



OFFICE OF  
Community  
& Civic Life



# 2021 Annual Cannabis Policy Report

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CANNABIS POLICY OVERSIGHT TEAM

## OPENING REMARKS

### THE CONTINUING HEADWINDS

# Future Success & Sustainability Requires Immediate Action

The Cannabis Policy Oversight Team (CPOT) is pleased to share the 2021 Annual Cannabis Policy Report with the Office of Community & Civic Life and the communities served by the City of Portland. Our 2022 goals and recommendations are centered on key findings related to the lack of cannabis knowledge and competency among various stakeholders, the lack of data transparency and key performance indicators within the cannabis ecosystem, the impacts this industry has on our surrounding environment, and the continuing need for expanded programs to better serve those impacted by cannabis prohibition, including expungement and economic development. CPOT wanted to further build on what was recommended in the 2020 report, but we strived to be more laser-focused and assertive in our recommendations for this year's report.

Although 2021 was another record sales year for the Oregon cannabis industry and another banner year for the State and City's tax coffers, the cascading impacts related to the ongoing pandemic, the sharp increase in burglaries and robberies, and the devastating wildfires continue to create vulnerabilities within the cannabis industry ecosystem in Oregon. Our recommendations from the 2020 report, supporting public testimony and letter writing campaign from last year helped pave the way for many of the changes seen in 2021. One of the most notable, on Dec. 1, 2021, Portland City Council unanimously voted to support cannabis industry recovery through cannabis tax allocation and the recently approved \$1.33 million Cannabis Emergency Relief Fund (CERF), the first of its kind in the country.

A number of other exciting developments in 2021 helped prioritize total equity in our communities and assisted the cannabis industry in remaining a viable business opportunity. The Oregon Liquor and Cannabis Commission (OLCC) resumed processing new licensing applications in November after a three-year pause that severely impacted those businesses and individuals with limited resources. For example, informed by CPOT's 2019 Cannabis Policy Report regarding cannabis tax revenue investment, Portland's City Council unanimously approved the Office of Community & Civic Life's Social Equity and Educational Development (SEED) Initiatives in May and awarded 17 local nonprofit organizations and businesses a total of \$1.8 million dol-

lars. As the first program in the country to integrate equity programming within a cannabis regulatory program, SEED Initiatives will continue to benefit and support projects within and outside of the cannabis industry. A total of \$1 million dollars in ongoing grant funding will be available for the 2022 SEED Grant Fund.

**CPOT realized early in 2021 that we needed to take immediate and bold action to secure the future success and sustainability of this vulnerable cannabis ecosystem.**

At the start of 2021, we convened several working subcommittees for the first time in CPOT's history. These subcommittees were focused on Competency, Small Business, and Community Impact, and were each led by two CPOT members with several industry and community stakeholders as subcommittee members. This allowed CPOT to expand the range of thoughts, feedback, and outcomes, which helped shape our findings for this report. CPOT is looking to convene additional sub-committees in 2022. In addition, CPOT seated several new members from diverse backgrounds and experiences in 2021. This gave CPOT the full roster of voting members allowed under the by-laws for the first time in several years and introduced fresh new perspectives to the team.

As we close out 2021 and look forward to 2022, CPOT will continue to demonstrate that it is on a mission to support equitable access and outcomes for the cannabis industry, cannabis consumers, and all Portlanders. CPOT is invested in showing the local community and the rest of the country what a sustainable and equitable cannabis ecosystem should look like and what it takes to ensure its continued success, now and for generations to come.

## TABLE OF CONTENTS

Executive Summary . . . . .	4
Key Findings . . . . .	5
Introduction . . . . .	6
2022 Cannabis Policy Recommendations . . . . .	7
Human Equity . . . . .	7
Economic Equity . . . . .	8
Environmental Equity . . . . .	9
Social Equity . . . . .	11
Conclusion . . . . .	13
Appendices	
Appendix A: CPOT Members & Subcommittees . .	14
Appendix B: Member Service . . . . .	15
Appendix C: Definitions We Use in Our Work . .	16



# Executive Summary

Last year, CPOT published the 2020 Cannabis Policy Report, providing seven recommendations to the Office of Community & Civic Life and City Council focused on four priority areas: social equity, research, competency, and sustainability. The advisory body offered almost two dozen detailed action items for how the City could immediately support these recommendations and create accessible, equitable, and sustainable cannabis-related policies. While our previous recommendations have been regarded as educational and informative by Oregon Liquor & Cannabis Commission (OLCC) and Portland City Council, the overall feedback has encouraged a more laser-focused approach to the 2021 Cannabis Policy Report recommendations. This year's report reflects new insights gleaned from the work of the various CPOT subcommittees and offers new recommendations reflective of the framework, [CHEM Pillars of Health Equity™](#) – Human, Economic, Environment and Social – as a pathway for Civic Life and City Council to continue creating and supporting equity-centered cannabis policies with a holistic view of the industry's impact in the City of Portland and beyond.

This mindset will further heal the social and economic injuries of cannabis prohibition, reinvest resources and funding in impacted communities, and refine health, environmental, and public safety policies in Cannabis regulation and competency.

## CPOT's Top Goals for the 2022 City/State Legislative Agenda:

- 1) Establish foundational and shared knowledge of cannabis and the industry:

- CPOT strongly recommends the immediate piloting and adoption of a cannabis competency learning module that will be shared with various stakeholders within the Oregon cannabis ecosystem. This module will continue efforts to destigmatize cannabis use, support the elimination of the collateral consequences of prohibition and promote ongoing access to education.
- 2) Obtain sustainable, verifiable industry data and create an accessible research platform:
  - CPOT strongly recommends immediately establishing a research and data collection position within the City's Cannabis Program and providing an economic viability forecast for the cannabis ecosystem.
- 3) Continue to advance environmental initiatives to support a sustainable future:
  - CPOT strongly recommends immediately developing a City-funded incentive program tied to creating a more environmentally sustainable cannabis ecosystem.
- 4) Continue to allocate resources and funding to advance healing the injuries of prohibition to the industry, its patient and consumers, and the public at large.
  - CPOT strongly recommends the development of a City-wide expungement program and research initiatives to drive positive impacts for Portlanders.

## 2022 Policy Recommendations at a Glance

### HUMAN EQUITY

- Pilot and adopt cannabis competency educational module.
- Allocate cannabis tax revenue to launch a coding-focused STEM education program for historically disadvantaged students in the City of Portland.

### ECONOMIC EQUITY

- Establish a research analyst position within the City of Portland's Cannabis Program dedicated to properly studying and developing tools to support licensed business owners.
- Commission and provide an economic viability report, including a forecast of the current market and practices as it relates to impact on small businesses and the City of Portland.

### ENVIRONMENTAL EQUITY

- Develop a robust, incentive program, funded and developed by the City of Portland, that is tied to creating a more environmentally sustainable cannabis market.

### SOCIAL EQUITY

- Eliminate systemically discriminatory, non-violent cannabis criminal records by developing a City-led and funded expungement program.
- Establish a research initiative, supported by an analyst, within the City of Portland's Cannabis Program dedicated to properly studying and developing tools to drive positive impacts for Portland communities by way of the cannabis industry.



*Despite the recent allocations to support SEED Initiatives and the Cannabis Emergency Relief Fund (CERF), it will take significantly more dedicated resources and community investment to begin to repair the ongoing social, economic, and environmental injuries due to local government policies.*

**Finding #1: Lack of data and research continues to hinder progress toward more effective, sustainable, and equitable cannabis policy**

Without a robust deep dive into the City of Portland's cannabis industry, CPOT recommendations will remain largely directional without data-driven specificity to help Civic Life and City Council monitor and address ongoing disparities or challenges in the legal market. This ongoing lack of access to data continues a lack of accountability which is the opposite vision of the City's cannabis program. As one of few mature cannabis markets, Portland should be leading the national discussions on government accountability and data sharing for the industry.

**Finding #2: Significant work still must be done to address ongoing racial disparities and historic inequity**

Racial disparities in law enforcement persist, and during periods of protest against these very racial disparities, there was a significant spike in non-traffic stops of BIPOC individuals. Even during periods where stops were more evenly distributed based on percentage of population, percentage of search requests and eventual charges were over-represented by BIPOC individuals. Despite the recent allocations to support SEED Initiatives and the Cannabis Emergency Relief Fund (CERF), it will take significantly

more dedicated resources and community investment to begin to repair the ongoing social, economic, and environmental injuries due to local government policies.

**Finding #3: Small cannabis businesses are still not getting access to the resources they need**

While the City has made some progress and the Cannabis Program specifically has been very responsive to the feedback from cannabis businesses, there are still vital missing resources and missed connections between businesses and the resources that do exist.



## Introduction

For 2021, the Cannabis Policy Oversight Team (CPOT) has adopted an equity-centered framework for measuring policy impact developed by the Cannabis Health Equity Movement (CHEM), as the basis for creating total health equity. As defined by CHEM, health equity is the assuredness of access to full health and well-being, and it requires that social ecosystems create and sustain healthy people, healthy communities, and a healthy society by optimizing “four determinants of wellbeing” - economic, environmental, human, and social determinants. The assuredness that these determinants are optimized for all people is what total equity is all about, and this can be measured according to the pillars of health equity - economic, environmental, human, and social equity. Together, they comprise CHEM Pillars of Health Equity™.<sup>1</sup> The specific policy recommendations and relevant action items from CPOT to the City of Portland are presented in the context of these pillars.



# 2022 Cannabis Policy Recommendations

## HUMAN EQUITY

A community is only as strong as its members. A community can only truly thrive when barriers to optimal individual fitness are removed, and all people can meet their full potential. The fitness of individuals, and thereby a community, is measured through Human Equity.

Human equity is the guarantee of access to experiences, opportunities, and resources that optimize 1) an individual's knowledge, skills, ability, capability, adaptability, introspection, empathy, enlightenment, self-regard, and self-actualization, and 2) their physical, mental, and spiritual fitness.<sup>1</sup>

A first step to achieving Human Equity across cannabis policy, regulation, and industry is to establish foundational and shared *knowledge*.

### Recommendation No. 1

#### **Pilot and adopt a cannabis competency educational module.**

Through the work of our Competency Subcommittee, CPOT recommends a cannabis competency educational module that provides the history of cannabis prohibition, introduces basic cannabis science, and reviews Oregon Measures 91, 67, and 110. Contracted personnel will be needed to digitize the content and create an asynchronous (students can access any time) pilot version for 100 individuals. This asynchronous educational pilot will eventually require a corresponding cannabis competent trainer to present more advanced synchronous training and answer any questions. Once piloted successfully with feedback, the training module should be integrated into the City's Learning Management System (LMS). Sharing fundamental cannabis knowledge across the public and private sectors, especially for policy and regulatory design, is paramount and essential to further the goals of a sustainable cannabis ecosystem.

#### **CALL TO ACTION:**

- 1) Adopt the definition of "cannabis competency" as defined by CPOT Competency Subcommittee members as: *"Having a proficient understanding of the cultural, medicinal, and political history of the cannabis plant and its uses."*
- 2) Utilize CPOT Competency Subcommittee's cannabis competency educational module research and recommendation to:

1. Create a budget to fund development of an initial pilot program and a full competency program to deliver the module researched and recommended by the CPOT Competency Committee.
2. Contract Learning Management System (LMS) personnel that will assist in digitizing existing content.
3. Contract a cannabis competent trainer that will lead training and answer questions for one year, or until a final asynchronous version of the curriculum is adopted.

#### **Budgetary Considerations:**

FY 2022-23: \$30,000 (Pilot)

FY 2023-24 and FY 2024-25: \$100,000 (Full roll-out)

#### **Potential Timing:**

1-3 years for pilot and full integration

### Recommendation No. 2

#### **Set aside cannabis tax revenue in a fund for a coding-focused STEM education program for 500 students in Portland.**

Coding is a tool that can be leveraged to improve educational equity. Coding in the classroom is a means of bridging the digital divide and without it many students in lower socioeconomic communities will miss the opportunities it can afford. By funding a computer science course, especially in lower socioeconomic schools, educational equity and opportunities improve.

Coding is an inclusive practice because it isn't just a language or technical skill. Coding in the classroom is linked to improved problem solving and analytical reasoning, and students who develop a mastery of coding have a "natural ability and drive to construct, hypothesize, explore, experiment, evaluate, and draw conclusions." It is considered an effective way to build thinkers and innovators, engaging children in skills that translate across the disciplines and undoubtedly will need at some point in their lives.<sup>2</sup> Those students who master it are better prepared for a technical revolution that spans cultures and language boundaries and for employment in a high-tech economy.

<sup>2</sup> Kazakoff, E. R. (2014). *Cats in Space, Pigs that Race: Does Self-Regulation Play a Role when Kindergartners Learn to Code? The USA: Doctoral dissertation, Tufts University*.

Importantly, an online coding program can easily be implemented as a distance learning course without interruption during the pandemic.

#### CALL TO ACTION:

- 1) Partner with Reimagine Portland to co-create a \$1,000,000 fund using cannabis tax revenue to launch a pilot coding-focused STEM program in the City of Portland.
- 2) Use a portion of the budget to fund an event to allow

the Office of Community & Civic Life and Cannabis Program to procure matching donations from private entities with aligned mission.

#### **Budgetary Considerations:**

FY2023-24: \$1,000,000 allocation from cannabis tax revenue or proposed to Reimagine fund

#### **Potential Timing:**

2 -5 years for pilot and full integration

## ECONOMIC EQUITY

Economic Equity is the assuredness of 1) economic reciprocity, 2) access to opportunities and services that secure and grow economic resources such as income, savings, assets, and capital, and 3) possessing personal and collective agency over the flow of economic resources through a household or community.<sup>3</sup>

Economic Equity challenges us to deeply consider the various barriers of access to economic resources amongst and between cannabis professionals and business and, in comparison to non-cannabis professionals and businesses to ensure operational solvency, sustainability, and growth. The wellbeing of the cannabis industry depends on the abilities of industry operators to economically survive and thrive.

Appreciating Economic Equity also urges us to consider the pass-through costs incurred by the industry's consumers – many of whom are patients – and the impact of those costs on affordable access. Lastly, Economic Equity further calls us to scrutinize Social Equity by looking at *the ways cannabis tax revenue is distributed, for what purpose, and to whose benefit*.

In order to achieve Economic Equity within the City's Cannabis Program and throughout the industry, we must first understand its current state.

### Recommendation No. 1

**Establish a Research and Data Analyst position within the City of Portland's Cannabis Program to work with industry operators through market research and data analysis.**

Reporting to the Licensing, Compliance & Policy (LCP) Supervisor, the incumbent of this Research and Data Analyst position will serve as core contributor of the Cannabis Program's Data and Research team consisting of a) Program

Manager, b) LCP Supervisor, c) Policy Coordinator and d) Technology Lead. This position should oversee quantitative and qualitative data analysis to monitor and evaluate programs and policies for the City's Cannabis Program. This role should support the data analysis and synthesis of insights for all cannabis programs including: Cannabis Emergency Relief Fund, Social Equity & Educational Development (SEED) Initiatives and Cannabis Policy Oversight Team (CPOT) projects. This role would be expected to provide semi-annual reports including data-driven recommendations to improve programs and advise the cannabis leadership team about the impacts of cannabis economic development projects and programs. Research on social, economic, environmental and human impacts of industry policy with a priority on equity, ethics & safety at the outset.

#### CALL TO ACTION:

- 1) Prioritize ongoing, City-generated industry research initiatives that prioritize equity-driven outcomes and small cannabis business needs.
- 2) Develop a central, online repository for sharing research data, available support resources, and funding opportunities
- 3) [Social Equity Recommendation] Allocate cannabis licensing revenue to fund a full-time Research and Data Analyst position.

#### **Budgetary Considerations:**

FY2022-23: \$150,000 – Limited Term Analyst II salary and benefits paid via City's Cannabis Program licensing revenue

#### **Potential Timing:**

Immediate need given impact to the long-term sustainability of the City's industry and revenue projections

<sup>3</sup> [CHEM Pillars of Health Equity™](#)



## Recommendation No. 2

**Provide an economic viability forecast based upon the City of Portland's current cannabis ecosystem, including the market and policies as it pertains to cannabis licensing.**

For multiple years, CPOT has recommended that the City of Portland complete a deep dive into the local cannabis market. Despite leadership changes, this recommendation has remained a top priority for CPOT, as we are unable to significantly advise and provide cannabis policy oversight without sufficient data inputs as it relates to equity, diversity and sustainability. Through the CPOT Small Business Subcommittee activity, we conducted minimal market research which uncovered directional information highlighted in our key findings. However, with no resources other than uncompensated collaboration of the subcommittee, it took nearly six months to survey a limited number of small, licensed cannabis businesses further revealing the need to devote a budget and internal lead to support this type of work year-round.

Is the City of Portland's cannabis ecosystem creating successful and sustainable cannabis businesses? How do we best support small businesses based on data? Are the City of Portland's current licensing and compliance administrative policies encouraging a strong, vital cannabis market within the City of Portland?

These questions among others could be answered through a dedicated assessment of Portland's cannabis market. The City benefits greatly from the craft industries overall and developing a better financial understanding of the region's cannabis landscape based on demographics specific to Portland would only strengthen the industry. In addition to strengthening the industry it would provide transparency and guidance around licensing, fees, zoning, and overall viability.

### CALL TO ACTION:

- 1) Identify and contract with an independent firm to conduct an economic viability assessment of the City of Portland's cannabis ecosystem, including licensed cannabis businesses and the ancillary businesses supporting the market.
- 2) [Social Equity Recommendation] Allocate cannabis licensing revenue to fund an independent assessment of the City of Portland's cannabis industry.

### Budgetary Considerations:

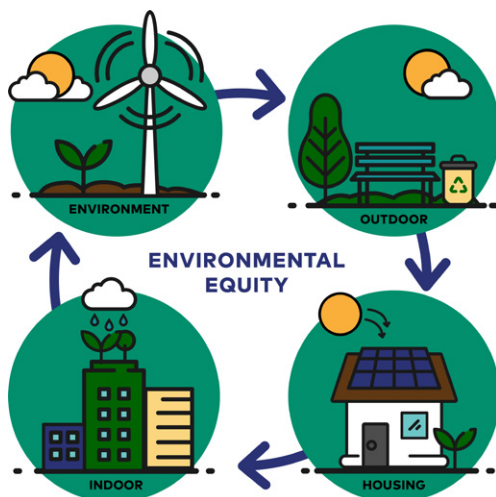
FY2022-23: \$50,000 to commission an economic viability study paid via City's Cannabis Program licensing revenue

### Potential Timing:

Immediate need given impact to the long-term sustainability of the City's industry and revenue projections

## ENVIRONMENTAL EQUITY

Environmental Equity is the guarantee of access to and maintenance of 1) clean air, water, land, and soil, 2) clean, natural, and safe outdoor spaces, 3) clean and safe indoor spaces, and 4) clean, safe, and consistent housing options.<sup>4</sup>



Stated another way, environmental *sustainability* becomes environmental *equity* when we work to *ensure* it.

Environmental Equity relates to the protection and preservation of natural ecosystems and resources, including concerns throughout the cannabis industry for energy waste, water use, and material extraction. It also refers to the ecosystems humans construct for our protection and productivity — our homes, offices, and facilities. And when Environmental Equity meets Social Equity, policies reflect how we organize, maintain, and use our spaces to promote or impede all other aspects of equity. They call attention to the physical infrastructure of our cities and towns; the access to and uses of public spaces from parks to pedestrian rights-of-way; the physical organization and location of housing; and, as in the case for cannabis, the physical organization and location of commercial and industrial activities through zoning and their subsequent impacts to both operators and consumers.

## Recommendation No. 1

### **Collaborate with other relevant bureaus and local jurisdictions to research environmental risks and opportunities within the City's cannabis industry.**

Energy efficiency and waste management are just two of many industry-wide sustainability issues facing cannabis producers, processors and manufacturers. Moreover, according to the Center on Climate and Energy Solutions, climate change has been a key factor in increasing the risk and extent of wildfires in the Western United States.<sup>5</sup> Undoubtedly, the increase in wildfires in recent years has had a detrimental impact on the overall Oregon cannabis ecosystem and supply chain. Aligned with the City's Bureau of Planning and Sustainability (BPS) 2021-24 Strategic Plan to create a more equitable, healthy, prosperous, and resilient future for Portlanders, there is a significant opportunity for the City of Portland to become a local, state and national leader on sustainability in the rapidly developing cannabis industry.

#### **CALL TO ACTION:**

- 1) Establish a liaison within Bureau of Planning & Sustainability to collaborate with the Cannabis Program to spearhead establishing a research and policy agenda to advance green building, energy efficiency and the use of solar and renewable energy, waste prevention, composting and recycling within the City's cannabis industry.
- 2) Allocate Cannabis Program licensing revenue to hire the appropriate program staff to provide 100% support for CPOT administration and the advisory body's recommended subcommittees, including establishing a much-needed Environmental & Sustainability subcommittee.

#### **Budgetary Considerations:**

FY2022-23: \$125,000 – Limited Term Policy Coordinator salary and benefits to support CPOT's expanding work paid via City's Cannabis Program licensing revenue

#### **Potential Timing:**

Immediate need given growing impact of CPOT at the local, state and national level.

## Recommendation No. 2

### **Incentivize a fee reduction program funded and developed by the City of Portland that is tied to a more environmentally sustainable cannabis market.**

As the Portland cannabis market matures, the need to capture consumer attention through marketing, branding, and packaging has also matured. Because of the increased desire to capture a foothold in Oregon's highly competitive cannabis industry coupled with packaging requirements set by the State, the amount of waste generated from Oregon's cannabis industry has also increased. Furthermore, as the Oregon market experiences high volatility, the need to lower the cost of production per unit becomes imperative. Through insights provided via the Small Business Subcommittee, CPOT believes that if the City of Portland acts now it has a great opportunity to support a more environmentally and financially sustainable cannabis market.

#### **CALL TO ACTION:**

- 1) Lower the environmental impact of production while helping businesses lower the cost of production by offering incentives through a fee reduction program to those businesses moving in the direction of sustainable production.
- 2) Research, develop and implement a formal recycling program comparable to Metro's paint recycling program, including a re-sale strategy to offset expense of the program.

#### **Budgetary Considerations:**

FY2022-23: \$150,000 in cannabis licensing revenue due to fee reductions

FY 2023-24: \$300,000 in cannabis licensing revenue due to fee reductions

#### **Potential Timing:**

Immediate priority for the Cannabis Program licensing & compliance staff.

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<sup>5</sup> [www.c2es.org/content/wildfires-and-climate-change](https://www.c2es.org/content/wildfires-and-climate-change)

## SOCIAL EQUITY

Social Equity means fairness in policy, regulation, and the distribution of social resources and services to ensure that policy and societal infrastructures 1) assure Economic, Environmental, and Human Equity, 2) demonstrate cultural respect and preservation, and 3) facilitate the social belonging, cooperation, cohesion, trust, participation, protection, and productivity of all people.<sup>6</sup>

Contrary to mainstream representations, Social Equity is for the benefit of everyone. It is assured for everyone when a) policies and regulations are written to *eliminate discriminatory and systemic barriers* to Economic, Environmental, and Human Equity for historically excluded groups; b) policies and regulations *create new pathways* to ensure Economic, Environmental, and Human Equity for historically marginalized people; and c) policies and regulations are *written equitably for the benefit of all people* from the start.



In a sense, everything covered in this report falls under the umbrella of Social Equity, as the primary purpose of this report is to make recommendations on policy and in the distribution of resources to advance the City's Cannabis Program towards a more equitable future for those it impacts — communities of cannabis patients, consumers, industry participants, and the public at large. Understanding Social Equity, however, further calls into examination the

policies and practices of other agencies and departments that impact these same communities, begging the question — do cannabis communities have the same access to social support systems (i.e., *social equity*) available to the broader public?

Our hope is for this report to serve as an initial roadmap for establishing Social Equity within, around, and by way of the City's Cannabis Program.

### Recommendation No. 1

**Eliminate systemically discriminatory non-violent cannabis criminal records by developing an expungement program.**

On July 1, 2015, cannabis officially became legal in the State of Oregon. However, today there are still over 30,000 Oregon residents who have non-violent cannabis criminal records. Currently, there isn't a state-wide framework in place that allows for automatic expungement of non-violent cannabis criminal records, and the expungement process remains costly and prohibitive. Through the SEED Grant Fund, the City of Portland has provided over \$250,000 in total funding over 5 years to organizations doing expungement work locally. In 2021, the City Council signed a proclamation declaring September 19 – September 26 the National Expungement Works official week of action for Portland. To continue this much needed work, the City of Portland has an opportunity to fund and launch its own City-led expungement program.

#### CALL TO ACTION:

- 1) Create a City of Portland expungement program funded by the City's cannabis tax revenue, providing automatic processes and/or covering 100% of costs for Portlanders seeking expungement of non-violent criminal records due to cannabis.

#### Budgetary Considerations:

FY2023-24: \$500,000 to launch expungement program funded by City's tax revenue, including general fund and 3% cannabis tax revenue.

#### Potential Timing:

1-2 city fiscal years to research and launch program

<sup>6</sup> [CHEM Pillars of Health Equity™](#)



## Recommendation No. 2

**Establish a research budget within the City of Portland's Cannabis Program to properly study and develop tools and information to drive positive impacts for Portland communities through the cannabis industry.**

The resources to properly research and to develop tools and insights to drive positive impacts for communities in Portland through the cannabis industry are not available. In many cases, the data is non-existent and the data that does exist needs to be extracted by professional firms that specialize in data research, which is a costly and time-consuming process. This process falls outside of the scope of any volunteer organization.

Realizing the need for in-depth qualitative, quantitative, economic, and budgetary research, CPOT's Community Impact Subcommittee reached out to multiple research firms offering these services. We asked these firms to provide a menu of options which outlined the range of costs.

### CALL TO ACTION:

- 1) Allocate cannabis tax revenue to establish a qualitative and quantitative research program to develop recurring reports studying the ongoing social, economic, environmental and human impact of the cannabis industry.
- 2) Examine City-wide implementation of cannabis-related policies and/or collateral consequences of previous criminalization that might disproportionately harm historically excluded communities.

### ***Budgetary Considerations:***

FY 2023-24: \$250,000 to establish and launch Portland Cannabis Research Fund (PCRF)

### ***Potential Timing:***

1 year to hire limited term Analyst II, who will lead strategic development of PCRF

1-2 years to establish research priorities and conduct RFP process for contractors to execute priority research.



## Conclusion

As we enter 2022, the Cannabis Policy Oversight Team (CPOT) strives to continue to shape future cannabis policies that support equitable access and outcomes for all City of Portland residents and businesses. It is imperative that we develop a comprehensive and shared understanding of what equity is, what it must do and the role we must play to achieve it. Leveraging an established framework, this year's Annual Cannabis Policy Report outlines key findings and recommendations through the lens of total equity or health equity comprised of four key pillars: economic, environmental, human and social equity.

With this comprehensive understanding of equity and working across multiple bureaus and agencies including health, economic development, sustainability, education and community, the City of Portland can develop tools and information to drive positive impacts for communities in Portland as a result of the cannabis industry, while also providing accurate and transparent insights that will help remediate negative impacts related to cannabis prohibition experienced by Portlanders. In doing so, the City will also be a credible leader in equity-centered, data-informed local, state and federal policy reform at a time of significant change for the cannabis industry. This critical work must be done with urgency and priority to end, repair and prevent the harm of criminalization.

CPOT will continue to educate, inform, and advise the Office of Community & Civic Life and City Council on policies that will ensure the legal cannabis industry is diverse, equitable, accessible, and sustainable in 2022 and beyond.

# APPENDIX A:

## CANNABIS POLICY OVERSIGHT

### TEAM MEMBERSHIP

#### 2020-21 CPOT MEMBERS (12)

- Al Ochoa, Chair
- Stephanie Cox, Vice Chair
- John Monteleone, Vice Chair
- Dr. Nicole Bowles, Member
- Bret Born, Member
- Michael Rochlin, Member
- Jesce Horton, Member
- Dr. Rachel Knox, Member – Immediate Past Chair, Oregon Cannabis Commission
- Travis Maurer, Member
- Amber Peterson-Phillips, Member
- Laura Valden-Vega, Member
- Erik Vidstrand, Non-Voting *Ex Officio Member* – Multnomah County Health Department

#### 2021-22 CPOT MEMBERS (12)

- Al Ochoa, Chair
- Gabe Cross, Vice Chair; Annual Report Lead
- Travis Maurer, Vice Chair; Chair, Community Impact Subcommittee
- Bret Born, Member; Vice Chair, Small Business Subcommittee
- Rosa Cazares, Member
- Natalie Darves, Member
- Hannah Hohendorf, Member
- Jesce Horton, Member; Chair, Small Business Subcommittee
- Dr. Rachel Knox, Member – Immediate Past Chair, Oregon Cannabis Commission
- Amber Peterson-Phillips, Member; Vice Chair, Community Impact Subcommittee
- Laura Valden-Vega, Member
- Erik Vidstrand, Non-Voting *Ex Officio Member* – Multnomah County Health Department

#### 2021-22 CPOT SUBCOMMITTEES (3)

##### COMMUNITY IMPACT SUBCOMMITTEE

- Travis Maurer (Chair)
- Amber Phillips-Peterson (Vice Chair)
- Clair Raujol
- Anne Bledsoe
- Justin McDonald

##### COMPETENCY SUBCOMMITTEE

- Savina Monet (Chair)
- Zoe Sigman
- Matthew Clearly
- Kathy Rowell
- Erik Vidstrand
- Natalie Darves
- Dr. Rachel Knox
- Hannah Hohendorf

##### SMALL BUSINESS SUBCOMMITTEE

- Jesce Horton (Chair)
- Bret Born (Vice Chair)
- Gabe Cross
- Zoe Sigman
- Matthew Clearly
- Laura Valden-Vega
- Eddy Montes
- Casey Houlihan



# APPENDIX B:

## MEMBER SERVICE & MEETINGS

### MEMBER SERVICE

In 2021, CPOT members each dedicated 35 hours of service in formal board meetings, plus additional hours preparing and planning board meetings, planning and attending subcommittee meetings, conducting research to inform recommendations, preparing written testimony to council to support HB 3112, presenting the 2020 Cannabis Policy Report to community organizations, City Council and the Oregon Liquor and Cannabis Commission (OLCC), and preparing the 2021 annual report for the Civic Life bureau director.

The board reviewed advisory body parameters, bylaws, and process improvement, led City discussions around emergency relief, provided written recommendations and observations to the City Council, and provided testimony during council budget work sessions.

### MEETING TOPICS

Each CPOT public meeting included an agenda designed to further the members' understanding of the challenges and opportunities facing the cannabis industry at the city, state and federal level. CPOT members discussed equitable economic development for individuals and communities, small business support, workforce development and workplace rights, community impact, restorative justice and cannabis competency. CPOT reviewed state-level, cannabis-related legislation providing feedback and insights to inform the City's legislative agenda. In between meetings, there were substantial reading materials to help members fully understand the depth and breadth of cannabis regulations, government spending, outreach activities, economic development, health education, social equity initiatives, community outreach, and reducing barriers to access.

# APPENDIX C: DEFINITIONS

## ADULT-USE

'Recreational Use' is a type of personal use characterized by the enjoyment of the euphoric effects of cannabis, either alone or socially. However, titling the adult-use market 'Recreational' is reductive and misleading in that it assumes the only type of use by adults is recreational, and perpetuates a pejorative stigma and erroneous overemphasis of cannabis use as a vice. As recreational use is merely one type of personal uses (other uses being medical, therapeutic, or spiritual), a much more appropriate designation for nonmedical use is 'Adult-Use,' under which it is understood that an adult may use cannabis alone or socially for a variety of reasons without implying that they are using cannabis solely for recreational purposes.

## CANNABIS CONVICTION

All nonviolent convictions related to and stemming from cannabis where injuries were not sustained.

## COMMUNITY-DRIVEN

Ideas and solutions are developed and determined by the community who will be served.

## COMPETENCY

A fundamental knowledge, skills or ability that allows one to do something safely and successfully.

## CHEM PILLARS OF HEALTH EQUITY™

CHEM uses "health equity" interchangeably with total equity, both implying the same measurable outcome: equitable access and assurance of well-being and total health. Total equity can be achieved through balance and maximizing four pillars: Economic, Environmental, Human and Social Equity.

### ECONOMIC EQUITY

The assuredness of 1) economic reciprocity, 2) access to opportunities and services that secure and grow economic resources such as income, savings, assets, and capital, and 3) possessing personal and collective agency over the flow of economic resources through a household or community.

### ENVIRONMENTAL EQUITY

The assuredness of access to and maintenance of 1) clean air, water, land, and soil, 2) clean, natural, and safe outdoor spaces, 3) clean and safe indoor spaces, and 4) clean, safe, and consistent housing options.

### HUMAN EQUITY

The assuredness of access to experiences, opportunities, and resources that optimize 1) an individual's knowledge, skills, ability, capability, adaptability, introspection, empathy, enlightenment, self-regard, and self-actualization, and 2) their physical, mental, and spiritual fitness.

### SOCIAL EQUITY

Fairness in policy, regulation, and in the distribution of social resources and services to ensure that policy and societal infrastructures 1) assure economic, environmental, and human equity, 2) demonstrate cultural respect and preservation, and 3) facilitate the social belonging, cooperation, cohesion, trust, participation, protection, and productivity of all people.

## MARIJUANA

As defined by Portland City Code: “Marijuana” means the plant Cannabis family Cannabaceae, any part of the plant Cannabis family Cannabaceae and the seeds of the plant Cannabis family Cannabaceae. “Marijuana” does not include industrial hemp, as defined in ORS 571.300.

As defined by the CSA: Under section 202 of the Controlled Substances Act, certain types and parts of the Cannabis sativa L. plant are controlled under the drug class “marihuana.” Schedule I includes those substances that have a high potential for abuse, have no currently accepted medical use in treatment in the United States, and lack accepted safety for use under medical supervision.

As defined by the United States Patent and Trademark Office: U.S. Patent No. 6,630,507 was applied for in 1998 by the United States Department of Health and Human Services, approved in October of 2003, and expired on April 21, 2019. It covers “the potential use of non-psychoactive [synthetic] cannabinoids to protect the brain from damage or degeneration caused by certain diseases, such as cirrhosis.” Now, everyone is allowed to create synthetic drugs based on the cannabinoids outlined in the patent. However, they still require FDA approval. The government received a percentage of sales, approximated to be ‘six figures’ in royalties, as milestone payments. There have been at least four dozen cannabis-related utility patents approved, including No. 6,630,507.

## RACISM

Prejudice, discrimination, or antagonism directed against a person or people on the basis of their membership in a particular racial or ethnic group, typically one that is a minority or marginalized.

## REPARATIVE JUSTICE

Policies and reform serving to make amends for a past harm, injustice or inhumanity.

## SUSTAINABILITY

Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainability is a paradigm for thinking about the future in which economic, environmental, human, and social considerations are balanced in the pursuit of ecological balance. Sustainability is often thought of as a long-term goal (i.e., a more sustainable world), while sustainable development refers to the many processes and pathways to achieve it (e.g., sustainable agriculture, etc.).

## WAR ON DRUGS

The racially-biased enforcement of cannabis criminalization ignited by President Nixon’s declaration in June 1971, supported by the Controlled Substances Act (CSA) of 1970. Nixon dramatically increased the size and presence of federal drug control agencies and pushed through measures such as mandatory sentencing and no-knock warrants. A top Nixon aide, John Ehrlichman, later admitted: “You want to know what this was really all about. The Nixon campaign in 1968, and the Nixon White House after that, had two enemies: the antiwar left and Black people. You understand what I’m saying. We knew we couldn’t make it illegal to be either against the war or Black, but by getting the public to associate the hippies with marijuana and Blacks with heroin, and then criminalizing both heavily, we could disrupt those communities. We could arrest their leaders, raid their homes, break up their meetings, and vilify them night after night on the evening news. Did we know we were lying about the drugs? Of course we did.”<sup>7</sup> Nixon temporarily placed marijuana in Schedule One, the most restrictive category of drugs, pending review by a commission he appointed led by Republican Pennsylvania Governor Raymond Shafer. In 1972, the commission he appointed, led by Governor Raymond Shafer, unanimously recommended decriminalizing the possession and distribution of marijuana for personal use. Nixon ignored the report and rejected its recommendations.

## WEALTH

Wealth is that which can be inherited across generations which enables future generations the capacity to generate more wealth. Knowledge, skills, history, and material property (like a house or business) can be inherited.

<sup>7</sup> [www.cnn.com/2016/03/23/politics/john-ehrllichman-richard-nixon-drug-war-blacks-hippie](http://www.cnn.com/2016/03/23/politics/john-ehrllichman-richard-nixon-drug-war-blacks-hippie)