



# Medical Use of Cannabis Program

## 2025 Annual Report to the Maine State Legislature

Maine Department of Administrative and Financial Services  
Office of Cannabis Policy

February 13, 2026

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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 2025, and it serves to fulfill OCP's reporting requirements under 22 M.R.S. §2430-N.<sup>1</sup> 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 2025
- The number of caregiver assistants and dispensary employees
- Data on revocations issued in 2025
- The Medical Use of Cannabis Fund's revenue and sales tax revenue from medical cannabis sales
- Legislative changes in 2025 and recommendations for the 132<sup>nd</sup> 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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<sup>1</sup> 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

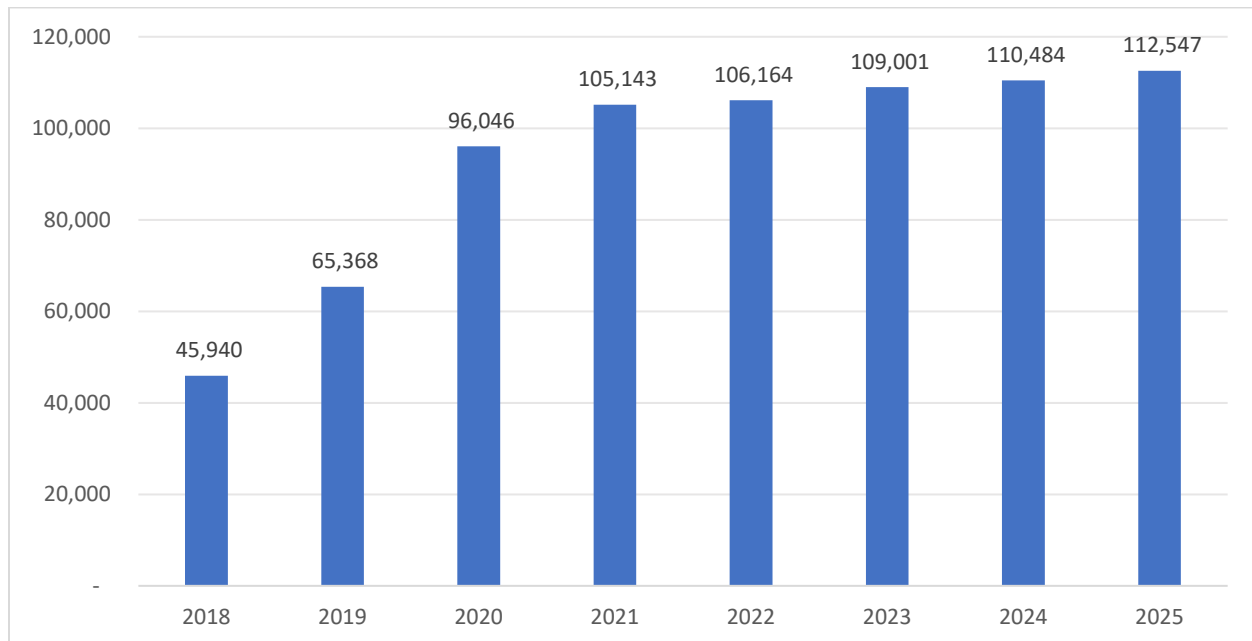
In order to access medical cannabis as a qualifying patient in Maine's medical cannabis program, an individual must obtain a valid written certification on tamper-resistant paper. To keep costs low for prospective patients, OCP provides registered medical providers with the state's tamper-resistant patient 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.<sup>2</sup>

An online service hosted by the State's web portal provider allows for the immediate issuance of patient certifications. In 2025, 112,547 certifications were printed through that online portal, a 1.8% increase from the 110,484 certifications printed in 2024. 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 2025, there were 135 patient certifications printed for patients age 17 and under. This is a decrease from the 210 patient certifications printed for this age group in 2024.

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

**Figure 1: Total Printed Patient Certifications Statewide (2018 – 2025)**



<sup>2</sup> See 22 M.R.S. §2423-B(4).

**Figure 2: Printed Patient Certifications by County (2018 – 2025)**

	2018	2019	2020	2021	2022	2023	2024	2025
<b>Androscoggin</b>	4,086	7,378	10,490	11,082	10,511	10,328	10,106	9,891
<b>Aroostook</b>	1,685	2,121	3,572	4,036	4,520	5,009	5,560	6,123
<b>Cumberland</b>	9,750	15,433	22,106	22,597	20,872	19,247	18,786	18,839
<b>Franklin</b>	899	1,105	1,948	2,170	2,322	2,415	2,861	3,055
<b>Hancock</b>	2,235	3,317	3,822	4,380	4,476	4,951	5,107	4,967
<b>Kennebec</b>	5,287	6,506	9,603	10,270	10,733	12,250	12,306	13,110
<b>Knox</b>	1,267	1,928	2,694	2,750	2,656	2,578	2,543	2,396
<b>Lincoln</b>	1,387	1,691	2,463	2,705	2,707	2,688	2,828	2,679
<b>Oxford</b>	2,190	3,056	4,479	5,161	4,935	4,977	5,201	5,247
<b>Penobscot</b>	4,741	6,390	9,873	10,960	11,613	12,500	13,211	13,661
<b>Piscataquis</b>	333	575	811	1,084	1,166	1,249	1,247	1,289
<b>Sagadahoc</b>	1,193	1,868	2,906	3,188	3,208	3,329	3,261	3,228
<b>Somerset</b>	1,705	2,026	3,024	3,325	3,922	4,280	4,651	5,339
<b>Waldo</b>	1,443	1,842	2,586	2,778	2,952	3,247	3,489	3,542
<b>Washington</b>	1,162	1,224	1,755	2,392	2,534	2,865	2,855	2,867
<b>York</b>	6,577	8,908	13,914	16,265	17,037	17,088	16,472	16,314
<b>TOTAL</b>	45,940	65,368	96,046	105,143	106,164	109,001	110,484	112,547

## 2.2 Visiting Qualifying Patients

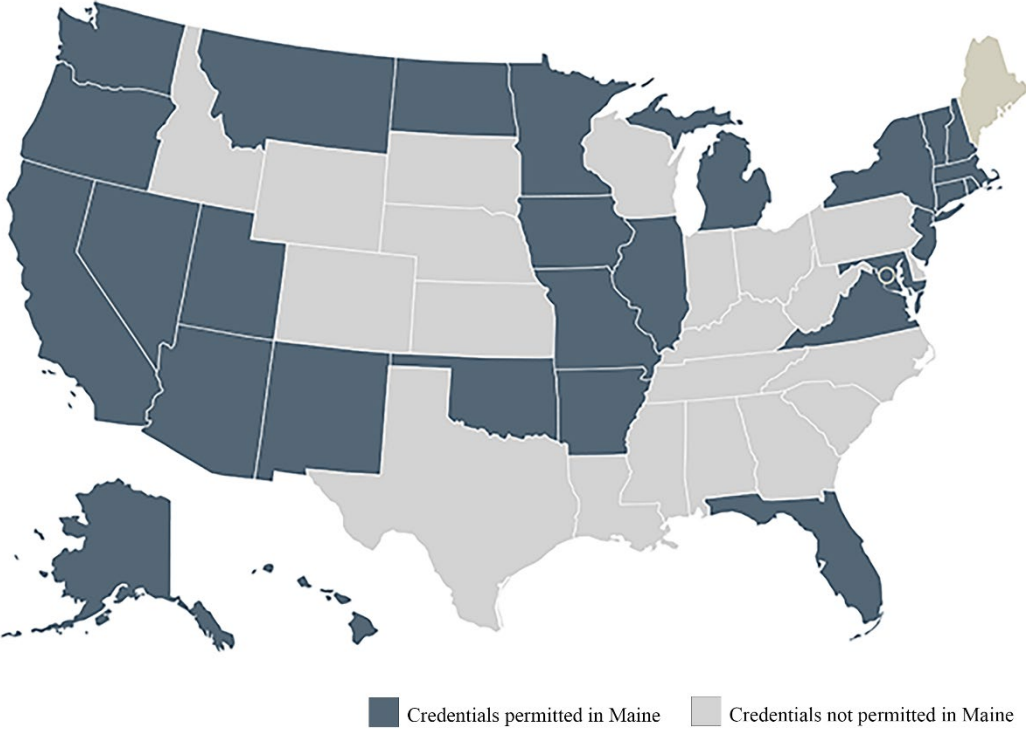
Visitors to Maine who are qualifying patients in their home states’ medical cannabis programs may use their home state-issued patient credentials so long as their state of residence has provided OCP with sufficient information regarding the form of their patient credentials issued by the jurisdiction.

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.<sup>3</sup>

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

**Figure 3:** States Permitting the Use of Their Medical Cannabis Credential in Maine



### 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.<sup>4</sup> Patients can also access medical providers for cannabis certifications via telehealth in accordance with the regulatory requirements applicable to telehealth established by the providers' regulators.

In 2025, there were a total of 808 medical providers authorized to assess and certify qualifying patients in Maine's medical cannabis program. Figure 4 shows the number of certifying providers annually statewide.

**Figure 4:** Total Active Registered Medical Providers Statewide (2020 – 2025)

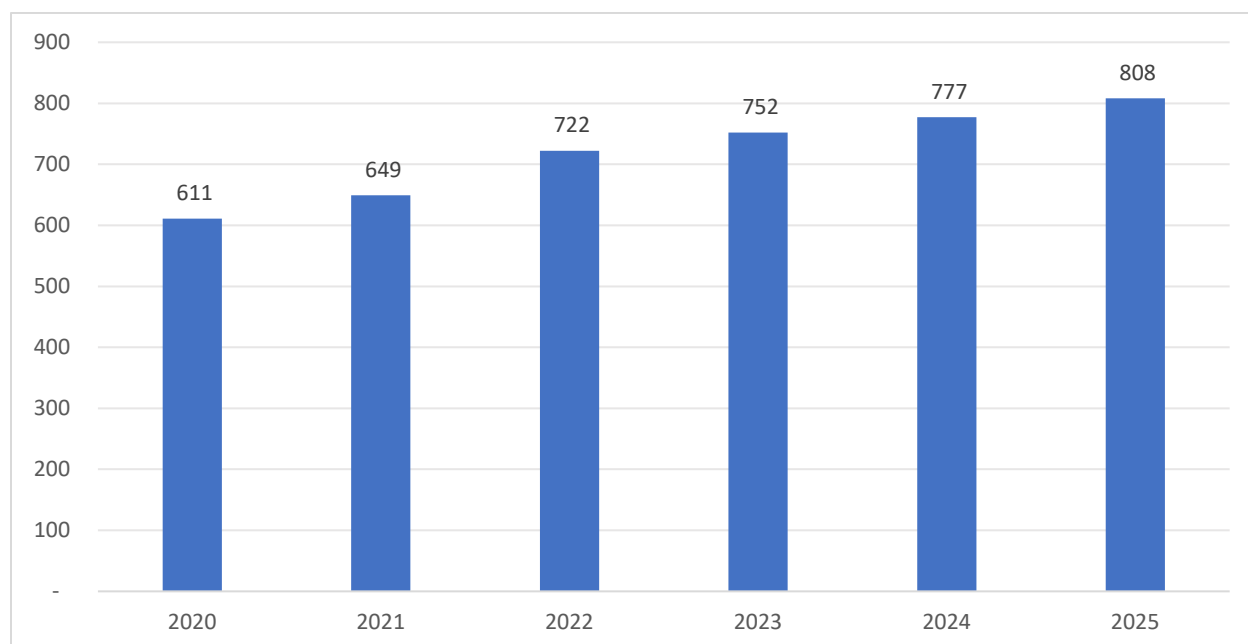


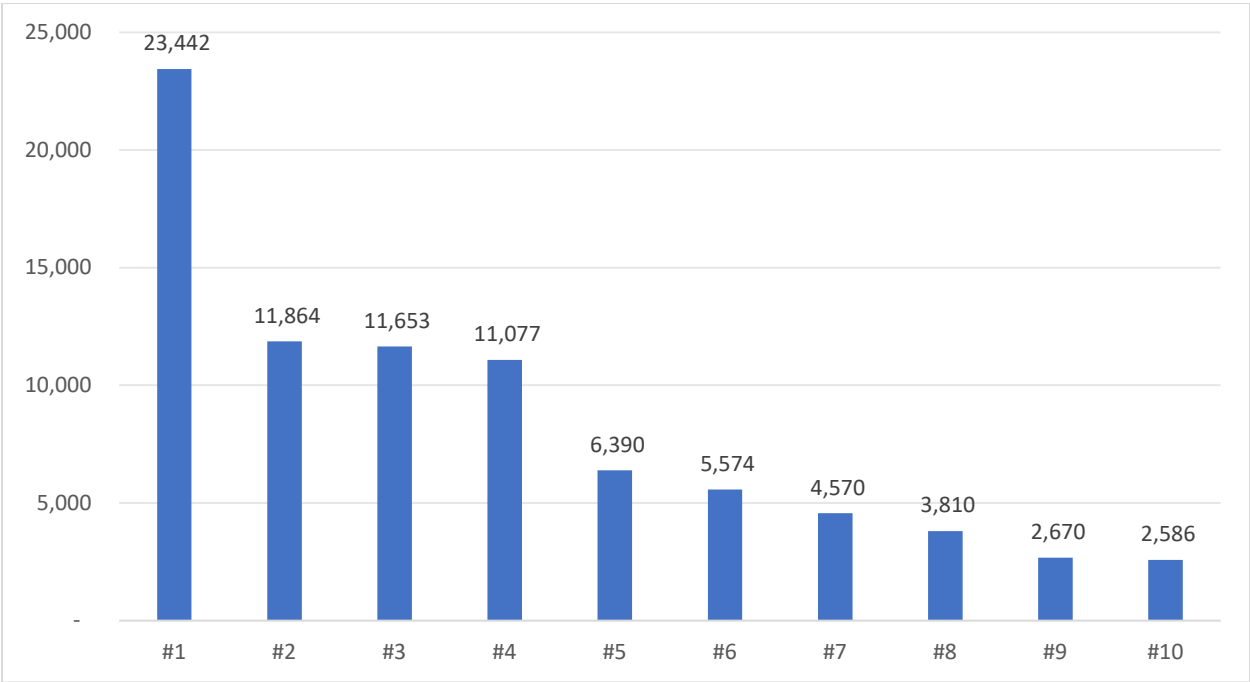
Figure 5 shows the providers who issued the highest number of patient certifications in 2025. These 10 providers issued a combined 83,636 patient certifications, or 74.3% of all certifications printed statewide in 2025.

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<sup>4</sup> See 22 M.R.S. §2423-B(2-C).



**Figure 5: 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 6 and Figure 7 show the number of applications OCP approved and denied in 2025 for each of those registration types.

**Figure 6: MMCP Applications Approved in 2025**

<b>Registration Type</b>	<b>Total Approved</b>	<b>New</b>	<b>Renewals</b>
Officers, Directors, and Assistants (RICs) <sup>5</sup>	3,175	1,609	1,566
Caregiver	1,711	246	1,465
Dispensary	90	25	65
<b>Total</b>	<b>4,976</b>	<b>1,880</b>	<b>3,096</b>

**Figure 7: MMCP Applications Denied in 2025**

<b>Registration Type</b>	<b>Total Denied</b>	<b>New</b>	<b>Renewals</b>
Officers, Directors, and Assistants (RICs)	36	6	30
Caregiver	70	0	70
Dispensary	2	0	2
<b>Total</b>	<b>108</b>	<b>6</b>	<b>102</b>

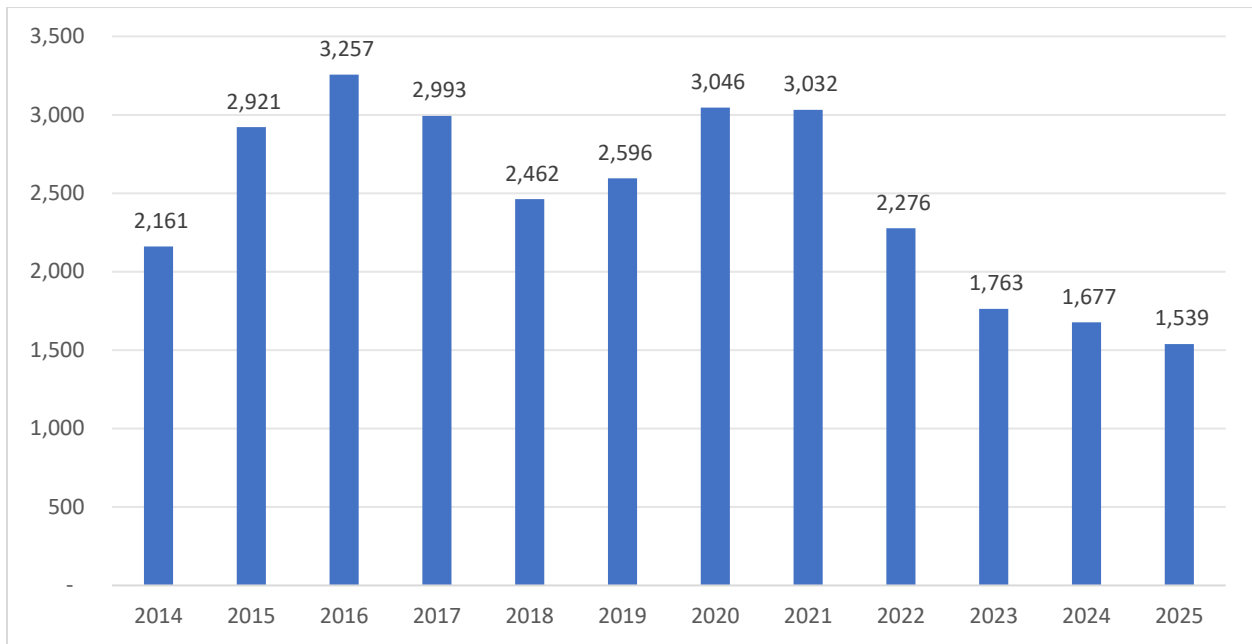
### 4.2 Registered Caregivers

There were 1,539 registered caregivers operating in the MMCP as of December 31, 2025. This was a net decrease of 8.2% from the 1,677 registered caregivers in 2024. The following figures show the number of registered caregivers annually statewide and by county.

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<sup>5</sup> As of July 1, 2024, registry identification cards (RICs) issued to assistants, officers, and directors are valid for two years from the date of issuance or renewal. The impacts of this change are reflected in the decreased application numbers in 2025 compared to the amount of active RICs in 2025.

**Figure 8: Total Registered Caregivers Statewide (2014 – 2025)**



**Figure 9: Registered Caregivers by County (2018 – 2025)**

	2018	2019	2020	2021	2022	2023	2024	2025
<b>Androscoggin</b>	241	245	295	317	225	167	151	132
<b>Aroostook</b>	74	84	106	81	72	67	60	49
<b>Cumberland</b>	610	646	705	665	466	351	321	262
<b>Franklin</b>	97	98	131	119	79	69	62	62
<b>Hancock</b>	58	60	60	48	40	33	28	25
<b>Kennebec</b>	223	227	245	268	196	141	137	136
<b>Knox</b>	60	60	66	62	43	36	24	22
<b>Lincoln</b>	68	69	87	84	60	45	37	30
<b>Oxford</b>	150	172	194	209	149	111	93	93
<b>Penobscot</b>	145	151	208	217	172	132	153	144
<b>Piscataquis</b>	17	21	25	28	26	21	33	39
<b>Sagadahoc</b>	66	65	76	86	61	54	49	39
<b>Somerset</b>	93	98	115	119	82	75	105	121
<b>Waldo</b>	78	68	75	74	65	40	47	57
<b>Washington</b>	53	52	51	51	46	34	28	26
<b>York</b>	429	480	607	604	494	387	349	302
<b>TOTAL</b>	2,462	2,596	3,046	3,032	2,276	1,763	1,677	1,539

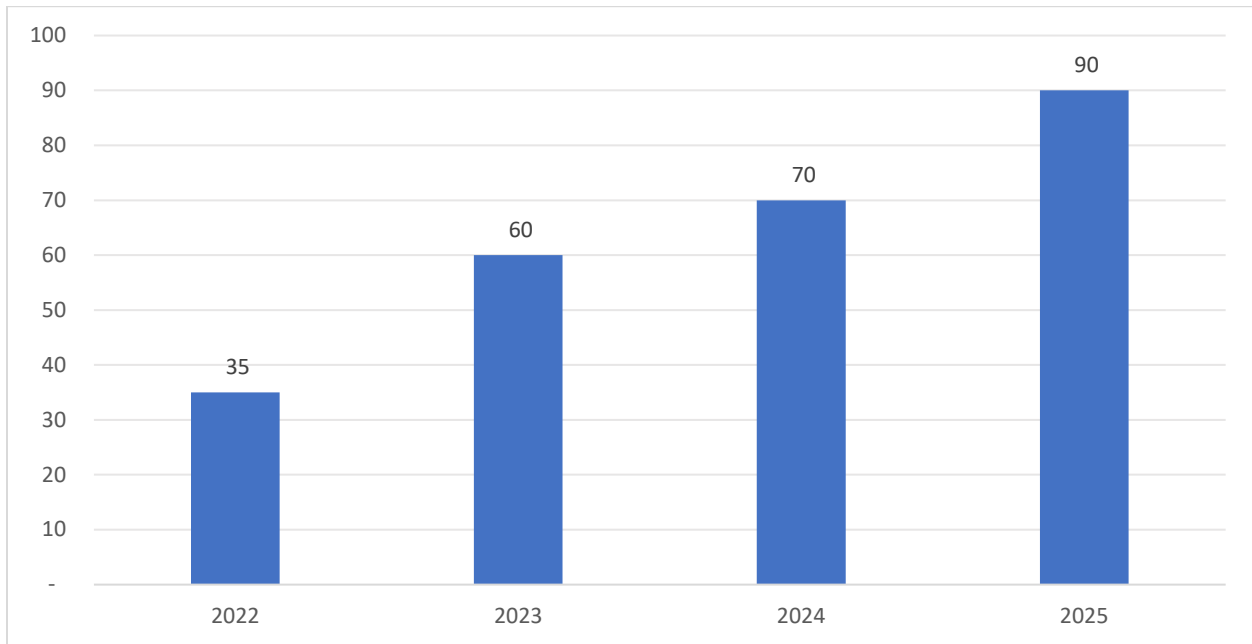
Caregivers are also permitted to operate one caregiver retail store to sell cannabis to qualifying patients. In 2024, P.L. 2023, ch. 679 changed the definition of a “caregiver retail store” to encompass more kinds of retail locations than the previous definition and requiring those locations to provide OCP with proof of municipal authorization and approval to operate that caregiver retail store. In 2025, 286 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.”<sup>6</sup> 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 90 active registration certificates issued to dispensaries in the MMCP in 2025, a 28.5% increase from the 70 actively operating in 2024. Figure 10 indicates the number of registration certificates issued to dispensaries statewide since 2022.

**Figure 10:** Registration Certificates Issued to Dispensaries Statewide by Year



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, and for the one permitted additional location at which the dispensary may cultivate cannabis plants for medical use. Figure 11 indicates the number of unique cultivation locations by county.

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<sup>6</sup> See 22 M.R.S. §2422(6).

**Figure 11:** Registered Dispensary Unique Cultivation Locations by County

	<b>2025</b>
<b>Androscoggin</b>	19
<b>Aroostook</b>	1
<b>Cumberland</b>	9
<b>Franklin</b>	3
<b>Hancock</b>	0
<b>Kennebec</b>	6
<b>Knox</b>	0
<b>Lincoln</b>	2
<b>Oxford</b>	4
<b>Penobscot</b>	2
<b>Piscataquis</b>	0
<b>Sagadahoc</b>	0
<b>Somerset</b>	3
<b>Waldo</b>	1
<b>Washington</b>	0
<b>York</b>	7
<b>TOTAL</b>	57

There were 62 registration certificates issued to registered dispensaries with retail locations in 2025, increasing from 46 actively operating in 2024 – a 34.7% 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. Figure 12 indicates the number of retail locations by county.

**Figure 12:** Registered Dispensary Retail Locations by County

	<b>2025</b>
<b>Androscoggin</b>	13
<b>Aroostook</b>	2
<b>Cumberland</b>	6
<b>Franklin</b>	2
<b>Hancock</b>	2
<b>Kennebec</b>	10
<b>Knox</b>	1
<b>Lincoln</b>	0
<b>Oxford</b>	2
<b>Penobscot</b>	5
<b>Piscataquis</b>	0
<b>Sagadahoc</b>	1
<b>Somerset</b>	3

<b>Waldo</b>	2
<b>Washington</b>	0
<b>York</b>	13
<b>TOTAL</b>	62

#### 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. There were 5,291 employees registered with OCP in 2025, a 21.4% increase from 4,358 employees in 2024.

#### 4.5 Products Manufacturing Facilities

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 2025, 22 registrants had been issued an IHS Manufacturing Facility Registration Certificate—five registered dispensaries and 17 registered caregivers.

**Figure 13: IHS Manufacturing Facility Registration Certificates by County**

	<b>2025</b>
<b>Androscoggin</b>	2
<b>Aroostook</b>	0
<b>Cumberland</b>	8
<b>Franklin</b>	1
<b>Hancock</b>	0
<b>Kennebec</b>	2
<b>Knox</b>	0
<b>Lincoln</b>	0
<b>Oxford</b>	0
<b>Penobscot</b>	3
<b>Piscataquis</b>	0
<b>Sagadahoc</b>	1
<b>Somerset</b>	0
<b>Waldo</b>	0
<b>Washington</b>	0

<b>York</b>	5
<b>TOTAL</b>	22

#### **4.6 Testing Facilities**

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. MMCP Compliance

### 5.1 Compliance Inspections

OCP completed 1,773 compliance inspections in the medical program in 2025, an increase from 1,595 inspections in 2024 and 1,424 inspections in 2023. As seen in Figure 14, this includes both formal inspections and complaint investigations.

**Figure 14:** Compliance Inspections by Type in 2025

Participant Type	Formal Inspection	Complaint Investigation	Total
Caregiver	1,318	316	1,634
Dispensary	121	18	139
<b>Total</b>	<b>1,439</b>	<b>334</b>	<b>1,773</b>

### 5.2 Compliance Violations

**Figure 15:** 2025 Revocations & Suspensions

Participant Type	Total Revoked	Total Suspended	Total Fined
Caregiver	2	5	9
Caregiver Assistant/RIC	1	0	2
<b>Total</b>	<b>3</b>	<b>5</b>	<b>11</b>

Administrative actions impacted 1.0% of all registered caregivers and 0.06% of all caregiver assistants in 2025. The majority of violations identified during inspections or investigations were resolved using technical assistance rather than a revocation, suspension, or fine. Of the five fines settled and paid in 2025:

- One dispensary was assessed a \$1,000 fine for a minor violation.
- One caregiver was assessed a \$2,100 fine for two major violations.
- One caregiver was assessed a \$1,000 fine for a minor violation.
- One caregiver was assessed a \$500 fine for a minor violation.
- One caregiver was assessed a \$400 fine for a minor violation.

There were also two fines settled and paid from cases opened prior to calendar year 2025, but settled and paid in 2025:

- One caregiver was assessed a \$1,000 fine for a minor violation.
- One caregiver was assessed a \$600 fine for a major violation.



## 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 2025 covers the period from July 1, 2024, through the conclusion of the fiscal year on June 30, 2025.

**Figure 16:** Revenue and Expenses of the Medical Use of Cannabis Fund<sup>7</sup>

	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
Revenues	\$ 3,319,473	\$ 2,913,410	\$ 2,257,962	\$2,519,699
Expenses	\$ (1,763,023)	\$ (2,180,941)	\$ (2,439,327)	\$ (2,897,043)
Legislative Transfers	\$ (1,000,000)	\$ (2,168,263)	\$ (2,600,000)	\$ (0)

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

An estimated \$14,276,222 in sales tax revenue was deposited into the General Fund in FY 2025, decreased from \$15,056,795 in FY 2024. 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.

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<sup>7</sup> 22 M.R.S. §2430 establishes the Medical Use of Cannabis Fund.

## 7. Legislative Changes and Recommendations

### 7.1 Legislative Changes

While the Maine Legislature considered several pieces of legislation related to the MMCP in 2025, none of those bills became public law before the Legislature adjourned *sine die* on June 25, 2025.

### 7.2 Legislative Recommendations

OCP 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*. While LD 104 was reported ONTP out of committee, another bill to address mandatory testing and tracking in the MMCP was carried over to the Second Regular Session—LD 1847, *An Act to Institute Testing and Tracking of Medical Use Cannabis and Cannabis Products Similar to Adult Use Cannabis and Cannabis Products, Dedicate a Portion of the Adult Use Cannabis Sales and Excise Tax to Medical Use Cannabis Programs and Create a Study Group*.

OCP continues to recommend that the Legislature establish a program for mandatory contaminant testing and inventory tracking in Maine’s medical cannabis program. This remains the most efficient and effective solution to addressing the twin challenges facing Maine’s medical cannabis patients: contaminated medicine and illicit cannabis inventory in the medical cannabis market.

## 8. Conclusion

This report demonstrates the many ways in which Maine's Medical Use of Cannabis Program (MMCP) transformed in 2025. Specifically, some key MMCP data points from 2025 include:

- The number of printed patient certifications increased by 1.8% from 110,484 certifications printed in 2024 to 112,547 printed in 2025.
- There were 808 medical providers authorized to issue patient certifications, with 10 individual providers issuing 74.3% of all certifications printed statewide in 2025.
- The number of registered caregivers decreased by 8.2% from 1,677 in 2024 to 1,539 in 2025.
- The number of registered dispensaries increased by 28.6% from 70 in 2024 to 90 in 2025.
- 5,291 individuals received registry identification cards (RICs) to work in the MMCP in 2025.
- Administrative actions impacted only 1.0% of registered caregivers and 0.06% of caregiver assistants in 2025.

With the MMCP evolving into a more commercialized program each year, implementing mandatory contaminant testing and inventory tracking are critical reforms needed for ensuring patients' health and safety. The Office looks forward to continuing to work 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.