Massachusetts Cannabis Law Resource and Information Guide

2026 EDITION



DAVIS MALM
ATTORNEYS

MASSACHUSETTS CANNABIS LAW RESOURCES AND INFORMATION GUIDE

IN THIS GUIDE

2 **Statutes and Regulations**

12 **License Application Process**

14 **Post-Licensing Requirements**

15 **Municipal Requirements**

17 **State Offices and Agencies**

19 **About Davis Malm**

This guide is intended for use as a resource by business owners and operators, financial experts, investors and service providers who operate—or are planning to operate—in the expanding and evolving medical and adult-use marijuana marketplaces. This guide provides information about and links to key cannabis industry laws and people in the Commonwealth of Massachusetts and nationally. The terms marijuana and cannabis are used interchangeably throughout this guide.

The cultivation, distribution, sale, possession and use of marijuana or marijuana-based products are illegal under federal law, even where a state law permits such activities. Compliance with state law does not ensure compliance with federal law. Any information in this publication or on our website is not intended to provide any assistance in violating federal law.

STATUTES AND REGULATIONS

Massachusetts Medical-Use Cannabis Laws

In November 2012, Massachusetts voters passed The Act for the Humanitarian Medical Use of Marijuana, which became effective on January 1, 2013. Regulations issued by the Massachusetts Department of Public Health (DPH), effective on May 24, 2013, have helped to define procedures to register qualifying patients, personal caregivers, registered marijuana dispensaries—including cultivation and manufacturing under a single license—(collectively, RMDs) and RMD agents. In 2018, the Massachusetts Cannabis Control Commission (CCC) assumed control over DPH medical cannabis duties, including promulgating new CCC rules that substantially adopted existing regulations. As discussed below, medical-use cannabis laws were further amended in April 2026 as part of legislation principally targeting CCC structure and operations and adult use licensing requirements.

Massachusetts Adult-Use Cannabis Laws

In November 2016, Massachusetts voters passed The Regulation and Taxation of Marijuana Act (the Ballot Question). Under this law, effective as of December 2016, adults may possess and use marijuana in limited quantities, with retail facilities permitted following development of a licensing scheme.

2017 REFORM ACT

On July 28, 2017, Governor Baker signed new legislation, An Act to Ensure Safe Access to Marijuana (the Act), which revised the guidelines included in the November 2016 Ballot Question and established new governing principles for the regulation of adult-use marijuana. In summary, the Act:

- provided cities and towns the ability to ban or limit the development of adult-use marijuana establishments and to address municipal concerns, where appropriate;
- established a five-member CCC to regulate both the adult-use and, as of year-end 2018, medical marijuana industries;
- established a 25-member Cannabis Advisory Board (the Board) with five appointees each from the Governor, Treasurer and Attorney General, and ten appointees who are to be *ex officio* appointees, with expertise and knowledge relevant to the Board's mission; and
- established requirements that the CCC set potency limits for edible marijuana products and adopt packaging requirements that conform to a detailed list of health and safety protections.

STATUTES AND REGULATIONS CONTINUED

Massachusetts Adult-Use Cannabis Laws
Continued

2022 REFORM ACT

In 2022, Governor Baker signed Chapter 180—An Act Relative to Equity in the Cannabis Industry (the 2022 Act)—that as of July 2022 substantially reformed and expanded key aspects of the Act. A principal feature of the 2022 Act is to establish a new funding mechanism to support cannabis ventures led by social equity and economic empowerment program participants certified by the CCC. The Act also implements various other enhancements and reforms to Massachusetts cannabis, including:

- confirming the costs potentially chargeable to cannabis licensees subject to the three percent (3%) state law cap;
- expressly granting the CCC authority to review Host Community Agreements (HCAs) between municipalities and cannabis applicants;
- extending the potential HCA payment period from five years to eight years;
- requiring municipalities to furnish documentation of costs being attributed to cannabis licensees as a required condition for requesting HCA payments from the licensee;
- establishing a process for municipalities to authorize social consumption establishments (so-called cannabis cafes); and
- reversing the former application of U.S. tax code Section 280E for Massachusetts state tax purposes, which substantially limited the ability of Massachusetts cannabis ventures to claim ordinary business deductions on state tax returns.

2026 REFORM ACT

In April 2026, following a legislative process extending through 2025 and a conference committee process to resolve differences between House and Senate bills, Governor Healey signed Chapter 65—An Act Modernizing the Commonwealth's Cannabis Laws—(the 2026 Act) which implemented substantial structural changes to the manner in which the CCC would operate going forward and changed existing cannabis laws related to marijuana possession and the issuance of cannabis business licenses. Among other things, the CCC's membership is reduced from five to three Commissioners who are appointed by the Governor. Commissioners will continue to have experience in public health, public safety, social justice and/or in the regulation or distribution of marijuana.

STATUTES AND REGULATIONS CONTINUED

Massachusetts Adult-Use Cannabis Laws
Continued

The legislation also:

- doubled the number of retail licenses an owner can possess from three to six;
- increased the legal possession limit for adults;
- statutorily authorized new license categories including on-site consumption, event-based use and research licenses; and
- strengthened accountability and reporting requirements for cannabis businesses that owe debt and required studies on patterns of cannabis use, the current excise tax rates, and the future regulation of hemp-derived cannabinoid products.

Massachusetts Regulations

State medical-use regulations for medical-only and adult-use operations can be found at 935 CMR 501 *et seq.* and 935 CMR 500 *et seq.*, respectively (the Regulations), and are available and are available here and here.

Adult-use regulations have been revised multiple times since the commencement of operations, particularly with substantial modifications and expansions made in 2023 and late 2025, implementing changes required by the 2022 Reform Act. The Regulations describe the licensing procedures and operational rules for:

- retail establishments;
- cultivation facilities;
- manufacturing facilities;
- transportation companies;
- microbusiness ventures;
- craft cooperatives;
- social consumption establishments;
- marijuana courier companies;
- delivery operator license;
- delivery endorsements;
- testing laboratories;
- research facilities; and
- individual agents employed by such establishments.

STATUTES AND REGULATIONS CONTINUED

Massachusetts Regulations
Continued

Three new social consumption license categories were added effective in January 2026:

- Supplemental—for existing marijuana establishments to incorporate on-site consumption into their business location;
- Hospitality—for qualifying applicants and marijuana establishments, including new or established non-cannabis businesses; and
- Event organizer—for qualifying applicants and marijuana establishments to organize and host temporary consumption events.

Social consumption licenses were previously inactive because no enabling legislation existed. That changed with the passage of Senate Bill S3096, signed by then-Governor Baker on August 11, 2022, and codified into the 2022 Act. Implementing rules followed, amending 935 CMR 500 effective October 27, 2023, and limiting license access to applicants majority-owned by economic empowerment or social equity candidates. Final social consumption regulations were issued in December 2025, and took effect on January 2, 2026. Separately, a municipality must opt-in—by referendum, ordinance or bylaw amendment—before a social consumption licensee may operate locally.

The CCC established three-plus-year licensing exclusivity periods for both types of cannabis delivery licenses and the three social consumption licenses, limiting majority ownership to economic empowerment and social equity applicants, beginning on the date when the first operator in that license type commenced operations. The CCC has repeatedly extended the initial three-year licensing exclusivity periods for identified licenses, which was recently extended to 2029.

The CCC began to review license applications in Spring 2018, with priority given to existing licensed medical operators and those qualifying and certified as economic empowerment applicants. Additional license categories became eligible for priority treatment in November 2019. The first provisional adult-use licenses issued in September 2018, followed in Fall 2018 by the first final licenses and certificates permitting commencement of operations by adult-use licensees.

On November 20, 2018, the first two recreational marijuana stores opened for business in Massachusetts. In total, as of April 1, 2026, the CCC was overseeing nearly 800 active medical and adult-use licenses across license types, including Medical Marijuana Treatment Centers, Marijuana Retailers,

STATUTES AND REGULATIONS CONTINUED

Massachusetts Regulations
Continued

and Independent Testing Laboratories. The majority of operational adult-use licenses have been for retail, cultivation, and manufacturing. As of the CCC's 2025 industry report, at least 700 licensees had been granted notices to commence operations, including, in the report's detailed April 2024 operating-license breakdown, 356 adult-use Marijuana Retailers, 127 Marijuana Cultivators, and 110 Marijuana Product Manufacturers. The CCC has also reported that 14 Independent Testing Laboratories are currently operating. Delivery has become a distinct operating category: as of early 2026, the CCC had issued notices to commence operations to 13 Marijuana Couriers, 20 Marijuana Delivery Operators, and two Microbusinesses with Delivery Endorsements, and, as of November 2025, 416 Marijuana Retailers, Delivery Operators, and Microbusinesses with Delivery Endorsements had been granted notices to commence operations. By year end 2025, gross Massachusetts adult use sales have exceeded $8 billion.

Statutes & Regulations

Below is a timeline of key dates relative to Massachusetts medical-use and adult-use cannabis laws and industry activity.

- Medical use
- Adult use

2012

November: MA voters pass **The Act for the Humanitarian Medical Use of Marijuana.**

2013

January: **The Act for the Humanitarian Medical Use of Marijuana** becomes effective.

May: Regulations issued by the **DPH** become effective.

2016

November: MA voters pass The Regulation and Taxation of Marijuana Act.

December: Possession and use of recreational marijuana allowed in limited quantities.

2017

July: Governor Baker signs The Act to Ensure Safe Access to Marijuana, revising guidelines in voter referendum and establishing new governing principles for regulating adult-use marijuana.

August: 25-member Cannabis Advisory Board established.

September: Cannabis Control Commission (CCC) established.

2018

April: Priority certification applications open for adult-use marijuana establishment licenses.

June: CCC launches social equity program.

November: First adult-use retail stores open in MA.

2018

December: The **CCC** assumes control over **DPH medical cannabis duties,** including promulgating new **CCC** rules that substantially adopted existing regulations.

2019

June: CCC approves draft regulations providing framework for cannabis cafes and delivery services.

November: Revised adult-use regulations in effect.

2019

November: Regulations for **medical-only operations** revised.

2020

March: **Medical-use** stores deemed essential and remain open during COVID-19 emergency.

2020

March: CCC issues Cease and Desist Order, closing all adult-use retail stores indefinitely due to the COVID-19 emergency.

May: CCC allows conditional reopening of adult-use facilities, subject to implementation of specified safeguards to protect against COVID-19 exposure.

2021

January: Revised **medical-use** regulations take effect.

May: Minor revisions to **medical-use** regulations take effect.

2021

January: Revised adult-use regulations take effect.

May: Minor revisions to adult-use regulations take effect.

935 CMR 502 regulations relative to co-located medical- and adult-use operations repealed. CCC deploys additional and updated public documents.

Spring: CCC launches revamped website, incorporating **medical-** and adult-use cannabis content on one platform with new features.

July: CCC reports $25.1 million in CCC receipts collected for fiscal year 2021 ($1.2 million from fines and $23.8 million from licensing and agent fees).

July: Massachusetts Department of Revenue reports tax revenue collected from marijuana sales: $64 million from sales tax and $112.3 million from excise tax.

Statutes & Regulations

continued

- Medical use
- Adult use

2022

August: Governor Baker signs **"An Act Relative to Equity in the Cannabis Industry"** that changes provisions applicable to adult use establishments in place since the predecessor 2017 Act.

2023

December: Revised CCC 935 CMR 500 regulations to implement 2022 statutory changes take effect, including new authority to review and either approve or reject HCAs and establishing annual timelines for municipalities to submit invoices to licensees for cannabis impact fees.

2024

March: CCC announces schedule for multiple regulatory changes required by 2022 statute in multiple phases, including development of **Model Form HCA** and schedule for certifying proposed municipal cannabis impact fees.

November: CCC announces schedule for multiple regulatory changes required by 2022 statute in multiple phases, including development of **Model Form HCA** and schedule for certifying proposed municipal cannabis impact fees.

2026

April: In addition to the adult use changes described on the right hand column, the **2026 Act Modernizing the Commonwealth's Cannabis Laws** revises medical use licenses to modify the former requirement of vertical integration for all medical licensees.

2026

January: new social consumption regulations creating **three new license types** (Supplemental, Hospitality and Event Organizer), available only to social equity and economic empowerment applicants for a three year period, become effective but are subject to municipal authorization requirements.

January: CCC reports 2025 calendar year cannabis **sales grossed more than $1.65 billion** in sales, along with $289 million in sales tax and excise receipts.

April: Governor Healey signs **"An Act Modernizing the Commonwealth's Cannabis Laws"** that changes the CCC from a five Commissioner agency to a three Commissioner agency and increases maximum retail license caps from three to six licenses, among other changes.

June: Revised CCC 935 CMR 500 emergency regulations to implement 2026 statutory changes take effect.

STATUTES AND REGULATIONS CONTINUED

Municipal Zoning / Bylaws Regulations

Municipalities may not ban medicinal cannabis dispensaries but may enact zoning regulations affecting medical-use facilities. G.L. c. 94G, § 3. For example: Boston Amendment No. 393 (August 16, 2013) and Amendment No. 387 (January 26, 2013).

Municipalities may also enact regulations affecting adult-use facilities. Cities or towns that permit adult-use sales may limit the number and types of marijuana establishments that will be permitted to operate, the areas where those establishments are allowed, and the hours of operation. Municipalities may limit adult-use marijuana retailers to not fewer than 20% of the number of retail liquor licenses issued under G.L c. 138, § 15 (not including licenses issued to restaurants or bars).

Municipalities may also ban or restrict adult-use facilities, provided they comply with applicable procedural requirements in the Act. In cities or towns where the majority of voters voted "Yes" on the Ballot Question, voters must be polled before adult-use facilities can be banned. Cities or towns in which the majority of voters did not vote "Yes" may ban adult-use facilities without a municipality-wide vote.

As of Spring 2026, a significant number of Massachusetts cities and towns have enacted cannabis restrictions on the number or types of cannabis establishments permitted, and approximately 106 municipalities have enacted total bans on adult-use cannabis establishments.

Litigation commenced regarding the processes municipalities must follow to ban or limit cannabis operations, including whether bans or limitations must be enacted via zoning ordinances or bylaws (which typically require a two-thirds majority vote) rather than a simple majority vote of any authorized city or town body. The Massachusetts Appeals Court addressed this issue in *Genin v. Zurrin*, 104 Mass. App. Ct. 1103 (2024) (Rule 23.0 decision) holding that municipalities may adopt cannabis bans through general bylaws rather than through zoning bylaws, provided that they comply with the procedural requirements set forth in G.L. c. 94G, § 3(a). This decision, following the Supreme Judicial Court's ruling in *Haven Center, Inc. v. Bourne*, 490 Mass. 364 (2022) (holding a general marijuana prohibition bylaw is not a zoning bylaw), confirmed that when a municipality complies with all statutory requirements for adopting a general bylaw restricting cannabis operations, the bylaw is valid and does not constitute a zoning change subject to the two-thirds majority

STATUTES AND REGULATIONS CONTINUED

Municipal Zoning / Bylaws Regulations
Continued

requirement. However, any municipality that chooses to enact cannabis restrictions specifically through its zoning ordinance or bylaw, must comply with two-thirds majority zoning requirements rather than through a simple majority, as provided under G.L. c. 40A, § 5.

Effective May 1, 2024, the Massachusetts CCC promulgated new equity requirements codified at 935 CMR 500.181(3). Under this regulation, in circumstances where a host community imposes a cap on the number of marijuana establishments or medical treatment centers (MTCs) that may obtain local approval to operate, if the host community later decides to allow additional establishments, at least 50% of those licenses above the previously-established cap (but no less than one license) must be reserved for:

- License applicants that are Social Equity Businesses; 935 CMR 500.181
- License applicants that have been designated as Social Equity Program Participants; 935 CMR 500.181
- Economic Empowerment Priority Applicants; 935 CMR 500.181, ALM G.L. c. 94G, § 22; or
- Individuals or entities verified or pre-verified pursuant to 935 CMR 500.101(7), including those already designated as Social Equity Businesses or Economic Empowerment Applicants. 935 CMR 500.181.

Host communities were required to adopt local rules or bylaws to comply with this requirement on or before May 1, 2024. Each host community had to submit an attestation to the Commission affirming that it has adopted local laws to effectuate compliance with 935 CMR 500.181(3) and identifying the specific laws passed.

The Massachusetts CCC maintains an official website that includes a municipal zoning tracking page to help license applicants, cities and towns, and the public identify the status of adult-use cannabis and related zoning policies in each municipality. This resource is regularly updated and provides critical information for prospective applicants seeking to understand local regulatory environments.

STATUTES AND REGULATIONS CONTINUED

Tax Rates / Payments

Tax rates under the adult-use marijuana regulations—not including payments to municipalities pursuant to a HCA —are as follows:

Adult-use	Medical-use
10.75% excise tax on top of the normal 6.25% sales tax on retail and wholesale sales payable to the state monthly to support the costs of regulating the industry and to fund initiatives in public health, public safety, police training, restorative justice and workforce development.	No tax
Optional 3% local sales tax on retail sales only payable to state and then periodically transmitted back to the city or town).	No tax
Host community agreement payments to compensate community for cannabis-related expenditures due to the licensee's operations that are strictly regulated—i.e., cannot be imposed on a percentage basis, must be invoiced once per year to the licensee and in no event can exceed 3% of gross sales.	No payments

Federal Law

Notwithstanding state law authorization and ongoing efforts to enact reform-oriented federal legislation, adult-use cannabis use and possession remain federally prohibited by Chapter 13 of the Controlled Substances Act, 21 USC §§ 801 *et seq.* Please see the disclaimer referenced earlier in this guide. Effective as of April 2026, the U.S. Attorney General changed the classification of medical cannabis from Schedule I (drugs that have no medical value) to Schedule III (drugs having medical value). Industry experts believe rescheduling medical use cannabis could lead to a similar rescheduling of adult-use cannabis in the upcoming months.

LICENSE APPLICATION PROCESS

Medical-Use—RMD

The current application process for a medical-use dispensary, following incorporation within the CCC, is set forth on the Commonwealth of Massachusetts website. In contrast to adult-use applications, medical-use applications initially required the applicant to operate a unified cannabis business that included cultivation, manufacturing and retail operations. One important change implemented in the Act is that medical-use licensees are no longer required to be non-profit entities.

Additional significant changes to medical licensing were implemented as part of the 2026 Act. The 2026 Act replaces the legacy "Medical Marijuana Treatment Center" terminology with "Medical Marijuana Establishment," authorizes the CCC to develop additional classes or types of medical marijuana establishment licenses by regulation, and ends the prior exclusive vertical-integration model for medical cannabis licensees. The CCC has issued implementation guidance noting that Chapter 65 also amended ownership and control thresholds applicable to Medical Marijuana Establishments. Please note that full operational impact of these changes will depend on forthcoming CCC implementing amendments to medical use regulations, because the 2026 Act appears to grant the CCC authority to create and structure additional medical license classes rather than itself specifying all new potential license categories.

Adult-Use

As noted earlier, the Regulations have been promulgated and revised many times, commonly to reflect statutory changes, and they cover a multitude of different types of licenses, including retail dispensaries, cultivation, product manufacturing, craft marijuana cooperative, microbusiness, laboratory, research, delivery operator, marijuana courier, and the three types of social consumption licenses.

The CCC has developed application forms for each application type and includes four packets, consisting of:

- Notice of Intent
- Background Check
- Management and Operational Profile; and
- Fee forms.

LICENSE APPLICATION PROCESS CONTINUED

Adult-Use
Continued

The CCC reviews each application for completeness and compliance with the applicable regulations. In nearly all cases, the CCC sends notices identifying application sections or attached policies that require modification in order to be considered complete.

When all application packets are complete, the CCC staff reviews for issues and completeness. Once problems, if any, are resolved, the CCC issues a notice deeming the application complete. The CCC meets and votes to grant a provisional license, either as filed or with specified conditions. Meetings are generally scheduled at least monthly, and a list of applications for approval are circulated a few days before each month's meeting. A provisional license authorizes a licensee to commence buildout and implementation of operational measures, subject to CCC review and approval of plans, and also requires licensees to make payment arrangements for the conduct of background checks by the CCC's vendor. A final license and confirmation of the ability to commence operations are issued once the licensee passes post-provisional license and post-final license inspections.

Application packages require a copy of the applicable HCA or a form confirming that the municipality has agreed to waive the requirement of an HCA. Parties also have the option of opting into a standard form HCA developed by the CCC. The applicant must also certify compliance with holding a community outreach meeting to solicit community input about the proposed cannabis facility. Except in cases of HCA opt out or adoption of the standard form HCA, the CCC will determine during the license review process that the submitted HCA complies with restrictions and limits established in the Act.

Mixed Use

As noted above, in 2018, the CCC gave existing RMDs and economic empowerment applicants priority processing for adult-use applications. The CCC advised that priority processing would also be granted to microbusiness, craft cannabis, outdoor cultivation applicants, those qualifying for the CCC's social equity program, and state-certified minority-, disability-, women- and/or veteran-owned businesses.

The Regulations establish limited additional rules for licensees offering both medical-use and adult-use cannabis at the same location, including a handful of minimum separation requirements between the different operations (i.e., commonly-owned research facilities may be collocated with an adult use or medical establishment if "clearly physically separated," which shall include at least a wall and secure, locked entrance).

POST-LICENSING REQUIREMENTS

Renewals

Adult-use and individual licensees must apply to have their licenses renewed on an annual basis. The renewal is due one year after the license fee payment to the CCC, which is paid following approval of the provisional license. Licensees are strongly advised to file the CCC renewal form not less than 90 days prior to the renewal due date. Licensees that submit a license renewal within 90 days of the license expiration may be required by the CCC to request an extension of the license expiration date and pay a prorated portion of the annual license fee, to ensure that the license does not expire during the review period. The renewal form seeks updated information in multiple areas as well as additional information specific to particular license types. Unless a compliant HCA waiver has been submitted or a form HCA has been opted into, the CCC reviews each HCA at each license renewal stage and has the authority to reject agreements that do not conform to the requirements in G.L.c. 94G or its regulations. Additional documents that may be required include updated copies of Certificates of Good Standing from the Department of Revenue and Secretary of the Commonwealth, as well as any updates to the Positive Impact Plan, Diversity Plan, and/or Energy Compliance Plans. Licensees are also required to ask about and report on any costs incurred by the City or Town in connection with the operation of the licensed business.

Compliance / Enforcement

Licensees are required to comply with many regulatory requirements on an ongoing basis. In addition to reviews conducted in connection with annual renewals, the CCC maintains inspection and enforcement personnel to identify any material compliance issues and, if needed, to take any of several forms of enforcement actions authorized under the Regulations, including, but not limited to, sales cessation, suspension, fines, and license revocation.

MUNICIPAL REQUIREMENTS

General

As part of the medical- and adult-use processes, applicants must select a specific site for their licensed operations and provide proof to the CCC that the municipality supports or does not oppose the proposed licensed operation. In the case of an adult-use operation, the application form requires submission of a completed and executed HCA (negotiated or opted into approved form), setting forth the conditions for operating within the host community, or HCA waiver. The HCA must include all stipulations of responsibilities between the host community and the establishment. No host community may impose an unreasonable condition or a term that is unreasonably impracticable in an HCA. A condition may be presumed reasonable if:

- It is required under the host community's local rules, regulations, ordinances, or bylaws;
- It has been deemed necessary to ensure public safety and proposed by the chief law enforcement authority and/or fire protection chief with explanation and detail;
- It has been deemed necessary to ensure public health and proposed by the chief public health authority with explanation and detail;
- It is a local requirement customarily imposed on other, non-cannabis businesses operating in the community;
- It is required by law; or
- It does not conflict with other laws.

As noted, the CCC is required to review, regulate, enforce, and approve HCAs. The parties have the option of using a model HCA, developed by the CCC, which contains the minimum acceptable standard, and best practices for municipalities and prospective licensees during negotiations of HCAs with social equity businesses.

Social consumption establishments may be required to enter into a separate host community agreement even if the licensee operates a separate business under an existing HCA. Municipalities can add additional requirements in their HCAs to regulate social consumption in their city or town.

Licensees must also work with the municipality to meet all applicable local zoning and permitting requirements and, typically, negotiate site-specific issues.

MUNICIPAL REQUIREMENTS CONTINUED

General
Continued

Effective as of April 20, 2026, under 935 CMR 500.181(5), each host community must develop and publicize a plan to positively impact one or more of the following communities:

- Past or present residents of geographic "areas of disproportionate impact," as defined by the CCC and identified in its Guidance for Identifying Areas of Disproportionate Impact (which are periodically re-evaluated); 935 CMR 500.181
- State-designated Economic Empowerment Priority Applicants; 935 CMR 500.181
- State-designated Social Equity Program participants; 935 CMR 500.181
- Massachusetts residents who have past drug convictions; 935 CMR 500.181 and
- Massachusetts residents with parents or spouses who have drug convictions. 935 CMR 500.181.

The host community must publicize this plan in a conspicuous location at its offices and on its website. 935 CMR 500.181. The plan must outline the goals, programs, and measurements the host community will pursue.

Cannabis Fees

Municipal HCAs may require payments to offset the reasonably expected costs associated with the marijuana establishment, subject to caps set in the Act (principally, not more than 3% of gross revenues). The extent of fees, and their legality, had been a source of controversy relative to excessive fee demands in many municipalities and an associated criminal investigation was initiated by the U.S. Attorney for the District of Massachusetts. This led to legislation in the 2022 Act and related CCC regulatory changes prohibiting all cannabis fee assessments based on percentages of gross revenues and requiring a municipality seeking to charge a licensee to submit an annual itemized statement. The licensee has the right to review this itemized statement and, if necessary, appeal to the CCC or Superior Court. In the latter case, a prevailing licensee can request an award of legal fees from the Superior Court. These reforms have eliminated, or at least sharply curtailed, opportunities for abuse of the cannabis fee assessment process.

STATE OFFICES AND AGENCIES

Cannabis Control Commission

COMMISSIONERS:
(all appointed by Governor Healey as of May 2026)

Christopher Harding (Chair), former official at Executive Office of Administration and Finance and Commissioner of Revenue

Xiomara DeLobato, former Vice President and Chief of Staff for the Western Massachusetts Economic Development Council

Anthony Wilson, lawyer and former City official in Cambridge and Springfield

EXECUTIVE DIRECTOR:
Travis Ahern, former Holliston Town Administrator

GENERAL COUNSEL:
Kajal Chattopadhyay, longtime counsel for several state agencies, including most recently the Department of Correction

CHIEF TECHNOLOGY AND INNOVATION OFFICER:
Paul Clark, former Chief Information and Technology Officer/Privacy Compliance Officer for a global healthcare company

CHIEF OF STAFF:
Andrew Carter, former Interim General Counsel and Deputy General Counsel of the Commission

COMMUNICATIONS DIRECTOR:
Maryalice Curley, former Policy Analyst for the Massachusetts State Treasury

LICENSING DIRECTOR:
Olivia Koval, former Associate Enforcement counsel in the CCC and Director of Client Services and Regulatory Compliance at Greenlight Business Solutions

CHIEF OF INVESTIGATIONS AND ENFORCEMENT:
Michael Donahue, former NH police officer and DEA task force detective

STATE OFFICES AND AGENCIES CONTINUED

Cannabis Control Commission ***Continued***

CHIEF OF RESEARCH:
Julie Johnson, former National Institute of Health (NIH) Ruth L. Kirschstein National Research Service Award Fellow at Johns Hopkins Bloomberg School of Public Health and Heller School of Social Policy and Management at Brandeis University

CHIEF FINANCIAL AND ACCOUNTING OFFICER:
Lisa Schlegel, former Comptroller for Quinsigamond Community College

CHIEF PEOPLE OFFICER:
Debbie Hilton-Creek, longstanding executive for social services, healthcare, municipal and nonprofit organizations and agencies

The CCC offices are located at Union Station in Worcester.

Cannabis Advisory Board

The Cannabis Advisory Board is a 25-member group with expertise in cannabis regulatory issues. The Board is organized into five subcommittees, each with a Chair, assigned members and assigned Commissioner Liaison:

- Cannabis Industry
- Market Participation
- Public Health
- Public Safety and Community Mitigation
- Research

Massachusetts Legislature—Joint Committee on Cannabis Policy

CO-CHAIRS:
Adam Gomez (Senate)
Daniel Donahue (House)

About Davis Malm

For over 40 years, Davis Malm has been a premier full-service, Boston-based law firm representing businesses, institutions and individuals in a wide spectrum of industries. Clients rely on Davis Malm's attorneys to efficiently deliver successful results through direct partner involvement, responsive client service, and creative and strategic problem solving. Our interdisciplinary team of business, real estate, employment, regulatory, tax and intellectual property attorneys possess years of experience and in-depth knowledge of issues facing business owners. We work closely to provide coordinated and comprehensive advice to meet each client's goals and have the agility necessary to handle any issues that arise during the course of a matter. Davis Malm is a member of the International Lawyers Network, representing Massachusetts and northern New England, which enhances our robust international services to clients doing business globally. For more information, please contact an attorney in our Cannabis Law practice: cannabislaw@davismalm.com.



DAVIS MALM
ATTORNEYS

255 State Street, 11th Floor, Boston, Massachusetts 02108 | 617.367.2500 | davismalm.com

©2026 Davis, Malm & D'Agostine, P.C. This guide contains addresses of Internet websites and industry resources. These website addresses are being provided as a convenience and for informational purposes only; they do not constitute legal advice or an endorsement or approval by Davis, Malm & D'Agostine, P.C. of any of the products, services, or opinions of the agency, corporation, organization, or individual host for each such website. Davis, Malm & D'Agostine, P.C. bears no responsibility for the accuracy, legality, or content of the external site or for that of subsequent website addresses. Please read our Disclaimer, which can be found at davismalm.com/disclaimer.