



VIRGINIA
Cannabis
Control
Authority

2025 ANNUAL REPORT

FOR FISCAL YEAR JULY 1, 2024 – JUNE 30, 2025

LETTER FROM THE BOARD CHAIR

Fiscal Year 2025 (FY25) was a year of meaningful change, growth, and accomplishment for the Virginia Cannabis Control Authority (CCA or Authority). Our work this year reflected the best of who we are as public servants: we were committed to our mission, guided by our values, and focused on building a safer and healthier Virginia.

This year brought important transitions as the Authority welcomed new leadership and completed an organizational restructuring designed to better serve stakeholders and prepare for future growth. These changes strengthen our ability to carry out our mission with greater efficiency and impact.

FY25 was the first full fiscal year the medical cannabis program (MCP) operated under the CCA's oversight. It was a year of steady progress: nearly 115,000 patients purchased medical cannabis across the Commonwealth. The CCA continued its work to expand patient access across all regions of the Commonwealth, making progress toward ensuring patients in Health Service Area (HSA) 1 have direct access to medical cannabis. This effort reached a key milestone in FY25 with the conditional approval of a pharmaceutical processor in HSA 1. We also made one of our most significant program improvements to date when we launched a seed-to-sale tracking system at the end of the fiscal year. This system provides real-time insight into medical cannabis activity statewide, allowing us to confirm that only tested, regulated products reach patients. It also strengthens our ability to protect public safety and will serve as a vital tool for the agency as it continues to grow.

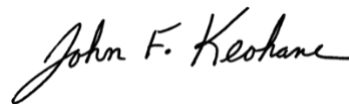
We also listened more closely to the people we serve. Surveys of patients and practitioners helped us better understand their experiences, identify barriers to access, and guide future improvements. We met with stakeholders across the Commonwealth to gather feedback and help inform regulations. By keeping open lines of communication with those we serve, we can continue to make thoughtful, data-informed decisions that reflect real needs.

Education and outreach remained central to our work. FY25 marked the completion of the CCA's first comprehensive safe driving campaign, which included television, radio, and digital advertising. We conducted our second statewide impaired driving survey, which provided valuable insight into Virginians' attitudes and behaviors around cannabis use and driving. These findings are already shaping our next campaign, set to launch in FY26.

Beyond campaign efforts, the CCA expanded community engagement through presentations, conferences, and educational resource distribution, sharing six times more materials than the previous year.

Each of these accomplishments reflects the CCA's vision: to use our cannabis expertise and regulatory authority to make Virginians safer and healthier. Our values of service, integrity, collaboration, and tenacity have guided every step of our work this year. Together, these efforts have strengthened relationships with stakeholders, deepened trust with the public, and laid strong building blocks for the future of the agency.

We are proud of what we achieved in FY25 and excited for what lies ahead. With a dedicated team, engaged partners, and a clear mission, the CCA is well positioned to continue serving Virginians with excellence in the years to come.



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ABOUT THE CANNABIS CONTROL AUTHORITY

Vision

We use our cannabis expertise and regulatory authority to make Virginians safer and healthier.

Mission

As an independent, political subdivision, the CCA promotes the Commonwealth's public safety, advances public health, and protects communities through effective medical cannabis oversight and balanced and inclusive cannabis regulation, policy, and education.

Values

- Service
- Integrity
- Collaboration
- Tenacity

Board of Directors

A five-member Board of Directors governs the Cannabis Control Authority. The Board met seven times in FY25. More information about these meetings can be found on the [CCA website](#). During FY25, the Board consisted of the following members.



John F. Keohane
Chair



Neil Amin
Vice Chair



Michael Jerome Massie
Member



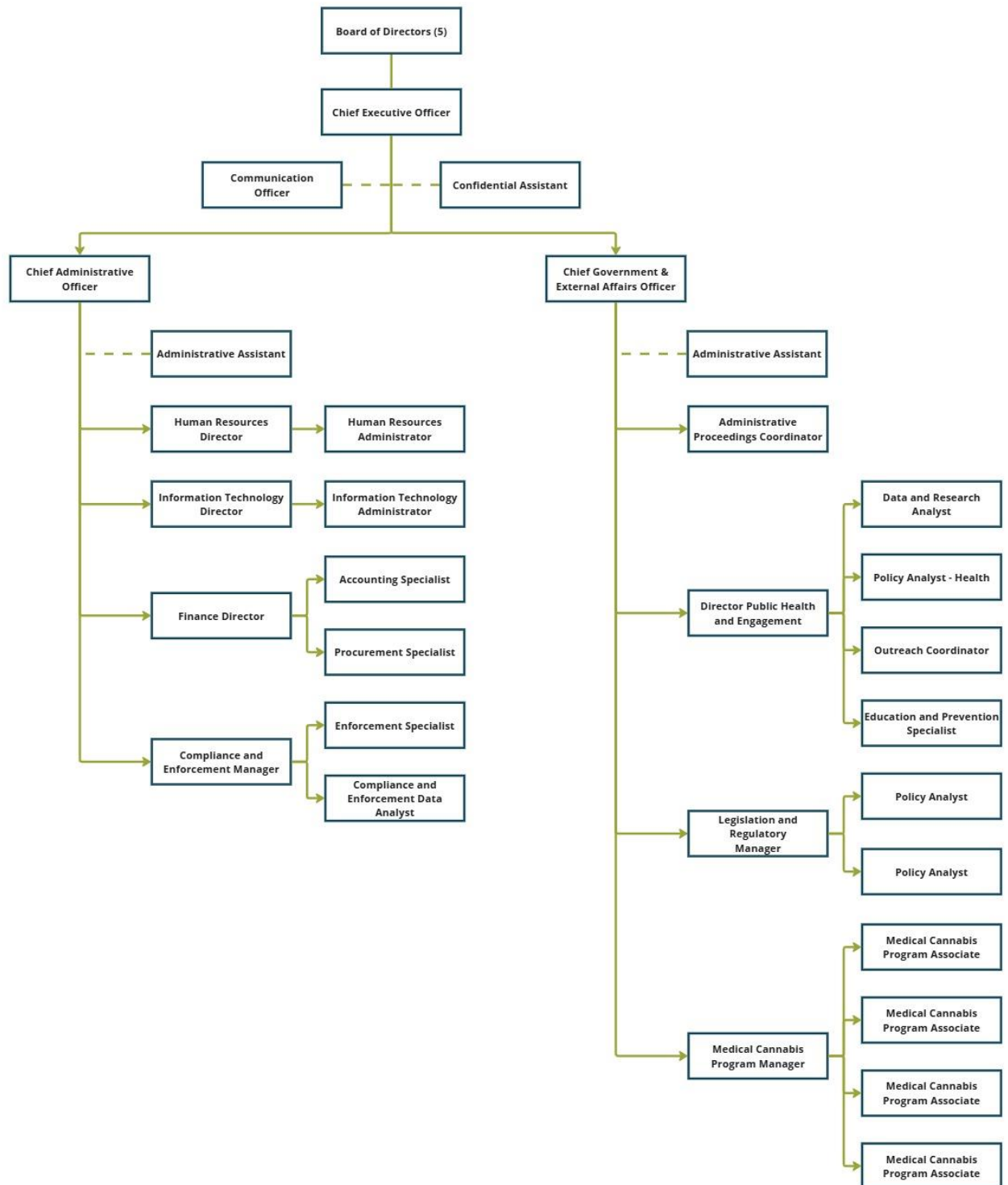
Anthony D. Williams
Member



Roxann Robinson
Member

Organizational Structure

In FY25, the CCA maintained its commitment to hiring and retaining quality staff to support its core functions in alignment with its overall mission. In addition to the Board, the Authority began the fiscal year with 26 full-time and 2 part-time employees and concluded the fiscal year with 25 full-time employees.



LEGISLATIVE AND REGULATORY SYNOPSIS

The 2025 General Assembly passed cannabis-related legislation, including a resolution forming the Joint Commission to Oversee the Transition of the Commonwealth into a Cannabis Retail Market (“Joint Commission”) and bills modifying MCP operations and establishing an adult-use cannabis market. The Governor vetoed the latter two bills.

Key Cannabis Legislation

House Joint Resolution 497 established the Joint Commission—set to expire on July 1, 2028—to (i) oversee the administration of responsibilities assigned to the Authority under the Cannabis Control Act; (ii) oversee the implementation and enforcement of cannabis-related laws and regulations; (iii) monitor issues trends, and impacts related to cannabis; and (iv) examine, in consultation with the Authority, necessary legislative changes to the MCP that would make the program more competitive, accessible, and economically inclusive. The Joint Commission held its first meeting on July 9, 2025.

House Bill 1989 offered modifications to the MCP including product definitions, labeling requirements, and a delivery framework. The bill proposed definitions for three types of cannabis products—edible, inhalable, and topical— and updated the labeling requirements for each type of cannabis product. Several changes related to the delivery of medical cannabis were also included. The legislation defined “delivery agents” and provided an express allowance for deliveries to non-residential addresses and by independent third-party drivers. The Governor vetoed the legislation on May 2, 2025.

House Bill 2485 and **Senate Bill 970** would have established a framework for the creation of a retail cannabis market in the Commonwealth, to be administered by the Authority. The Governor vetoed the legislation on March 24, 2025.

Medical Cannabis Regulations

In September, the Authority shared proposed modifications to the MCP regulations and met with representatives of all current pharmaceutical processors. The CCA held follow-up meetings and received written feedback in October. The draft regulations were updated to incorporate feedback, shared with the public, approved by the Board, and submitted to the Register of Regulations that same month. The proposed regulations were published on November 18, 2024, and the CCA accepted public comments for 60 days.

In late January, the Board reviewed and considered public comments before voting to proceed with the proposed regulations. The final regulatory text was submitted to the Register of Regulations on January 31, 2025, for the second and final publication which occurred on February 24, 2025.

The modifications included public health and safety amendments such as limitations on advertising appealing to minors, restrictions on potentially dangerous additives, and the clarification of product testing standards. The CCA also added industry best practices to the regulations such as requiring a universal symbol on packaging and regulating the delivery of medical cannabis products. One pharmaceutical processor objected to the modifications and initiated legal proceedings that were pending as of the end of FY25.





Looking Ahead

The CCA is preparing for the 2026 General Assembly session and the expected introduction of adult-use market legislation, versions of which passed the legislature in 2024 and 2025. The Governor vetoed the legislation both years. However, due to term limits, a new administration will likely decide the fate of adult-use cannabis in the Commonwealth next year.

The Joint Commission—comprised of six delegates and four senators—will meet during FY26 to plan the transition of the Commonwealth into a retail (adult-use) cannabis market. The CCA will work closely with the Joint Commission and legislators to provide information and technical guidance on a retail-market framework and the adoption of related legislation.

If signed into law, the CCA will most likely be tasked with implementation of the market, requiring the promulgation of new regulations. The CCA is looking ahead to ensure a timely and well-ordered roll out of the adult-use market should it be enacted.

MEDICAL CANNABIS PROGRAM

The MCP is the only regulated cannabis market in Virginia. As the regulator of the MCP, the CCA's responsibilities include managing the process for patients to obtain a certification for the use of medical cannabis from qualified practitioners and providing regulatory oversight to medical cannabis facilities. Facility oversight involves issuing permits, regular inspections and record review, other investigations as circumstances require, and new medical cannabis product compliance review and registration.

The maximum number of facilities authorized under current law is 35, divided between five health service areas (HSAs). Only one "pharmaceutical processor"—a vertically integrated facility that cultivates, processes, and dispenses medical cannabis at one site—is authorized to operate in each HSA. Each pharmaceutical processor may also apply for permits to operate five additional medical cannabis dispensing locations and for authorization to operate one additional location for the cultivation of cannabis.

Program Overview

The number of participating patients grew in FY25, with 114,859 unique patients purchasing medical cannabis from a licensed facility throughout the year. This is an increase from the 103,900 patients who participated in FY24.

The number of licensed facilities did not change in FY25. There are 24 licensed facilities, including four pharmaceutical processors, one cannabis cultivation facility, and 19 medical cannabis dispensing facilities. The northwest portion of the state, HSA I, does not have an operational pharmaceutical processor. However, the CCA conducted an application process and issued conditional approval in March 2025 to one applicant who met all application requirements. This applicant has one year from the date of notification to complete all requirements for the issuance of a permit, and 180 days from notification to commence operations. Once operational, medical cannabis patients in this area of the state will have direct access to medical cannabis for the first time.



Patient and Practitioner Insights

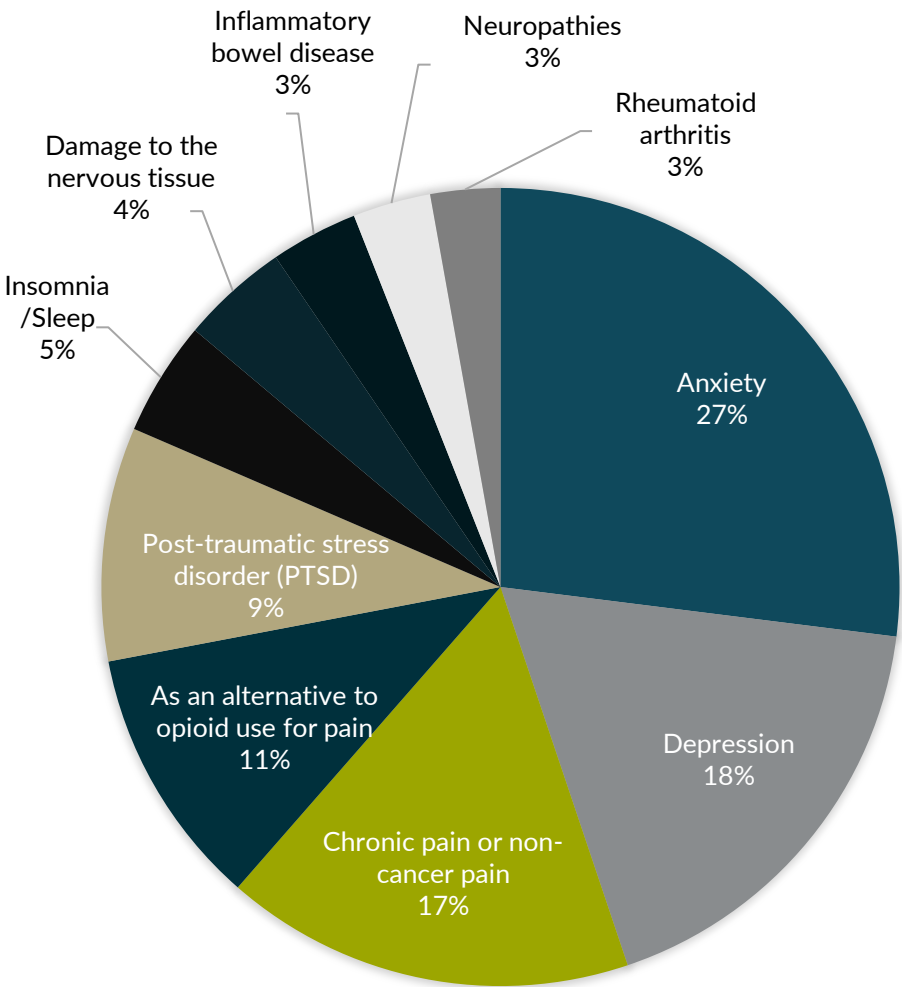
To better capture and understand how the MCP serves participants, the CCA issued its first medical cannabis patient and practitioner surveys in summer 2024 and spring 2025, respectively. Both surveys aimed to obtain information on:

- Cannabis use and perceived benefits;
- Written certification experiences;
- Patients' purchase behaviors;
- Patients' dispensary experiences;
- Practitioners' training experiences; and
- Overall program satisfaction.

The pie chart below highlights the top 10 medical conditions for which patients report using medical cannabis (Figure 1). The three most reported medical conditions are anxiety, depression, and chronic pain; 62% of respondents use medical cannabis for these conditions. This data emphasizes that patients are using medical cannabis primarily for mental health and pain-related issues.

FIGURE 1: TOP 10 MEDICAL CONDITIONS REPORTED BY PATIENTS

A theme found throughout the practitioner survey was the desire for medical cannabis training. Practitioners also indicated that access to more educational resources for both them and their patients would improve the program. The surveys also helped the CCA identify ways to improve the certification experience for both patients and practitioners.



System Improvements

In FY25, the CCA implemented a more formal system to communicate with licensees and other program participants. The new process allows the CCA to ensure targeted and focused email communications are received and opened by each recipient. These communications are also posted on the CCA website.

Also, in FY25, the CCA began the ambitious process of implementing two new major software solutions at the same time. The first system, a seed-to-sale tracking system, will allow the CCA to follow cannabis plants and products through their entire lifecycle, both in and between facilities. This type of tool is standard in states with a regulated cannabis market and helps to ensure transparency, accountability, and regulatory compliance. The second system, called the CCA Portal, consolidates the processes for facility licensing, investigations, product registrations, and patient certifications into one system. Together, these two systems will allow the MCP to better manage its regulatory obligations and better serve all program participants. The implementation process for both systems will continue into FY26.

Program Data

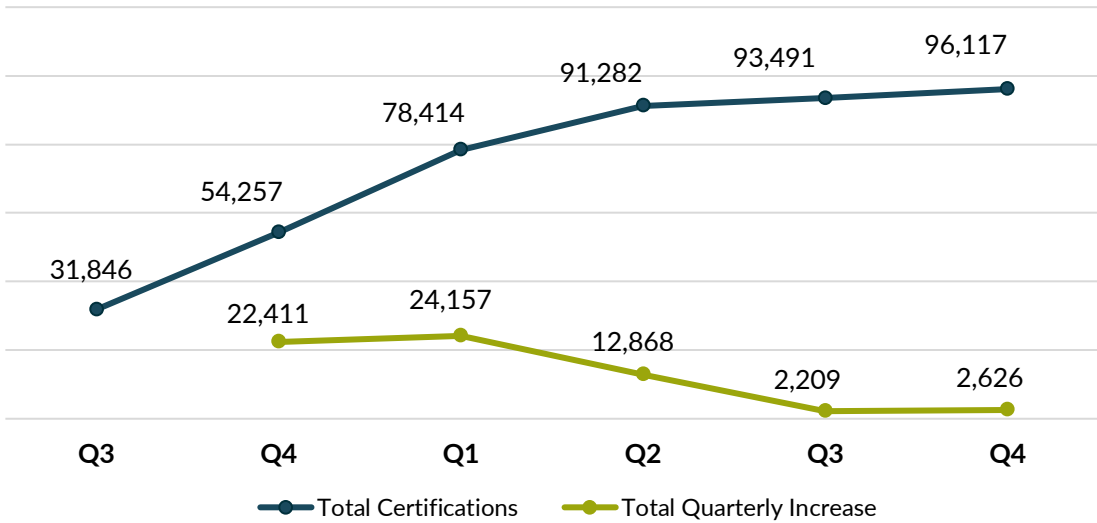
Once fully operational, the seed-to-sale tracking system and the CCA Portal will provide valuable new insights into the medical cannabis program. For now, limited data is available from various sources for the CCA's first year and a half of program oversight.



Written Certifications

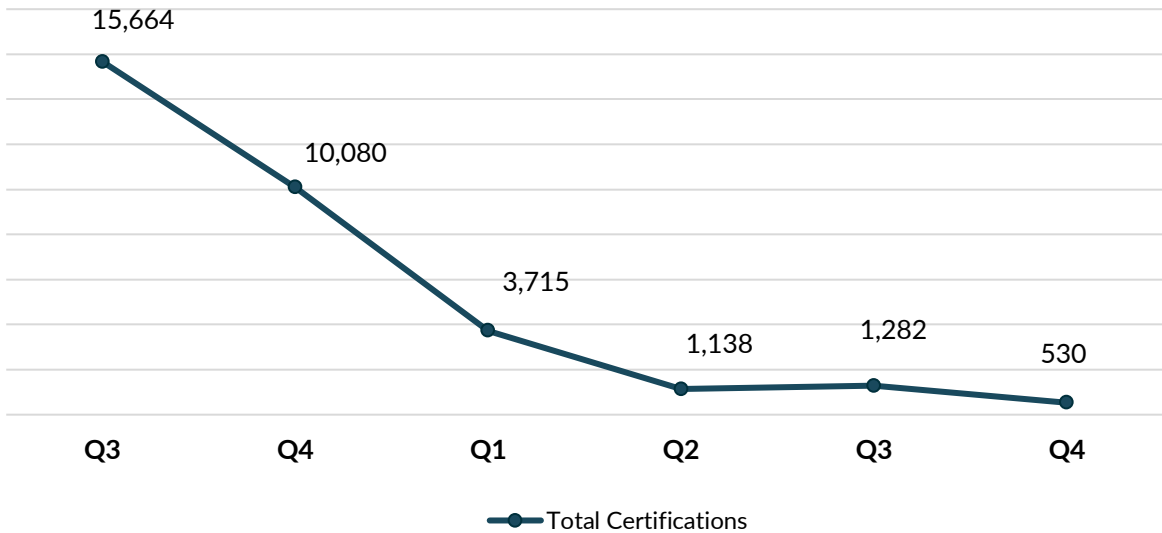
Practitioners currently use the Medical Cannabis Portal to issue electronic certifications for the use of medical cannabis. The number of certifications issued through the portal rose through each quarter of FY25, but at a slower rate than in the last two quarters of FY24 (Figure 2).

FIGURE 2: WRITTEN CERTIFICATIONS
MEDICAL CANNABIS PORTAL - QUARTER-END TOTALS
FY24 Q3 - FY25 Q4



Paper written certifications remain accepted while work continues with the new portal vendor. Dispensaries must upload new paper written certifications to an online storage account. The upload totals are not fully accurate numbers, but rather generally reflect the overall decline in the number of paper written certifications (Figure 3).

FIGURE 3: WRITTEN CERTIFICATIONS - ONLINE STORAGE
QUARTERLY TOTALS
FY24 Q3 - FY25 Q4



Practitioners

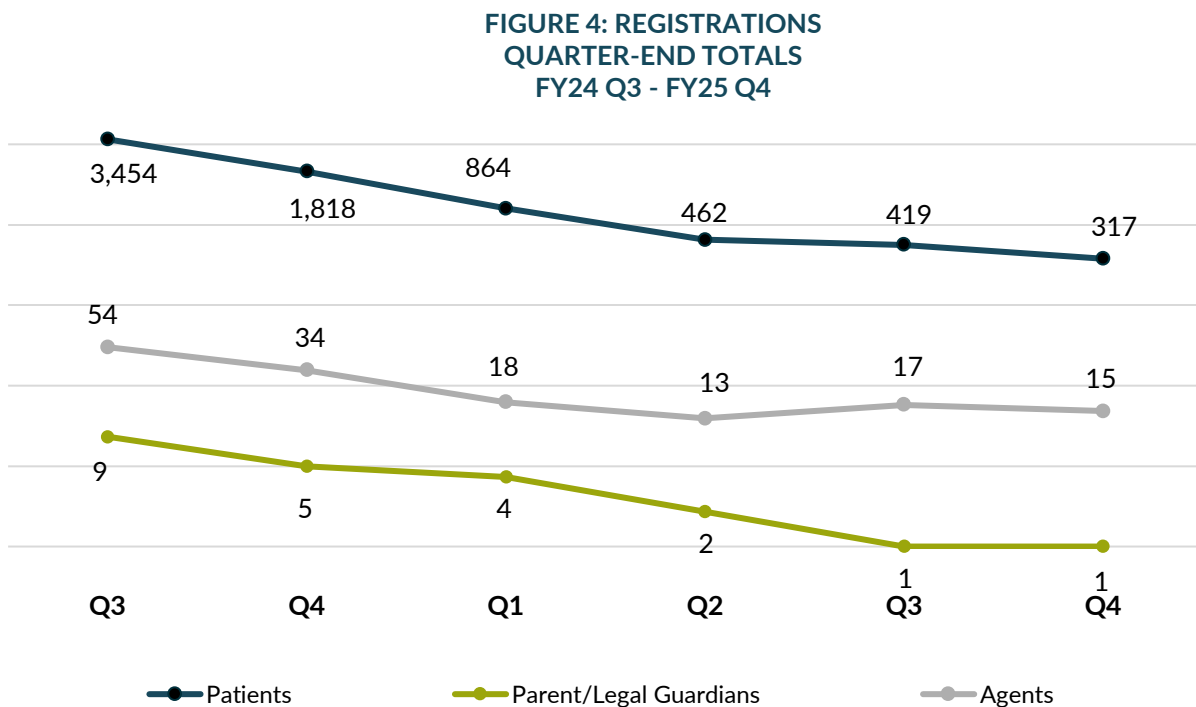
Practitioners do not need to register with the CCA, unlike many other states with medical cannabis programs. Instead, the following practitioners may certify a patient for the use of medical cannabis if the patient has a diagnosed condition or disease that will benefit from its use:

- Practitioner of medicine or osteopathy licensed by the Board of Medicine;
- Physician assistant licensed by the Board of Medicine; and
- Advanced practice registered nurse jointly licensed by the Boards of Nursing and Medicine.

At the end of FY25, there were 1,550 practitioner accounts in the portal, an increase of 499 from the end of FY24. As previously noted, due to system constraints, the CCA currently does not require practitioners to use the Medical Cannabis Portal, and a small number of practitioners still choose to use the paper written certification form.

Registrations

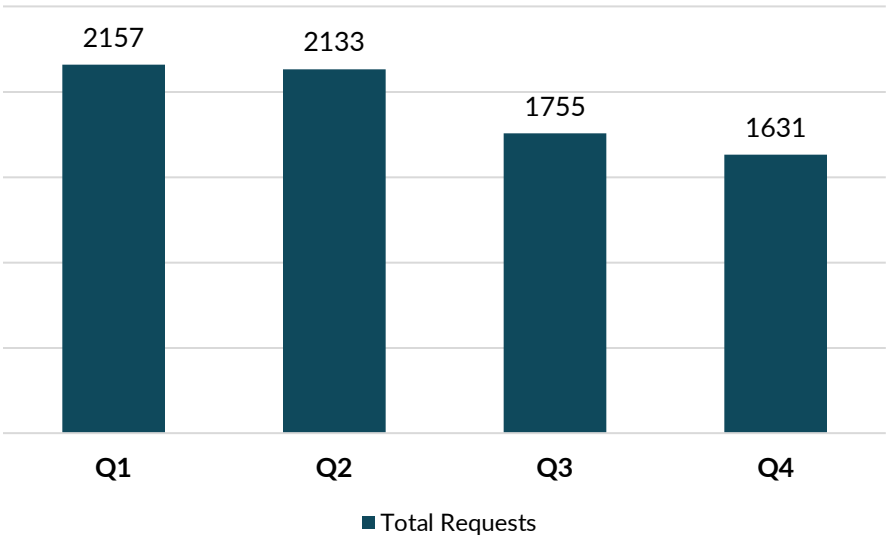
Patients are no longer required to register with the MCP regulator before they purchase medical cannabis, and the number of registered patients continues to decline (Figure 4). Parents/Legal Guardians and Agents are only required to register if they are not listed on the written certification by the practitioner.



Customer Service

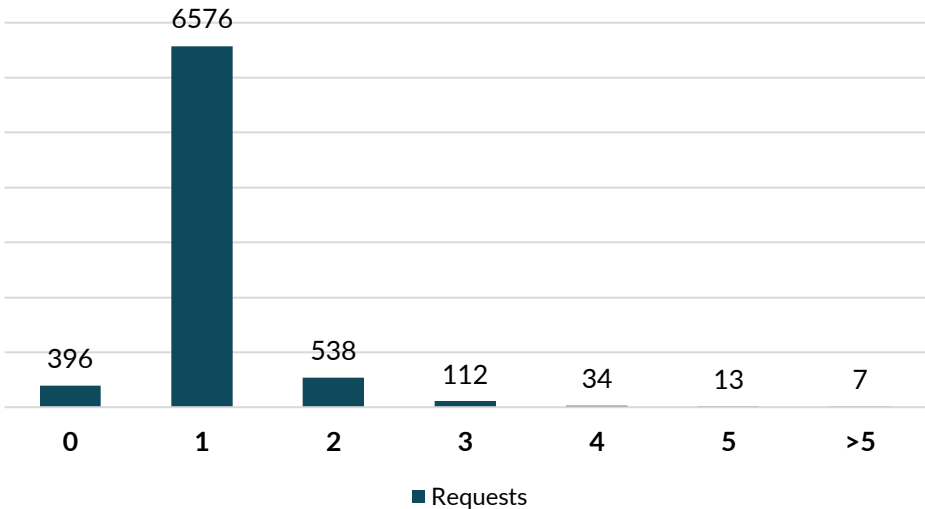
The MCP aims to provide efficient and effective service to all stakeholders who request assistance. MCP staff received an average of nearly 650 requests from the public each month via phone or email in FY25 (Figure 5). Staff managed requests using a help desk ticket system, which provides data on workload and quality of service.

FIGURE 5: TOTAL REQUESTS - CUSTOMER SERVICE
REPORT
FY25



Two common metrics to measure customer service are resolution speed and replies by count (i.e., the number of replies required to reach a resolution) (Figure 6). For FY25, requests were resolved within an average of just over four business hours, with a median time of less than one hour. The lower median time indicates that most requests were resolved in well under four hours, but more complicated requests increased the overall average.

FIGURE 6: REPLIES BY COUNT - CUSTOMER SERVICE REPORT
FY25



Medical Cannabis Product Registrations

Pharmaceutical processors must register all products with the CCA before they are dispensed to patients. In FY25, MCP staff processed and registered a total of 1,957 new medical cannabis product applications—an average of 163 per month. The charts below show the total number of newly registered products by quarter and a breakdown of the products by category (Figures 7 and 8).

FIGURE 7: REGISTERED MEDICAL CANNABIS PRODUCTS
PRODUCT PORTAL
FY24 Q3 - FY25 Q4

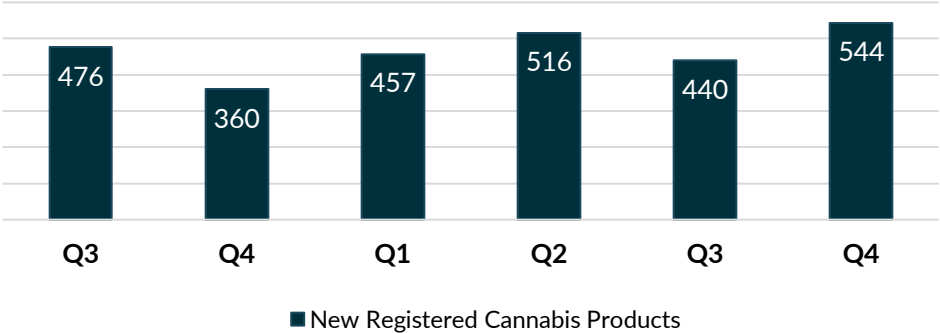
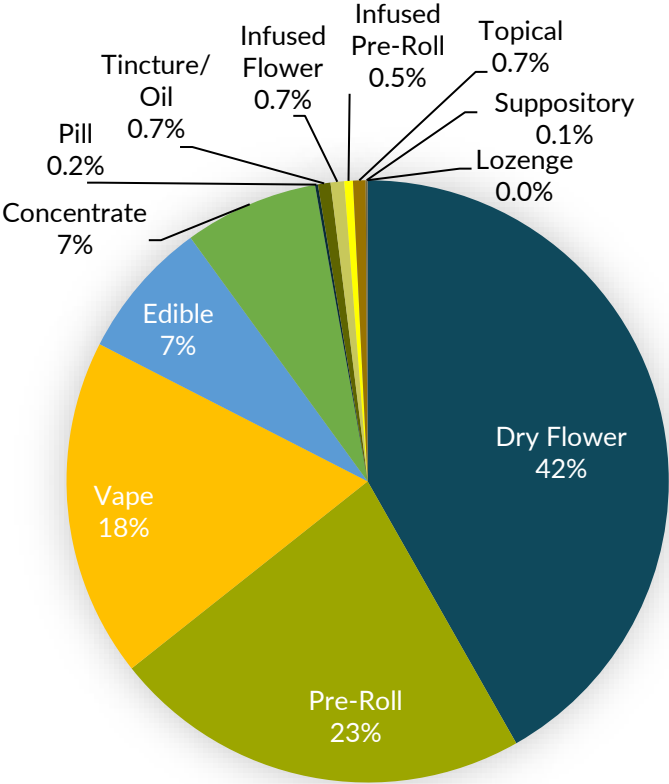


FIGURE 8: REGISTERED MEDICAL CANNABIS
PRODUCTS, BY TYPE
FY24 Q3 - FY25 Q4





Looking Ahead

The CCA's biggest priorities for the MCP in FY26 are (1) to ensure the HSA I applicant with conditional approval meets all requirements for the issuance of a pharmaceutical processor permit, (2) to fully implement the two major software system upgrades already in progress, (3) to ensure all systems and processes are scalable to respond to any future changes in the Virginia cannabis market, and (4) to improve communication and engagement with all MCP stakeholders.

Informed by insights gathered from the recent surveys, the CCA will work to provide additional resources to MCP patients and practitioners. These resources will be designed to address the specific needs, concerns, and informational gaps identified in the surveys, ensuring patients and practitioners have the knowledge to make informed decisions regarding medical cannabis use. Though not required, the CCA will offer optional practitioner training tailored to enhance clinical knowledge of medical cannabis and improve patient care. This initiative reflects the CCA's commitment to the continuous improvement of the MCP and being responsive to stakeholder feedback.

PUBLIC HEALTH AND ENGAGEMENT

The CCA continued to prioritize its public health and engagement work by expanding its education and outreach efforts in FY25. These endeavors helped establish the Authority as a trusted source of education on cannabis-related public health and safety issues. The CCA also heard directly from Virginia communities on issues that matter most to them, which will inform the Authority's public health and engagement efforts moving forward.

Educational Outreach

During FY25, the CCA focused on delivering educational messaging through presentations and resource distribution. The Authority participated in 21 events held by a variety of stakeholders, including state agencies, nonprofits, and public safety organizations. CCA staff members presented information on cannabis public health and safety topics and distributed educational resources at exhibit tables. The CCA also launched two new forms on its website—the Educational Resources Order Form and Speaker Request Form—which allows stakeholder groups to request bulk shipments of the Authority's educational materials and to invite a CCA speaker for events, respectively.

The CCA distributed 31,098 educational resources in FY25, over six times more than the CCA distributed in FY24. Stakeholders used these resources in many ways that broadened the reach of the CCA's messaging, including as part of their community-level programs, educational events, or resource tables.



Brianna Bonat and Jessica Fullerton shared educational resources at the Virginia Department of Motor Vehicle's Highway Safety Summit on May 19, 2025.

Workgroups

The CCA believes in leveraging partnerships to amplify its education work, advance its public safety and public health mission, and learn from others working on cannabis-related matters. To that end, the CCA is an active member of the following workgroups:

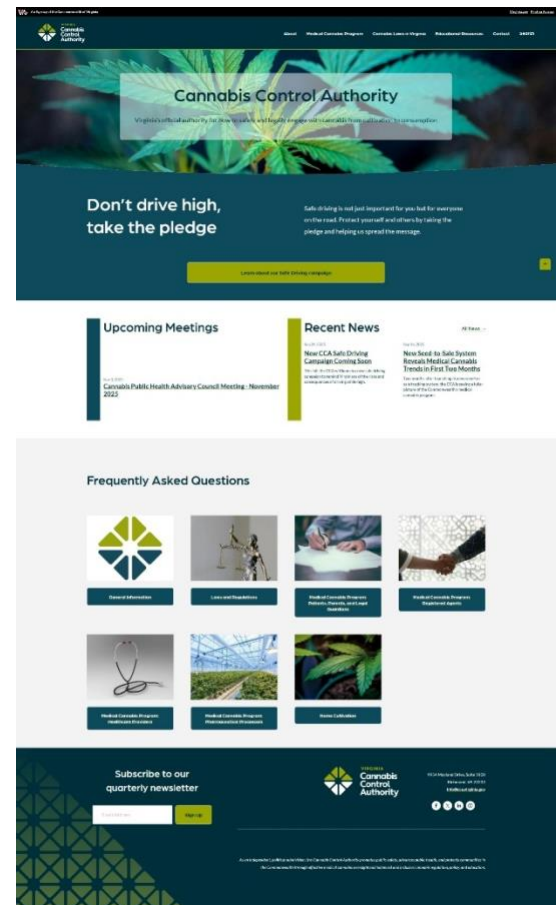
- Virginia Higher Education Substance Use Advisory Committee
- Virginia Office for Substance Abuse Prevention
- Virginia State Epidemiological Outcomes Workgroup

CCA Website

The CCA's website is an important tool for connecting with Virginians. It gives visitors quick access to general information about the agency, the medical cannabis program, and educational resources on cannabis.

From July 1, 2024, through June 30, 2025, more than 235,000 people visited the website, generating nearly 476,500 page views. The most popular pages were Cannabis Laws in Virginia, Medical Cannabis Dispensary Locations, and the Medical Cannabis Program.

In FY25, the CCA launched a new website designed to better meet the needs of users. The site is visually more appealing, easier to navigate, and more accessible. It is built with a focus on plain language to make information clear and easy to understand. The layout is intuitive, helping visitors find what they need more quickly, whether it is program details, relevant laws, or educational materials.



1.2 million
PEOPLE REACHED
ON FACEBOOK AND INSTAGRAM



42,000
IMPRESSIONS
ON X AND LINKEDIN



Social Media

The CCA is active on Facebook, Instagram, X, and LinkedIn with messages that focus on:

- Regulation
- Policy
- Education (including public health and safety topics)
- Medical cannabis program
- Agency announcements

In FY25, the CCA continued to grow its following across all social media channels. Facebook and Instagram saw a reach of nearly 1.2 million people — most of which was through organic posts rather than paid campaigns. The CCA had more than 42,000 impressions on X and LinkedIn.



Looking Ahead

In FY26, the CCA plans to conduct a comprehensive needs assessment to identify gaps in services, prioritize community needs, and inform resource development and allocation. This process will involve collecting both quantitative and qualitative data through a survey, focus groups, and analysis of existing data. Findings from the needs assessment will guide strategic planning and help align the CCA's initiatives with community needs.

The CCA will also restructure job descriptions to have specific positions focused on education and outreach to increase the Authority's capacity in promoting public health and safety. These positions will work on expanding the Authority's educational initiatives and stakeholder engagement.

In FY26, the CCA will continue making website improvements through regular updates, routine maintenance, and search engine optimization to enable people to locate accurate information with ease. The Authority is reviewing Web Content Accessibility Guidelines to ensure compliance with the CCA IT Accessibility Standard and federal requirements. These steps will help the CCA provide an even more inclusive, reliable, and user-friendly resource for the Commonwealth.

The Authority expects its social media presence to continue to grow, with steady gains in followers, likes, and impressions. FY26 statistics will likely see a boost with the launch of a new safe driving campaign, which will include a paid social media component. Regularly scheduled posts will continue into FY26 with the goal of gaining more followers and increasing visits to the webpage for information on the CCA's mission, roles, and educational materials.

SAFE DRIVING

The CCA is committed to keeping Virginia's roads safe. In FY25, the agency continued its work to raise awareness about the dangers of cannabis-impaired driving. Through a survey, public education, and statewide campaigns, the CCA learned more about how Virginians view cannabis and driving and used that knowledge to build stronger messages. The goal was simple: encourage safer choices behind the wheel and protect communities across the Commonwealth.

Paid Campaign

In FY25, the CCA wrapped up a safe driving campaign that raised awareness about the dangers of impaired driving. The campaign used television, radio, and digital advertisements to reach people across Virginia. The CCA also worked with partners and stakeholders to share the message more widely. The campaign ran across both FY23 and FY24.

Campaign Reach

- **Television and radio:** 28,000+ ads aired, creating more than 117 million impressions
- **Digital ads:** 29+ million impressions
- **Total impact:** 147+ million impressions

Campaign Cost and Value

- **Investment:** \$469,000 spent on public service announcements and digital ads
- **Value:** More than \$3.4 million in media value generated
- **Impact:** Extended the reach of CCA dollars and strengthened the campaign's safe driving message



2024 Impaired Driving Survey

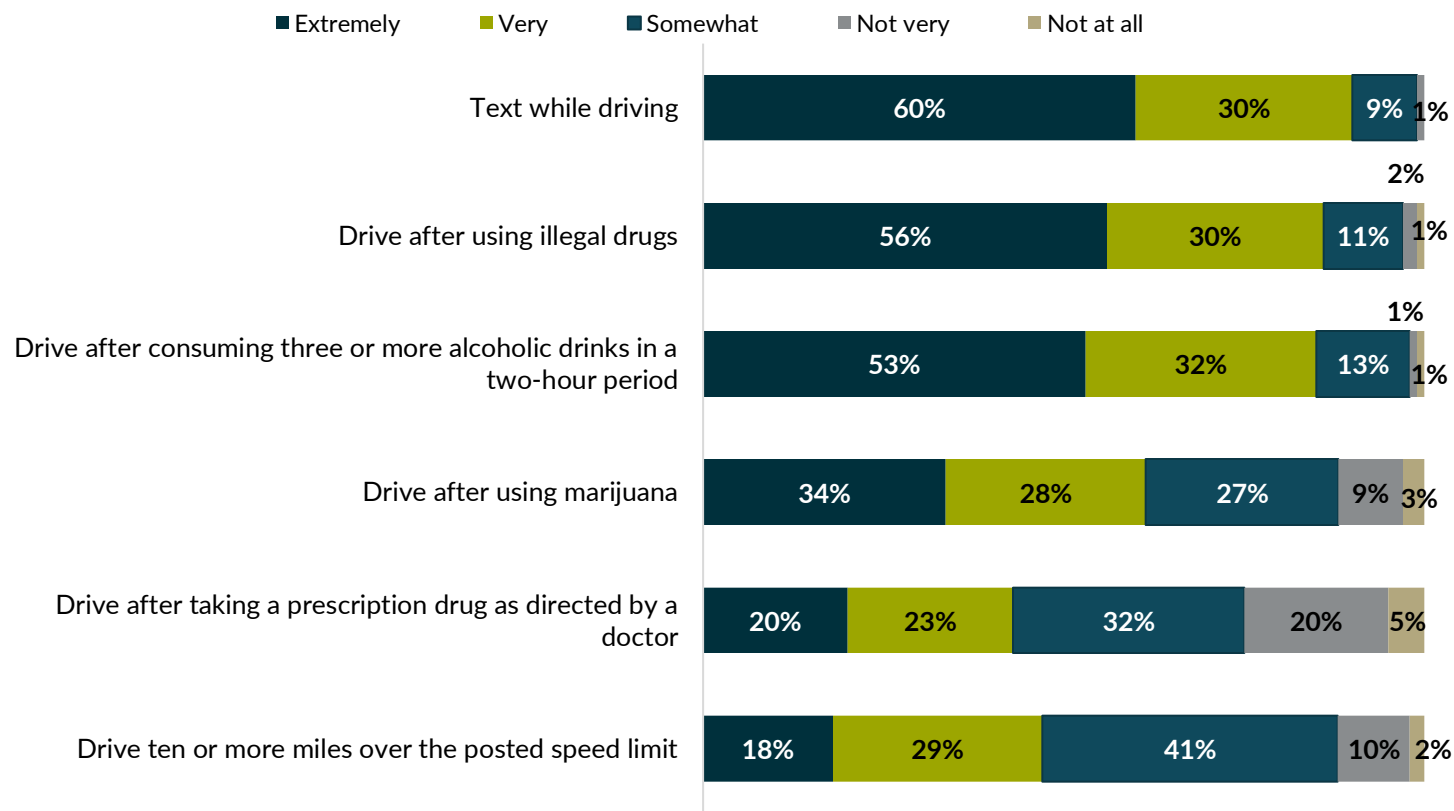
The CCA’s 2024 impaired driving survey gauged attitudes and behaviors of Virginians regarding cannabis use and driving. The survey was a follow up to the 2022 survey and served as a touchpoint for the CCA’s overall safe driving campaign, as it assessed what messaging proved effective and areas for change in issuing a future campaign.

Among other things, the survey found respondents discounted the risks of driving while under the influence of cannabis, including when they compared it to the dangers of other hazardous driving behaviors. Although the percentage who perceived driving after marijuana use as extremely dangerous increased from the 2022 survey, the chart below illustrates how respondents minimized the relative risks of cannabis-impaired driving compared to other behaviors (Figure 9).

The 2024 survey also revealed an increase in other alarming behaviors from 2022. In the past year:

- 65% of past 3-month marijuana users drove after using marijuana.
- 34% of Virginia drivers were passengers in a vehicle driven by someone who used marijuana.

Figure 9: Perceived Danger Levels of Various Behaviors and Driving





Looking Ahead

The CCA is planning its next safe driving campaign, which will run through FY26. The campaign will continue to promote safe driving across the Commonwealth by building on lessons learned from past efforts. Messaging will be shaped by findings from the 2024 Impaired Driving Survey, with a focus on raising awareness about the dangers of cannabis-impaired driving and encouraging safer driving behaviors. The CCA is working closely with a vendor to develop and deliver these messages effectively.

FINANCIAL REPORT

Legislators and the Governor have yet to enact legislation creating an adult-use retail market for cannabis. As a result, there are no revenues related to the implementation, administration, or enforcement of such a market. The absence of a retail market makes it infeasible for the CCA to prepare and submit the detailed six-year plan for retail operations called for in Virginia Code § 4.1-613. An audit report has not yet been issued to the CCA at the time of this report's publication, so the CCA has no audited financial statement to include in this report.

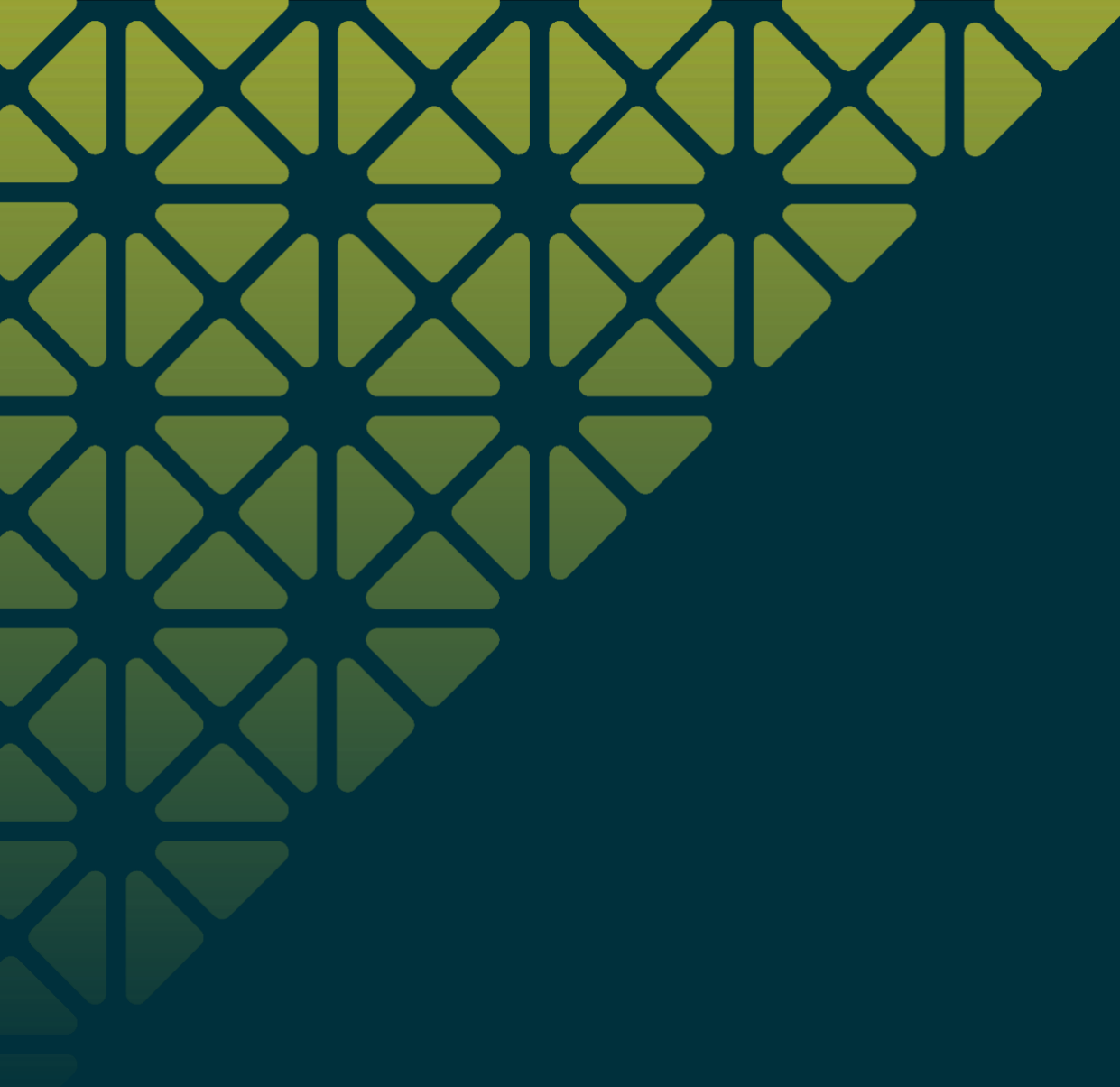
The Authority maintained a \$6.2 million budget for fiscal year 2025. The budget supported legislatively required Authority operations. These expenses include, but are not limited to:

- Personnel services
- Office space lease
- IT equipment and software as a service
- Media services
- Attorney services
- Board meeting costs
- Consulting services
- Supplies

The Authority ended fiscal year 2025 with \$4.8 million in expenditures. Expenditures were less than the authorized budget as the CCA continued to reach the full buildout of infrastructure and resources necessary.

The CCA anticipates that expenditures will continue to accelerate as the Authority operates fully staffed and expands its capabilities. The Authority will have significant expenditures to implement a seed-to-sale tracking system and a business licensing, product registration, and patient certification system. Both systems are necessary to effectively manage the MCP.





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