy of any other license(s) issued by state or federal authorities related to operations of the premises. A Certificate of Occupancy or its equivalent, demonstrating compliance with all local building.
- If applying for a final Retail Dispensary, Microbusiness, or ROD license, the following must be collected before a final license is issued (these materials are not required to apply for a provisional license):
  - If you are selling non-cannabis products, a Certificate of Authority issued by the New York State Department of Taxation and Finance for the premises.
  - A copy of your Notice to Municipality submitted to the appropriate party, <u>available on the Office's website</u>. A copy of this Notice will be requested when you submit information regarding the retail premises.
  - A list of all management staff, including first name, last name, and title, and indicating the employee in charge.

### 48. Will I be required to provide a Community Impact Plan?

A Community Impact Plan is not required at the time of application so as not to create additional barriers to accessing licensure and overburdening small businesses seeking to get established. However, upon renewal, licensees will be required to provide their Community Impact Plan and proof of compliance with such plan, demonstrating how the licensee has benefitted communities and individuals from communities that were disproportionately impacted by the enforcement of cannabis prohibition, in accordance with the Cannabis Law.

#### 49. Will the Office collect and review information about TPI?

Yes. Applicants will be required to disclose certain TPI, who must submit a personal or entity history disclosure to the Office for review. All required TPI disclosures must be received and reviewed before a license may be issued. More information is available about TPI rules at the <u>TPI guidance.</u>.

The Office will only consider for a final license an applicant whose ownership structure does not violate any of the rules under the Cannabis Law or regulations and that otherwise meets all eligibility requirements.

### 50. Which of an applicant's TPI are required to be disclosed?

An applicant must disclose the following TPI:



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- Any TPI with a non-ownership interest in the applicant or the disclosed entities in its ownership structure, such as executive officers and other persons with control over the business; and
- If the applicant is a privately held entity, any owner TPI with a proportional ownership stake over 10%;
- If the applicant is a publicly traded entity, any owner TPI with a proportional ownership stake over 5%; and
- any owner who contributes to the applicant's SEE certification; and
- any other TPI as determined by the Office.

If a TPI qualifies as both a non-owner TPI and an owner TPI (for example, a company President who owns 12% of the company's shares), they must be disclosed per the non-ownership disclosure rules.

# 51. How will my True Parties of Interest (TPI) submit their required history disclosures?

On your application, you will designate a "responsible party" to submit the applicant's own TPI disclosure. On this disclosure, in addition to the other items required for a TPI disclosure, you will provide the following information for all owners, managers, and other TPI, which includes:

- Individual or entity name
- Contact phone number and email address
- Title and role in their associated entity
- · Ownership stake in their associated entity.

Every individual or entity listed as a TPI on the applicant's own TPI disclosure will be emailed and asked to submit their own history disclosures through a secure portal. You will not be required to collect or submit any personal information from TPI beyond their contact information and ownership stake. Be sure to include an accurate, active email address for each TPI. Be advised that a delay in your TPIs submitting their disclosures will delay your application's review.

Any TPI deemed to have a financial and controlling interest will also be required to obtain a <u>fingerprint-based background check</u> and to undergo a New York State Department of Taxation and Finance tax clearance check.

Applications will not be reviewed by the Office until **all** TPI disclosures have been submitted. The applicant is responsible to make sure all their identified TPIs submit this disclosure.

### 52. What information do I need to prepare for my TPI disclosure?

If you are submitting a personal history disclosure, you will be asked to provide the following information:



- · Personal identification information, including a valid photo ID
- Residence and employment history for the last five years
- Convictions, sanctions, and other disciplinary actions, including documentation
- Cannabis licenses or applications in other states, including documentation
- All goods and services agreements that you are party to, including documentation
- Disclosure of all cash or loans that you have with an applicant or licensee, including documentation.

If you are a submitting an entity history disclosure, you will be asked to provide the following information :

- Business identification information
- Business structure, formation, and history, including documentation
- Business finances
- Litigations and violations involving the business, including documentation
- Cannabis licenses or applications in other states, including documentation
- All goods and services agreements that the business is party to, including documentation
- Disclosure of all cash or loans that the business has with an applicant or licensee, including documentation.

### 53. What specific documents do I need to prepare for my TPI disclosure?

Individuals that are TPI must upload the following documents in PDF or png (picture) format:

- Valid Photo ID
- Documents related to any convictions, including an affidavit, certificate of disposition, and/or certificate of relief from disabilities (if applicable)
- Documents related to any pending charges, including the accusatory instrument (if applicable)
- Cannabis licenses from outside New York State (if applicable)
- Documents describing the nature of all cash or loans given to a cannabis licensee or applicant (if applicable)

Entities that are TPI must upload the following documents in PDF or png. (picture) format:

 Certificate(s) of Good Standing for all states where the entity is authorized or approved to do business



- Agreements, contracts, mergers, consolidation, other financial arrangements with other New York State cannabis businesses (if applicable)
- Formation documents, such as:
  - Articles of Organization, Certificate of Incorporation, or similar documentation
  - o Charter
  - o Operating agreement, bylaws, or partnership agreement
- Any goods and service agreements entered into by the TPI (if applicable)
- Bonds, loans, trust deeds, notes, debentures, or other forms of indebtedness
- Court documents, including a list of all parties involved in legal actions, for (if applicable):
  - Litigation within the last three years;
  - o Violations of state or federal regulations, statutes, or codes; and
  - o Judgment, orders, consent decrees, or consent orders.
- Cannabis licenses from outside New York State (if applicable)
- Documents describing the nature of all cash or loans given to a cannabis license applicant (if appliable)

# 54. How will the Office calculate the percentage of shares that a TPI holds in a license?

The Office will consider a person's share in a license to be the greatest of that person's percentage share of:

- · Current voting shares;
- · Future voting shares;
- · Current equity shares; or
- · Future equity shares.

Ownership will be evaluated based on proportional stake in the applicant or licensee. Proportional ownership interest means the share that the party has in the applicant or licensee considering all intermediary levels of ownership between the party and the applicant. For example, a party that is a 100% owner of the Intermediary Business, which is a 51% owner of the Licensed Business (the entity receiving the cannabis license), would be considered to have 51% proportional ownership in the Licensed Business.

For the purposes of determining the total shares outstanding for future ownership, the Office will use a modified definition of fully diluted share count, calculating a TPI's future ownership interest based on the entity's fully diluted share count (inclusive of all restricted stock units, options, warrants, or any other



units of ownership that can be converted into a share of voting stock or equity), LESS contingent or future shares owned by persons whose financial or controlling interest in an entity is active.

More information is available at the <u>TPI guidance</u> and FAQs for <u>retailer</u> and <u>supplier</u> licensees.

### 55. Can I change my TPI?

Applicants can change their TPI prior to receiving their final license. The Office will make guidance available on the process to submit and request a change to the TPI, and the associated fees, after a license has been issued. SEE applicants may only modify their TPI prior to receiving their final license in accordance with the sole control requirements; more information is available about these requirements in *Question 66* below.

#### 56. How can I talk with someone about my application?

Send an email to <u>AUlicensing@ocm.ny.gov</u> with your application number, applicant entity name, and specific questions, and we will respond as soon as we are able. Note, sending additional emails will add to the volume of inquiries already being received. Please allow the Office time to respond to your email before sending a follow up.

More information is available on application technical assistance and support available to SEE applicants in the "Social and Economic Equity" section below and at the <u>SEE guidance</u>.

### **C. Social and Economic Equity**

### 57. What does it mean to be a SEE applicant?

Pursuant to §87 of Cannabis Law, SEE applicants include individuals who have lived in communities disproportionally impacted by the enforcement of cannabis prohibition (CDI) and other underrepresented groups including minority and women owned businesses, distressed farmers, and service-disabled veteran-owned businesses, as defined under the Cannabis Law.

More information is available at the SEE guidance.

### 58. How will qualified SEE applicants receive prioritization in access to adultuse cannabis business licenses?

License review prioritization for adult-use cannabis licenses will be afforded to SEE applicants qualifying as Extra Priority, individuals from communities



disproportionately impacted, distressed farmers, minority-owned business, or women-owned-businesses, and service-disabled veterans in accordance with all applicable laws.

SEE applicants will be asked to identify all SEE groups they qualify for during the application and will be pooled based on the license type sought, SEE certification, and provisional status. After an application window closes, applications will be queued (ordered) in their distinct pools using a randomized process.

Adult-use cultivators, certain processors, distributors, microbusinesses, and retail dispensaries will have a limited number of licenses available during this application window. The number of licenses available will be determined by the Board with estimates of such number of licenses provided above in *Question 2*.

SEE applications will be reviewed until the Board has issued the number of licenses allocated for this application window. Therefore, an applicant's queuing order is very important as those higher in the queue will be reviewed first, and it is possible not all applications will be reviewed before all licenses have been issued. Applicants who are not issued a license in this application window must resubmit an application to be considered in a future application licensing window.

All SEE applicants will receive 50% reduction in application fees and will be eligible for application support provided by the Office. All qualified SEE licensees will be eligible for a 50% reduction in annual licensing fees and incubator technical training from the Office. Additionally, SEE licensees who are issued a provisional retail dispensary or microbusiness license may defer payment of licensing fees until they transition to a final license.

AUCCs and AUCPs applying for non-conditional licenses are also eligible to apply for SEE certification but will be reviewed outside of the SEE queuing process. More information is available at the <u>Conditional Licensee Transition</u> FAQ.

#### 59. Can SEE applicants apply for multiple SEE categories on the application?

Yes, a SEE applicant can apply on the application for multiple SEE categories to ensure that the applicant has an opportunity to participate in the application process as part of each such category for which they qualify. Qualifying as multiple SEE categories will increase an applicant's chances in the random order queuing process described in *Question 10*.

#### 60. Are fees different for SEE applicants?



Yes, qualified SEE applicants who have been approved by the Office will receive a 50% reduction for application and licensing fees.

#### 61. Is there application support available for SEE applicants?

Yes, SEE applicants are eligible for application support, in accordance with the Office's <u>New York Social and Economic Equity Plan</u> and the Cannabis Law. More information will be made available soon on how to access this support.

### 62. When will my SEE eligibility be reviewed and certified?

SEE applications will not be reviewed and certified until after the application window has closed and the randomized ordering of the pools has taken place. Applications are reviewed based on the order of the queue resulting from the randomized ordering process.

## 63. How will my SEE status as an applicant be certified? What if I am deemed ineligible?

At the close of the application window, the Office will begin the process of certifying SEE status for SEE applicants according to the queuing order of their pool. If an applicant fails to prove qualification for SEE status, the Office will initiate a 30-day cure period in which applicants must submit additional documentation required by the Office to correct any deficiencies in their SEE status. If the applicant fails to provide necessary documentation within this cure period, the application will not be considered, and the license slot will be backfilled by the next SEE applicant in the queue of that pool.

### 64. What are the ownership and control requirements for SEE certification?

To qualify for SEE status, sole control of the applicant must be held by an individual or individuals from a community disproportionately impacted by the enforcement of cannabis prohibition, a minority-owned business, a womenowned business, a distressed farmer, or a service-disabled veteran. The person or persons having sole control must match the SEE category the applicant wishes to be qualified as. For example, if the applicant wishes to qualify for SEE status on the basis of being a distressed farmer, then sole control must be held by a distressed farmer(s).

#### 65. What does sole control of a business mean?

A person or persons with sole control of a business must satisfy all of the following conditions:

 (i) has real, substantial, and continuing ownership of 51% equity share in the business;



- (ii) has the right to execute any material contracts;
- (iii) has the ability to exercise the authority to materially influence the dayto-day business decisions, operations, strategic priorities, capital allocations, acquisitions and divestments of the business;
- (iv) has no timed or triggered recusal provisions or side letters or side agreements related to their recusal, and
- (v) has an ability to direct decisions, voting or otherwise, such that no
  other person may exercise or have the ability to control the majority of
  voting rights or appoint or remove the majority of directors seats or their
  equivalent or corporate officers or their equivalent on the governing body.

If, at any time after a SEE applicant has been issued a license, the Office determines that the sole control requirement is violated, the Office may institute an action to suspend, cancel, or revoke such license in accordance with Part 133 of the adult-use regulations.

## 66. My SEE applicant has multiple individuals involved. Do we all need to meet the ownership and control requirements?

Yes, sole control must be held by the person or persons applying for the SEE status and must match the SEE category the applicant wishes to be qualified as. Any person seeking to contribute to sole control of the applicant must hold at least 1% equity share in the business.

# 67. Do I need to own a Minority-Owned Business Enterprise (MWBE) certified business in order to qualify as a Minority-Owned Business?

No. For example, New York State Empire State Development certifies MWBEs in this state. Proving you own a certified MWBE is one way to qualify as a Minority-Owned Business, but it is not the only way.

To qualify for SEE status as a Minority-Owned Business, an applicant is required to submit the following:

- Proof of ownership and sole control by one or more minority group members who have an ownership interest in the business;
- Proof that the applicant is a small business; and
- At least one of the following:
  - Proof of a <u>state MWBE certification</u>, on the basis of being a minority-owned business; or
  - Both
    - (i) A sworn declaration that reports the applicant's qualifications to be true and accurate and made under the



penalties provided by law that one or more members are minority group members, as defined in the Cannabis Law, who are citizens or permanent resident aliens of the United States of America have ownership interest in the business and that the business seeking licensure qualifies as a minority-owned business as defined in the Cannabis Law; and

 (ii) A statement that providing false information shall be grounds for action against the applicant or licensee including, but not limited to, the denial, suspension, cancellation or revocation of a license.

"Minority group member" as defined in Cannabis Law § 87(4)(b) shall mean a United States citizen or permanent resident alien who is and can demonstrate membership in one of the following groups:

- (i) black persons having origins in any of the black African racial groups;
- (ii) Hispanic persons of Mexican, Puerto Rican, Dominican, Cuban, Central or South American of either Indian or Hispanic origin, regard- less of race;
- (iii) Native American or Alaskan native persons having origins in any of the original peoples of North America; or
- (iv) Asian and Pacific Islander persons having origins in any of the far east countries

# 68.Do I need to own a Women-Owned Business Enterprise (MWBE) certified business to qualify as a Woman-Owned Business?

No. For example, New York State Empire State Development certifies MWBEs in this state. Proving you own a certified MWBE is one way to qualify as a Women-Owned Business, but it is not the only way.

To qualify for SEE status as a Women-Owned Business, an applicant is required to submit the following:

- Proof of ownership and sole control by one or more minority group members who have an ownership interest in the business;
- · Proof that the applicant is a small business; and
- At least one of the following:
  - Proof of a <u>state MWBE certification</u>, on the basis of being a womenowned business; or
  - Both



- (i) A sworn declaration that reports the applicant's qualifications to be true and accurate and made under the penalties provided by law that one or more members are women who are citizens or permanent resident aliens of the United States of America have ownership interest in the business and that the business seeking licensure qualifies as a women-owned business as defined in the Cannabis Law; and
- (ii) A statement that providing false information shall be grounds for action against the applicant or licensee including, but not limited to, the denial, suspension, cancellation or revocation of a license.

### 69. Do I need to own a certified Service-Disabled Veteran Owned Business (SVDOB) to qualify as a SVDOB?

No, to qualify for SEE status as a SVDOB, an applicant is required to submit the following:

- Proof of ownership and sole control by one or more service-disabled veterans who have an ownership interest in the business; and
- Proof of a state SVDOB certification, on the basis of being a servicedisabled veteran.
  - However, if the business does not receive proof of a state SVDOB certification prior to the filing of an application, the Office may temporarily accept as a conditional certification 135 (i) DD214(s) and/or NG214(s) with Line of Duty Report U.S. Veterans Administration documentation of service-connected disability rating. The business must have a service-connected disability rating of at least 10%. This conditional certification will last for 60 days pending full certification, although the Office has the discretion to extend that conditional certification while waiting for the State SDVOB certification.

### 70. What are the qualifications to be considered a Distressed Farmer?

To qualify for SEE status as a distressed farmer, an applicant is required to submit the following:

- Proof of ownership and sole control by one or more distressed farmers who have an ownership interest in the business, and
- One of the following:



- (i) Proof of that the applicant:
  - operates a farm operation as defined in section 301 of the Agriculture and Markets law. Such proof may be provided in an attestation or other means.
  - filed a Schedule F tax returns documenting operating losses during the last three (3) years.
  - filed other tax form(s) demonstrating gross cash farm income below \$350,000; and
  - qualifies for an agricultural assessment by providing completed NY Tax and Finance Form RP-305; and
  - has been disproportionately impacted by incurring operating losses by
    - o low commodity prices
      - Proof to be demonstrated through documentation showing the decline of commodity prices over time; AND
    - facing the loss of farmland through development or suburban sprawl
      - Proof can be demonstrated through providing town/zoning board meeting minutes, press and news related articles, reports, or other.

OR

- (ii) Both proof that the applicant:
  - is a small farm operator, which means they are a producer who is involved in making decisions for the farm operation involving planting, harvesting, livestock management, and marketing; or may be the owner, a member of the owner's household, a hired manager, a tenant, a renter, or a sharecropper. Proof can be demonstrated through one of the following:
    - o local, state, and federal tax documents;
    - o paystubs or proof of payroll;
    - o an employment agreement;
    - o a contracting agreement;
    - o a rental or sharecropping agreement; or
    - any other documentation demonstrating such relationship; and
  - Has one or more members who is a minority group member, as provided by a sworn declaration that



- reports the applicant's qualifications to be true and accurate and made under the penalties provided by law that one or more members are minority group members, as defined in the Cannabis Law, who are citizens or permanent resident aliens of the United States of America have ownership interest in the business; and
- providing false information shall be grounds for action against the applicant or licensee including, but not limited to, the denial, suspension, cancellation or revocation of a license.

"Minority group member" shall mean a United States citizen or permanent resident alien who is and can demonstrate membership in one of the following groups:

- (i) black persons having origins in any of the black African racial groups;
- (ii) Hispanic persons of Mexican, Puerto Rican, Dominican, Cuban, Central or South American of either Indian or Hispanic origin, regard- less of race;
- (iii) Native American or Alaskan native persons having origins in any of the original peoples of North America; or
- (iv) Asian and Pacific Islander persons having origins in any of the far east countries

# 71. What is considered a small business? Does it matter for my SEE eligibility whether I am applying as a small business?

It depends. Applicants seeking to qualify for SEE status as a minority-owned business or women-owned business must prove they are a small business. SDVOBs will also have to prove they are a small business in order to qualify for their certification.

A small business must not employ more than 300 individuals. Applicants can prove they are a small business in 3 ways:

- If it has been in operation for at least three years, by showing:
  - quarterly payroll reports from the last three years and
  - any other information as requested by the Office.

OR

• If it has been in operation for less than three years, by showing:



- a sworn declaration that reports the submitted information relating to its business enterprise to be true and accurate, and made under penalties provided by law, that:
  - it is a small business and
  - providing false information shall be grounds for action, including, but not limited to, the denial, suspension, cancelation or revocation of a license.

#### OR

- Documentation of small business operations, including:
  - any and all gross quarterly receipts;
  - by-laws; and,
  - any other information as requested by the Office.

### 72. What is a Community Disproportionately Impacted by the enforcement of cannabis prohibition or a CDI?

The Cannabis Law §87 establishes a robust social and economic equity program to prioritize and provide resources to members of communities who have been disproportionally impacted by the policies of cannabis prohibition. Communities disproportionately impacted (CDIs) refers to census tracts that have a disparate enforcement of cannabis prohibition during a certain time period, when compared to the rest of the state. Census tracts must use the same methodology and meet the same criteria established by the Office in order to identify CDIs. Residents of any state are eligible to apply.

The Census tracts identified as communities disproportionately impacted are posted on the Office's website <u>here</u>.

### 73. How do I demonstrate that I meet the CDI requirement?

Applicants seeking to qualify for SEE status as an individual from a CDI are required to submit the following:

- Proof of ownership and sole control by one or more individuals from a CDI who have an ownership interest in the business; and
- Proof of residence documentation demonstrating that you lived in a CDI as defined by the census tract, for at least:
  - Five years when you were below the age of 18, or
  - Seven years throughout your life



If you submit proof of address in the first year and then proof of the same address in the fifth year or the seventh year, then the Office will assume you lived in that same location for the years in between and no additional proof is needed. However, if your address is different between the first and the last year, then you must submit at least one dated document for each of the five or seven years you lived in a CDI.

Applicants can meet the aggregate seven-year requirement with years the applicant resided in a CDI below the age of 18. The five or seven years can be non-consecutive. Some examples of proof of residence documentation are:

- Education Records
- Mortgage or Lease Documents
- Property Deeds
- Government Housing or Assistance Records
- Utility bills
- Employment Records
- · Government issued ID with address on it
- DMV address history/lifetime abstract
- Vehicle Registrations
- State, Federal and Local Tax returns

For more information on proof of residence documentation, you can visit How to Prove Address to Qualify as a Member of Community <u>Disproportionally</u> <u>Impacted</u>. Census tracts identified as communities disproportionately impacted are available <u>here</u>.

### 74.If I am an out-of-state applicant, can I establish SEE status if I lived in a community that was the equivalent of a New York CDI?

Residents of any state are eligible to apply for SEE status if they lived in a community in a state other than New York that experienced disproportionate law enforcement cannabis practices during cannabis prohibition for the requisite time period as described in *Question 73*. If the applicant's out-of-state community meets the abovementioned requirements, the Office will recognize such out-of-state community as an "Out-of-State CDI." Note that where the individual resides in a state that legalized cannabis for medical, adult use, or both, the Office will only consider disproportionate impacts of cannabis enforcement practices from a time prior to the date when that state ended prohibition, but no later than March 31, 2021.

If you are an Out-of-State CDI applicant, you must submit documentation that demonstrates the census tract you resided in out of state was disproportionately



impacted under prohibition as compared to the rest of that state. More specifically, you must establish the census tract you resided in out of state was disproportionately impacted under prohibition as compared to the rest of your state by demonstrating that the local arrest rate substantially exceeded the state's arrest rate. You can use decennial census population data and the number of arrests within your census tract during requisite time periods (1980 – 1985, 1986 – 1995, 1996 – 2005, 2006 – 2015, and 2016 – 2021) to establish arrest rates for each time period. If necessary data is unattainable by census track, you can provide data that correspond to similar geographic areas along with an explanation why census track data is unattainable.

Applicants are encouraged to review *Question 73*, which includes some examples of acceptable documentation to prove residential address.

If the Office evaluates your application and finds you have submitted insufficient documentation to establish that your out-of-state community qualifies as a an Out-of-State CDI, the Office will give you an opportunity to cure your application as further explained in *Question 113*.

### 75. What is an Extra Priority applicant?

Per Cannabis Law § 87(3), extra priority shall be given to SEE applicants that demonstrate that an applicant:

- Is a member of a community disproportionately impacted by the enforcement of cannabis prohibition;
- Has an income lower than eighty percent of the median income of the county in which the applicant resides; and
- Was convicted of a marihuana-related offense prior to the effective date of the MRTA (March 31, 2021), or had a parent, guardian, child, spouse, or dependent, or was a dependent of an individual who, prior to March 31, 2021, was convicted of a marihuana-related offense.

To determine whether your most recent income allows you to qualify for extra priority, SEE applicants can visit What Income Do I Show to Receive Extra Priority

### 76. What is a marihuana-related offense?

Unless otherwise prohibited under Section 137 of Cannabis Law, a marihuanarelated offense is defined as:

 An offense described under article 221 of the New York State Penal Law (Offenses Involving Marihuana) prior to its repeal on March 31, 2021; or



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- An offense described under article 220 or section 240.36 of the Penal Law where the substance involved was Marihuana, that occurred prior to the creation of article 221 in 1977;
- An offense described under section 3382 of the New York State Public Health Law (Growing of the Plant Known as Cannabis by Unlicensed Persons) prior to its repeal on March 31, 2021;
- An offense described under article 105 of the New York State Penal Law where the conduct involved is an offense as described above; or
- An arrest for an offense as described above that ultimately led to a conviction for another offense, such as non-drug offense or lesser offense by means of a plea deal or other mechanism.

Applicants must submit documentation as proof of the marihuana-related offense. For more information on where you can find such proof, you can visit How to Get Proof of Conviction Documents

# 77.I was arrested for a marihuana-related offense, but I was convicted of a different offense. Is this an eligible offense for receiving Extra Priority?

Individuals who can provide evidence they (or their parent, legal guardian, child, spouse, or dependent; or someone that they were a dependent of) were arrested for a marihuana-related offense before March 31, 2021, may be considered to have an eligible marihuana-related offense even if they were ultimately convicted of a different offense. This marihuana-related offense may be used along with the other criteria to qualify for Extra Priority.

### 78.I was arrested for a marihuana-related offense and was granted an adjournment in contemplation of dismissal (commonly referred to as an ACD or ACoD). The arrest did not lead to a conviction and the charge was ultimately dismissed. Is this an eligible offense for receiving Extra Priority?

No, an adjournment in contemplation of dismissal is not a conviction (See Criminal Procedure Law § 170.55(8)). It is not an eligible offense for receiving Extra Priority.

### 79.1 was convicted of a marihuana-related offense and my conviction was conditionally sealed or conditionally discharged. Is this an eligible offense for receiving Extra Priority?

Possibly. All convictions of a marihuana-related offense before March 31, 2021 can make an applicant eligible for Extra Priority. Convictions that were conditionally discharged or sealed can still mean an individual is justice involved as long as the person can provide sufficient information of the conditionally



sealed or discharged conviction. If you had a conviction that was sealed, you can request verification from the Division of Criminal Justice Services that your conviction has been sealed by completing this form.

# 80.1 was convicted of crimes other than a marihuana-related offenses, does that make me ineligible for an adult-use license?

It depends on the nature of the crimes. Under Section 137 of the Cannabis Law, certain felony convictions trigger a review process by the Board to determine eligibility. These are not automatic disqualifications, however. Offenses specifically mentioned in Section 137 include individuals with any of the felony convictions listed below within the past three years:

- Fraud
- Money laundering
- Forgery or other unlawful conduct related to owning and operating a business
- Hiring, employing, or using a minor in transporting, carrying selling, giving away, preparing for sale, or peddling any controlled substance to a minor; or selling, offering to sell, furnishing offering to furnish, administering, or giving any controlled substance to a minor (NYS PL 221.50).

### 81.1 believe I am eligible for Extra Priority because a family member of mine was convicted of a marihuana-related offense. What kind of family relationships are eligible?

If any of the following family members were convicted of a marihuana-related offense before March 31, 2021 then you may qualify for Extra Priority:

- Parent
- Spouse
- Child
- Legal guardian
- Dependents
- · Someone that you were the dependent of

If you wish to use a conviction of one of the above family members to qualify for Extra Priority, you must also provide documentation of your relationship to them.

# 82. My family member who was convicted of a marihuana-related offense was deported because of their conviction, am I still eligible for Extra Priority?



Yes. If your parent, legal guardian, child, spouse, or dependent was deported due to being convicted of a marihuana-related offense, or you were the dependent of someone who was deported due to being convicted of a marihuana-related offense, then the conviction may help you qualify for Extra Priority if you can provide documentation of the conviction.

# 83. My family member was convicted of a marihuana-related offense, but they have passed away. Am I still eligible for Extra Priority? Can I request my family member's proof of conviction?

Yes, you are still justice involved if your parent, legal guardian, child, spouse, or dependent, or an individual you were a dependent of, was convicted of a marihuana-related offense but is now deceased.

Obtaining your deceased family member's proof of conviction is possible, but may require you to obtain a <u>Certified Death Certificate</u> from the state, city, or town where your family member died before you can request their certificate of disposition or other acceptable documentation.

The New York State Unified Court System has more information on navigating this process on their website <u>here</u>.

### 84. My family member was convicted of a marihuana-related offense but is not able to request their own records because they are disabled or otherwise impaired. Can I request my family member's proof of conviction for them?

That depends. It's unlikely that you can unless you have the legal authority to act on their behalf (e.g., through a Power of Attorney or Guardianship).

The New York State Unified Court System has more information on Guardianships on their website <u>here</u>.

### 85.1 was in a same sex domestic partnership when my spouse was convicted of a marihuana-related offense before same sex marriage was legal in NYS – does this make me eligible for Extra Priority?

An individual whose domestic partner was convicted of a marihuana-related offense in New York State before March 31, 2021, can be eligible for Extra Priority if they were in a legal, registered domestic partnership at that time because they were not legally permitted to marry in New York State prior to the enactment of the Marriage Equality Act (June 24, 2011).

# 86. What documentation can I provide to prove someone's conviction of a marihuana-related offense?

Documentation can be obtained from many sources. Some examples include:

• A Certificate of Disposition;



- Results from a criminal history background check (rap sheet)
- DMV Driving Abstract;
- Record of judgment and conviction;
- · Record of plea, verdict, and sentence;
- Acknowledgement of Application to Destroy Expunged Marihuana Conviction Record (DCJS);
- A docket entry from court records that indicates the existence of a conviction;
- Minutes of a court proceeding or a transcript of a hearing that indicates the existence of a conviction;
- An abstract of a record of conviction prepared by the court in which the conviction was entered, or by a state official associated with the state's repository of criminal justice records, that indicates the following: The charge or section of law violated, the disposition of the case, the existence and date of conviction, and the sentence;
- Any document or record prepared by, or under the direction of, the court in which the conviction was entered that indicates the existence of a conviction;
- · Affirmation from an attorney that indicates the existence of a conviction;
- A post-conviction Criminal Procedure Law (CPL) Article 440 Post-Judgment Motion, including, but not limited to a motion to vacate a criminal conviction or to re-open a criminal case;
- A Governor's Commutation letter;
- Records that may be maintained by local or state correctional facilities (e.g., DOCCS inmate or parolee files);
- · Health Records that indicate the existence of a conviction;
- An arrest record that indicates the existence of a conviction;
- A police file that indicates the existence of a conviction; or
- Any other information verifying a marihuana-related offense as approved by the Office.

An individual that is seeking Extra Priority, or their convicted family member, can have multiple convictions, but at least one conviction <u>must</u> be a marihuana-related offense.

If you have questions about a specific document that is not on the above list, please contact the Office of Cannabis Management at <u>AUlicensing@ocm.ny.gov</u>.

For more detailed information on how to obtain documents from the list below, see the Office's guidance on obtaining proof of For more information on where to obtain such documentation, you can visit How to Get Proof of Conviction Documents.



### 87. What documents can I provide to prove an individual's relationship to their convicted family member?

Acceptable documentation will depend on the nature of the relationship you are trying to prove. The name of the convicted guardian or dependent name must be on the document you provide.

If the individual's parent or child was the convicted family member, a birth certificate is the most common document the Office will accept. A paternity or maternity test would also prove the relationship.

If the individual's spouse was the convicted family member, a marriage certificate is the most common document the Office will accept.

If the individual's spouse was the convicted family member, but they were in a domestic partnership at the time of their arrest or conviction and the person is now the individual's spouse because Marriage Equality made the marriage legal, the Office will require proof of the marriage. A marriage certificate is the most common document the Office will accept.

If the individual's legal guardian was the convicted family member, the Office will accept documentation evidencing the guardianship, such as an authorization letter or court records.

If the individual's dependent was the convicted family member, or if the individual was the dependent of the convicted family member, the Office will accept tax returns evidencing the dependent relationship or other financial paperwork evidencing the dependent relationship.

# 88. I have appropriate documentation, but an individual's name has changed since the documentation was issued. Do I need to provide evidence of the name change?

If the change in name is not evidenced in your application, the Office may request additional information to substantiate the name change, such as a marriage certificate, divorce documents, or other appropriate documentation.

#### 89. What do I do if I cannot prove where I lived at the time of arrest?

The Board may provide alternative forms of evidence that may be accepted for proof of residency if an applicant is unable to provide documentation.

### **D. Premises**

**Please note:** On application forms, the premises may sometimes be referred to as a "location."



### 90. Do I need to apply with a premises for my licensed adult-use cannabis business?

All applicants, except those seeking retail dispensary and microbusiness licenses, must submit proof of control of their proposed licensed location premises to complete an application.

### PLEASE NOTE: The application system may allow cultivators, processors, and distributors to submit an application without the premises information, however, only applications submitted with proof of premises will be considered as eligible for a license. Be aware the application fee is nonrefundable.

Retail dispensary and microbusiness applicants who do not have control over a retail premises at the time of initial application, may submit the application without premises details and gain provisional approval. Provisional licensees twelve (12) month period to complete their licensing application by providing updated information on their TPI and premises details in order to obtain a final license. A premises cannot be used for licensed activities without prior explicit Office approval.

Please note, there are restrictions on where a licensed retail dispensary can be located, including within 200 feet of house of worship, 500 feet of a school building or school grounds, or within 1,000 or 2,000 feet of a licensed retail premises, depending on the population of the municipality where the proposed address is located. More information is available about these distance requirements at the Office's <u>Retail Dispensary Guidance</u>.

### 91. How does the premises selection process work for retail premises?

Applications for a retail dispensary or microbusiness (with retail) license, that include proof of control over the premises and are submitted by 5:00 PM EST on Friday, November 17, 2023, will be reviewed before the application window closing at 5:00 PM EST on Monday, December 18, 2023. If a proposed retail dispensary premises is deemed in accordance with Cannabis Law and regulations, then the applicant will be granted proximity protection over that proposed premises while the applicant works towards a final license being issued.

#### 92. What is proximity protection over a proposed retail premises?

Proximity protection grants either a 1,000- or 2,000-foot radius around an approved retail dispensary or microbusiness retail premises, based on the population of the municipality in which the proposed premises is located. If the municipality where the retail premises will be located has a population of over



20,000 people, there is a 1,000-foot radius around the proposed premises where proximity protection applies. If the municipality where the retail premises will be located has a population less than 20,000 people, there is a 2,000-foot radius around the proposed premises where proximity protection applies.

Licensees will be required to demonstrate progress towards beginning operations at the proposed premises to retain their proximity protection. If evidence of such progress cannot be produced after twenty (20) business days, proximity protection will be voided.

# 93. What happens if two applicants have applied with the same proposed premises? What if two applicants apply with different locations that are within the proximity protection area?

If two applicants in the same pool (as described in *Question 10*) propose the same retail premises, or propose separate retail premises that would be within the same shared proximity protection area (i.e. within a 1,000 or 2,000 ft distance of one another), then those two applicant's positions in the queueing order will determine which applicant has priority. While the higher queued application is being reviewed, all applications proposing a premises nearby that would violate the proximity distances between retail dispensaries will not be permitted to move forward with the proposed premises if the higher queued applicant's location is receiving proximity protection.

If an applicant with proximity protection over a premises loses proximity protection, exhausts their deficiency cure period, or is otherwise deemed ineligible for licensure at that premises, and another applicant has proposed the same or a different premises within the proximity protection area of the first applicant, then the Office would review the second, lower queued application (including the proposed premises that was originally within the proximity protection area of the higher queued applicant's premises) upon reaching that lower queued applicant's place in the queue order.

# 94.I am applying for a retail dispensary license. How do I know if my proposed premises meets the zoning requirements set forth in Cannabis Law?

The Office has published guidance for applicants to do <u>a self-assessment of the</u> <u>viability of their proposed retail premises (coming soon)</u>. Please note, applicant premises self-assessments are not binding on the Office. Prior to final licensure, the Office must verify proposed retail dispensary premises and microbusiness retail premises to ensure compliance with the distance requirements set forth in regulation.



Applicants should be aware that other applicants may be pursuing the same or nearby premises. Receiving a license for a proposed premises is not guaranteed.

# 95.1 am applying for a microbusiness with retail authorization, can I locate my retail premises in a municipality that has opted-out of allowing retail dispensary licenses?

No. Microbusiness who are authorized to conduct sales of cannabis products to consumers are unable to operate the retail component of their license in a municipality that has opted out of allowing retail dispensaries in their jurisdiction in accordance with the Cannabis Law. Please view the Offices website for a list of municipalities that have opted out.

# 96. The application asks for GPS coordinates. How do I obtain the GPS coordinates?

You can utilize a mapping solution such as Google Maps. Search the street address and right click on the map pin. The first menu option will show you the GPS coordinates in the following format: (latitude, longitude). Copy and paste the results into your application.

### 97. How do I prove that I have control over a premises?

You can prove that you have control over a premises by uploading an executed deed if you own it, or by uploading an executed lease agreement if you are leasing it. These documents must provide all customary terms of a lease or deed and show that the applicant possesses or has the right to use sufficient land, buildings, and other premises as specified in the application to properly carry out the activities for which licensure is sought.

# 98. What if my proposed retail premises is not eligible due to the distance requirements in Cannabis Law or the Office's regulations?

Applicants who apply with a proposed premises, and are reviewed in the queuing process, will be told by the Office whether their location is in accordance with distance requirements set forth Cannabis Law and regulations. If a proposed premises on an application is out of compliance with these distance requirements for proximity to another dispensary that the applicant was unaware of, the applicant will be considered for provisional licensure instead.

# 99. What if I apply with a retail dispensary premises and the Board grants all available licenses before the Office reaches my place in the queue?



Applicants who are not issued a license in this application window must reapply during a future licensing application window. Applicants are not guaranteed licensure.

### 100. Do I have to notify the municipality in which I intend to open?

Only applicants seeking an adult-use retail dispensary, microbusiness (with retail authorization), ROD, or on-site consumption license, are required to notify the municipality, or in New York City, the appropriate community board in which the premises is located. Notification must be made between thirty (30) and two hundred and seventy (270) days prior to filing an application for licensure. Proof of this notification will be requested in the application.

### 101. Where can I obtain the Notice to Municipalities form?

More information about this requirement, including a copy of the form applicants must submit, is available at the <u>Notice to Municipalities page</u> of the Office's website.

# 102. I am applying with a location for my retail dispensary or microbusiness (with retail authorization), when do I have to notify the municipality?

You would have had to notify the municipality 30 days before your application is filed with the Office. The Office does not consider an application for a retail dispensary or microbusiness (with retail authorization) filed with the Office until:

- 1) the applicant provides proof of control over the proposed retail location;
- 2) the applicant provides proof of notification to the municipality; and
- the applicant receives a location determination from the Office as to whether the retail location meets the proximity requirements in the Cannabis Law and corresponding regulations.

The Office is clarifying that the Office will not make any location determinations on proposed retail dispensary locations until 30 days following the closing of the application window on November 17, 2023, at 5:00PM. Accordingly, any applicant that applies with proof of control of a retail location (for a proposed retail dispensary or microbusiness with retail authorization) can upload their application on or prior to November 17, 2023, at 5:00PM, and still meet the notice to municipality requirement established by Section 76.

If the Office receives an application with a proposed retail location, issues a location determination but determines that there was no evidence of notification



to the municipality, the Office will deem the application incomplete and will be unable to move forward processing the application.

### 103. If I am applying for a provisional retail dispensary or microbusiness license (with retail authorization) and do not have a premises for my business, when do I have to notify the municipality?

Applicants applying for a provisional license (without proof of control over the proposed retail location) do not need to complete the notification to municipality at the time of initial application upload, since no location is associated with the application. Once a provisional licensee finds a location, they must complete the notification to municipality requirement in the same manner as an applicant applying with proof of control of a retail location. A notice to municipality form must be sent to the municipality in which the premise is located 30 days prior to the Office considering the application filed, which will not happen until all of the following have occurred:

- 1) the applicant provides proof of notification to the municipality;
- the applicant submits proof of control over the proposed retail dispensary location; and
- the proposed retail dispensary location receives a location determination from the Office as to whether the location meets the proximity requirements in the Cannabis Law and corresponding regulations.

### 104. I notified the municipality for my premises when I applied for CAURD, but my CAURD application is still pending. I want to use that property for an adult-use license. If so, do I have to notify the municipality again?

You are only required to provide notification to a municipality if you are applying for a retail dispensary, or microbusiness license (with retail authorization). If you would like to use the premises you had in a pending CAURD application for an adult-use license, you would be permitted to. You would have to make sure that you are not over the 270-day notification requirement, which requires that you cannot notify the municipality of your premises more than 270 days before applying for a license. You will need to make sure that your notification happened within the 30-day minimum and 270-day maximum period prior to filing your application.



A new notification to municipality is not required as long as the proposed retail location has not changed, notification was served no more than 270 days before filing and contact information has not changed.

### 105. Does it matter what form I use for the Notification to Municipalities?

The Notification to Municipalities form has been recently updated. If, however, you used the older Notification to Municipalities form, prior to the recent update, then your older Notification to Municipalities form is also acceptable to the Office. They are both standard forms that were available on our website. Now that the new form is out, however, the Office would prefer you use the new <u>Notification to Municipalities form</u> available on our website.

# 106. I did send in a notification to the municipality, but it was not accepted. Is that allowed?

The Notification to Municipalities form has to be accurately filled out. If a notification form is missing any of the following information – then the notification is not a valid notification, and the notification 30-day window will not be considered to have started until the notification form is completely filled out:

- 1) The address of the proposed retail location, which cannot be in an opt-out jurisdiction
- 2) The Applicant Name, phone number or email address
- The indication of the type of application for licensure the applicant is applying for (i.e., the checkbox)
- 4) The county of the proposed retail location
- 5) Signature
- 6) Date

# 107.My location is in New York City, how do I know which community board to go to?

The <u>New York City Mayor's Community Affairs Unit</u> is a useful resource to for identifying which community board to contact.

#### 108. How do I obtain my municipal clerk's contact information?

You can look up your municipal clerk's contact information on the <u>New York</u> <u>State Office of Real Property and Tax Services website</u>.

To find your municipal clerk follow these steps:



- 1) Choose county from the "Listing of Counties in New York State" section
- 2) Choose municipality from listing provided
- 3) Click on the "Local Officials Addresses" section of the municipal page

There you will find the name, address, phone number and email address (if applicable) of the municipal clerk.

### 109. Can a local government stop my adult-use cannabis business?

Local governments were able to opt-out of allowing retail dispensaries or on-site consumption adult-use cannabis licenses from operating within their jurisdictions if the municipality opted out before December 31, 2021. Local municipalities also have certain local authority related to the time, place, and manner of retail dispensaries and on-site consumption businesses. Such authority must clearly be set out in a local law or ordinance to be binding. If you feel that local ordinances are unreasonably impracticable, please contact the Office at <u>municipalities@ocm.ny.gov</u> with a description of the issue.

### E. After Submitting the Application

### 110. What happens after I submit my application?

After the application window is closed, all applications will be queued in their distinct pools based on social equity status, provisional status, and license type, using a randomized process. Applications will be reviewed in their queuing order and the Board will decide how many licenses to grant from those available in each pool. Due to the time it takes to fix applicants deficiencies, the Office does not guarantee applicants will be licensed in their queuing order.

#### 111. How long should I expect to wait before hearing about my application?

The Office plans to initiate the queuing process within two to four (2-4) weeks of an application window closing. Once applicants have been placed into a queuing order, results of queuing will be shared with applicants, and the Office will begin reaching out to top queued applicants in each pool to begin review and initiating the correction process to clear up any application deficiencies.

#### 112. How do I check the status of my application?

Your New York Business Express dashboard will reflect the status of your application. In addition, the primary contact for the application will be notified via email if any action is required or when the application is approved or denied.

### 113.What happens if I receive an application deficiency notice from the Office?



Application deficiencies must be corrected within thirty (30) days after notification or your application will be void. Follow the instructions in the deficiency notice carefully to amend the deficiency on the application and submit the required information to the Office. Applicants are strongly encouraged to cure application deficiencies as quickly as possible to ensure the timely processing of their application and avoid having their application void.

### 114. While I am waiting for my application to be reviewed and approved, can I change the ownership structure of the applicant entity?

Applicants should apply with the ownership structure they intend to keep through the application period. Ownership changes can only be made on an extremely limited basis once your application is selected for review and the NYBE status is changed to "in process". All ownership corrections must be made before final approval of your license. The entity that applies for the license needs to be the entity that holds the license.

### 115. Can I change my Federal Employment Identification Number after submitting an application?

No. You cannot change your FEIN on an application you have already submitted. You must reapply with a brand-new application if you need to change your FEIN associated with the license as it is linked with other New York State agencies in NYBE.

### 116. I received an email stating my application is provisionally approved. Can I now start licensed cannabis activities?

No, provisional licensees are not authorized for licensed cannabis activities. Only after your application is deemed complete by the Office with the required premises information, and the Board has issued you a license, will you be prompted to pay your licensing fee online. After your fee has been processed, you will become officially licensed and issued a license certificate by the Office. You cannot begin operations until you are fully licensed.

### F. Final Licensure

### 117. What is a final license?

A final license is issued by the Board after all required application materials have been submitted and the Office formally recommends the application for approval. Once your application is approved by the Board for final licensure, you will be prompted by the Office to pay your licensing fee. Once paid, the Office will issue



a license certificate with a license number. You cannot begin licensed cannabis activities until a final license has been issued.

### 118. Is a separate fee required for a final license?

Yes, you will be required to pay a licensing fee prior to your license being issued. You will receive notice from the Office with instructions on how to pay once your license application has been approved. Please review the Office's <u>licensing fee</u> <u>schedule</u> for more information.

### 119. What documents do I need to be issued a final license?

If not previously submitted, the following documents must be provided before final licensure:

- Any updated initial application materials or TPI information;
- A signed labor peace agreement with a bona fide labor trade organization;
- A vendor contract or purchase order for the licensees' electronic inventory tracking system (cultivator and processor applicants will be required to email this information prior to final licensure, as instructed by the Office).
- · Proof of required insurance, as outlined below;
- For all licensed locations:
  - Executed Deed or Lease Agreements related to the applicant's real property interests, that shows that the applicant possesses or has the right to use sufficient land, buildings, and other premises as specified in the application to properly carry on the activities for which licensure is sought.
  - A Certificate of Occupancy or its equivalent, demonstrating compliance with all local building codes.
  - A copy of any other license(s) issued by state or federal authorities related to operations of the location.
- · For Retail Dispensary, Microbusiness, and ROD licensed locations:
  - If you are selling non-cannabis products, a Certificate of Authority issued by the New York State Department of Taxation and finance for that particular retail location.
  - For retail dispensary and ROD licensed locations: A copy of your Notice to Municipality submitted to the appropriate party, <u>available</u> on the Office's website.
  - A list of all management staff, including first name, last name, and title, indicating the employee(s) in charge.

Please note, additional requirements for licensure and ongoing compliance requirements set forth in regulations apply and may be not included on the licensing application. In accordance with the regulations, the Board and Office



reserve the right to request additional information from applicants before granting licensure.

Prospective applicants are strongly encouraged to familiarize themselves with the licensing requirements before applying for a license. The Office's <u>regulations</u> and <u>guidance for licensees are available online</u>.

### 120. What insurance must I get?

All licensees must obtain:

- Unemployment Insurance;
- Worker's Compensation;
- Disability Insurance;
- Paid Family Leave; and
- any other insurance required under applicable state or local law.

Additionally, in all insurance documentation the applicant MUST indemnify:

- The Office of Cannabis Management
- The Cannabis Control Board
- · The State of New York; and
- · Any related parties, including officers or employees.

### 121. How do I register with the Department of Taxation and Finance?

If you plan to sell items that are subject to New York State Sales and Use Tax, which includes merchandise and cannabis paraphernalia but does not include cannabis products themselves, then you must submit proof of a Sales Tax Certificate of Authority DTF-17. Examples include clothing, keychains, mugs, pens, water bottles, pipes, bongs, or cannabis storage containers. A Sales Tax Certificate of Authority must be obtained before a final license is issued. You can find out more information about obtaining this certificate, including the application, at <u>New York Business Express</u>.

If applicable for the license type you applied for, after your application has been approved and a final license has been issued, you must register with the New York State Department of Taxation and Finance to receive an Adult-Use Cannabis Certificate of Registration to collect and remit applicable adult-use cannabis taxes. You can begin the Certification of Adult-Use Registration process by visiting the <u>Depart of Tax and Finance website</u>. Any licensee that is a retailer of adult-use cannabis needs a registration to collect the adult-use cannabis products tax. Any licensee that is a distributor of adult-use cannabis needs a registration to collect the THC mg tax.



A licensee may not begin operations without registration from the Department of Taxation and Finance.

# 122. If I'm issued a final license, do I need to be ready to begin operating right away?

You may commence operations as soon as you have received your final license and submitted to the Office a Certificate of Occupancy or its equivalent for the licensed location.

## 123. I have a State of New York Cannabis license. Can I apply for another license?

Before applying for or otherwise obtaining an interest in a license, you should review the Office's guidance on TPI to ensure compliance with the Office's guidance. <u>Guidance regarding TPI</u> is available on the Office's website.

## Exhibit D

Excerpt from Roadmap to Adult-Use Applications Presentation

Case 5:24-cv-00116-GTS-TWD Document 33-4 Filed 03/13/24 Page 2 of 6

LIVE

#RoadmaptoAU

Office of Cannab

## Roadmap to Adult-Use Applications Post-Application Process & SEE Applicant Prioritization

Tuesday, January 16 @ 4:20PM

Live Streaming on



#### Case 5:24-cv-00116-GTS-TWD Document 33-4 Filed 03/13/24 Page 3 of 6

#RoadmaptoAU

Roadmap to Adult-Use

Licensing

Post-Application Process & SEE Applicant Prioritization

## Agenda

- Adult-Use Application Summary
- Post-Application Process:
  - Timeline
  - Sorting & Queuing Process
    - SEE Applicant Prioritization
    - Non-Provisional Microbusinesses & Retail Licenses (November window)
  - Monitoring Application Progress
  - Correcting Applications Deficiencies
  - Issuing Final Licenses
- Processor Type 3 Brand License
- Reopening of AUCC / AUCP Licenses

Office of Cannabis

John Kagia, Policy Director, OCM

### Case 5:24-cv-00116-GTS-TWD Document 33-4 Filed 03/13/24 Page 4 of 6

### #RoadmaptoAU



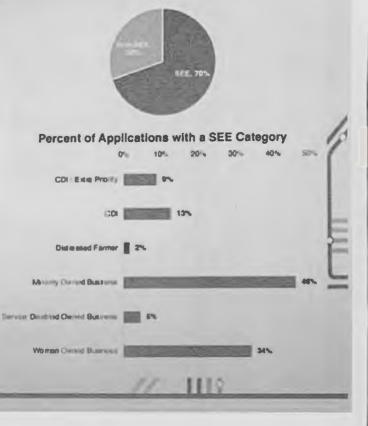
Office of Cannabis Management

John Kagia, Policy Director, OCM

### Licensing Application Summary

The highest proportion of SEE applicants were Minority and Women Owned Businesses. Nearly one in ten applicants was Extra Priority (9%).

Total Applications Received	6,875
Non-Provisional (Nov. 17 <sup>th</sup> )	1850
Provisional (Dec.18th)	5,024



Social & Economic Equity Representation



### Case 5:24-cv-00116-GTS-TWD Document 33-4 Filed 03/13/24 Page 6 of 6

#RoadmaptoAU

Roadmap

Licensing

Post-Application

to Adult-Use



# Agenda

- Adult-Use Application Summary
- Post-Application Process:
  - Timeline
  - Sorting & Queuing Process
    - SEE Applicant Prioritization
    - Non-Provisional Microbusinesses & Retail Licenses
       (November window)
  - Monitoring Application Progress
  - Correcting Applications Deficiencies
  - Issuing Final Licenses
- Processor Type 3 Brand License
- Reopening of AUCC / AUCP Licenses

Alex K.: How will SEE applicants be queued? Will someone who qualifies for two SEE categories be automatically put ahead of someone who qualified for one? Can you better explain this process?

### Exhibit E

Retail and Microbusiness Non-Provisional Adult-Use Application Queue October 4, 2023 – November 17, 2023, Application Window



### Office of Cannabis Management

### Retail and Microbusiness Non-Provisional Adult-Use Application Queue October 4, 2023 – November 17, 2023, Application Window

The queue below was created using a random sequence process for non-provisional Adult-Use Microbusiness and Retail Dispensary applications, that applied in the application window ending on November 17, 2023, at 5:00PM. A single queue was created, providing the Office with the order in which to review Adult-Use applications. The random queuing process was audited by an independent third-party to ensure it was random and unbiased.

**IMPORTANT:** The queue order **solely** determines the order in which the Office will begin the review of each application. The order does **not** indicate the order in which licenses will be issued. Each application is different, and the length of the review time will vary from application to application. Inclusion on this list is not a guarantee of licensure and is not an indication of sufficient eligibility for a license. Please monitor your contact email to ensure you are receiving and responding to any messages from the Office regarding your application.

### Case 5:24-cv-00116-GTS-TWD Document 33-5 Filed 03/13/24 Page 3 of 36

ApplicationNumber	LegalName	SEE	revOrder
OCMRETL-2023-001781	ZenZest LLC	SEE Applicant	1
OCMRETL-2023-001130	OET INC.	SEE Applicant	3
OCMMICR-2023-000453	Sunwalker Farms, Inc.	SEE Applicant	4
OCMRETL-2023-001377	2147 44th LLC	SEE Applicant	6
OCMRETL-2023-000889	SKY PLUG DISPENSARY INC.	SEE Applicant	7
OCMRETL-2023-001900	Ashley Capraro LLC	SEE Applicant	8
OCMMICR-2023-000585	LotusWorks Wellness Inc.	SEE Applicant	9
OCMRETL-2023-001846	YK Botanicals LLC	SEE Applicant	10
OCMRETL-2023-002096	Create Kindness LLC	SEE Applicant	11
OCMRETL-2023-002022	Kosher Cannabis, LLC	SEE Applicant	12
OCMRETL-2023-002026	Best Buds Thirteen LLC	SEE Applicant	13
OCMRETL-2023-001475	Harmony Horizon, LLC		14
OCMMICR-2023-000423	Olivia Maliki	SEE Applicant	15
OCMRETL-2023-001741	PURPLE CAKE LLC	SEE Applicant	16
OCMRETL-2023-001569	YONKERS DREAM LLC	SEE Applicant	17
OCMMICR-2023-000408	ANDREW C Hurd	SEE Applicant	18
OCMRETL-2023-002203	HEALTHY CHOICE SEAVIEW LLC	SEE Applicant	19
OCMRETL-2023-001934	Potluck Project LLC	SEE Applicant	20
OCMRETL-2023-001782	Arthur Carlson and Tonia Patterson	SEE Applicant	21
OCMMICR-2023-000203	Foggy Hill Farms, LLC	SEE Applicant	22
OCMMICR-2023-000603	The Herbal Confectionery LLC	SEE Applicant	23
OCMRETL-2023-000909	Khaar Wellness LLC	SEE Applicant	24
OCMRETL-2023-001998	Ocean Rain, LLC	SEE Applicant	25
OCMRETL-2023-001456	7420 Utrecht LLC		26
OCMRETL-2023-001384	ENFLOR LLC	SEE Applicant	27
OCMMICR-2023-000377	Especially Green by GSLF LLC	SEE Applicant	28
OCMRETL-2023-000192	The Upscale Smoker LLC	SEE Applicant	29
OCMMICR-2023-000334	HERBAL HARVEST OF BUFFALO LLC	SEE Applicant	30
OCMRETL-2023-001555	Highland Gallery LLC	SEE Applicant	32
DCMRETL-2023-001345	Garden Bliss LLC	SEE Applicant	33
OCMRETL-2023-000392	Arlington Pharmacy Inc	SEE Applicant	35
OCMMICR-2023-000478	LeadFarmer Inc.	SEE Applicant	37
OCMRETL-2023-002220	One 4 All Securities	SEE Applicant	38
OCMMICR-2023-000006	Newburgh Kush Factory	SEE Applicant	40
OCMRETL-2023-001110	BLEU LEAF DISPENSARY INC		41
OCMRETL-2023-000302	Premium Management Group LLC	SEE Applicant	42
OCMMICR-2023-000469	Organic Relief Solutions New York LLC	SEE Applicant	43
OCMRETL-2023-001398	HOOSICK DISPENSARY LLC	SEE Applicant	46
OCMRETL-2023-002105	Caurd Wellness LLC	SEE Applicant	48
OCMMICR-2023-000564	Resinated Gardens LLC	SEE Applicant	50
OCMRETL-2023-001887	DANIELSDENNIS ENTERPRISES, LLC	SEE Applicant	51
OCMRETL-2023-000438	MoxBeacon LLC	SEE Applicant	52
OCMMICR-2023-000424	Oasis Cannabis LLC	SEE Applicant	53
OCMMICR-2023-000181	Terrace Corporation of New York		54
OCMRETL-2023-001332	Free Thinkers LLC	SEE Applicant	56
OCMRETL-2023-000636	Sage Holdco, Inc.	SEE Applicant	57
OCMMICR-2023-000452	Papi's Secret Stash LLC	SEE Applicant	58
OCMMICR-2023-000381	Bee's Place of Leisure, LLC	SEE Applicant	60
OCMRETL-2023-000023	Happy Dayz Cannabis Dispensary	SEE Applicant	61
OCMMICR-2023-000023	Amsterdam Farms LLC	ore Applicatit	62
OCMMICR-2023-000332	New Roots Gardens LLC	SEE Applicant	63
OCMRETL-2023-001966	Buds R Us LLC	SEE Applicant	64
OCMRETL-2023-001900	Fail Leaves Please LLC	SEE Applicant	65
		See Applicant	00

OCMMICR-2023-000330	Gaea Design and Management LLC		69
OCMRETL-2023-001974	Smartloop 3395 LLC	SEE Applicant	70
OCMRETL-2023-001071	Windy Hill Wellness 312 LLC	SEE Applicant	71
OCMRETL-2023-001182	Green Witch Dispensary LLC		72
OCMMICR-2023-000304	Highview Farms, Inc.	SEE Applicant	73
OCMRETL-2023-001752	PURPLE CAKE LLC	SEE Applicant	75
OCMRETL-2023-000480	PINK TREEZZ 2 CORP.,		76
OCMMICR-2023-000057	Village Flower LLC		78
OCMMICR-2023-000429	Mark Turk Farms LLC	SEE Applicant	79
OCMRETL-2023-001029	HotboxNYCity LLC	SEE Applicant	80
OCMRETL-2023-000489	H&O CITY HEART INC		82
OCMRETL-2023-000753	6318 SAI ENTERPRISES INC	SEE Applicant	83
OCMRETL-2023-001745	Pramukh 162		84
OCMRETL-2023-000974	Brooklyn Wellness Group, LLC	SEE Applicant	85
OCMRETL-2023-000385	AHJStouts LLC		86
OCMRETL-2023-000110	Cloud 9 Evolution LLC	SEE Applicant	87
OCMRETL-2023-001954	Potluck Project LLC	SEE Applicant	88
OCMRETL-2023-002210	Empire Plant Services Holdings LLC	SEE Applicant	89
OCMMICR-2023-000553	716Sticky LLC	SEE Applicant	90
OCMRETL-2023-002177	Capital Cannabis LLC		92
OCMRETL-2023-001155	Upstate State Collective LLC	SEE Applicant	93
OCMRETL-2023-001102	4081 Companies, LLC	SEE Applicant	94
OCMRETL-2023-001882	YK Botanicals LLC	SEE Applicant	95
OCMMICR-2023-000541	Lily's EDEN GARDEN FARMS Corporation	SEE Applicant	96
OCMRETL-2023-001564	HIGHSENTIAL LLC	SEE Applicant	97
OCMMICR-2023-000433	FUFA LLC	SEE Applicant	99
OCMMICR-2023-000055	BJP Enterprises LLC	SEE Applicant	100
OCMMICR-2023-000125	Blue Niagara Farm LLC	and the second	101
OCMRETL-2023-001871	Capture the Laughter LLC	SEE Applicant	103
OCMRETL-2023-001804	Northern Pearls, LLC	SEE Applicant	104
OCMRETL-2023-001869	WNRA LLC	SEE Applicant	106
OCMRETL-2023-001875	Humble County LLC	SEE Applicant	107
OCMMICR-2023-000325	Organic Jade Growers LLC	SEE Applicant	108
OCMMICR-2023-000300	Demeter repair inc	SEE Applicant	109
OCMMICR-2023-000401	Swamp Fog Farms Corp.	See Applicant	110
OCMRETL-2023-000814	JOHN KRIT'S DELI INC		110
OCMMICR-2023-000167	Tap Root Family LLC		113
OCMRETL-2023-002008	Puff and Pump, L.L.C.	SEE Applicant	113
OCMRETL-2023-002008	258S MC Properties LLC	SEE Applicant	114
OCMRETL-2023-000174	NNC 1 LLC	SEE Applicant	115
OCMRETL-2023-001185	Satura Development Group LLC	SEE Applicant	117
OCMRETL-2023-001137	Trends Dispensaries LLC	SEE Applicant	117
OCMMICR-2023-001307	Finger Lakes Hydro LLC	SEE Applicant	119
	Mark L Cold		
OCMRETL-2023-000863	960 bloomingdale road LLC	SEE Applicant	121
OCMRETL-2023-001074		SEE Applicant	122
OCMRETL-2023-001539	Venus Cannabis Shop, LLC	SEE Applicant	123
OCMRETL-2023-001170	Village one stop smoke shop inc.	SEE Applicant	124
OCMRETL-2023-001225	AT THE FACTORY, LLC	SEE Applicant	126
OCMRETL-2023-001955	R&R Cannabis LLC	SEE Applicant	127
OCMMICR-2023-000567	Hi Intentions L.L.C.	SEE Applicant	128
OCMRETL-2023-001626	AJAH LLC	SEE Applicant	129
OCMRETL-2023-000797	METROPOLIS GIFT SHOP INC	SEE Applicant	130
OCMMICR-2023-000054	Bud Struck LLC	SEE Applicant	131
OCMRETL-2023-001586	Soho Dispensary	SEE Applicant	132
OCMRETL-2023-002035	1650 CRANE STREET DISPENSARY LLC		133

OCMRETL-2023-001384	ENFLOR LLC	SEE Applicant	135
OCMMICR-2023-000040	LEXHALE LLC	SEE Applicant	136
OCMRETL-2023-001943	Potluck Project LLC	SEE Applicant	138
OCMRETL-2023-001549	Down To Earth Canna Inc	SEE Applicant	139
OCMRETL-2023-001466	Schedule 1 Cannabis Club LLC	SEE Applicant	140
OCMMICR-2023-000288	Sagg Main Farms LLC		141
OCMMICR-2023-000237	New Roots Gardens LLC	SEE Applicant	142
OCMRETL-2023-001615	GEORGIA HEIGHTS, LLC	SEE Applicant	143
OCMMICR-2023-000301	East Coast Cannabis Corp.		145
OCMRETL-2023-002224	Melyne, Inc	SEE Applicant	146
OCMMICR-2023-000525	QUIA AMO LLC		147
OCMRETL-2023-002060	DEM Cannabis LLC	SEE Applicant	148
OCMRETL-2023-000306	Enterprise HQ Corp.		150
OCMRETL-2023-001288	Blissful Breeze, LLC		151
OCMRETL-2023-001980	i4panyc llc	SEE Applicant	152
OCMRETL-2023-001580	AB CANN LLC	SEE Applicant	153
OCMRETL-2023-002107	Nextgen New York Inc	SEE Applicant	154
OCMRETL-2023-002194	Heavy Leaf 437 LLC	5EE Applicant	155
OCMMICR-2023-000623	ABOVEMAKER LLC	SEE Applicant	156
OCMMICR-2023-000511	DIGNAN LLC	SEE Applicant	158
OCMMICR-2023-000227	Loon Lake Cannabis		159
OCMRETL-2023-002012	Altitude NY LLC	SEE Applicant	160
OCMRETL-2023-001192	Truly Green LLC	SEE Applicant	161
OCMRETL-2023-000661	My Bud 420 Inc.	SEE Applicant	162
OCMMICR-2023-000044	Muckland LLC	SEE Applicant	163
OCMRETL-2023-001872	Empire Dreams, LLC	SEE Applicant	164
OCMRETL-2023-001716	HUDSON ECONOMICS LLC	SEE Applicant	165
OCMRETL-2023-000291	Gentleman's Hemp L.L.C.	SEE Applicant	166
OCMRETL-2023-001336	DEUX FAMILLES LLC	SEE Applicant	167
OCMRETL-2023-001594	Rosebud Club LLC	SEE Applicant	168
OCMMICR-2023-000584	Electric City Organics LLC	SEE Applicant	169
OCMMICR-2023-000240	Sticky's Weed Farm LLC	5EE Applicant	170
OCMRETL-2023-000580	BUDDEEZ LLC	SEE Applicant	171
OCMMICR-2023-000579	Harlem Blossoms LLC	SEE Applicant	172
OCMMICR-2023-000605	Creative Balance Group LLC	SEE Applicant	173
OCMRETL-2023-000651	Reverie 73 NY LLC		175
OCMRETL-2023-000351	Dub Citi		176
OCMMICR-2023-000188	Kelmaya Lic		177
OCMRETL-2023-002117	Fall Leaves Please LLC	SEE Applicant	178
OCMRETL-2023-000284	R Rimualdo Holdings LLC	and the photon	179
OCMRETL-2023-000699	Highlife Health, LLC	SEE Applicant	180
OCMRETL-2023-001518	Pete Velez	SEE Applicant	181
OCMMICR-2023-000472	Cannabaceae LLC	are opplicant	182
OCMMICR-2023-000534	NY Danksters LLC		183
OCMRETL-2023-000388	DELANCEY EXOTIC CORP		184
OCMMICR-2023-000484	Evergreen Strategies Group LLC	SEE Applicant	185
OCMMICR-2023-000458	Roco Chuckles LLC	See Applicant	185
OCMMICR-2023-000226	Misty Bleu Farm, LLC		188
OCMRETL-2023-000220	SWEET SMOKERS OUTLET	SEE Applicant	189
OCMRETL-2023-000100	MAGIC LEAF LLC	SEE Applicant	189
OCMMICR-2023-001842	My420Help LLC	SEE Applicant	192
OCMRETL-2023-000928	JG Rosedale LLC		195
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OCMRETL-2023-001441	10415 Jamaica LLC		1002
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OCMMICR-2023-000425	Bronx-Blenheim Benefit Corp.	SEE Applicant	1045
OCMMICR-2023-000592	Goatwell Farms LLC		1046
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OCMMICR-2023-000065	Lunkerville LLC	SEE Applicant	1048
OCMRETL-2023-002057	Green of Five Inc.	SEE Applicant	1049
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OCMRETL-2023-001993	Whitstone LLC	SEE Applicant	1052
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OCMRETL-2023-001361	Primary Care Group LLC	SEE Applicant	1064
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OCMRETL-2023-002205	High Profile Holdings LLC	SEE Applicant	1084
OCMMICR-2023-000095	Mamas 420 Garden LLC	SEE Applicant	1085
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OCMRETL-2023-001262	RSSQ Holding LLC	SEE Applicant	1266
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OCMMICR-2023-000589	AJ'S NATIVE WHOLESALE INC	SEE Applicant	1287
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OCMRETL-2023-001091	Little Cafe LLC	SEE Applicant	1290
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OCMRETL-2023-001874	Cannabliss Recreational LLC	SEE Applicant	1293
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OCMRETL-2023-002036	Puffin Dragon L.L.C.	SEE Applicant	1303
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OCMRETL-2023-002181	The Bethel Performing Arts Center, LLC		1306
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OCMRETL-2023-001701	Monticello Cannabis LLC	SEE Applicant	1309
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OCMRETL-2023-001421	Green Porridge, LLC	SEE Applicant	1311
OCMRETL-2023-000201	SDA WELLNESS, INC.	SEE Applicant	1312
OCMRETL-2023-000186	Canna Buddha Corp	SEE Applicant	1313
OCMRETL-2023-000382	Elivate Ilc	SEE Applicant	1313
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OCMRETL-2023-001925	BLI Enterprises, LLC	SEE Applicant	1310
OCMMICR-2023-000184	BLACK PHEASANT FARM LLC	SEE Applicant	1318
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OCMRETL-2023-000262	Green Leaf Wellness Co. LLC	SEE Applicant	1327
OCMRETL-2023-000217	Black River Supply Company, LLC		1328
OCMRETL-2023-002102	JUST BUDS LLC	SEE Applicant	1329
OCMRETL-2023-001141	Leaf Dispo LLC	SEE Applicant	1330
OCMRETL-2023-001826	Rose Dispensary Corporation		1332
OCMRETL-2023-001353	Deep XY Holding LLC	SEE Applicant	1333
OCMRETL-2023-001816	Highland Gallery LLC	SEE Applicant	1334
OCMRETL-2023-001338	Wonderland Dispensary Corp	SEE Applicant	1336
OCMRETL-2023-000183	Breckenridge Hemp NYC llc		1340
OCMRETL-2023-002006	Divine Kinnektion LLC	SEE Applicant	1341
OCMMICR-2023-000447	WilliamsREI LLC	SEE Applicant	1342
OCMRETL-2023-001985	Green Dance Inc.	SEE Applicant	1344
OCMRETL-2023-000478	G.C. Roasting, Inc.	SEE Applicant	1345
OCMRETL-2023-001835	A & Z DISCOUNT MART CORP.		1346
OCMRETL-2023-001827	Lifted NYC LLC		1347
OCMRETL-2023-002029	Provisional Health LLC	SEE Applicant	1348
OCMRETL-2023-001709	NY Retail 4 Inc.	SEE Applicant	1349
OCMRETL-2023-001289	SARATOGA VAPOR SHOP, LLC		1350
OCMRETL-2023-002201	222 Industries New York Inc.	SEE Applicant	1351
OCMMICR-2023-000117	Michel V Liegey JR		1352

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OCMRETL-2023-000246	ONE STOP DELI & CANDY STORE INC		1354
OCMRETL-2023-002093	GANJA RUS 1 LLC	SEE Applicant	1355
OCMRETL-2023-002089	Empire Craft, LLC	SEE Applicant	1358
OCMRETL-2023-001637	Satura Development Group LLC	SEE Applicant	1359
OCMMICR-2023-000509	East Branch Holdings, LLC		1360
OCMMICR-2023-000527	RIP'S CANNABIS LLC	SEE Applicant	1361
OCMRETL-2023-000972	Bay Bridge East LLC	SEE Applicant	1363
OCMRETL-2023-000855	GREEN FLOWER WELLNESS 6 LLC	SEE Applicant	1364
OCMRETL-2023-000051	HOTBOX SMOKE SHOP & LOUNGE	SEE Applicant	1365
OCMRETL-2023-002147	Hudson RV LLC	SEE Applicant	1366
OCMMICR-2023-000298	Ever Upward Labs LLC	SEE Applicant	1367
DCMRETL-2023-000309	The Greener Mile IIc		1368
OCMRETL-2023-001910	YK Botanicals LLC	SEE Applicant	1369
OCMRETL-2023-001940	Jelly 80 LLC		1370
OCMRETL-2023-001506	Buds R Us LLC	SEE Applicant	1371
OCMRETL-2023-002187	Forage Dispensaries, LLC		1372
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OCMRETL-2023-002085	Wise Roots Inc.	SEE Applicant	1374
OCMRETL-2023-001875	Humble County LLC	SEE Applicant	1376
OCMRETL-2023-000394	Treehouse Upstate NY, INC	SEE Applicant	1377
OCMRETL-2023-002107	Nextgen New York Inc	SEE Applicant	1378
OCMRETL-2023-001966	Buds R Us LLC	SEE Applicant	1380
OCMMICR-2023-000609	GS 415 NY LLC	SEE Applicant	1381
OCMRETL-2023-001350	LIMITLESS THOUGHTS LLC		1383
OCMRETL-2023-002190	NY CJ Ball Inc.	SEE Applicant	1384
DCMRETL-2023-001583	AB CANN LLC	SEE Applicant	1385
OCMRETL-2023-002016	Red Pinene Holdings, LLC	SEE Applicant	1388
DCMRETL-2023-000931	Southampton Deep Blue Sea LLC	SEE Applicant	1389
OCMRETL-2023-001378	2147 44th LLC	SEE Applicant	1390
OCMRETL-2023-001105	SPS Enterprises, LLC	SEE Applicant	1392
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OCMRETL-2023-000163	Gk mart llc	SEE Applicant	1791
OCMRETL-2023-002156	corporate gift solution inc		1792
OCMRETL-2023-001567	Azzam Properties LLC	SEE Applicant	1794
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OCMRETL-2023-001713	Legal Cannabis LLC	SEE Applicant	1801
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OCMRETL-2023-000763	Greensite Alternative Solutions Inc	SEE Applicant	1809
OCMRETL-2023-001881	Southern Tier Cannabis Inc.	SEE Applicant	1810
OCMRETL-2023-000961	LIFE LIT CANNABIS LLC	SEE Applicant	1811
OCMRETL-2023-001120	United Cannabis Source, LLC	SEE Applicant	1812
OCMRETL-2023-001013	SHREEJI SMOKE SHOP INC	SEE Applicant	1813
OCMRETL-2023-001964	Open Dove, LLC	SEE Applicant	1814
OCMRETL-2023-001027	KYN 3 INC	SEE Applicant	1817
OCMRETL-2023-001903	I Bud You NY, Inc	SEE Applicant	1818
OCMMICR-2023-000232	Booksmart CC LLC	SEE Applicant	1820
OCMRETL-2023-001987	HerbHub LLC	SEE Applicant	1821
OCMRETL-2023-000430	SMACKED 2 CONVENIENCE CORP		1822
OCMRETL-2023-000440	SEEMA NOREEN	SEE Applicant	1823
OCMRETL-2023-001856	Manifest Manor LLC	SEE Applicant	1824
OCMRETL-2023-001818	ZenZest LLC	SEE Applicant	1825
OCMRETL-2023-000500	The Highline Cannabis, LLC		1826
OCMRETL-2023-001562	456 W 55th St, LLC	SEE Applicant	1827
OCMRETL-2023-001407	3714 34th LLC	SEE Applicant	1829
OCMRETL-2023-000887	GREEN FLOWER WELLNESS 7 LLC	SEE Applicant	1830
OCMRETL-2023-000163	Gk mart IIc	SEE Applicant	1832
OCMRETL-2023-001618	Wappingers Cannabis LLC	SEE Applicant	1833

OCMRETL-2023-001023	Utica Hemp Oil LLC	SEE Applicant	1834
OCMRETL-2023-000099	Dream Daze LLC	SEE Applicant	1835
OCMRETL-2023-001342	Lifted Growth Industries LLC	SEE Applicant	1836
OCMRETL-2023-001877	Ashley Capraro LLC	SEE Applicant	1837
OCMRETL-2023-001296	NATURAL LEAF INC.	SEE Applicant	1838
OCMMICR-2023-000390	Upstate New York Cannabis and Clone Company, LLC		1840
OCMMICR-2023-000242	Full Spectrum Ag LLC		1841
OCMRETL-2023-002186	MAGIC TREE CANNABIS COMPANY CORPORATION	SEE Applicant	1843
OCMRETL-2023-001510	HERBAL LEAF INC	SEE Applicant	1844
OCMRETL-2023-001374	Sukoon Ventures LLC	SEE Applicant	1845
OCMRETL-2023-001994	COLVARD, LLC	SEE Applicant	1847
OCMRETL-2023-001982	Lolling Hills LLC	SEE Applicant	1848
OCMRETL-2023-001283	KVSSQ Consulting LLC	SEE Applicant	1849
OCMRETL-2023-001906	HF Dispensary LLC		1850
OCMRETL-2023-000308	HEMPHEADS LLC	SEE Applicant	1851
OCMRETL-2023-001514	C&R Project LLC	SEE Applicant	1852
OCMRETL-2023-001470	Green Oasis, LLC	ore appricant	1853
OCMRETL-2023-001170	Village one stop smoke shop inc.	SEE Applicant	1854
OCMRETL-2023-0001170	bellerose migrants center inc	SEE Applicant	1855
OCMMICR-2023-000528	Excelsion Legacy LLC	SEE Applicant	1855
OCMMICR-2023-000328	Twin Acres Estates, Inc.		1850
	Good Home N.Y. LLC	SEE Applicant	
OCMMICR-2023-000031			1858
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OCMRETL-2023-002071	Best Buds Thirteen LLC	SEE Applicant	1860
OCMRETL-2023-002188	TJMJR LLC		1861
OCMRETL-2023-001174	LEAFLINE EXPRESS LLC	SEE Applicant	1862
OCMRETL-2023-001619	GEORGIA HEIGHTS, LLC	SEE Applicant	1863
OCMMICR-2023-000372	Cubed Roots LLC	SEE Applicant	1864
OCMRETL-2023-000255	HILLSIDE CANNABIS INC.	SEE Applicant	1866
OCMRETL-2023-001587	SWK743 INC.	SEE Applicant	1867
OCMRETL-2023-001000	829 GREENWORLD CONVENIENCE CORP		1868
OCMRETL-2023-001718	Grass Express inc	SEE Applicant	1869
OCMRETL-2023-001317	EHCNYC Holding LLC		1871
OCMRETL-2023-000166	Star Life Retail Group LLC	SEE Applicant	1872
OCMRETL-2023-001705	Friendly Flower 2 Inc	SEE Applicant	1873
OCMRETL-2023-002043	Gift Leaf 676 LLC	SEE Applicant	1874
OCMRETL-2023-002085	Wise Roots Inc.	SEE Applicant	1875
OCMMICR-2023-000374	Chuckleberry Acres LLC		1876
OCMRETL-2023-001721	Royal Beverages LLC	SEE Applicant	1877
OCMRETL-2023-000267	Buoy9 Corp	SEE Applicant	1878
OCMRETL-2023-001487	Best Dispensary Near Me Hamptons LLC	SEE Applicant	1879
OCMRETL-2023-001141	Leaf Dispo LLC	SEE Applicant	1880
OCMRETL-2023-001170	Village one stop smoke shop inc.	SEE Applicant	1883
OCMRETL-2023-001448	DUTCHMEN OF CENTRAL LLC	SEE Applicant	1884
OCMRETL-2023-001990	Project License LLC	SEE Applicant	1885
OCMRETL-2023-001772	JDR CANN LLC	SEE Applicant	1886
OCMRETL-2023-000586	PINE SMOKE SUPPLIES INC		1887
OCMMICR-2023-000530	Hidden City Farms, LLC	SEE Applicant	1889
OCMRETL-2023-001107	5306 Mart, Inc	SEE Applicant	1890
OCMRETL-2023-001107	S & H Buds Inc.	SEE Applicant	1891
OCMRETL-2023-001083	LEAFFIELD, LLC	acc Applicant	1891
OCMRETL-2023-001405	Statis NY Holdings LLC	SEE Applicant	1893
OCMMICR-2023-000507	Picasso Labs of NY LLC 1004 2 TH LLC	SEE Applicant SEE Applicant	1895
OCMRETL-2023-002119			1897
OCMRETL-2023-002206	NY Flower Depot LLC	SEE Applicant	1898

OCMRETL-2023-001432	Gtb2 Enterprise Llc	SEE Applicant	1899
OCMRETL-2023-001124	NPPS Solutions Group, LLC	SEE Applicant	1900
OCMRETL-2023-001010	PRIME TIME CANNABIS LLC		1901
OCMRETL-2023-002084	Purebliss Cannabis Solutions, INC	SEE Applicant	1902
OCMRETL-2023-000071	Equity Max Property Management, Inc.,		1903
OCMRETL-2023-001351	LIMITLESS THOUGHTS LLC		1904
OCMRETL-2023-001992	2 Forest Park Lane LLC	SEE Applicant	1905
OCMMICR-2023-000014	Paul's Pottery, LLC		1907
OCMRETL-2023-001670	Fire Escape LLC		1909
OCMRETL-2023-001661	The Goodie Bag, LLC	SEE Applicant	1910
OCMRETL-2023-001523	HIGH CITY CANNABIS LLC	SEE Applicant	1911
OCMMICR-2023-000099	5mall Batch Projects, LLC		1912
OCMRETL-2023-000131	Uber Weeds Inc.		1913
OCMRETL-2023-002097	Cannabis Consortium LLC	SEE Applicant	1914
OCMRETL-2023-002069	Amazing 195 LLC	SEE Applicant	1915
OCMRETL-2023-001712	Monticello Cannabis LLC	SEE Applicant	1916
OCMRETL-2023-001262	RSSQ Holding LLC	SEE Applicant	1917
	PVS GROUP USA INC.		1917
OCMRETL-2023-001803		SEE Applicant	
OCMRETL-2023-001833	BALLI CANN, INC.	SEE Applicant	1919
OCMRETL-2023-001436	10415 Jamaica LLC	and the state	1920
OCMRETL-2023-001710	DISPO/BK LLC	SEE Applicant	1921
OCMRETL-2023-000606	Dankley LLC	SEE Applicant	1922
OCMRETL-2023-002038	Notorious Tree NY LLC	SEE Applicant	1923
OCMRETL-2023-001744	Hudson NY Cannabis LLC	SEE Applicant	1925
OCMRETL-2023-002125	Yurplegreene Holdings NY LLC	SEE Applicant	1926
OCMRETL-2023-000177	Cannavanna Buffalo	SEE Applicant	1927
OCMRETL-2023-002183	NY GREEN 21 LLC	SEE Applicant	1928
OCMRETL-2023-000465	Pineapple Xpress LLC	SEE Applicant	1929
OCMRETL-2023-001962	4P Group, LLC	SEE Applicant	1930
OCMRETL-2023-000873	ZAI HOUSING INC.	SEE Applicant	1932
OCMRETL-2023-000421	OLD GLORY BUDZ CO., LLC		1933
OCMRETL-2023-001179	Freedom 35 Cannabis Company LLC		1934
OCMMICR-2023-000462	Allison Maguire	SEE Applicant	1935
OCMRETL-2023-000862	Cannaspace Inc.		1936
OCMRETL-2023-002211	GRAPE STOMPER LLC	SEE Applicant	1938
OCMRETL-2023-000917	Everything Thing Moving Convenience Store LLC	SEE Applicant	1939
OCMRETL-2023-002135	Pure Green Organics LLC		1940
OCMRETL-2023-001050	Annie, Miguel & sons inc.	SEE Applicant	1941
OCMRETL-2023-000199	Blissful Buds LLC	and the manual	1942
OCMRETL-2023-001857	MYRTLE 2 LLC		1943
OCMRETL-2023-001839	DTPFF Enterprises LLC	SEE Applicant	1944
OCMRETL-2023-000669	Nitecap LLC	SEE Applicant	1946
OCMRETL-2023-001995	Four Twenty High LLC	SEE Applicant	1948
OCMMICR-2023-000526	H2Organics Farm LLC	SEE Applicant	1949
OCMRETL-2023-001860	Spring 343 LLC	SEE Applicant	1950
OCMRETL-2023-000940	Green Land Retail LLC	SEE Applicant	1952
OCMMICR-2023-000524	Plant Life & Associates LLC	SEE Applicant	1953
OCMMICR-2023-000470	CannaGlam LLC	SEE Applicant	1956
OCMRETL-2023-000015	Bloom Brothers NY, INC.		1958
OCMRETL-2023-001797	Waterfall Breeze, LLC	SEE Applicant	1959
OCMRETL-2023-001076	K-Dish LLC	SEE Applicant	1960
OCMRETL-2023-001435	L A FFOCA LLC	SEE Applicant	1961
OCMMICR-2023-000098	Christopher D Casacci	SEE Applicant	1962
OCMRETL-2023-000765	Empire THC Distributing, LLC		1963
OCMRETL-2023-001653	Wintergreen Wellness LLC	SEE Applicant	1964

OCMRETL-2023-001123	Cat Rock Holistics LLC	SEE Applicant	1965
OCMMICR-2023-000575	VANDYS HOLDINGS, LLC		1967
OCMMICR-2023-000473	Pleasant View Harvest IIc	SEE Applicant	1968
OCMRETL-2023-001941	Urban Vista, LLC	SEE Applicant	1970
OCMRETL-2023-001020	CANNAGEO INC.	SEE Applicant	1971
OCMMICR-2023-000554	Green Heron Farm inc	SEE Applicant	1972
DCMRETL-2023-002018	BWell Holdings NY, Inc.	SEE Applicant	1973
OCMRETL-2023-002101	NY Rochester Group, LLC	SEE Applicant	1974
OCMRETL-2023-002027	Green Comfort Inc.		1976
OCMRETL-2023-000977	Farruggio Holdings II LLC	SEE Applicant	1977
OCMRETL-2023-000812	Cannabis Company of New York LLC	SEE Applicant	1978
OCMMICR-2023-000402	Supernatural Inc.		1979
OCMRETL-2023-000103	Zavier Andrews		1980
OCMRETL-2023-001208	NY ELITE ENTERPRISES 2 INC	SEE Applicant	1982
OCMRETL-2023-001980	i4panyc llc	SEE Applicant	1983
OCMRETL-2023-001514	C&R Project LLC	SEE Applicant	1984
OCMRETL-2023-000180	Bzar Royale, Inc	SEE Applicant	1987
OCMRETL-2023-001208	NY ELITE ENTERPRISES 2 INC	SEE Applicant	1988
OCMRETL-2023-002055	DTPFF Enterprises LLC	SEE Applicant	1989
OCMRETL-2023-001602	Herb-Z LLC	SEE Applicant	1990
OCMRETL-2023-000615	Mariposa Greens LLC	SEE Applicant	1991
OCMRETL-2023-001412	East End Ventures LLC	SEE Applicant	1992
OCMRETL-2023-001412	Kingston NY Cannabis LLC	SEE Applicant	1993
OCMRETL-2023-001830	North Country Greens IIc	SEE Applicant	1993
OCMMICR-2023-001850	Windmill Botanicals LLC	SEE Applicant	1994
OCMRETL-2023-001265	HIGHSPEED HERB LLC	SEE Applicant	1995
		SEE Applicant	1990
OCMMICR-2023-000535	Avernic Smoke Shop LLC		1997
OCMRETL-2023-000829	The Dispensary of CNY, Inc.	CCC Applicant	
OCMRETL-2023-002189	Veterans for Cannabis LLC	SEE Applicant	1999
OCMMICR-2023-000072	Ellicottville Tiny Homes, LLC		2000
OCMMICR-2023-000591	sustainable seeds llc	ere to the t	2001
OCMRETL-2023-001756	Cool Sunny, LLC	SEE Applicant	2002
OCMMICR-2023-000350	Rustik 471, LLC	SEE Applicant	2004
OCMRETL-2023-000685	Bud Brothers L.L.C.	SEE Applicant	2006
OCMRETL-2023-001425	Ayra Convenience Inc.	SEE Applicant	2007
OCMMICR-2023-000113	Grateful Valley Farm, LLC	SEE Applicant	2008
OCMRETL-2023-000570	Liberty NY Cannabis, LLC	SEE Applicant	2010
OCMRETL-2023-000243	Cannabisseur Inc.	SEE Applicant	2011
OCMRETL-2023-001873	The F4 LLC	SEE Applicant	2012
OCMRETL-2023-001893	Statis NY Holdings LLC	SEE Applicant	2013
OCMRETL-2023-001244	SELDEN DRIVE-THROUGH CONVENIENCE INC	SEE Applicant	2014
OCMRETL-2023-001846	YK Botanicals LLC	SEE Applicant	2015
OCMMICR-2023-000490	Goldfinch Flora, LLC	SEE Applicant	2016
OCMRETL-2023-000809	Green Leaf Holdings group IIc	SEE Applicant	2017
OCMMICR-2023-000309	Rosa International Realty LLC	SEE Applicant	2018
OCMRETL-2023-001114	1110 NAMO INC	SEE Applicant	2019
OCMRETL-2023-001513	Special Friends Group LLC	SEE Applicant	2020
OCMRETL-2023-001466	Schedule 1 Cannabis Club LLC	SEE Applicant	2022
OCMMICR-2023-000318	Canna Culta LLC	SEE Applicant	2023
OCMRETL-2023-001478	Unite NY Cannabis LLC	SEE Applicant	2024
OCMRETL-2023-000062	LakeHouse Cannabis, LLC		2026
OCMRETL-2023-001839	DTPFF Enterprises LLC	SEE Applicant	2027
OCMRETL-2023-001854	Greenbush Collective, LLC	SEE Applicant	2028
OCMRETL-2023-001309	The Farah Haberdashery Inc.	SEE Applicant	2029
	Me Outside The Box LLC	SEE Applicant	2031

OCMRETL-2023-001540	LEO MEDICAL SERVICES PLLC		2032
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OCMRETL-2023-000769	JD Naturals LLC	SEE Applicant	2034
OCMRETL-2023-000098	WNY Cannabis Co LLC	SEE Applicant	2035
OCMRETL-2023-001574	762 8TH AVE 1 INC.	SEE Applicant	2036
OCMRETL-2023-000028	Juanita J Williams	SEE Applicant	2037
OCMMICR-2023-000494	cannagrow labs lic	SEE Applicant	2040
OCMRETL-2023-001766	GREENLEAF CANNABIS, INC.		2041
OCMMICR-2023-000193	Valencia Ag, LLC		2042
OCMRETL-2023-001770	SJ Mindset LLC	SEE Applicant	2043
OCMRETL-2023-002086	HiCaliber Consulting LLC		2044
OCMRETL-2023-001970	MARIAGIOVANNA LLC	SEE Applicant	2045
OCMRETL-2023-000788	HESHAM M KASSIM	SEE Applicant	2046
OCMRETL-2023-001911	Citruccino LLC	SEE Applicant	2047
OCMRETL-2023-001493	Denver Delights Inc		2048
OCMMICR-2023-000157	Blue Mountain Growers, LLC		2049
OCMRETL-2023-000212	CHANCHALA CORP		2050
OCMRETL-2023-002184	Bud Bodega Inc.	SEE Applicant	2051
OCMRETL-2023-001999	Example Spot LLC	SEE Applicant	2052
OCMMICR-2023-000221	Silver Fin Lodge Inc		2053
OCMRETL-2023-001220	Monty's Group Enterprise LLC	SEE Applicant	2054
OCMRETL-2023-001678	Fields Lightning, LLC	SEE Applicant	2055
OCMRETL-2023-001977	New Amsterdam Alchemy Co LLC	SEE Applicant	2056
OCMMICR-2023-000279	Happy Family Farm Micro LLC	SEE Applicant	2057
OCMRETL-2023-000664	Power Plant Dispensary, LLC	SEE Applicant	2058
OCMRETL-2023-001301	The Higher Path LLC	SEE Applicant	2059
OCMRETL-2023-000688	High Road 518 inc	SEE Applicant	2061
OCMRETL-2023-001117	Ry's Garden Convenience LLC	SEE Applicant	2063
OCMRETL-2023-000370	Mama Smokez inc.	SEE Applicant	2064
OCMRETL-2023-001388	GREEN VALLEY LEAF LLC	SEE Applicant	2065
OCMRETL-2023-001977	New Amsterdam Alchemy Co LLC	SEE Applicant	2065
OCMRETL-2023-000701	3624 164th Street, LLC	SEE Applicant	2067
OCMRETL-2023-000932	SLA Services INC	SEE Applicant	2068
OCMRETL-2023-001322	Omar Ibonnet LLC	SEE Applicant	2069
OCMMICR-2023-001522	Lumiva Inc	SEE Applicant	2009
OCMRETL-2023-001330	720 winton road LLC	SEE Applicant	2070
	Patrick S Chesney		2072
OCMMICR-2023-000323			
OCMRETL-2023-000479	HIGH CLASS CONVENIENCE CORPORATION		2074
OCMRETL-2023-001902	Joker City LLC	SEE Applicant	2075
OCMRETL-2023-001316	10613 Northern LLC	SEE Applicant	2076
OCMMICR-2023-000308	alpine agronomy LLC	SEE Applicant	2077
OCMRETL-2023-001215	HIGH CLASS SMOKES INC.	SEE Applicant	2078
OCMRETL-2023-001447	The Smoking Buffalo LLC	SEE Applicant	2080
OCMMICR-2023-000234	Knarich Family Farm LLC	SEE Applicant	2081
OCMMICR-2023-000078	Miguel Berrios	SEE Applicant	2082
OCMRETL-2023-002017	Buds R Us LLC	SEE Applicant	2084
OCMRETL-2023-001334	Free Thinkers LLC	SEE Applicant	2085
OCMRETL-2023-000083	KAY&ZY HOLDINGS LLC	SEE Applicant	2086
OCMRETL-2023-001654	Mikon LLC		2087
OCMRETL-2023-001791	FAN OF THE PLANT LLC	SEE Applicant	2088
OCMRETL-2023-001921	Green of Five Inc.	SEE Applicant	2089
OCMMICR-2023-000271	SEMINOLE SMOKES LLC	SEE Applicant	2091
OCMRETL-2023-000681	SONIRUS ENTERPRISE LLC	SEE Applicant	2092
OCMRETL-2023-000416	Animo CBD LLC		2093
OCMMICR-2023-000294	J.C.MAC LLC	SEE Applicant	2094

OCMRETL-2023-001700	Modern Growth LLC	SEE Applicant	2096
OCMRETL-2023-001103	Leafy NYC II LLC		2098
OCMMICR-2023-000317	IQ CANNABIS-KHUYAY CORP.	SEE Applicant	2099
OCMRETL-2023-000364	Green Leaf Holdings 716 LLC		2100
OCMRETL-2023-001150	SAHKRUTH BEVERAGE INC	SEE Applicant	2101
OCMRETL-2023-001928	GET YO CHRONIC G.Y.C. LLC	SEE Applicant	2102
OCMMICR-2023-000455	A2S Nation, LLC	SEE Applicant	2105
OCMMICR-2023-000404	Mr. Green Thumb Inc.	SEE Applicant	2107
OCMRETL-2023-002125	Yurplegreene Holdings NY LLC	SEE Applicant	2108
OCMMICR-2023-000606	Mark A Jaccom		2110
OCMRETL-2023-001113	OET INC.	SEE Applicant	2111
OCMRETL-2023-002066	Brooklyn Buds Dispensary Inc		2112
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OCMRETL-2023-001896	THE GIVING TREE HOLDINGS LLC	SEE Applicant	2115
OCMRETL-2023-000297	Organic Blooms LLC	SEE Applicant	2116
OCMRETL-2023-000122	Herbal IQ Inc.	SEE Applicant	2117
OCMRETL-2023-002128	MASJLS, LLC	SEE Applicant	2118
OCMRETL-2023-000957	Joseph D Mann		2119
OCMRETL-2023-001728	Hop stock & barrel IV IIc	SEE Applicant	2120
OCMRETL-2023-002072	Harlem Equity Inc	SEE Applicant	2122
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OCMRETL-2023-001146	ONE STOP CARDS & CONVENIENCE INC	SEE Applicant	2124
OCMRETL-2023-000780	On The Move Contracting Services, LLC	SEE Applicant	2125
OCMRETL-2023-001051	Windyhill 312 LLC	SEE Applicant	2126
OCMRETL-2023-001830	North Country Greens IIc	SEE Applicant	2128
OCMRETL-2023-000901	A2B Luxury LLC	SEE Applicant	2129
OCMRETL-2023-000551	WLMC Mainco LLC	SEE Applicant	2130
OCMRETL-2023-001773	Empire Echo, LLC	SEE Applicant	2130
OCMMICR-2023-000214	Ever Upward Labs LLC	SEE Applicant	2131
OCMRETL-2023-000966	The Green Closet Inc.	SEE Applicant	2132
OCMRETL-2023-000985	Wise Roots Inc.	SEE Applicant	2133
OCMRETL-2023-002083	aaban inc		2134
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OCMRETL-2023-000503	AmerCana LLC	APPE 4 . In	2139
OCMRETL-2023-001405	DIE COLLECTIVE LLC	SEE Applicant	2140
OCMRETL-2023-001953	Spinello Buffalo LLC		2141
OCMRETL-2023-002074	Womens United Alliance LLC	SEE Applicant	2143
OCMRETL-2023-001322	Omar Ibonnet LLC	SEE Applicant	2144
OCMRETL-2023-001283	KVSSQ Consulting LLC	SEE Applicant	2145
OCMRETL-2023-002180	Kakes Brands LLC	SEE Applicant	2146
OCMRETL-2023-001327	Empire Park Consulting LLC	SEE Applicant	2148
OCMMICR-2023-000313	Puff Plaza LLC	SEE Applicant	2150
OCMRETL-2023-001672	762 8TH AVE 1 INC.	SEE Applicant	2151
OCMMICR-2023-000614	Green Witch Cannabis LLC	SEE Applicant	2152
OCMMICR-2023-000206	Buffalo Cannabis Company, LLC	SEE Applicant	2153
OCMRETL-2023-000775	Tembler LLC	SEE Applicant	2155
OCMRETL-2023-001461	PRIME TIME CANNABIS II LLC		2156
OCMRETL-2023-001460	7420 Utrecht LLC		2157
OCMRETL-2023-001092	SILK LIGHT LLC	SEE Applicant	2158
OCMRETL-2023-001465	SWK743 INC.	SEE Applicant	2159
OCMRETL-2023-000758	Capri Holdings 2 LLC	SEE Applicant	2161
OCMRETL-2023-000194	SMOKELADA WHOLESALE, INC.		2162
OCMRETL-2023-001118	Catskill Mountain High LLC	SEE Applicant	2164
OCMMICR-2023-000070	Lucas K Attebery	and the second	2165

OCMRETL-2023-001815	ZenLeaf LLC	SEE Applicant	2167
OCMRETL-2023-002159	Kornegay & Son LLC	SEE Applicant	2168
OCMRETL-2023-001632	Canna Buddha Corp	SEE Applicant	2169
OCMRETL-2023-002185	Green Rise Inc.	SEE Applicant	2172
OCMRETL-2023-001613	AA 301 W. 45th St Inc.	SEE Applicant	2173
OCMRETL-2023-001069	P.Nuggs LLC	SEE Applicant	2174
OCMRETL-2023-001767	Robin Hood Cannabis LLC	SEE Applicant	2176
OCMRETL-2023-000374	Mid-Town Farm Stand Inc	SEE Applicant	2177
OCMRETL-2023-001339	FUMI Dispensary LLC	SEE Applicant	2178
OCMRETL-2023-001647	Sessco Corp.		2179
OCMRETL-2023-000129	yufeng huang		2180
OCMRETL-2023-001403	8IG MOE'S AUTOMOTIVE REPAIR LLC	SEE Applicant	2181
OCMRETL-2023-001294	SARATOGA VAPOR SHOP, LLC		2182
OCMMICR-2023-000619	HR Botanicals, LLC		2183
OCMRETL-2023-000646	Liberty NY Cannabis, LLC	SEE Applicant	2184
OCMMICR-2023-000468	The Farm at Old Saratoga Mercantile LLC	SEE Applicant	2186
OCMRETL-2023-001268	NPPS Solutions Group, LLC	SEE Applicant	2187
OCMRETL-2023-000038	Farmers Choice Dispensary LLC		2188
OCMRETL-2023-001208	NY ELITE ENTERPRISES 2 INC	SEE Applicant	2189
OCMRETL-2023-001895	Bubble Buds LLC	SEE Applicant	2190
OCMRETL-2023-001633	4081House, LLC	SEE Applicant	2192
OCMRETL-2023-001463	A & P DISPENSARY CORP	SEE Applicant	2194
OCMRETL-2023-001812	Tranquil Hudson Cannabis Inc.	SEE Applicant	2195
OCMMICR-2023-000563	Mane Man LLC	SEE Approvin	2196
OCMRETL-2023-000953	Cannaspace Inc.		2197
OCMRETL-2023-001082	Brooklyn High Retail 2 LLC	SEE Applicant	2198
OCMRETL-2023-001082	Momma's Place LLC	SEE Applicant	2199
OCMRETL-2023-002121	YK Botanicals LLC	SEE Applicant	2200
OCMRETL-2023-001973	HerbHub LLC	SEE Applicant	2201
OCMRETL-2023-001373	Organic Leaf Club LLC	SEE Applicant	2201
OCMRETL-2023-000863	Mark L Cold	SEE Applicant	2202
OCMRETL-2023-000305	Big Leaf 52 LLC	See Applicant	2204
OCMRETL-2023-001773	Yurplegreene Holdings NY LLC	SEE Applicant	2205
OCMRETL-2023-002077	WFV LLC	SEE Applicant	2208
		SEE Applicant	
OCMRETL-2023-002191	Green Plan Source, Inc.	CEE And Break	2210
OCMRETL-2023-001813	NY Retail 1 Inc.	SEE Applicant	2211
OCMRETL-2023-001725	Big Apple Exotics LLC	SEE Applicant	2212
OCMRETL-2023-001731	AKS SMOKECITY CROP		2213
OCMRETL-2023-001965	Yurplegreene Holdings NY LLC	SEE Applicant	2214
OCMRETL-2023-001072	The Green Hut, LLC	SEE Applicant	2215
OCMMICR-2023-000365	Fathom Farm LLC	SEE Applicant	2217
OCMRETL-2023-001823	Smiley 370 LLC	SEE Applicant	2218
OCMRETL-2023-000219	BME Holdings of NY LLC	SEE Applicant	2219
OCMRETL-2023-001754	Grass Express inc	SEE Applicant	2222
OCMRETL-2023-001945	MamitaJoy LLC	SEE Applicant	2223
OCMRETL-2023-001319	5MOKE SOCIAL 761 INC	SEE Applicant	2226
OCMRETL-2023-002106	Westmere Market, LLC	SEE Applicant	2227
OCMMICR-2023-000222	Verdant Farms LLC	SEE Applicant	2228
OCMRETL-2023-001376	Fire Escape LLC		2229
OCMRETL-2023-001735	HAPPY PLACES, LLC	SEE Applicant	2230
OCMMICR-2023-000434	Zwarte Creek Farms LLC		2231
OCMRETL-2023-000717	FiDi Cannabis Dispensary LLC		2232



### Notes

\*Extra Priority Social and Economic Equity applicants for retail dispensary licenses received three chances in the queue.

\*\*CCTM and Extra Priority applicants for microbusiness licenses received a guaranteed chance in the queue to have their application reviewed.

\*\*\*Adult-Use Conditional Cultivator applicants for the microbusiness license received a guaranteed chance in the queue to have their application reviewed.

\*\*\*\*The queue does not include applications that have been administratively withdrawn, voided due to multiple reasons, removed due to certain True Party of Interest violations or removed due to technical issues.