

MAINE STATE LEGISLATURE

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Medical Use of Cannabis Program

2024 Annual Report to the Maine State Legislature

Maine Department of Administrative and Financial Services
Office of Cannabis Policy

February 14, 2025

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1. Executive Summary

Through the Maine Medical Use of Cannabis Program (MMCP), the Office of Cannabis Policy (OCP) registers caregivers and medical dispensaries as well as their employees. These registrants are responsible for providing access to medical cannabis and medical cannabis products for qualifying patients statewide as well as visiting qualifying patients from other states.

This report to the Maine Legislature provides an overview of the MMCP's performance during the calendar year 2024, and it serves to fulfill OCP's reporting requirements under 22 M.R.S. §2430-N.¹ It highlights several indicators that demonstrate a shift in program participation. Such information includes:

- The number of medical providers and printed patient certifications statewide
- An overview of the registered caregivers and dispensaries actively operating in 2024
- The number of caregiver assistants and dispensary employees
- Data on revocations issued in 2024
- The Medical Use of Cannabis Fund's revenue and sales tax revenue from medical cannabis sales
- Legislative changes in 2024 and recommendations for the 132nd Legislature

The goal of this report is to provide comprehensive information relevant to the MMCP that complies with statutory reporting obligations and will be of value to the public. OCP is committed to using the available tools to engage with stakeholders and facilitate the transformation of the medical cannabis industry in the years to come.

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¹ A copy of the statutory reporting requirements is included in Appendix A of this report .

The statute and rules governing the MMCP may be found at:

- Maine Medical Use of Cannabis Act: [Title 22, Chapter 558-C](#)
- Rules: [18-691 C.M.R. ch. 2](#)
- Rules: [18-691 C.M.R. ch. 4](#)

OCP also regulates the Adult Use Cannabis Program, for which a separate annual report is submitted in accordance with 28-B M.R.S. §113.

2. Patients

2.1 Patient Certifications

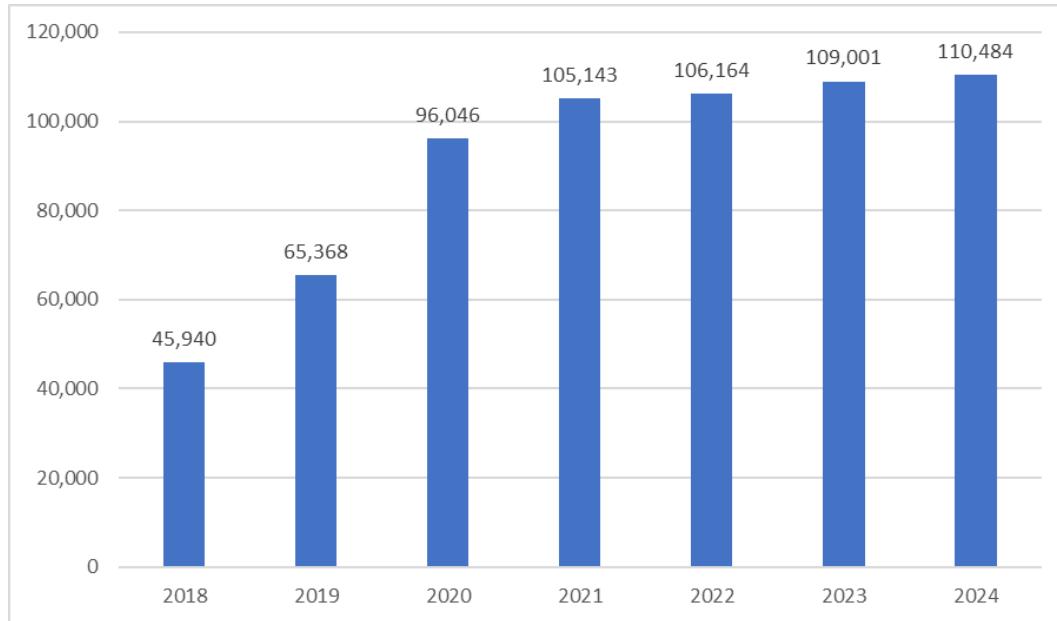
In order to access medical cannabis as a qualifying patient in Maine's medical cannabis program, an individual must obtain a valid written certification on tamper-resistant paper. To keep costs low for prospective patients, OCP provides registered medical providers with the state's tamper-resistant patient certification paper at no cost. A medical provider may also provide a digital image of the patient's written certification in addition to the written certification issued on tamper-resistant paper.²

An online service hosted by the State's web portal provider allows for the immediate issuance of patient certifications. In 2024, 110,484 certifications were printed through that online portal, a 1.4% increase from the 109,001 certifications printed in 2023. These numbers include all patient certifications printed, including any certifications that may have been reprinted because of loss or damage.

To protect patient confidentiality, Maine does not maintain a central registry of qualifying patients. Minimal information is maintained regarding the age of patients, but in 2024, there were 210 patient certifications printed for patients age 17 and under. This is a decrease from the 280 patient certifications printed for this age group in 2023.

The following figures show the number of patient certifications issued annually statewide and the rate of change in patient certifications printed by county.

Figure 1: Total Printed Patient Certifications Statewide (2018 – 2024)

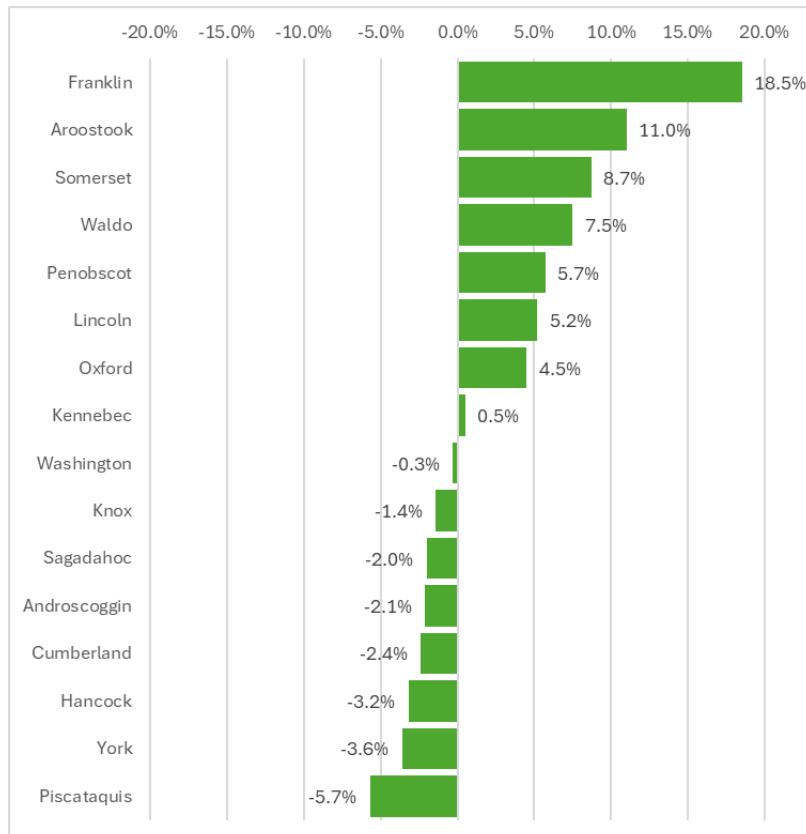


² See 22 M.R.S. §2423-B(4).

Figure 2: Printed Patient Certifications by County (2018 – 2024)

	2018	2019	2020	2021	2022	2023	2024
Androscoggin	4,086	7,378	10,490	11,082	10,511	10,328	10,106
Aroostook	1,685	2,121	3,572	4,036	4,520	5,009	5,560
Cumberland	9,750	15,433	22,106	22,597	20,872	19,247	18,786
Franklin	899	1,105	1,948	2,170	2,322	2,415	2,861
Hancock	2,235	3,317	3,822	4,380	4,476	4,951	5,107
Kennebec	5,287	6,506	9,603	10,270	10,733	12,250	12,306
Knox	1,267	1,928	2,694	2,750	2,656	2,578	2,543
Lincoln	1,387	1,691	2,463	2,705	2,707	2,688	2,828
Oxford	2,190	3,056	4,479	5,161	4,935	4,977	5,201
Penobscot	4,741	6,390	9,873	10,960	11,613	12,500	13,211
Piscataquis	333	575	811	1,084	1,166	1,249	1,247
Sagadahoc	1,193	1,868	2,906	3,188	3,208	3,329	3,261
Somerset	1,705	2,026	3,024	3,325	3,922	4,280	4,651
Waldo	1,443	1,842	2,586	2,778	2,952	3,247	3,489
Washington	1,162	1,224	1,755	2,392	2,534	2,865	2,855
York	6,577	8,908	13,914	16,265	17,037	17,088	16,472
TOTAL	45,940	65,368	96,046	105,143	106,164	109,001	110,484

Figure 3: Rate of Change – Printed Patient Certifications by County (2023 – 2024)

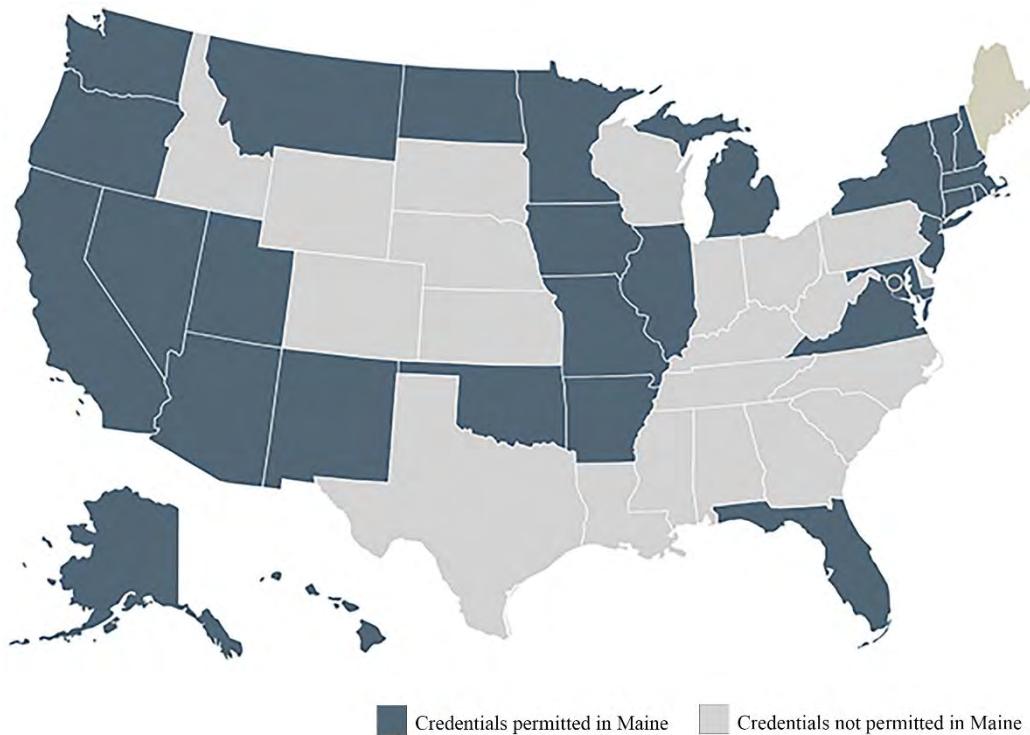


2.2 Visiting Qualifying Patients

Visitors to Maine who are qualifying patients in their home states' medical cannabis programs may use their home state-issued patient credentials so long as their state of residence has provided OCP with sufficient information regarding the form of their patient credentials issued by the jurisdiction.

The complete list of jurisdictions that have provided the information necessary to OCP to permit the use of their credentials in Maine are: Alaska, Arizona, Arkansas, California, Connecticut, Florida, Hawaii, Illinois, Iowa, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Dakota, Oklahoma, Oregon, Rhode Island, Utah, Vermont, Virginia, Washington, and the District of Columbia.³

Figure 4: States Permitting the Use of Their Medical Cannabis Credential in Maine



³ This list and map are available on OCP's website at <https://www.maine.gov/dafs/ocp/medical-use/visiting-patients>.

3. Medical Providers

Patient certifications are issued by licensed medical providers including physicians, nurse practitioners, and physician assistants. Per statute, a written certification may be made only in the course of a *bona fide* medical provider-patient relationship after the medical provider has completed a full assessment of the patient's medical history.⁴

In 2024, there were a total of 777 medical providers authorized to assess and certify qualifying patients in Maine's medical cannabis program. The following charts show the number of certifying providers annually statewide and the rate of change in certifying providers by county.

Figure 5: Total Active Registered Medical Providers Statewide (2020 – 2024)

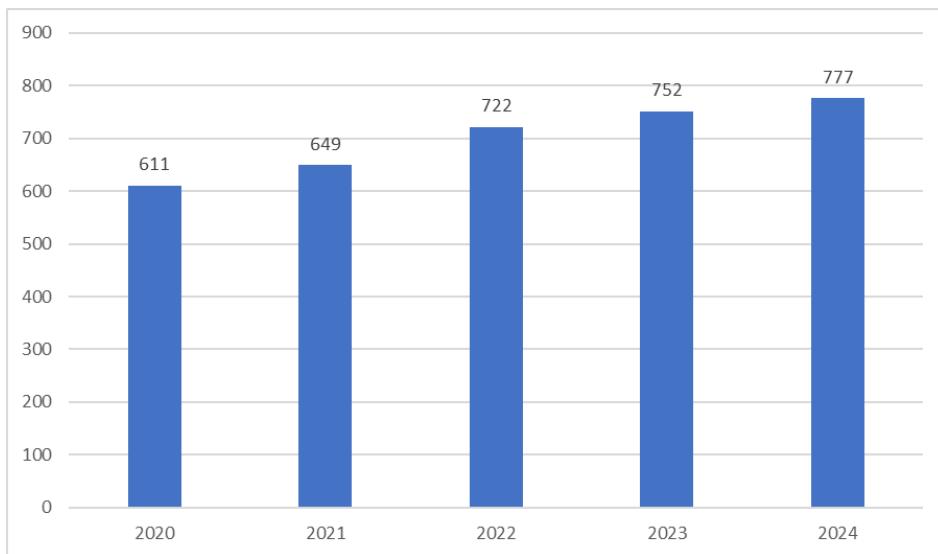


Figure 6: Medical Providers by County (2020 – 2024)⁵

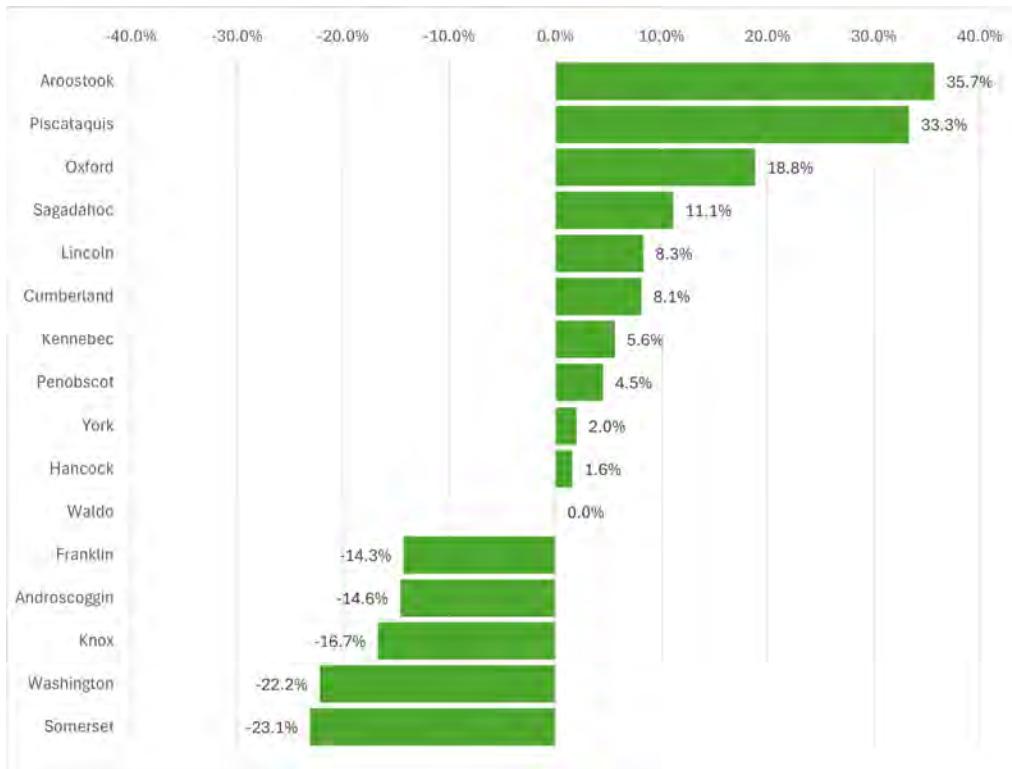
	2020	2021	2022	2023	2024
Androscoggin	31	33	36	41	35
Aroostook	11	10	13	14	19
Cumberland	234	238	257	270	292
Franklin	5	5	6	7	6
Hancock	50	53	55	63	64
Kennebec	105	117	133	144	152
Knox	13	15	18	18	15
Lincoln	13	13	11	12	13
Oxford	14	16	17	16	19
Penobscot	79	83	84	88	92

⁴ See 22 M.R.S. §2423-B(2-C).

⁵ In cases where a provider is practicing in multiple counties, they are counted multiple times.

Piscataquis	4	3	3	3	4
Sagadahoc	18	16	17	18	20
Somerset	8	9	11	13	10
Waldo	16	16	18	19	19
Washington	18	19	17	18	14
York	95	112	128	130	132
TOTAL	714	758	824	874	906

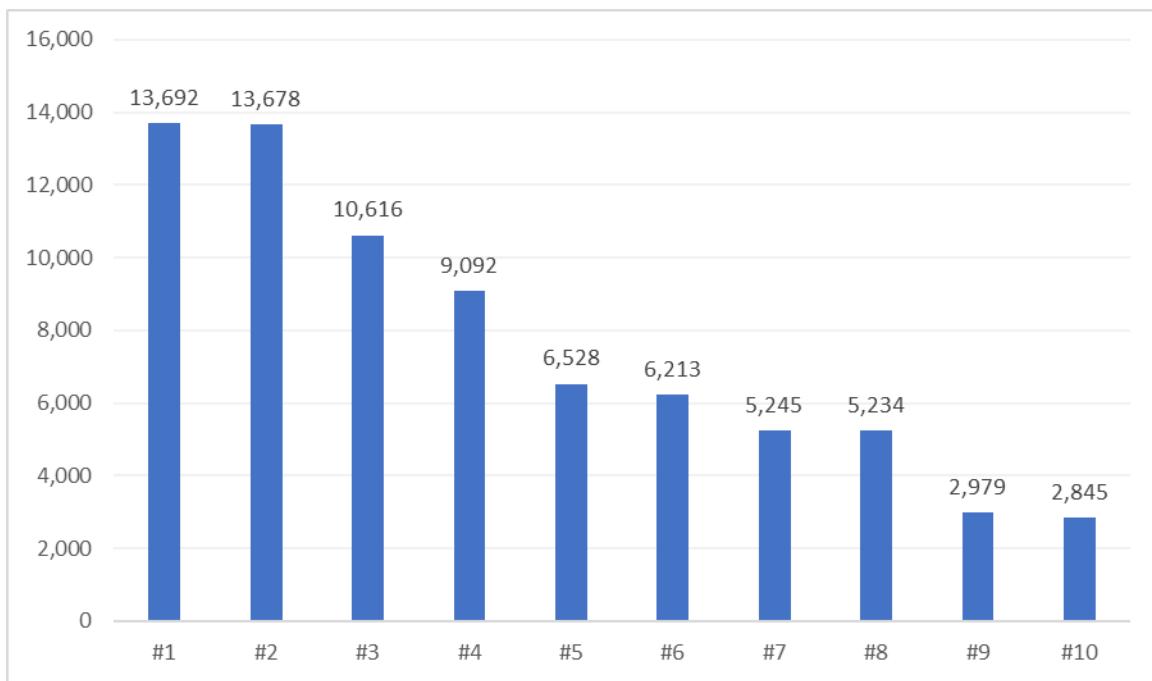
Figure 7: Rate of Change – Medical Providers by County (2023 – 2024)



It should be noted that providers' location(s) do not necessarily reflect patients' locations. Individuals could travel to a different county to seek health care generally and cannabis care specifically. Additionally, since the COVID-19 pandemic, patients have been able to access medical providers for cannabis certifications via telehealth.

Figure 8 shows the providers who issued the highest number of patient certifications in 2024. These 10 providers issued a combined 76,122 patient certifications, or 68.9% of all certifications printed statewide in 2024.

Figure 8: Number of Patient Certifications Issued by Provider



4. MMCP Registration

4.1 MMCP Applications

All officers, directors, and assistants of registered caregivers and dispensaries in the MMCP are required to have an OCP-issued Registry Identification Card (RIC). Caregivers are required to have a caregiver RIC, and dispensaries are required to have a registration certificate. Figure 9 shows the number of applications OCP received in 2024 for each of those registration types.

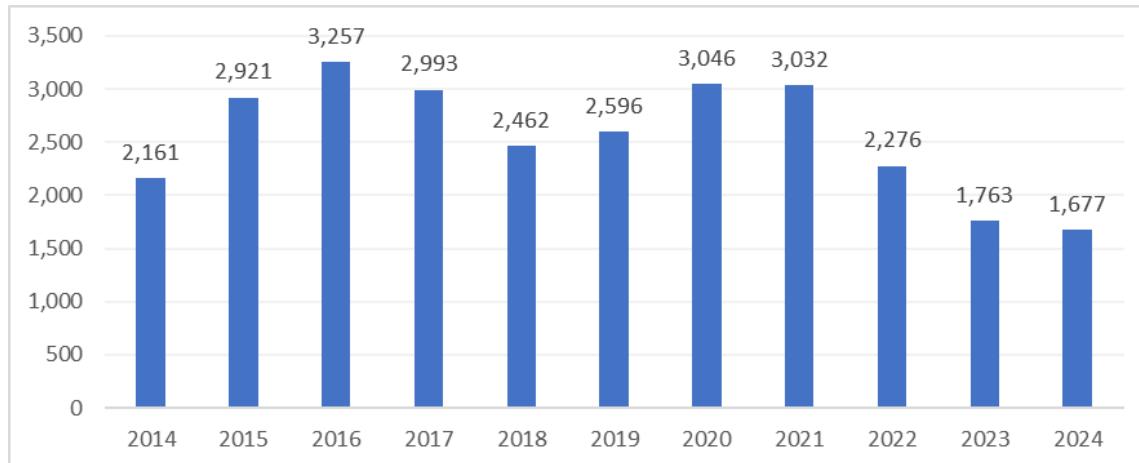
Figure 9: MMCP Applications Received in 2024⁶

Registration Type	Total Submitted	New	Renewals
Officers, Directors, and Assistants (RICs)	5,156	3,530	1,626
Caregiver	2,080	955	1,125
Dispensary	84	27	57
Total	7,320	4,512	2,808

4.2 Registered Caregivers

There were 1,677 registered caregivers operating in the MMCP as of December 31, 2024. This was a net decrease of 4.9% from the 1,763 registered caregivers in 2023. The following charts show the number of registered caregivers annually statewide and the rate of change in registered caregivers by county.

Figure 10: Total Registered Caregivers Statewide (2014 – 2024)

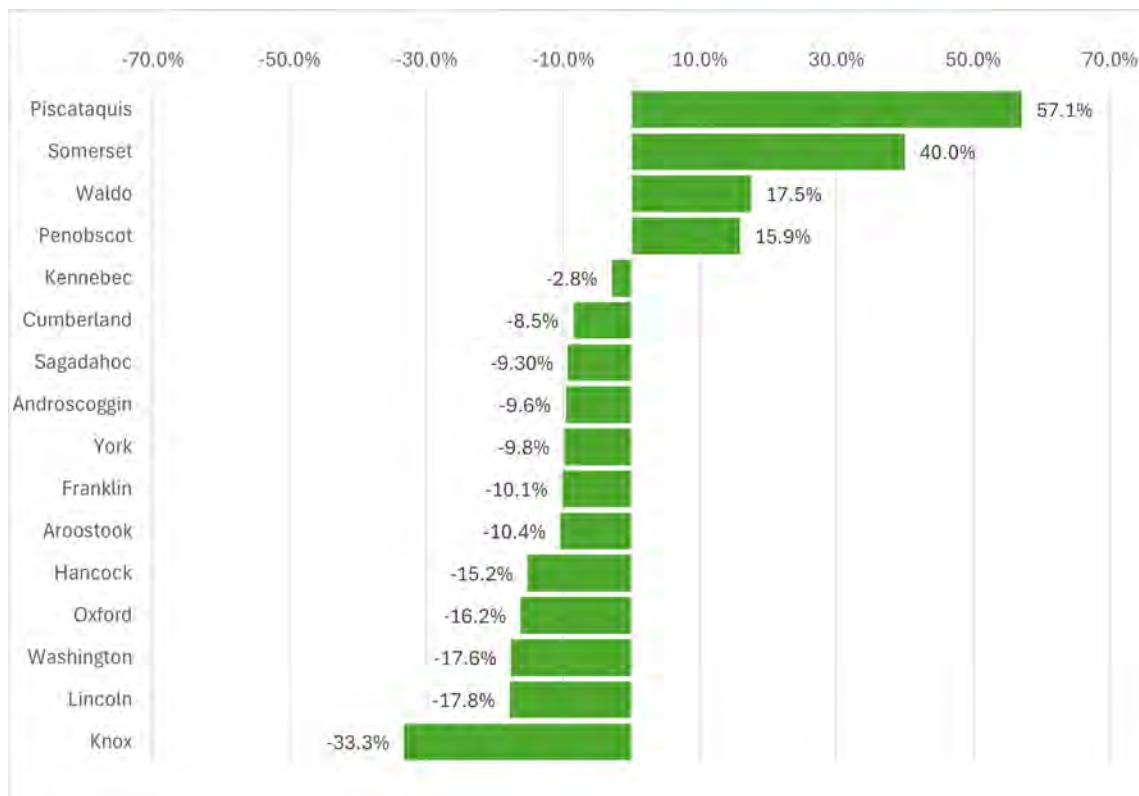


⁶ Not all applications submitted result in a registration. Applications can become void or abandoned throughout the registration process.

Figure 11: Registered Caregivers by County (2018 – 2024)

	2018	2019	2020	2021	2022	2023	2024
Androscoggin	241	245	295	317	225	167	151
Aroostook	74	84	106	81	72	67	60
Cumberland	610	646	705	665	466	351	321
Franklin	97	98	131	119	79	69	62
Hancock	58	60	60	48	40	33	28
Kennebec	223	227	245	268	196	141	137
Knox	60	60	66	62	43	36	24
Lincoln	68	69	87	84	60	45	37
Oxford	150	172	194	209	149	111	93
Penobscot	145	151	208	217	172	132	153
Piscataquis	17	21	25	28	26	21	33
Sagadahoc	66	65	76	86	61	54	49
Somerset	93	98	115	119	82	75	105
Waldo	78	68	75	74	65	40	47
Washington	53	52	51	51	46	34	28
York	429	480	607	604	494	387	349
TOTAL	2,462	2,596	3,046	3,032	2,276	1,763	1,677

Figure 12: Rate of Change – Registered Caregivers by County (2023 – 2024)



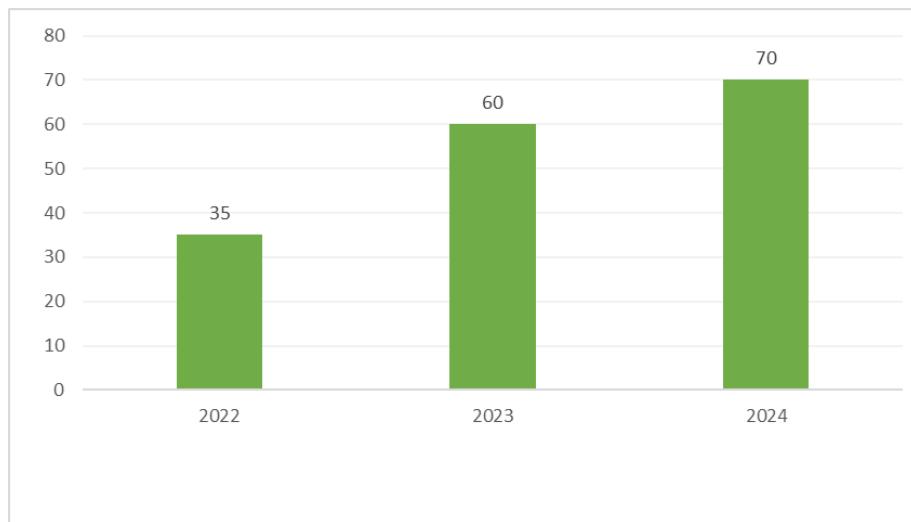
Caregivers are also permitted to operate one caregiver retail store to sell cannabis to qualifying patients. In 2024, P.L. 2023, ch. 679 changed the definition of a “caregiver retail store” to encompass more kinds of retail locations than the previous definition. As a result, some registered caregivers who did not previously obtain local authorization are now unable to provide OCP with proof of municipal authorization and approval to operate that caregiver retail store. The impact of that change will be reflected after a year of implementation upon annual renewal of all caregiver registry identification cards. In 2024, 237 caregivers reported that they were operating a retail store.

4.3 Registered Dispensaries

A registered dispensary is defined as “an entity registered under section 2425-A that acquires, possesses, cultivates, manufactures, delivers, transfers, transports, sells, supplies or dispenses cannabis plants or harvested cannabis or related supplies and educational materials to qualifying patients and the caregivers of those patients.”⁷ A registered dispensary must obtain a registration certificate with OCP.

Since the expiration of the cap on registered dispensaries in January 2021, OCP has seen a steady increase in the number of registered dispensaries statewide. There were 70 active registration certificates issued to dispensaries in the MMCP in 2024, a 16.7% increase from the 60 actively operating in 2023. The following figure indicates the number of registration certificates issued to dispensaries in operation statewide since 2022.

Figure 13: Registration Certificates Issued to Dispensaries Statewide by Year



The table below indicates the total number of locations where registration certificates have been issued to registered dispensaries statewide by county. A registered dispensary may obtain a registration certificate with OCP for one, some, or all of the authorized activities they are allowed to participate in, with up to two locations per registration certificate.

⁷ See 22 M.R.S. §2422(6).

Figure 14: Registered Dispensary Locations by County (2022 – 2024)

	2022	2023	2024
Androscoggin	20	31	35
Aroostook	1	1	4
Cumberland	9	15	26
Franklin	0	3	5
Hancock	1	1	1
Kennebec	9	20	19
Knox	2	2	2
Lincoln	1	3	3
Oxford	1	3	3
Penobscot	4	2	7
Piscataquis	0	0	0
Sagadahoc	1	1	1
Somerset	7	6	10
Waldo	0	0	0
Washington	0	0	0
York	11	18	22
TOTAL	67	106	138

There were 46 registration certificates issued to registered dispensaries with retail locations in 2024, increasing from 36 actively operating in 2023 – a 27.8% increase. These retail locations are typically more recognizable in the community as they resemble any other cannabis retail store, whereas dispensary locations for other authorized activities (cultivation or manufacturing) can be less identifiable to the public.

4.4 Registrant-related Employment

Historically, MMCP employees were required to have a caregiver assistant card and/or dispensary employee card for each registered caregiver and/or dispensary for which they worked. As a result of changes enacted by the 130th Legislature, a new registration system went into effect in July 2022 allowing individuals to have one card—a registry identification card (RIC)—to work for any number of MMCP registrants.

All individuals working in the medical cannabis program, including all caregiver assistants and dispensary employees, officers, and directors, must possess an RIC issued by OCP. A total of 4,358 employees were registered with OCP in 2024, a 6% increase from 4,108 employees in 2023.

4.5 Products Manufacturing & Testing

Regarding other registration types, OCP has never registered a standalone products manufacturing facility within the MMCP as both registered caregivers and dispensaries are already permitted to engage in that activity without a separate registration certificate. However,

in January 2024, OCP launched a separate registration certificate for new and renewing MMCP registrants engaged in cannabis extraction using inherently hazardous substances (IHS) to facilitate program compliance for those engaged in that activity. By the end of 2024, 12 registrants had been issued an IHS Manufacturing Facility Registration Certificate—four registered dispensaries and eight registered caregivers.

Figure 15: IHS Manufacturing Facility Registration Certificates by County

	2024
Androscoggin	2
Aroostook	0
Cumberland	4
Franklin	0
Hancock	0
Kennebec	0
Knox	0
Lincoln	0
Oxford	1
Penobscot	1
Piscataquis	0
Sagadahoc	0
Somerset	1
Waldo	0
Washington	0
York	3
TOTAL	12

There are currently no cannabis testing facilities specifically registered in the MMCP. However, the four licensed certified testing facilities in the adult use program are authorized to test medical cannabis in addition to adult use cannabis.

5. Compliance in the MMCP

5.1 Compliance Inspections

OCP completed 1,595 compliance inspections in the medical program in 2024, an increase from 1,424 inspections in 2023 and 1,074 inspections in 2022.

Figure 16: Compliance Inspections by Type in 2024

Participant Type	Formal Inspection	Complaint Investigation	Total
Caregiver	1,270	227	1,497
Dispensary	88	10	98
Total	1,358	237	1,595

5.2 Compliance Violations

Figure 17: 2024 Administrative Actions

Participant Type	Total Revoked	Total Suspended	Total Fined
Caregiver	3	4	2
Caregiver Assistant/RIC	3	1	0
Total	6	5	2

Administrative actions impacted 0.5% of all registered caregivers and 0.09% of all caregiver assistants in 2024. The majority of violations identified during inspections or investigations were resolved using technical assistance rather than a revocation, suspension, or fine. Of the two fines settled in 2024:

- One registered caregiver assessed a \$7,500 fine for packaging and labeling violations.
- One registered caregiver assessed a \$1,000 fine for sale or transfer to a person not authorized to possess cannabis for medical use.

6. Revenue and Expenses

The State of Maine operates on a fiscal year that runs from July 1 through June 30. Accordingly, revenue and expense information from State fiscal year 2024 covers the period from July 1, 2023, through the conclusion of the fiscal year on June 30, 2024.

Figure 18: Revenue and Expenses of the Medical Use of Cannabis Fund⁸

	2022	2023	2024
Revenues	\$ 3,319,473	\$ 2,913,410	\$ 2,257,962
Expenses	\$ (1,763,023)	\$ (2,180,941)	\$ (2,439,327)
Legislative Transfers	\$ (1,000,000)	\$ (2,168,263)	\$ (2,600,000)

The revenue data depicted in Figure 18 is generated from program registration fees.

An estimated \$15,056,795 in sales tax revenue was deposited into the General Fund in FY 2024, decreased from \$15,766,951 in FY 2023. This information regarding sales tax revenue is obtained from Maine Revenue Services (MRS). It reflects the general sales tax rate of 5.5% applied to sales of harvested cannabis except edible cannabis products that are taxed at the 8% sales tax rate for prepared foods.

⁸ 22 M.R.S. §2430 establishes the Medical Use of Cannabis Fund.

7. Legislative Changes and Recommendations

7.1 Legislative Changes

The Maine Legislature considered several pieces of legislation related to the MMCP in 2024. The following is a summary of changes enacted by the Legislature which affected Maine's medical cannabis program.

An Act to Protect Liberty and Advance Justice in the Administration and Enforcement of the Cannabis Legalization Act and the Maine Medical Use of Cannabis Act, P.L. 2023, ch. 679

- Made changes regarding the issuance and renewal of registry identification cards; short-term assistance between caregivers; dispensary parking; advertising and labeling requirements; and more

An Act to Implement the Recommendations of the Right to Know Advisory Committee Regarding Public Records Exceptions, P.L. 2023, ch. 637

- Repealed and replaced the confidentiality provisions of the Maine Medical Use of Cannabis Act

7.2 Legislative Recommendations

OCP has submitted one department bill for consideration during the 132nd legislative session: LD 104, *An Act to Protect the Health of Medical Cannabis Patients and Streamline the Mandatory Testing of Cannabis*. LD 104 would establish a program for the mandatory testing and tracking of medical cannabis and update the mandatory testing requirements of the Adult Use Cannabis Program to reflect the streamlined requirements proposed for the medical program.

8. Conclusion

This report demonstrates the many ways in which Maine's Medical Use of Cannabis Program (MMCP) transformed in 2024. Specifically, some key MMCP data points from 2024 include:

- The number of printed patient certifications increased by 1.4% from 109,001 certifications printed in 2023 to 110,484 printed in 2024.
- There were 777 medical providers authorized to issue patient certifications, with 10 individual providers issuing 68.9% of all certifications printed statewide in 2024.
- The number of registered caregivers decreased by 4.9% from 1,763 in 2023 to 1,677 in 2024.
- The number of registered dispensaries increased by 16.7% from 60 in 2023 to 70 in 2024.
- 4,358 individuals received registry identification cards (RICs) to work in the MMCP in 2024.

With the MMCP evolving into a more commercialized program each year, implementing mandatory medical cannabis testing and inventory tracking are critical reforms needed for ensuring patients' health and safety. The Office looks forward to working with program participants, stakeholders, and the Legislature to implement a statutory framework that better reflects the current state of Maine's medical cannabis economy.

Appendix A – Report Requirements

In accordance with 22 M.R.S. §2430-N, the Department of Administrative and Financial Services (DAFS) shall submit an annual report that does not disclose identifying information about qualifying patients, cardholders or medical providers to the joint standing committee of the Legislature having jurisdiction over medical cannabis matters that contains for the previous year unless otherwise indicated, at a minimum:

1. The number of applications and renewals filed for registry identification cards and registration certificates;
2. The number of qualifying patients and registered caregivers approved in each county;
3. The number of registry identification cards suspended or revoked;
4. The number of medical providers providing written certifications for qualifying patients;
5. The number of registered dispensaries, manufacturing facilities and cannabis testing facilities approved in each county;
6. The number of officers, directors, and assistants of registered caregivers, registered dispensaries, manufacturing facilities and cannabis testing facilities;
7. The revenue and expenses of the Medical Use of Cannabis Fund established in section 2430; and
8. The sales tax revenue from the sale of cannabis for medical use deposited into the General Fund for the current and prior fiscal years.