

# Maryland's Illicit Cannabis Market Thrives Post-Legalization

## Maryland's Year of Cannabis: A Booming Market with Persistent Challenges

In July 2023, Maryland made a significant shift by transforming its medical cannabis stores into retailers accessible to anyone aged 21 and over. This change, driven by a successful ballot referendum, was accompanied by a strategic regulatory framework designed to encourage legal sales while curbing illegal activities. Over a year later, Maryland's cannabis industry is thriving, yet the shadow of the illicit market remains.

### The Regulatory Framework and Market Expansion

Maryland's lawmakers crafted a regulatory and tax framework inspired by the successes and failures of other states. Their goal was not only to boost legitimate cannabis sales but also to suppress the illegal market. The state's approach included a 9% tax rate on adult-use cannabis, notably one of the lowest in the nation, while medical cannabis remains tax-exempt. This low tax rate, combined with plans to open over 300 retail stores across the state, aims to attract consumers away from illegal sources.

The strategy appears to be working. Licensed cannabis businesses are experiencing unprecedented growth, with sales transactions and revenue consistently reaching new heights. According to state data, Maryland's cannabis retailers have been averaging over 900,000 adult-use sales transactions and approximately \$62.6 million in monthly revenues. These figures suggest that the state's cannabis market could soon hit the \$1 billion mark in annual revenue.

### Persistent Challenges: The Illicit Market

Despite these positive trends, Maryland's illegal cannabis market has not vanished. The state has essentially created a regulated competitor to the illicit market, which continues to exist due to various factors. Amanda Reiman, Chief Knowledge Officer at New Frontier Data, notes that easy access to affordable, regulated products is crucial for drawing consumers away from illegal sources. Maryland's strategy to establish a legal market quickly, leveraging its existing medical cannabis infrastructure, may have mitigated some risks of a flourishing illicit market, as seen in states like California and New York.

However, changing consumer behavior remains a significant challenge. In states with entrenched illegal markets, where consumers are accustomed to buying cannabis cheaply and in bulk, the allure of tax-free, under-the-table transactions is strong. Maryland's efforts to limit the amount of cannabis a person can purchase per visit to a dispensary are part of an effort to control consumption and pricing, but they also highlight the complexities of transitioning consumers to a legal market.

### Health and Safety Considerations

Legalization is not just about economics; it is also a public health strategy. Mathew Swinburne, an expert in cannabis law and policy, argues that legalization helps reduce harm by providing consumers with access to tested, regulated products. In Maryland, this means that consumers can purchase cannabis with the assurance that it has been screened for contaminants, and that product labels provide clear information about contents and potency.

However, the presence of unregulated hemp retailers poses a new challenge. These businesses, often selling products that contain intoxicating levels of cannabinoids, operate outside the jurisdiction of the Maryland Cannabis Administration. This loophole has created a grey market that undermines the state's regulatory efforts and poses potential health risks to consumers. The ongoing legal battle, in which hemp retailers have challenged state regulations, further complicates enforcement and regulation.

## **Law Enforcement and Illegal Trafficking**

The legalization of cannabis in Maryland has not eradicated the illegal market, nor has it significantly altered the dynamics of cannabis trafficking. Law enforcement officials report that cannabis-related crimes, including robberies and homicides, remain steady. The continued flow of illegal cannabis into the state is largely driven by traffickers who exploit gaps in regulation and enforcement.

Anne Colt Leites, Anne Arundel County State's Attorney, points out that the illegal market persists due to the profitability of untaxed, off-the-books sales. The supply chain often originates from states with large legal cannabis operations, with traffickers diverting products to states like Maryland. The complexity of completely shutting down these operations, coupled with limited resources, means that illegal cannabis will likely remain a fixture in the state's landscape for the foreseeable future.

## **A Complex Path Forward**

Maryland's experience with cannabis legalization reflects the broader challenges faced by states transitioning from prohibition to regulation. While the legal market offers significant economic benefits and enhances public safety through product regulation, it does not entirely displace the illegal market. This dual existence necessitates a nuanced approach, balancing regulation, enforcement, and public education to ensure that the benefits of legalization are fully realized.

The state must continue to refine its regulatory framework, close loopholes that allow grey market activities, and work towards shifting consumer behavior towards the legal market. As Maryland's cannabis industry continues to grow, so too will the challenges and opportunities it faces, serving as a critical case study in the evolving landscape of cannabis regulation in the United States.

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