

119TH CONGRESS
1ST SESSION

H. R. 2935

To establish a Commission on the Federal Regulation of Cannabis to study a prompt and plausible pathway to the Federal regulation of cannabis, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

APRIL 17, 2025

Mr. JOYCE of Ohio (for himself, Mr. JEFFRIES, and Mr. MILLER of Ohio) introduced the following bill; which was referred to the Committee on Energy and Commerce, and in addition to the Committees on the Judiciary, Ways and Means, Agriculture, and Financial Services, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To establish a Commission on the Federal Regulation of Cannabis to study a prompt and plausible pathway to the Federal regulation of cannabis, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Preparing Regulators
5 Effectively for a Post-prohibition Adult-use Regulated En-
6 vironment Act of 2025” or the “PREPARE Act of 2025”.

1 **SEC. 2. FINDINGS.**

2 Congress finds the following:

3 (1) Cannabis was federally legal in the United
4 States until 1937.

5 (2) Cannabis was federally prohibited to codify
6 discriminatory practices against minority commu-
7 nities.

8 (3) Medical cannabis prohibition was estab-
9 lished despite objection from the American Medical
10 Association.

11 (4) 38 States and the District of Columbia have
12 legalized cannabis for medical purposes.

13 (5) 21 States and the District of Columbia have
14 legalized cannabis for adult use.

15 (6) Despite the Federal Government collecting
16 revenue from the sale of cannabis, individuals are
17 still criminally persecuted for its use.

18 (7) Cannabis research, including research on
19 medical uses, product safety, and impairment stand-
20 ards, is severely hindered and made nearly impos-
21 sible by its schedule 1 classification.

22 (8) Cannabis should remain an adult product
23 aside from the physician prescribed treatment of mi-
24 nors.

25 (9) Cannabis has proven medically beneficial for
26 patients suffering from pain, cancer, post-traumatic

1 stress disorder, seizure disorders, and multiple scler-
2 rosis, among other diseases.

3 (10) Since 2003, the United States Government
4 by way of the Department of Health and Human
5 Services has held a patent for medical cannabis as
6 an antioxidant and neuroprotectant.

7 (11) While the United States remains trapped
8 in antiquated cannabis regulations, other nations
9 and scientific competitors, including the United
10 Kingdom, Canada, South Korea, Germany, and
11 Israel have modified their laws to allow for varying
12 degrees of cannabis legality and medical research.

13 **SEC. 3. PURPOSE.**

14 The President and Congress shall prepare the Fed-
15 eral Government for an inevitable and prompt end to Fed-
16 eral marihuana prohibition by establishing a commission
17 to advise on the development of a regulatory framework
18 with respect to marihuana regulation, including account-
19 ing for the different characteristics of communities, agen-
20 cies, and industries impacted by Federal marihuana prohi-
21 bition. Such regulatory framework shall be modeled after
22 Federal and State regulatory frameworks with respect to
23 alcohol.

1 **SEC. 4. COMMISSION ESTABLISHMENT AND MEMBERSHIP.**

2 (a) ESTABLISHMENT.—Not later than 30 days after
3 the date of the enactment of this Act, the Attorney Gen-
4 eral shall establish a commission to be known as the
5 “Commission on the Federal Regulation of Cannabis” (in
6 this Act referred to as the “Commission”) to study a plau-
7 sible and prompt pathway to cannabis regulation.

8 (b) DUTIES OF COMMISSION.—

9 (1) PROPOSAL OF MEASURES.—The Commis-
10 sion shall propose measures to alleviate and rem-
11 edy—

12 (A) the impact of cannabis criminalization,
13 particularly on minority, low income, and vet-
14 eran communities;

15 (B) the lack of access to the financial serv-
16 ice sector for cannabis entrepreneurs and their
17 affiliated industries;

18 (C) the lack of access to cannabis related
19 research, including research on medical uses
20 and the effects of impairment;

21 (D) the lack of access to medical cannabis
22 and research, particularly with respect to Fed-
23 eral agencies;

24 (E) the lack of medical cannabis training
25 at publicly funded medical training centers;

1 (F) the lack of consistent regulations for
2 cannabis product and safety, use, and labeling
3 requirements, including requirements to protect
4 youth and reduce harms to youth;

5 (G) the lack of efficient cannabis revenue
6 reporting and collecting, including efficient and
7 tenable Federal revenue frameworks;

8 (H) the lack of guidance for cannabis crop
9 production, sale, intrastate, interstate, and
10 international trade;

11 (I) the lack of guidance regarding the suc-
12 cessful coexistence of individual hemp and can-
13 nabis industries, including prevention of cross
14 pollination of cannabis and hemp products; and

15 (J) any other barriers to Federal cannabis
16 legalization identified by the Commission.

17 (2) PUBLIC COMMENT; PUBLIC WITNESS; RE-
18 PORTS.—

19 (A) COMMENT PERIOD.—Not later than 60
20 days after the date of the enactment of this
21 Act, the Commission shall solicit comment with
22 respect to the regulation of cannabis from in-
23 dustry stakeholders, criminal justice reform ad-
24 vocates, substance use advocates, healthcare ex-
25 perts, State cannabis regulators, the Depart-

1 ment of Justice of each State or Tribal govern-
2 ment, and the public.

3 (B) PUBLIC WITNESS HEARING.—

4 (i) IN GENERAL.—Not later than 180
5 days after the date of the enactment of
6 this Act, the Commission shall convene a
7 witness hearings and solicit written or
8 verbal testimony from participants in the
9 cannabis industry. Such hearings shall in-
10 clude—

11 (I) not less than two unique indi-
12 viduals or entities, who are not em-
13 ployed by the Federal Government,
14 and represent a State legal operation
15 that is licensed by a single State to
16 sell, manufacture, produce, possess,
17 distribute, administer, or deliver can-
18 nabis;

19 (II) not less than two unique in-
20 dividuals or entities, who are not em-
21 ployed by the Federal Government,
22 and represent a State legal operation
23 with a multi-State presence that is li-
24 censed by such States to sell, manu-

1 facture, produce, possess, distribute,
2 administer, or deliver cannabis;

3 (III) an individual who was con-
4 victed and incarcerated by the Federal
5 Government for a non-violent offense
6 with respect to cannabis; and

7 (IV) an individual who was con-
8 victed and incarcerated by a State for
9 a non-violent offense with respect to
10 cannabis.

11 (ii) **RULE OF CONSTRUCTION.**—Noth-
12 ing in this section shall be construed to
13 limit the Commission’s authority to include
14 additional participants at the public wit-
15 ness hearing. if the participants referred to
16 under clause (i) are included.

17 (iii) **PUBLIC AVAILABILITY.**—Written
18 and verbal testimony under clause (i) shall
19 be made publicly available in the final rec-
20 ommendations published under paragraph
21 (5).

22 (3) **INITIAL REPORT AND RECOMMENDA-**
23 **TIONS.**—Not later than 120 days after the date of
24 the enactment of this Act, the Commission shall
25 publish initial findings and recommendations pursu-

1 ant to subsection (b), including an identification of
2 barriers to and suggestions for regulating cannabis
3 in a way that is similar to the regulation of alcohol
4 with respect to the rights of States, Tribal Govern-
5 ments, and the Federal Government, on the internet
6 website of the Department of Justice.

7 (4) ADDITIONAL PUBLIC COMMENT PERIOD.—
8 Beginning 120 days after the date of the enactment
9 of this Act, the Commission shall solicit additional
10 public comment from stakeholders identified pursu-
11 ant to paragraph (2)(A) with respect to the initial
12 recommendations published pursuant to paragraph
13 (3).

14 (5) FINAL RECOMMENDATIONS.—Not later than
15 one year after the date of the enactment of this Act,
16 the Commission shall publish a report including
17 findings and recommendations pursuant to sub-
18 section (b), including an identification of barriers to
19 and suggestions for regulating cannabis in a way
20 that is similar to the regulation of alcohol, on the
21 internet website of the Department of Justice.

22 (c) MEMBERSHIP.—The Commission shall be com-
23 posed of the following members:

24 (1) The majority leader of the Senate shall ap-
25 point one member who is not employed by the Fed-

1 eral Government and was formerly incarcerated for
2 a non-violent crime with respect to cannabis use or
3 possession.

4 (2) The minority leader of the Senate shall ap-
5 point one member who is not employed by the Fed-
6 eral Government and is an expert in substance abuse
7 prevention.

8 (3) The minority leader of the House of Rep-
9 resentatives shall appoint one member who is not
10 employed by the Federal Government and is an ex-
11 pert in the history of cannabis criminalization and
12 the impact of criminalization on various commu-
13 nities, particularly minorities, medical patients, and
14 veterans.

15 (4) The majority leader of the House of Rep-
16 resentatives shall appoint one member who is not
17 employed by the Federal Government and who is
18 medically licensed with substantial knowledge and
19 demonstrated research into cannabis use and med-
20 ical treatments.

21 (5) The Attorney General shall appoint one
22 member from the Department of Justice, who is an
23 expert in the history of cannabis criminalization and
24 the impact of criminalization on various commu-

1 nities, particularly minorities, medical patients, and
2 veterans.

3 (6) The Director of the Bureau of Alcohol, To-
4 bacco, Firearms and Explosives.

5 (7) The Director of the National Highway Traf-
6 fic Safety Administration.

7 (8) The Secretary of Education shall appoint
8 one member from the Department of Education who
9 is an expert in prevention of youth access to alcohol
10 and tobacco.

11 (9) The Director of Occupational Safety and
12 Health Administration.

13 (10) The Secretary of Agriculture shall appoint
14 one member from the Department of Agriculture
15 who is an expert on cannabis and hemp cultivation.

16 (11) The Commissioner of the Food and Drug
17 Administration.

18 (12) The Director of the Alcohol and Tobacco
19 Tax and Trade Bureau.

20 (13) The Commissioner of the Internal Revenue
21 Service.

22 (14) The United States Trade Representative.

23 (15) The Secretary of Commerce shall appoint
24 one member from the Department of Commerce who

1 is an expert on regulated goods in interstate com-
2 merce.

3 (16) The Secretary of Health and Human Serv-
4 ices shall appoint one member from the Department
5 of Health and Human Services who is an expert on
6 medical cannabis use and access.

7 (17) The Director of the National Institutes of
8 Health.

9 (18) The Secretary of the Veterans Affairs shall
10 appoint one member from the Department of Vet-
11 erans Affairs with knowledge of treatments for pain
12 management and post-traumatic stress disorder and
13 for providing patients with affordable treatment op-
14 tions.

15 (19) The Deputy Secretary of the Interior.

16 (20) The Administrator of the Small Business
17 Administration shall appoint one member from the
18 Small Business Administration who is an expert in
19 creating industry access for historically marginalized
20 communities.

21 (21) The Director of the National Institute of
22 Standards and Technology.

23 (22) The Secretary of Housing and Urban De-
24 velopment.

25 (23) The Secretary of Labor.

1 (24) The Secretary of the Treasury.

2 (25) The Director of the Office of National
3 Drug Control Policy.

4 (26) The Director of the Office of Minority
5 Health.

6 (27) The Director of Indian Health Service.

7 (28) One representative from a trade organiza-
8 tion or other non-profit entity with members from
9 multiple, highly regulated adult goods and consumer
10 package goods, appointed by the Attorney General.

11 (29) Two representatives who have worked on a
12 State cannabis control commission to develop two
13 successful, separate, and unique State-level regu-
14 latory systems, appointed by the Attorney General.

15 (d) LEADERSHIP.—

16 (1) CHAIRPERSON.—The Chairperson shall be
17 elected by the members of the Commission at the
18 first meeting of the Commission.

19 (2) SECRETARY.—The Secretary shall be elect-
20 ed by the members of the Commission at the first
21 meeting of the Commission.

22 (3) VACANCIES.—A vacancy in the Chairperson
23 or Secretary position shall be filled in the manner in
24 which the original appointment was made by the re-
25 maining members of the Commission.

1 (e) MEMBERSHIP BY POLITICAL PARTY.—If after the
2 Commission is appointed there is a partisan imbalance of
3 Commission members, the congressional leaders of the po-
4 litical party with fewer members on the Commission shall
5 jointly name additional members to create partisan parity
6 on the Commission.

7 (f) APPOINTMENTS; REMOVALS; VACANCIES.—

8 (1) TIMING OF APPOINTMENTS.—Each initial
9 appointment to the Commission shall be made no
10 later than 30 days after the Commission is estab-
11 lished. If any appointing authorities fail to appoint
12 a member to the Commission, their appointment
13 shall be made by the Attorney General.

14 (2) REMOVAL.—A member of the Commission
15 may be removed from the Commission at any time
16 by the appointing authority should the member fail
17 to meet Commission attendance requirement pursu-
18 ant to subsection (g).

19 (3) VACANCIES.—A vacancy in the Commission
20 shall be filled in the manner in which the original
21 appointment was made prior to the date of the Com-
22 mission's next meeting.

23 (g) MEETING REQUIREMENTS.—

1 (1) FIRST MEETING.—The Commission shall
2 have its first meeting no later than 90 days after the
3 date of the enactment of this Act.

4 (2) QUARTERLY MEETINGS.—The Commission
5 shall meet quarterly. In addition to all quarterly
6 meetings, the Commission shall meet at other times
7 at the call of the Chairperson or as determined by
8 a majority of Commission members.

9 (3) QUORUM; RULE FOR VOTING ON FINAL AC-
10 TIONS.—A majority of the members of the Commis-
11 sion constitute a quorum, and an affirmative vote of
12 a majority of the members present is required to
13 issue recommendations.

14 (4) ATTENDANCE BY MEMBERS.—Members are
15 expected to attend all Commission meetings. In the
16 case of an absence, members are expected to report
17 to the Chairperson prior to the meeting and allow-
18 ance may be made for an absent member to partici-
19 pate remotely. Members are responsible for fulfilling
20 prior commitments, regardless of attendance status.
21 If a member is absent two times in a given year, he
22 or she will be reviewed by the Chairperson and ap-
23 pointing authority and further action will be consid-
24 ered, including removal and replacement on the
25 Commission.

1 (h) MINUTES.—Minutes shall be taken at each meet-
2 ing by the Secretary, or in that individual’s absence, the
3 Chairperson shall select another Commission member to
4 take minutes during that absence.

5 (i) ADMINISTRATIVE REQUIREMENTS.—The Attorney
6 General shall provide staff and administrative support to
7 the Commission. All entities of the United States Govern-
8 ment shall provide information that is otherwise a public
9 record at the request of the Commission.

10 (j) NO RULEMAKING AUTHORITY.—The Commission
11 shall not have rulemaking authority.

12 (k) PROHIBITION OF COMPENSATION.—

13 (1) FEDERAL EMPLOYEES.—Members of the
14 Commission who are full-time officers or employees
15 of the United States may not receive additional pay,
16 allowances, or benefits by reason of their service on
17 the Commission.

18 (2) OTHER MEMBERS.—Members of the Com-
19 mission who are not full-time officers or employees
20 of the United States may not receive additional pay,
21 allowances, or benefits by reason of their service on
22 the Commission.

23 (l) DEFINITIONS.—In this Act:

1 (1) CANNABIS.—The term “cannabis” has the
2 meaning given the term “marihuana” in section 102
3 of the Controlled Substances Act (21 U.S.C. 802).

4 (2) STATE.—The term “State” includes the
5 District of Columbia, the Commonwealth of Puerto
6 Rico, and any territory or possession of the United
7 States.

8 (3) STATE CANNABIS CONTROL COMMISSION.—
9 The term “State cannabis control commission”
10 means any State commission, bureau, board, depart-
11 ment, office, agency, division, or authority respon-
12 sible for the regulation of the State’s legal medical
13 and recreational cannabis program.

14 (4) TRIBAL GOVERNMENT.—The term “Tribal
15 government” means the recognized governing body
16 of any Indian or Alaska Native tribe, band, nation,
17 pueblo, village, community, component band, or com-
18 ponent reservation, individually identified (including
19 parenthetically) in the list published most recently as
20 of the date of enactment of this paragraph pursuant
21 to section 104 of the Federally Recognized Indian
22 Tribe List Act of 1994 (25 U.S.C. 5131).

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