

CANNABIS CONTROL COMMISSION

January 15, 2026
10:00 AM

In-Person at Cannabis Control Commission, Second Floor Public Meeting Room,
Worcester Union Station, 2 Washington Square, Worcester and with Remote Access via
[Microsoft Teams Live*](#)

PUBLIC MEETING MINUTES

Documents:

- Application Materials associated with:
 - Staff Recommendations on Changes of Ownership
 - Staff Recommendations on Renewal Licenses
 - Staff Recommendations on Provisional Licenses
 - Staff Recommendations on Final Licenses
 - Staff Recommendations on Responsible Vendor Training Renewals
- [Meeting Packet](#)
- Administrative Order No. 5

In Attendance:

- Chair Shannon O'Brien
- Commissioner Carrie Benedon
- Commissioner Kimberly Roy
- Commissioner Bruce Stebbins

Minutes:

- I. Call to Order
 - The Chair recognized a quorum and called the meeting to order.
 - The Chair gave notice that the meeting is being recorded.
 - The Chair gave an overview of the agenda.
- II. Commissioners' Comments & Updates – 00:01:26
 - Commissioner Benedon made no comments. Commissioner Roy thanked her colleagues for their work on exclusivity and the secret shopper program. Commissioner Stebbins provided updates on the Social Consumption (SC) working group and outreach outside of the Commission. He also cited improvements to document uploads for Licensees and praised the work conducted on the endeavor.



The Chair echoed Commissioners' praise for the work by Commission staff on exclusivity.

III. Minutes – 00:03:51

- October 23, 2025
- Commissioner Benedon moved to approve the October 23, 2025, Commission Public Meeting minutes.
- Commissioner Roy seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O'Brien – Yes
- The Commission unanimously approved the October 23, 2025, Commission Public Meeting minutes.

- October 29, 2025
- Commissioner Benedon moved to approve the October 29, 2025, Commission Public Meeting minutes.
- Commissioner seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O'Brien – Yes
- The Commission unanimously approved the October 29, 2025, Commission Public Meeting minutes.

- November 6, 2025
- Commissioner Benedon moved to approve the November 6, 2025, Commission Public Meeting minutes.
- Commissioner seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O'Brien – Yes
- The Commission unanimously approved the November 6, 2025, Commission Public Meeting minutes.

- November 7, 2025
- Commissioner Benedon moved to approve the November 7, 2025, Commission Public Meeting minutes.



- Commissioner seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the November 7, 2025, Commission Public Meeting minutes.

- November 18, 2025
- Commissioner Benedon moved to approve the November 18, 2025, Commission Public Meeting minutes.
- Commissioner Stebbins seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the November 18, 2025, Commission Public Meeting minutes.

- December 4, 2025
- Commissioner Benedon moved to approve the December 4, 2025, Commission Public Meeting minutes.
- Commissioner seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the December 4, 2025, Commission Public Meeting minutes.

- December 11, 2025
- Commissioner Benedon moved to approve the December 11, 2025, Commission Public Meeting minutes.
- Commissioner seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes



- The Commission unanimously approved the December 11, 2025, Commission Public Meeting minutes.

IV. Executive Director and Commission Staff Report – 00:07:03

- Executive Director (ED) Travis Ahern presented and reviewed a slide pertaining to progress made and future work to be accomplished under the categories of (1) deliverables, (2) other engagements, (3) estimated time of Public Meeting assumptions and (4) timeline estimate updates with stress place on improving notices of deficiency to Licensees by License types and discrete violations and providing Commissioners with useful information and data on issues involving exclusivity and the secret shopper program.
- The ED turned the floor over to Director of Digital and Creative Services AnnMarie Burt (Director Burt) who reviewed the positive development and improved organization of the Where to Buy website updates. Commissioner Roy requested technical information, at which time Chief Technology and Innovation Officer (CTIO) Paul Clark spoke, cautioning that there were issues with linking up information, though he promised to work on improving links to retailers. Commissioner Benedon noted lack of apparent distinction between delivery and retail, with some delivery operators appearing as retail locations. Director Burt observed how clarity could be advanced through color coding the License types.
- Director of Licensing Olivia Koval (Director Koval) presented licensing updates regarding licensing applications, active Cultivators, and Host Community Agreements (HCAs).

V. Staff Recommendations on Changes of Ownership – 00:31:45

- Licensing Manager Tsuko Defoe (Manager Defoe) presented on behalf of the Licensing department the Staff Recommendations for Changes of Ownership, Renewals, Provisionals, Final Licenses and Responsible Vendor Training Renewal Licenses.
1. LDE Holdings, LLC – add one individual and one entity.
 - Commissioner Stebbins moved to approve the Change of Ownership.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Change of Ownership.
 2. Solar Retail Norton, LLC – add one entity.
 - Commissioner Benedon moved to approve the Change of Ownership.
 - Commissioner Roy seconded the motion.



- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the Change of Ownership.

VI. Staff Recommendations on Renewal Licenses – 00:35:07

- Commissioner Benedon inquired about the factors which affected the timing of renewals, especially with some renewals for Licensees that were very close to expiring. Manager Defoe explained that the lack of responses or late responses from some Licensees caused this to get under the gun responses before a Public Meeting. Manager Defoe also delineated the multiple ways advance notice of upcoming expirations and the need to renew are sent to Licensees. She added that most Licensees do not refer to the Massachusetts Cannabis Industry Portal (MASSCIP), but rather Metrc. Manager Defoe explained to whom the expiration reminder notices were sent, which generally is the Licensee’s principal. CTIO Clark explained why METRC was limited in terms of usability by Licensees for this type of advanced notice. Manager Defoe described how Licensees obtain a “new birthday” depending on when the renewal was improved and that the Licensing department could grant a Licensee a 5-day administrative extension. She added that in terms of certificates of good standing, the Commission had to defer to the Department of Revenue (DOR), particularly when a Licensee needed a tax compliance letter so that the Licensee could then proceed with the Commission. Additionally, she noted that a Licensee needs a compliant HCA.
- Commissioner Benedon moved to approve the renewal of items numbered 1 – 69 as indicated on the agenda.
- Commissioner Roy seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the renewal of items numbered 1 – 69 as indicated on the agenda.

VII. Staff Recommendations on Provisional Licenses – 00:51:22

1. Green Meadow Farm, LLC (#RMDA4325), Medical Marijuana Treatment Center
 - Commissioner Benedon moved to approve the Provisional License.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:



- Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Provisional License.
2. Mellow Tiger, LLC (#MRN285096), Marijuana Retailer
 - Commissioner Stebbins moved to approve the Provisional License.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Provisional License.
 3. Saromaa, LLC (#MRN285078), Marijuana Retailer
 - Commissioner Stebbins moved to approve the Provisional License.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Provisional License.
 4. Westfield Ultra Premium, LLC (#MCN283986), Marijuana Cultivator, Tier 4, Indoor (20,001 – 30,000 sq.ft.)
 - Commissioner Stebbins moved to approve the Provisional License.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Provisional License.
 5. Westfield Ultra Premium, LLC (#MPN282361), Marijuana Product Manufacturing
 - Commissioner Stebbins moved to approve the Provisional License.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes



- Commissioner Stebbins – Yes
- Chair O’Brien – Yes
- The Commission unanimously approved the Provisional License.

6. Westfield Ultra Premium, LLC (#MRN285415), Marijuana Retail
 - Commissioner Benedon moved to approve the Provisional License.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Provisional License.

VIII. Staff Recommendations on Final Licenses – 00:56:43

1. JO Worcester, Inc. (#MR285223), Marijuana Retailer
2. Surf’s Up Cannabis Ventures, LLC (#MR285057), Marijuana Retailer
3. Webster Cannabis Company, LLC (#MR285091), Marijuana Retailer
4. Resinate, Inc (#MTC/RMD4121), Medical Marijuana Treatment Center (Retail Operations)
 - The Chair noted that Commissioner Roy would be recused from Resinate, Inc (#MTC/RMD4121). She stated they would take a vote for Final Licenses numbered 1-3 as indicated on the agenda and Resinate, Inc (#MTC/RMD4121) as separate vote.
 - Commissioner Benedon moved to approve the Final Licenses numbered 1 – 3 as indicated on the agenda.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Final Licenses numbered 1 – 3 as indicated on the agenda.
 - Commissioner Benedon moved to approve the Final License for Resinate, Inc (#MTC/RMD4121).
 - Commissioner Stebbins seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Abstained



- Commissioner Stebbins – Yes
- Chair O’Brien – Yes
- The Commission approved the Final Licenses for Resinate, Inc (#MTC/RMD4121) by a vote of three in favor and one abstention.
- Commissioner Roy stated that they might have taken the vote wrong with her recusal and that she shouldn’t have voted on the License at all. The Chair asked GC Chattopadhyay to opine, and GC Chattopadhyay recommended a vote to reconsider.
- Commissioner Stebbins moved to reconsider the previous motion.
- Commissioner Benedon seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission approved to reconsider the previous motion.
- Commissioner Benedon moved to approve the Final License for Resinate, Inc (#MTC/RMD4121).
- Commissioner Stebbins seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission approved the Final License for Resinate, Inc (#MTC/RMD4121) by a vote of three in favor and one recusal.

IX. Staff Recommendations on Responsible Vendor Training Renewals – 00:58:26

1. Leafy Green Agency LLC (#RVR453162)
 - Commissioner Benedon moved to approve the Responsible Vendor Training License Renewal.
 - Commissioner Roy seconded the motion.
 - The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
 - The Commission unanimously approved the Responsible Vendor Training License Renewal.
 - Commissioner Roy moved to take a recess returning at 11:55 AM.
 - Commissioner Stebbins seconded the motion.
 - The Chair took a roll call vote:



- Commissioner Benedon – Yes
- Commissioner Roy – Yes
- Commissioner Stebbins – Yes
- Chair O’Brien – Yes
- The Commission unanimously approved the motion.
- The Commission took a brief recess. (Returned at 01:15:50.)

X. Commission Discussion and Votes

1. FY2027 Budget Discussion

- Chief Financial and Accounting Officer Lisa Schlegel (CFAO Schlegel) presented with a focus on the Marijuana Regulation Fund (MRF). Commissioner Roy pointed out that the sales tax flowed to a general fund, and thereafter moneys go to other organizations. CFAO Schlegel broke down the MRF appropriations for FY26, with the Commission only receiving 11% of the fund proceeds and was noted that revenue is affected by a Licensee paying in three increments a year, instead of making a one-time lump sum full renewal amount. CFAO Schlegel then turned attention to the Commission’s budget requests and explained what the Commission received in FY25 and FY26, which was much less. She explained that maintenance requests of approximately \$3,600,000 were detailed, which is acknowledgement of personnel. The Chair emphasized the recruitment of a Director of Testing. CFAO Schlegel then detailed FY27 of \$9,600,000 focused on the roll-out of SC, investment in Information Technology (IT) infrastructure, more funding for public safety, and initiatives. The Chair and Commissioner Roy discussed fiscal issues surrounding the Donahue Institute’s report. The ED indicated that he would reach out to the Donahue Institute for future requests for their time and assistance. CFAO Schlegel presented a slide which broke down FY27 budget requests by expenditure class in a one-page summary form. Commissioner Stebbins mentioned badging expenditures and CFAO Schlegel explained funding needs. It was noted that CTIO Clark was working on electronic badging with updates on the goal to follow in the future. Commissioner Roy and the Chair discussed with CFAO Schlegel upcoming conversations which are needed with the legislature. The ED mentioned that the funding requests should not simply focus on the Commission’s needs, but also how the increased funding would benefit the citizens of the Commonwealth. Commissioner Benedon followed up on the request that the Commission reach out to other states to see how much new revenue they received after SC was instituted there. The ED stated that the reach-out had occurred, but the feedback was limited. The ED stated that there might not be any tax revenue generated from SC in FY27 in light of implementation timing. CFAO Schlegel then introduced the budget request in the amount of \$32,927,978.
- Commissioner Benedon moved to accept the budget request.
- Commissioner Roy seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes



- Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the motion.
- Commissioner Roy moved to take a recess returning at 1:30 PM.
- Commissioner Stebbins seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the motion.
- The Commission took a brief recess. (Returned at 03:03:47.)

2. Discussion of Receivership Process

- Commissioner Roy led the discussion on receiverships after the Chair’s introductory remarks, and she made an opening statement. She advocated for mandatory reporting to the Commission as the Commission would receive input on a form, which would include the essential information for each receivership, for enhanced Commission oversight and transparency. Commissioner Roy fleshed out (1) the current appointment process for receivers in the Commonwealth, (2) the mechanics of how a receivership works, (3) the twenty-four Licensees currently in receivership. Commissioner Roy had a colloquy with the ED regarding the 5-day notice rule and if there was an issue with the 3-License cap. Director Koval checked on cap issues currently only for Licenses under receivership and also mentioned that the court is not restricted to Commission-approved receivers. Commissioner Roy proposed motion language for the monitoring of businesses in receivership and reporting requirements for receivers. Director Koval stated there were currently six pre-approved receivers. Commissioner Benedon asked how many pre-approved receivers had been appointed for the twenty-four Licenses, and Director Koval said there was at least one instance of this. Commissioner Stebbins questioned about what information that the Commission sought before pre-approval of pre-approved receivers. He noted that the form did seek useful information to be provided, but that there might be more information to be sought from the pre-approved receiver candidate. The Chair shared she thought that accounts receivable was at issue with these distressed businesses and then asked when the pre-approved receivership process commenced at the Commission. Commissioner Roy read into the record her proposed language and Commissioner Stebbins added a single proposed amendment.
- Commissioner Benedon moved to direct Commission staff to develop a process for monitoring Cannabis business receiverships under the Commission’s jurisdiction and bring this process proposal to the February 12th Public Meeting. This process shall include, but not limited to, tracking the fees and expenses being charged by any court-



appointed receiver to the Licensee. The court-appointed receiver shall be required to provide the Commission with an initial written report at the beginning of the receivership and thereafter on a quarterly basis using a standard receiver or court appointee reporting form prescribed by the Commission. Each report should include financial information and any material developments affecting the Licensee's operations or ownership structure.

- Commissioner Roy seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O'Brien – Yes
- The Commission unanimously approved the motion.

3. Notices of Deficiency and Preliminary Referrals

- The ED stated that currently the input of data was done manually. The ED expressed that in terms of process for Notices of Deficiency (NODs), that they could be all in one file tracked in Dynamics. He provided the example of in the future, the Commission could be able to monitor discrete NODs by License types. Director of Enforcement Training Armond Enos (Director Enos) presented how staff observed violations on-site in the field and explained that the process was also designed to educate Licensees through providing them with specificity. He added that this assists the Licensee to know what or how to correct each violation, with the Licensee given ten business days to provide a written plan of correction, which the Commission then reviews. Director Enos also explained that ideally an NOD is issued within 48 hours of inspection(s) but sometimes this is not possible to meet. He expressed the goal was to get Licensees back into compliance as soon as possible. The Chair probed how public health issues and threats were addressed past the direct reports within the Investigations and Enforcement department. The ED mentioned a recent occasion where information was shared, and the Chair mentioned past information where she only learned about a public safety threat in the press. Commissioner Roy described the type of detail she thought should be compiled about NODs. It was noted that once the Commission accepts a plan of correction, the Commission does understand that some corrections might take some time to accomplish but the corrections must be in place when the re-inspection occurs. The Chair asked what the process of learning about emergencies was. Commissioner Roy noted that the process of informing Commissioners has improved under the current ED. Commissioner Stebbins spoke about a good inspection occurring when trainees are accompanied by experienced investigators.

4. Delegation of Powers to Approve Licensees

- The Chair introduced the topic of approval of Licenses in the absence of a quorum. She asked if a vote cannot be taken due to too few Commissions present, whether it could be delegated and if it could be delegated, how could it be delegated. GC



Chattopadhyay presented on temporary delegations, beginning with how the issue was handled before the Chair's reinstatement where they only had two Commissioners present for a vote. The Chair requested research on where the GC previously opined on the delegation issue. Commissioners urged that there be rules of necessity. The ED expressed that having a process in place for these delegations was necessary, with an opinion from the Legal department to be rendered when a quorum is lacking.

5. Deanonymization of Raw Testing Data Without Waivers

- The ED opined that if deanonymization was at issue, he believed that there should be a Commission vote beforehand. The Chair mentioned there was an issue about past deanonymization, but the countervailing opinion was that when this occurred, it was due solely to conditions present during the covid pandemic. Associate General Counsel Steven Laduzinski (AGC Laduzinski) stated the appropriate statutory and regulatory authority regarding testing and Seed-to-sale. He read G. L. c. 94G, § 4 and G. L. c. 94G, § 15. He also read from the definitions section of the Commission's regulations and language from 935 Code Mass. Regs. §§ 500.105(8)(e), 500.105(8)(g) and 500.160(1). The ED opined that obtaining a waiver could be the best solution when proprietary information was potentially at issue, with a vote on deanonymization in March 2026. The Chair mentioned that raw data might be deanonymized, but not personal identifying data. The ED mentioned how Connecticut had dealt with the same issue. The Chair expressed frustration with the lack of cogent legal guidance on the issue. Commissioner Benedon observed that no certain prediction could be made regarding risk and exposure to the Commission. AGC Laduzinski read Administrative Order No. 5 into the record. Commissioner Stebbins mentioned that the data discussed was primarily useful for research purposes and CTIO Clark added that there are different data set for research and the public at large. The Chair focused on proprietary information only being an issue for inappropriate competitive use of data. CTIO Clark discussed corrupted data for clarification purposes. Commissioner Roy asked who prepared the data dictionary and CTIO Clark said it was developed by Director of Data Analytics Marianne Sarkis a couple of years ago. Commissioner Benedon probed the need to deanonymize certain data. The Chair advocated that the issue be tabled, with a compromise proposed by Commissioner Roy to draft a data use agreement.

6. Executive Session Minutes Release Process

- The Chair referenced past Open Meeting Law (OML) violations and then introduced the topic of releasing Executive Session minutes. Commissioner Benedon outlined the law under the OML and Public Records Requests (PRRs), particularly if the purpose for withholding was no longer operative. She reviewed how the Legal department broke down what could be released and what would be withheld and that it must be reviewed periodically. Commissioner Benedon narrowed the issue when the matter was resolved, but information still must be redacted. She discussed the Legal department's process for making redactions. The Chair raised the query about how



votes occur on releasing material without knowing what the material is. Commissioner Roy asked if the Commissioners should review unredacted Executive Session minutes. Commissioner Benedon stated that the OML or PRR laws did not definitely state that Commissioners are entitled to see the minutes. The Commissioners discussed developing a policy for reviewing Executive Session minutes. Commissioner Benedon will propose a policy for consideration in February. The Chair probed the legal process involved with making redactions.

7. Update on Motion to Intervene

- GC Chattopadhyay suggested the topic be discussed in Executive Session and the Chair agreed.

XII. Next Meeting Date – 05:14:43

- The Chair stated that the next meeting was scheduled for January 27, 2026.

XI. Executive Session – 05:14:50

- Commissioner Benedon moved to enter into Executive Session pursuant to G.L. c. 30A, § 21(a)(3), to discuss strategy with respect to collective bargaining or litigation because the open meeting may have a detrimental effect on the bargaining or litigating position of the public body.
- Commissioner Roy seconded the motion.
- The Chair took a roll call vote:
 - Commissioner Benedon – Yes
 - Commissioner Roy – Yes
 - Commissioner Stebbins – Yes
 - Chair O’Brien – Yes
- The Commission unanimously approved the motion to enter into Executive Session.
- The Chair stated that the Commissioners would not return to Open Session.

