Testimony COMMENTING on SB 2050 SD2
RELATING TO INDUSTRIAL HEMP DERIVED PRODUCTS

REPRESENTATIVE RICHARD P. CREAGAN, CHAIR
HOUSE COMMITTEE ON AGRICULTURE

Hearing Date: 3/11/2020 Room Number: 312

1 Fiscal Implications: This measure may impact the priorities identified in the Governor’s Executive Budget Request for the Department of Health’s (Department) appropriations and personnel priorities.

2 Department Testimony: The Department appreciates the opportunity to offer testimony on this measure. The Department agrees with much of the intended purpose of this measure as stated in Section 1. We agree that establishing a regulatory framework for consumer products containing hemp that is legally grown under approved government programs, consisting of labeling and independent lab testing for contaminants to inform and protect consumers is needed. We do, however, have major concerns with allowing hemp products in food and how the measure will affect the Department’s medical cannabis dispensaries. We offer the following comments and suggestions for amendments to create a framework that allows hemp growers licensed to grow production legal hemp to process hemp into hemp supplements intended to be ingested orally or hemp cosmetics for topical application to skin and hair.

3 A summary of our comments on the measure is offered below, with complete list of amendments respectfully submitted at the end of our testimony for your consideration.

4 Page 5, line 19: Manufacture, distribution, or sale of industrial hemp products. This measure also proposes to amend Chapter 328 to allow medical cannabis dispensaries licensed pursuant to chapter 329D to manufacture, distribute, or sell products that contain industrial
hemp, cannabinoids, extracts, or derivatives from industrial hemp. The Department has serious
concerns that this amendment will increase risks to the public due to the inability to track hemp
flower, which is visually indistinguishable from cannabis flower, allowing hemp flower into the
dispensary system with no tracking requirement. In addition, lack of control over manufactured
hemp product ingredients increase the regulatory burden by requiring additional personnel
resources of the dispensary licensing system. The Department respectfully requests this proposed
amendment be removed.

Page 6, line 4: **Labeling.** Recommend amending proposed warning statement to use the word
“cannabinoids”, instead of “cannabidiol”, as safe use of cannabinoids in pregnant or
breastfeeding women has not been determined. Also recommend adding warning statement that
use of product may interact with other drugs and to consult a health professional before use.

Page 6, line 10: **Health-related statements.** Offered amendment to subsection to expressly
prohibit a manufacturer, distributor, seller from labeling or advertising a hemp product that
implies use of product may be used to cure, treat, prevent a disease.

Page 7, line 4: **Use in food products.** The Department has major concerns over allowing hemp
products, which include cannabinoids like cannabidiol (CBD) to be sold as a food and used as a
food ingredient without it being evaluated by the U.S. Food and Drug Administration (FDA) for
safe use in the food supply. FDA has the primary legal responsibility for determining the safe
use of a food additive. Currently there are over 3000 ingredients in FDA database of ingredients
allowed in food. To market a new food additive, a manufacturer must first petition FDA for its
approval. These petitions must provide evidence that the substance is safe for its intended use as
determined by experts qualified by scientific training and experience to evaluate its safety
through scientific procedures. To date, FDA has not approved hemp derivatives, like CBD or
other cannabinoids, for safe use in the food supply.

FDA notes there is no definitive scientific study that proves low dosages of CBD over an
extended period is safe. The Department echoes FDA’s concerns regarding unanswered
questions about the effects on children (and adults) when consuming unknown dosages of CBD,
from a multitude of sources, in food. Allowing hemp to be used in foods without evaluating
safety data to determine safe use limits is not good public health policy. Currently, only hulled
hemp seeds, hemp seed oil and hemp seed protein powder maintain FDA status as Generally Recognized as Safe (GRAS) for use, as intended, in our food supply. FDA’s GRAS allowance makes sense as hulled hemp seeds contain only fat, protein and carbohydrate and have yet to develop into a cannabis plant containing THC, CBD and other cannabinoids.

The Department is asking for patience to allow FDA to adequately determine if hemp derivatives, like CBD and other cannabinoids, should be allowed as a food additive.

However, the Department respectfully offers an amendment to this subsection that seeks to ensure that hemp plant material, when used as an ingredient to manufacture a hemp supplement or hemp cosmetic, must come from an established and approved hemp growing program in Hawaii or in another state and has satisfactorily complied with independent laboratory testing for THC content. Our amendment also requires hemp products from out-of-state to have a certificate of analysis from independent laboratory stating compliance with THC and contaminant testing. Test results must be made available to consumers by request.

Page 8, line 18: **Hemp products; when adulterated or misbranded.** The Department respectfully recommends this proposed amendment be removed as we strongly recommend hemp not be allowed in foods and beverages, however we are amenable to hemp in supplements and cosmetics under our proposed amendments for creation of a regulatory framework. Should our proposed amendments be accepted, this subsection would not be required.

Page 9, line 7: **Rulemaking.** The Department agrees with the measure granting rule making authority to carry out the purposes of this part. We do respectfully request the committee consider our request to amend the measure to include interim rulemaking authority as well.

Additional amendments are offered in our proposal below that seek to:

- Establish a hemp processor registry for processing legally grown hemp into ingredients to be used in hemp supplements or hemp cosmetics.
- Prohibit manufacture, sale and distribution of foods into which cannabinoids, synthetic cannabinoids or hemp products have been added. Protects existing allowance for hemp seeds, hemp seed oil and hemp seed protein powder to be used in foods as they are currently generally recognized as safe (GRAS) by FDA.
• Prohibit manufacture, sale and distribution of cannabinoid products used to aerosolize for respiratory routes of delivery, such as with an inhaler or nebulizer.

• Restrict sale of hemp products in the State to twenty-one years of age or older.

• Restrict manufacture, sale or distribution of hemp products designed to be appealing to children.

• Establish standards for laboratory-based testing of hemp products for content, contamination and consistency.

• Establish enforcement and penalty section for any person who violates the chapter or rules adopted by Department. Fines up to $10,000 for each offense and administrative and civil penalties.

• Request appropriation out of the general revenues of the State of Hawaii the sum of $750,000 for fiscal year 2021-2022 to be deposited into the Hawaii hemp products regulatory special fund.

Offered Amendments:

RELATING TO INDUSTRIAL HEMP DERIVED PRODUCTS.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

PART I

SECTION 1. The legislature finds that Act 228, Session Laws of Hawaii 2016, established the industrial hemp pilot program within the department of agriculture and has created the promise of a new form of diversified agriculture in Hawaii.

Since the inception of the hemp pilot program, thirty-six
industrial hemp farmers have registered with the department and are currently cultivating hemp for commercial use.

The legislature further finds that Congress passed the Agricultural Improvement Act of 2018, otherwise known as the Farm Bill, which removed hemp derived extracts, derivatives, and cannabinoids, such as cannabidiol (CBD) as schedule I substances in the Controlled Substances Act from hemp plants that contain no more than 0.3 per cent tetrahydrocannabinol. The hemp industry across the country has grown rapidly, and hemp-derived products are used by a wide range of consumers.

The legislature also finds that, while the United States Department of Agriculture has opened the industrial hemp market, the Food and Drug Administration has continued to exercise jurisdiction over the regulation of ingestible and topical hemp products. In 2019, the Food and Drug Administration, in its continuation of evaluating regulatory frameworks for hemp-derived compounds, held a public hearing, and opened a public docket for data gathering. The Food and Drug Administration has also issued non-legally binding public statements arguing that it is illegal to market cannabidiol as a food additive or dietary supplement because it is an active ingredient in a pharmaceutical drug.
While it is expected that the Food and Drug Administration will eventually use its authority to regulate hemp-derived products, the only enforcement action it has taken to date is to send warning letters against improper disease remediation claims made by food and supplement companies. The legislature finds that, given the time expected for the Food and Drug Administration to act and the existing confusion among consumers and the industry, it is important that a timely regulatory framework be established around hemp products and cannabinoids, both to provide consumer safety requirements, and certainty for Hawaii hemp farmers to continue to viably operate their industrial hemp operations in the State.

The purpose of this Act is to:

(1) Establish a hemp processor registry for hemp-derived products which consists of labeling and independent laboratory testing to ensure products do not contain contaminants unfit for human consumption;

(2) Prohibit hemp processors, distributors, and retailers from making unwarranted health claims of their hemp-derived products;

(3) Prohibit the sale or furnish of any hemp product to a person under twenty-one years of age;
(4) Prohibit the sale, hold, offer, or distribution for sale of any hemp-derived products designed to be appealing to children;

(5) Require these products to be properly labeled to be legally allowed for sale in the State;

(6) Requiring certain warning statements to be placed on the packaging of hemp-derived products.

PART II

SECTION 2. New Chapter 328H, Hawaii Revised Statutes, is created to read as follows:

"CHAPTER 328H. HEMP PRODUCTS

§328H - Definitions. As used in this chapter.

"Applicant" means the person applying to register as a hemp processor under this chapter.

"Cannabinoids" means chemicals in Cannabis that cause drug-like effects in the body, including the central nervous system and the immune system. The main psychoactive cannabinoid in Cannabis is delta-9 tetrahydrocannabinol. Cannabidiol (CBD) is an example of a cannabinoid.
"Cannabis" means the genus of the flowering plant in the family Cannabaceae. For the purpose of this part, cannabis refers to any form of the plant where the delta-9 tetrahydrocannabinol concentration on a dry weight basis has not yet been determined.

“Certificate of Registration” means the Certificate issued by the department attesting that the hemp products produced by the applicant’s company have been registered with the department.

“Decarboxylated” means the completion of the chemical reaction that converts delta-9 tetrahydrocannabinol's acids (THCA) into delta-9 tetrahydrocannabinol. The decarboxylated value may be calculated using a conversion formula that sums delta-9 tetrahydrocannabinol and eighty-seven and seven tenths (87.7) per cent of THCA.

“Delta-9 tetrahydrocannabinol” or “THC” is the primary psychoactive component of cannabis.

“Department” means the department of health.

“Director” means the director health.
“Disease or health-related condition” means damage to an organ, part, structure, or system of the body such that it does not function properly (e.g., cardiovascular disease), or a state of health leading to such dysfunctioning (e.g., hypertension).

“Dry weight basis” refers to a method of determining the percentage of a chemical in a substance after removing the moisture from the substance.

“Food” means a raw, cooked, or processed edible substance, ice, beverage or ingredient used or intended for used or for sale in whole or in part for human or animal consumption, or chewing gum.

“Enclosed indoor facility” means a permanent, stationary structure with a solid floor, rigid exterior walls that encircle the entire structure on all sides, and a roof that protects the entire interior area from the elements of weather. Nothing in this definition shall be construed to relieve the registered applicant from the applicant's duty to comply with all applicable building codes and regulations.

“Established and approved hemp program” means a program that meets all federal requirements regarding the lawful and safe cultivation of hemp.
“FDA” means the United States Food and Drug Administration.

“Health claim” means any claim made on the label or in labeling of a hemp product, that expressly or by implication, including “third party” references, written statements (e.g., a brand name including a term such as “heart”), symbols (e.g., a heart symbol), or vignettes, characterizes the relationship of any substance to a disease or health-related condition. Implied health claims include those statements, symbols, vignettes, or other forms of communication that suggest, within the context in which they are presented, that a relationship exists between the presence or level of a substance in the hemp product and a disease or health-related condition.

“Hemp” means Cannabis sativa L. and any part of that plant, including the seeds thereof and all derivatives, extracts, cannabinoids, isomers, acids, salts, and salts of isomers, whether growing or not, with a delta-9-tetrahydrocannabinol concentration of not more than 0.3 per cent on a dry weight basis, as measured post-decarboxylation or by other similarly reliable methods.
"Hemp processor" means an individual or entity authorized by the State of Hawaii and operating in the State to receive harvested hemp plant material lawfully grown under an established and approved hemp program in any state for the purpose of:

1. Making a transformative change to the harvested hemp plant into a hemp derived ingredient to be used to manufacture a hemp product and;

2. Manufacturing of a finished hemp product using a hemp derived ingredient compliant with (1).

“Hemp product” means a product containing hemp that:

1. Is a hemp cosmetic for topical application to the skin or hair, or a hemp supplement to be ingested orally by humans or animals, excluding food;

2. Contains any part of the hemp plant, including naturally-occurring cannabinoids, compounds, concentrates, extracts, isolates, resins, or derivatives; and

3. Has a delta-9-tetrahydrocannabinol concentration of
not more than 0.3 per cent as measured post-decarboxylation or other similarly reliable methods.

4. Does not include any living hemp plants, viable seeds, leaf materials, or floral materials marketed for retail sale.

“Industrial Hemp” means hemp as defined in this chapter.

“Manufacture” means to compound, blend, extract, infuse, or otherwise make or prepare a hemp product, but does not include planting, growing, harvesting, drying, curing, grading, or trimming a hemp plant or part of a hemp plant.

“Marijuana” means all parts of the plant (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 and with a delta-9-tetrahydrocannabinol concentration of more than 0.3 per cent on a dry weight basis.

“Person” means an individual, firm, corporation, partnership, association, or any form of business or legal entity.

“Processing” means making a transformative change to the hemp plant following harvest by converting a hemp agricultural commodity into a hemp derived ingredient that may be used to manufacture a hemp product.

“Synthetic cannabinoid” means a cannabinoid that is

(a) produced artificially, whether from chemicals or from recombinant biological agents including but not limited to yeast and algae; and

(b) not derived from the genus cannabis. This includes biosynthetic cannabinoids.

"State" means the State of Hawaii.

§328H - Hemp processing; sale. (a) No person shall process hemp or manufacture hemp into hemp products without being
registered by the department as a hemp processor pursuant to
this part and any rules adopted pursuant thereto.

(b) Hemp, hemp products and extraction by-products shall be
processed, and stored, within an enclosed indoor facility with
proper storage conditions to minimize spoilage and formation of
mold/mycotoxins and secured to prevent unauthorized entry.

(c) Hemp shall not be processed within 1,000 feet of an
existing playground, school, state park, state recreation area,
residential neighborhood, hospital, or daycare due to odorous
emissions created during processing.

(d) Hemp shall not be processed using butane in an open
system where fumes are not contained or any other method the
department determines could potentially pose a risk to health
and safety

§328H – Hemp processor registry. (a) The department shall
create a registry for hemp processors.

(b) No person shall process hemp in the State unless the
person is registered by the department pursuant to this part.
(c) A person who intends to process hemp in the State shall apply to the department for registration on an application form created by the department.

(d) The applicant shall provide, at a minimum, the following information:

   (1) The applicant's name, mailing address, and phone number in Hawaii;

   (2) The legal description of the land on which the hemp is to be processed or stored;

   (3) A description of the enclosed indoor facility where hemp processing will occur;

   (4) Documentation that the indoor facility and planned hemp processing operation, complies with all zoning ordinances, building codes, and fire codes and;

   (5) Any other information required by the department.

(e) In addition to the application form, each applicant shall submit a non-refundable application fee established by the department. If the fee does not accompany the application, the application for registration shall be deemed incomplete.
(f) Any incomplete application shall be denied.

(g) Upon the department receiving a complete and accurate application, and remittal of the application fee, the applicant shall be sent a certificate of registration that it is registered to process hemp in the State.

(h) No person shall process hemp without receiving a Certificate of Registration from the department.

(i) Upon receiving a Certificate of Registration, the registrant shall apply to the department of public safety narcotics enforcement division (NED) and obtain a certificate to possess and handle delta-9 tetrahydrocannabinol as a byproduct of the cannabinoid extraction process.

   (i) The registrant shall provide proof of the NED certificate to the department within seven days of obtaining the certificate.

   (ii) The registrant shall maintain the certificate throughout the licensing period, and shall notify the department immediately if the NED certificate is suspended or revoked.
(j) The Certificate of Registration shall be renewed annually by payment of an annual renewal fee to be determined by the department and subject to verification by the department.

(k) All hemp processors shall allow federal, state, or local authorities including any member of the department, or any agent or third party authorized by the department, entry at reasonable times upon any private property in order to inspect, sample, and test the hemp processing area, hemp products, plants, plant materials, seeds, equipment, facilities incident to the processing or storage of hemp, and review all pertinent records.

(l) The department may remove any person from the registry for failure to comply with any law or regulation. It is the responsibility of the hemp processor to make sure it is registered and legally allowed to process hemp and in compliance with any and all laws and regulations. The removal of a hemp processor from the registry shall be accompanied by a cease and desist order, any violation of which constitutes a violation of this chapter.
§328H - Hemp used as ingredient in hemp supplement or hemp cosmetic.

(a) The hemp plant material used as an ingredient in a hemp supplement or hemp cosmetic shall meet the following conditions:

(1) Hemp plant shall be grown in Hawaii and/or in another state under a valid license, issued by an established and approved hemp program allowing for the lawful growth of production legal hemp. For purposes of this chapter, production legal hemp means:

(A) Hemp plant that has satisfactorily complied with all testing requirements, conducted by a third-party independent laboratory, to determine the delta-9-tetrahydrocannabinol concentration as required by the established and approved hemp program having primary jurisdiction and;

(B) does not meet the definition of marijuana or cannabis by state law.

(2) Hemp supplements or hemp cosmetics imported into the state shall be manufactured, labeled, and tested in accordance with the approved hemp program having primary jurisdiction.
(A) Hemp supplements or hemp cosmetics shall not be sold, held, offered or distributed for sale without a certificate of analysis from an independent testing laboratory that indicates every batch of product is in compliance with all contaminant testing and that the total delta-9 tetrahydrocannabinol concentration does not exceed 0.3 percent in accordance with the approved hemp program having primary jurisdiction.

(B) The certificate of analysis shall be provided to every distributor and retailer for every batch of product received and shall be provided to consumers by request.

(C) Hemp supplements or hemp cosmetics that is manufactured in a jurisdiction that does not have an approved hemp program shall be in compliance with required testing and labeling requirements of this chapter and subsequent rules to implement this chapter.

§328H - Labeling. (a) No person shall sell, hold, offer or distribute for sale, hemp products without a label prescribed by the department identifying the hemp product has been tested and satisfies the criteria for quality control established by the department pursuant to this chapter.
(b) The label of any package of a hemp supplement or hemp cosmetic shall include the contents and potency of cannabinoids and the following boxed warning statements in all capital letters and printed in not less than eighteen-point font:

(1) “USING PRODUCTS CONTAINING CANNABINOIDs WHILE PREGNANT OR BREASTFEEDING MAY BE HARMFUL. KEEP OUT OF REACH OF CHILDREN.”; and

(2) “WARNING: MAY INTERACT WITH OTHER DRUGS CONSULT A HEALTH PROFESSIONAL BEFORE USE.”

§328H - Health claims; prohibited. A hemp processor, manufacturer, distributor, or seller of a hemp product shall not include on the label of the product, or publish or disseminate in advertising or marketing, any health claims of a curative or therapeutic nature that, expressly or impliedly, suggests a relationship between the consumption or use of hemp or hemp products and health benefits or effects on the diagnosis, cure, mitigation, treatment, or prevention of any disease.

§328H - Products designed to be appealing to children; manufacture, sale or distribution prohibited. (a) No person shall manufacture, or sell, hold, offer, or distribute for sale,
in the State any hemp product designed to be appealing to
children, including but not limited to:

(1) Any product bearing any resemblance to a
cartoon character, fictional character whose target audience is
children or youth, or pop culture figure;

(2) Any product bearing a reasonable resemblance to
a product available for consumption as a commercially available
candy;

(3) Any product whose design resembles, by any
means, another object commonly recognized as appealing to, or
intended for use by, children; or

(4) Any product whose shape bears the likeness or
contains characteristics of a realistic or fictional human,
animal, or fruit, including artistic, caricature, or cartoon
renderings.

§328H - Hemp products; food; manufacture, sale, and
distribution prohibited. (a) No person shall manufacture, or
sell, hold, offer, or distribute for sale, in the State any food
into which a cannabinoid, synthetic cannabinoid, or other hemp
product has been added. This section shall not apply to hemp
that is generally recognized as safe (GRAS) by FDA for use in foods, as intended, in a public GRAS notification.

(b) No person shall manufacture, or sell, hold, offer, or distribute for sale, in the State any hemp supplement into which a synthetic cannabinoid has been added.

(c) No person shall manufacture, or sell, hold, offer, or distribute for sale, in the State any cannabinoid products used to aerosolize for respiratory routes of delivery, such as with an inhaler or nebulizer.

§328H - : Rulemaking. (a) The department shall adopt rules pursuant to chapter 91 that include but are not limited to:

(1) Inspection and sampling requirements of any hemp or hemp products;

(2) Testing protocols, including certification by state laboratories or independent third-party laboratories, to determine delta-9-tetrahydrocannabinol concentration of hemp or hemp products and screen for contaminants;

(3) Reporting and record-keeping requirements;

(4) Assessment of fees for registration applications, inspecting, sampling, and testing hemp products;
(5) A procedure for the disposal or destruction of unwanted or unused hemp, hemp products and extraction by-products to include but not limited to delta-9 tetrahydrocannabinol;

(6) Penalties for any violation of this chapter and;

(7) Any other rules necessary to carry out this chapter.

(b) The department may adopt and amend interim rules, which shall be exempt from chapter 91 and chapter 201M, to effectuate the purposes of this chapter provided that:

(1) The department shall hold at least one public hearing prior to the adoption of interim rules with at least thirty days’ notice for that public hearing; and

(2) Any interim rules shall remain in effect until June 30, 2023, or until rules are adopted pursuant to subsection (a), whichever occurs sooner.

§328H - Laboratory standards and testing; certification. (a) The department shall establish and enforce standards for laboratory-based testing of the hemp products for content, contamination, and consistency; provided that in establishing these standards, the department shall:
(1) Review and consider the testing programs and standards utilized in other jurisdictions;

(2) Consider the impact of the standards on the retail cost of the product;

(3) Review and consider the testing programs and standards for pesticides under the regulations of the United States Environmental Protection Agency; and

(4) For the testing for microbiological impurities, consider the benefits of organically grown hemp that features the use of bacteria in lieu of pesticides.

(b) The department may certify laboratories that are qualified to test hemp products for quality control prior to sale.

(c) If a hemp processor obtains a laboratory result indicating that a sample of a batch of its hemp product does not meet the department's standards, the hemp processor, at its own expense, may have the same sample or a different sample from the same batch retested by the same laboratory or a different laboratory, both of which must be certified or otherwise approved by the department. If a retest at a different laboratory yields a different result, the department shall
determine which result controls whether the batch may be
approved for sale or whether further testing shall be required.

(d) Any hemp product that fails to meet the standard for
testing and re-testing established by the department pursuant to
this chapter shall be destroyed in a manner prescribed by the
department in accordance with rules adopted pursuant to this
chapter.

§328H - Enforcement; penalty. (a) Any person who
violates this part or any rule adopted by the department
pursuant to this part shall be fined not more than $10,000 for
each separate offense. Any action taken to collect the penalty
provided for in this subsection shall be considered a civil
action. In addition to any other administrative or judicial
remedy provided by this part, or by rules adopted pursuant to
this part, the director may impose by order the administrative
penalty specified in this section. Factors to be considered in
imposing the administrative penalty include the nature and
history of the violation and of any prior violation, and the
opportunity, difficulty, and history of the violation and of any
prior violation, and the opportunity, difficulty, and history of
corrective action.
(b) For any judicial proceeding to recover an administrative penalty imposed by order or to enforce a cease and desist order against a hemp processor removed from the registry, the director may petition any court of appropriate jurisdiction and need only show that notice was given, a hearing was held or the time granted for requesting a hearing has expired without such a request, the administrative penalty was imposed or the hemp processor was removed from the registry, and that the penalty remains unpaid or the hemp processor continues to process hemp.

(c) Nothing in this part shall limit any other legal remedy, or limit any civil or criminal action, available under any other statute, rule, or ordinance.

§328H - Hemp products; persons under twenty-one years of age; prohibited. (1) It shall be unlawful to sell or furnish a hemp product in any shape or form to a person under twenty-one years of age.

(2) All persons engaged in the retail sale of hemp products shall check the identification of hemp product purchasers to establish the age of the purchaser if the purchaser reasonably appears to be under twenty-seven years of age.
(3) It shall be an affirmative defense that the seller of a hemp product to a person under twenty-one years of age in this section had requested, examined, and reasonably relied upon a photographic identification from the person establishing that person’s age as at least twenty-one years of age prior to selling the person a hemp product. The failure of a seller to request and examine photographic identification from a person under twenty-one years of age prior to the sale of a hemp product to the person shall be construed against the seller and form a conclusive basis for the seller’s violation of this section.

(4) Signs using the statement, “The sale of hemp products persons under twenty-one is prohibited”, in letters at least one-half inch high shall be posted on or near any vending machine at or near the point of sale of any other location where hemp products are sold.

(5) It shall be unlawful for a person under twenty-one years of age to purchase or possess any hemp product. This subsection does not apply if a person under the age of twenty
one, with parental authorization, is participating in a
controlled purchase as part of a law enforcement activity or a
study authorized by the department of health under the
supervision of law enforcement to determine the level of
incidence of hemp product sales to persons under twenty-one
years of age.

(6) Any person who violates subsection (1) or (4), or
both shall be subject to enforcement and penalties pursuant to
this chapter and subsequent rules to carry out this chapter.

PART III

SECTION 3. There is appropriated out of the general
revenues of the State of Hawaii the sum of $750,000 or so much
thereof as may be necessary for fiscal year 2021-2022 to be
deposited into the Hawaii hemp products regulatory special fund
established pursuant to section 328H-___, Hawaii Revised
Statutes.

The sums appropriated shall be expended by the department
of health for purposes of this Act.
SECTION 4. Not later than July 1, 2027, the department of health shall establish a repayment plan and schedule to repay the general fund, the sums deposited into the Hawaii hemp processing revolving fund established pursuant to section 328H-__, Hawaii Revised Statutes. The department of health shall only use moneys from the Hawaii hemp processing revolving fund to repay the general fund.

PART IV

SECTION 5. This Act does not affect rights and duties that matured, penalties that were incurred, and proceedings that were begun before its effective date.

SECTION 6. If any provision of this Act, or the application thereof to any person or circumstance, is held invalid, the invalidity does not affect other provisions or applications of the Act that can be given effect without the invalid provision or application, and to this end the provisions of this Act are severable.

SECTION 7. This Act shall take effect on July 1, 2020.
Thank you for the opportunity to testify on this measure.
**SB-2050-SD-2**
Submitted on: 3/9/2020 8:29:53 PM
Testimony for AGR on 3/11/2020 9:00:00 AM

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<tr>
<td>Brian Miyamoto</td>
<td>Hawaii Farm Bureau</td>
<td>Support</td>
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Comments:
TO: Committee on Agriculture  
Rep. Richard P. Creagan, Chair  
Rep. Lynn DeCoite, Vice Chair

FROM: HAWAII FOOD INDUSTRY ASSOCIATION  
Lauren Zirbel, Executive Director

DATE: March 11, 2020  
TIME: 9am  
PLACE: Conference Room 312

RE: SB2050 SD2 Relating to Industrial Hemp Derived Products

Position: Support

The Hawaii Food Industry Association is comprised of two hundred member companies representing retailers, suppliers, producers, and distributors of food and beverage related products in the State of Hawaii.

HFIA is in support of this measure to create a regulatory framework for legally made hemp derived CBD products. As noted in the measure there is currently a lot of confusion among retailer and consumers about these products. Currently businesses that adhere to the FDA's guidelines are at a commercial disadvantage compared to the many businesses that continue to sell these unregulated products. We support a framework that will create a level playing field and allow consumers to make informed decisions about these products. We thank you for the opportunity to testify.
March 9, 2020

RE: SB 2050 Support IF Amended

Dear Honorable Committee Members,

The Hemp Farmers Association (HHFA) asks for the following amendments to SB 2050:

Insert a clause that allows for the interim sale of hemp products beginning July 1, 2020 until rules regarding labeling and testing are established because it may take the Department of Health a year or more to adopt rules. Hawaii is already significantly behind the rest of the country with regard to developing a hemp industry, which will bring significant revenue to the State. Furthermore, without the immediate protection to allow hemp product and cannabinoid sales in the interim, it is likely businesses will continue to lose clients and Hawaii will lose significant revenues. A Maui dispensary has been sending cease and desist letters to local businesses and a mainland spa has severely interrupted hemp products sales by Hawaii manufacturers by sending letters to Hawaii resorts and spas stating that hemp product manufacturing is not legal in Hawaii. These intimidation tactics have only hurt Hawaii companies as brands from other states are still being sold in Hawaii stores and internet sales are still bustling.

Page 5, Line 19-25, clarify that any individual or entity is covered by this bill: “Nothing in this part shall prohibit any individual or entity, including entities licensed under 329D....” Please add “any individual or entity, including” to line 21 per the previous sentence. A strict reading of the current language allows individuals and entities licensed under 329D, but no other entity or company including hemp farming LLCs or companies. Given the recent cease and desist letters sent by a Maui dispensary, we wish to ensure we are protected.

Page 5, Line 17 and 18 please strike this prohibition on leaf material, seeds, and flower. How can a tincture be allowed but not tea bags of dried leaves or fresh juice from leaves? Flower should be allowed to be exported, which is allowed under the 2018 US Farm Bill, as long as it contains the certificate of analysis from the Department of Agricultural required testing that confirms the materials is hemp. Hemp sprouts, similar to wheat grass and other sprouts that
are consumed raw should be allowed to be packaged and sold. We suggest eliminating the sale of fresh flower since this is the primary concern with raw hemp for law enforcement – not being able to distinguish hemp flower from medical marijuana flower:

*Industrial hemp flower that has not been significantly physically altered, e.g. shredded, pulverized, etc. and not labeled as hemp may not be sold in Hawaii.*

Page 4, Line 12, add “products, including” to purpose (4) to read, “Clarifies that these products are not considered adulterated products, including food, beverage, or cosmetic products.”

Page 2, Line 20 and 21, strike these examples of state programs because they exceed labeling and independent laboratory testing. To ensure we do not over regulate while waiting for FDA guidance, protecting public health with labeling and independent laboratory testing is very sufficient.

Page 3, Line 16-17, delete “…and the existing confusion in the industry and among consumers…” The need for labeling is driven by transparency for consumers.

Page 8, Line 10, clarify that contaminants should not be at unsafe levels.

Page 9, line 10 Change effective date of the bill back to July 1, 2020.

Respectfully Submitted,

Ray Maki

Ray Maki
March 11, 2020

Representative Richard P. Creagan, Chair
Representative Lynn DeCoite, Vice Chair
House Committee on Agriculture

Chair Creagan, Vice-Chair DeCoite, and Members of the Committees:

Thank you for the opportunity to provide testimony in strong support of SB 2050, SD 2 RELATING TO INDUSTRIAL HEMP DERIVED PRODUCTS. This measure would require labels on hemp products, prohibit unwarranted health-related statements about hemp products, and establish standards for manufacturing, distributing and selling products that contain hemp, cannabinoids, or derivatives from hemp. We also offer additional technical amendments to further clarify the measure.

The U.S. Hemp Roundtable is a coalition of leading companies and organizations committed to safe hemp and CBD products. We proudly represent the industry's major national grassroots organizations, and are leading the way forward for hemp and CBD products through education and action. We do not view industrial hemp derived products as medication, and believe that the most effective way to realize the potential of the industrial hemp market and allow for safe and regulated CBD products in the market is to establish the right conditions for the market to flourish.

Since the passage of the federal Farm Bill in 2018, which effectively legalized the sale of cannabidiol products from the commercial cultivation of hemp, more than sixteen thousand hemp growers have emerged throughout the United States. The hemp industry across the country has grown rapidly, and hemp-derived products including cannabidiol are used by a wide range of consumers. In Hawaii, there are currently over 30 registered hemp growers under the Industrial Hemp pilot program.

It is expected that the Food and Drug Administration will eventually use its authority to regulate hemp-derived products. However, the only enforcement action that the FDA has taken to date is to issue warning letters against improper disease remediation claims made by food and supplement companies. The Hawaii Department of Health has adhered to guidance from the FDA that provides that food, beverage, or cosmetic products that contain cannabidiol are adulterated and therefore
prohibited under law. Despite this suggested prohibition, cannabidiol products continue to be sold across Hawaii, with no regulatory oversight.

Given the time expected for the FDA to act, other states have considered and enacted their own regulatory frameworks for hemp-derived cannabidiol. We believe that it is prudent for Hawaii to also do so, and support the approach outlined in SB 2050, SD 2.

We believe that SB 2050, SD 2 provides legal clarity to businesses and consumers by explicitly authorizing the production and sale of hemp-derived cannabidiol products, while at the same time establishing and provides needed regulatory oversight to eliminate the confusion in the marketplace that exists today. This bill establishes that products containing cannabidiol are not adulterated food, beverage or cosmetics, and also provides for consumer protections and safety through the following mechanisms:

- Requiring the hemp to come from an established hemp program that meets federal law.
- Requiring the hemp to be tested for potency and contaminants under industrial hemp regulations.
- Requiring labels to be placed on all products cautioning against use while pregnant and keeping out of reach of children.
- Prohibiting misleading health related claims from being made about the use of CBD.

We believe that this measure with the following technical amendments would provide the necessary framework to establish a viable hemp/cannabidiol industry and would continue to maintain the current unregulated market being fulfilled through on-line sales and unregulated marketplaces.

1. Instances of the term “Industrial Hemp” be changed to “Hemp”
2. Page 5, line 19 through Page 6, line 3

   §328- Manufacture, distribution, or sale of industrial hemp products. Nothing in this part shall prohibit any individual or entity licensed pursuant chapter 329D from manufacturing, distributing, or selling products that contain industrial hemp, cannabinoids, extracts, or derivatives from industrial hemp grown in compliance with section 141-32, including entities licensed pursuant to chapter 329D.

3. Page 7, line 4 amend the section title to read as follows.

   §328 – Use in food and beverage products.

Thank you for the opportunity to submit testimony in support of this measure.
SB-2050-SD-2
Submitted on: 3/10/2020 9:00:54 AM
Testimony for AGR on 3/11/2020 9:00:00 AM

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<tr>
<td>Brian Murphy</td>
<td>PATIENTS WITHOUT TIME</td>
<td>Oppose</td>
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Comments:
Honorable Senators,

Thank you for the opportunity to support this bill.

I have two concerns regarding its language:

**RE: §328- Definitions. ... "Industrial hemp product" does not include any living hemp plants, viable seeds, leaf materials, or floral materials.**

After reading this bill, I do not understand what is the intention of this phrase. What is the definition of hemp flower, and what is its relation to these regulations? Should this be clarified?

Hemp flower is the most medicinally useful part of the cannabis plant. Consumers should be able to purchase raw hemp flower the same as they purchase CBD oil to process into their own herbal medications. Smoking hemp flower is the fastest and most efficient method of ingesting CBD from industrial hemp, and is rapidly becoming the healthier alternative to transition people away from cigarettes and vaping.

**RE: §328- Labeling...."CANNABIDIOL USE WHILE PREGNANT OR BREASTFEEDING MAY BE HARMFUL. KEEP OUT OF REACH OF CHILDREN."

This is, in itself, an unsubstantiated health claim, as prudent as it may be, and would require additional labeling expenses for any product imported into the state. These costs would invariably be passed on to the consumer.
Honorable senators, hemp, in all of its manifestations, from building material to medicine, can and should become a major player in developing a sustainable economy for the Hawaiian Islands, providing real wealth and more happiness to their people.

Promoting Hawaiian-grown hemp and Hawaiian-processed CBD, to the point of subsidizing its distribution to the less fortunate whose health would benefit from its use, is the righteous and moral imperative to pursue.

Thank you for your efforts,

With much respect and aloha,

Richard Bodien
TO: Chair Creagan, Vice Chair DeCoite & House Agriculture Committee Members

FROM: Nikos Leverenz
DPFH Board President

DATE: March 11, 2020 (9:00 AM)

Drug Policy Forum of Hawai‘i (DPFH) supports access to safe, tested, and accurately labeled products containing CBD and other cannabinoids. We strongly encourage a regulatory framework that allows broad latitude in the production, sale, and consumption of cannabinoid products within the state, including those produced by parties located outside of Hawai‘i.

We encourage the findings language to include reference to states like Oregon and Colorado, states now have thriving industrial hemp sectors that produce CBD and other regulated products. Hawai‘i consumers should have access to tested and labeled products from these states.

Further, the following language in the findings is problematic and should be struck: "The FDA has also issued non-legally binding public statements arguing that it is illegal to market CBD as a food additive or dietary supplement because it is an active ingredient in a pharmaceutical drug." Consumer access to cannabinoid products should not be subject to prospective restrictions or regulations that seek to facilitate pharmaceutical companies' patents of components of a plant that has been available to humanity for many thousands of years. A statement like this evinces what economists call regulatory capture, whereby government regulators seek to advance or protect the discrete interests of those parties they regulate. In this case, the existence of Epidolex, which is not broadly used, should not foreclose broad consumer access to safe, tested, and accurately labeled CBD products. Similarly, Marinol cannot supplant the broad range of benefits supplied by cannabis.

DPFH also supports prospective efforts to involve a wide variety of businesses in the production of cannabis products in Hawai‘i, as is the case here with those local hemp farmers now awaiting authorization to engage in the marketplace. In the context of this state's medical cannabis production, continued vertical integration inhibits the variety of available products. This operates to the detriment of consumers and those persons who could otherwise be employed in Hawai‘i’s emerging cannabis economy.

Thank you for the opportunity to provide testimony.
TESTIMONY OF TINA YAMAKI
PRESIDENT
RETAIL MERCHANTS OF HAWAII
March 11, 2020

Re: SB 2050 Relating to Industrial Hemp Derived Products

Good morning Chairperson Creagan and members of the House Committee on Agriculture. I am Tina Yamaki, President of the Retail Merchants of Hawaii and I appreciate this opportunity to testify.

The Retail Merchants of Hawaii (RMH) is a statewide not-for-profit trade organization committed to supporting the retail industry and business in general in Hawaii. The retail industry is one of the largest employers in the state, employing 25% of the labor force.

The Retail Merchants of Hawaii is in strong support of SB 2050 Relating to Industrial Hemp Derived Products. This measure establishes a regulatory framework for products containing cannabidiol that were manufactured legally through approved government programs; clarifies that these products are not considered adulterated food, beverage, or cosmetic products; prohibits manufacturers from making health-related claims; requires product labeling for the products to be legally allowed in the State; and takes effect 7/1/2050.

We are very much aware of the potential derived for the hemp industry. In retail, we are seeing a significant increase in cannabis-derived products on the shelves, especially those containing cannabidiol (aka “CBD”). Popular products include but not limited to oils, soaps, creams, candies and pet food. We are also seeing these products being marketed to a wide audience, some products claiming to be a cure all to treat health concerns ranging from stress, joint discomfort, and anxiety to name a few.

This measure will help to level the playing field by establishing clear and uniform regulatory guidelines for all to follow as well as to ensure consumer product safety and effectiveness. Because there is no testing or regulations, currently there is no guarantee that the products on the shelves contain what they say they do and conform to FDA regulations. It will also reveal what is truly in these products as we want to be sure that the consumers are safe and informed on what they are putting into and on their body.

Mahalo for this opportunity to testify.
SB 2050, SD2 RELATING TO INDUSTRIAL HEMP DERIVED PRODUCTS
House Committee on Agriculture
March 11, 2020, 9:00am State Capitol

Aloha Rep. Richard P. Creagan, Chair, and Lynn DeCoite, Vice Chair, and Committee Members,

Down to Earth Organic and Natural testifies in support of SB 2050, SD2.

Down to Earth Organic and Natural has six locations on Oahu and Maui. Since we opened in 1977, we have supported healthy lifestyles and preservation of the environment by selling local, fresh, organic and natural products, and by promoting a healthy, plant-based and vegetarian lifestyle.

We are in support of SB 2050, SD2. We have experienced a great demand for CBD and other hemp-derived products because of the improvement in quality of life that these products may offer based on our customers’ accounts, due to the reduction of anxiety, depression, pain, inflammation, and general calming properties. Finding a natural substance with these benefits can be life-renewing for people who suffer from a wide range of mental and physical health challenges. We are in support of SB 2050, SD2 to establish a uniform, safe regulatory framework for the testing and sale of CBD products while ensuring their proper labeling. Being able to legally sell CBD products will also be beneficial for our local businesses and provide a needed boost for our economy.

Thank you for the opportunity to comment on this bill.

Alison Riggs
Public Policy & Government Relations Manager
Down to Earth

2525 S. King St., Suite 309
Honolulu, HI 96826

Phone (808) 824-3240
Fax (808) 951-8283
E-mail: alison.riggs@downtoearth.org
## Comments:

Dear Legislators,

We would like to express our whole hearted support for SB2050. We feel it continues to evolve in the right direction and we look forward to the certainty this will provide the farmers, manufacturers and consumers.

The only thing we’d like to respectfully highlight, which may or may not be an issue, is the potential for a delay or late implementation timing in the federal/state approval of Hawaii’s hemp farm program, and whether this could cause a time gap which might permit only mainland USA farm extracts to be used for the interim period. We request that this scenario is considered in your deliberations and whether this might be an issue that needs to be addressed in the wording of the bill.

Thank you for your continued wisdom and support to this important issue.

Best regards,

Jared Dalgamouni

Hawaiian Choice
SB-2050-SD-2  
Submitted on: 3/9/2020 2:25:37 PM  
Testimony for AGR on 3/11/2020 9:00:00 AM  

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<td>Tai Cheng</td>
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Comments:
I STRONGLY OPPOSE - SB2050 “Let the Buyer Beware” CBD Bill

On Feb. 10th, the committee on AEN recommended that SB2050 be PASSED, WITH AMENDMENTS. This “Let the Buyer Beware” bill pretends that cannabinoids, including CBD, are NOT powerful medicines, ignoring all the known medical properties of cannabinoids, especially CBD, which has had the most research studies, and is being widely used for medical purposes.

There is massive misinformation regarding cannabinoids, especially on the internet, which is very confusing to patients seeking help.

CBD has many known side-effects and potentially dangerous drug-interactions to when considering marketing them to patients, without industry-standard warnings of the potential health risks. Especially, considering that nanotechnology cannabinoids will be mixed with multiple ingredients that have not been tested for interactions, and no standard dosing has been established.

The original SB2050 “clarifies” (meaning ignores many Hawaii laws) that:

…”these products (containing cannabinoids) are not considered adulterated food, beverage, or cosmetic products; and Prohibits manufacturers from making health-
related claims; and Requires product labeling for the products to be legally allowed in the State: to state,

"CANNABIDIOL USE WHILE PREGNANT OR BREASTFEEDING MAY BE HARMFUL. KEEP OUT OF REACH OF CHILDREN."

This warning is entirely insufficient, because it does not include known side effects including, effects on mood, sleeping, and pain, etc, nor does it address the potential drug interactions with commonly taken prescription medications, such as Coumadin, and NSAIDS.

Why the rush to market (profits, of course) without the common medical warnings such as are including with other OTC medicines, such as Aspirin, NSAIDS, cough syrups, etc.
Aloha Lawmakers,

I STRONGLY OPPOSE SB2050 “Let the Buyer Beware” CBD Bill

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Why the rush to market (profits, of course) without the common medical warnings such as are including with other OTC medicines, such as Aspirin, NSAIDS, cough syrups, etc.
Comments:

I oppose this bill because there are hundreds of uses for hemp, none of them needing the kind of controls or regulations proposed by this bill, which would hinder an agricultural industry that could be of great benefit our state.
Comments:

Thank you for giving me the opportunity to give testimony. I am writing in support of SB2050 with the amendments that have been made. I would like to see it go into effect as quickly as possible. Hemp and CBD need these regulations right away to give security to the industry and help our local hemp farmers, CBD companies, and consumers. Mahalo.
SB-2050-SD-2
Submitted on: 3/11/2020 7:30:46 AM
Testimony for AGR on 3/11/2020 9:00:00 AM

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<td>Miles W. Tuttle</td>
<td>Kush Hawai‘i</td>
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Comments:
Comments:

Good morning,

My name is Brittany Neal, I am a Registered Nurse and a Big Island Hemp Farmer. I support SB2050 with amendments. My suggestions for the amendments are as follows:

1.) On page 5 line 19-page 6 line 3, under the section titled Manufacture, distribution or sale of industrial hemp products, I feel the language needs to be clarified to expressly state that licensed hemp farmers can manufacture, distribute and sell industrial hemp products. As written it suggests that only dispensary’s can. Where it says “entity” it should be replaced with “entities, including”. Additionally, I believe it is necessary to specify that manufacturing, distribution and sales of hemp products shall be allowed beginning July 1st, 2020.

2.) On page 7 line 13, under the Use in food section, Hawaii’s Hemp Pilot Program should be included.

3.) On page 8 lines 10-12, under the Use in food section, I have concerns that hemp products will be held to the same microbial standards as dispensaries, which are some of the most strict standards in the country. I believe the language in this section should be amended to clarify that hemp products will be held to the same microbial standards as are generally acceptable in the food industry NOT the dispensary industry.

4.) On page 8 line 18, under the Use in food section, the words “juice and package” should be inserted.

5.) Lastly, I would like to see the effective date of this bill changed to July 1, 2020.
Mahalo for your time and attention.

Sincerely,

Brittany Neal MSOM, BSN, RN

Industrial Hemp Researcher/Farmer
Aloha,

My name is Brent Neal, I am a cannabis expert and a Research assistant for a Big Island Hemp farm. I support SB2050 with amendments. I recommend the following amendments:

1.) On page 5 line 19-page 6 line 3, under the section titled Manufacture, distribution or sale of industrial hemp products, I believe the language needs to be clarified to expressly state that licensed hemp farmers can manufacture, distribute and sell industrial hemp products. As written it suggests that only dispensary’s can. Where it says “entity” it should be replaced with “entities, including”. Additionally, I believe it is necessary to specify that manufacturing, distribution and sales of hemp products shall be allowed beginning July 1st, 2020.

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4.) On page 8 line 18, under the Use in food section, the words “juice and package” should be inserted.

5.) Finally, I would like to see the effective date of this bill changed to July 1, 2020.
Thank for your time.

Sincerely,

Brent Neal

Industrial Hemp Research Assistant
### SB-2050-SD-2

Submitted on: 3/11/2020 8:09:30 AM  
Testimony for AGR on 3/11/2020 9:00:00 AM

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