

Date: April 7, 2016  
To: John R. Gillison, City Manager  
From: Marijuana Study Team  
Subject: **STUDY OF CITIES IN COLORADO: CONSIDERATION OF THE EFFECTS OF RECREATIONAL MARIJUANA LEGALIZATION IN CALIFORNIA**

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### BACKGROUND/ANALYSIS:

At the present time, all recreational marijuana uses in California including personal growth, cultivation, possession, transportation, storage, sales and consumption are illegal. In 1996, California became the first state to legalize marijuana for medical use with the passage of Proposition 215, which exempts patients and caregivers who possess or cultivate marijuana for medical treatment from criminal laws. The passage of Proposition 215 was considered a critical turning point in the campaign to legalize marijuana.

There have been several prior attempts to legalize recreational marijuana in California through the ballot initiative process. The most recent attempt was Proposition 19, which was placed before California voters in November 2010 and was rejected by a narrow margin of 53.5% to 46.5%. Since then, states such as Colorado, Washington, Alaska and Oregon and the District of Columbia have legalized marijuana for recreational use and a number of states have decriminalized the possession of small amounts of marijuana. One of the early leaders, often held up as a model, is the State of Colorado. Colorado Amendment 64 was approved by voters on November 6, 2012 and allows adults 21 or older in the state of Colorado to grow up to six marijuana plants for personal use, legally possess up to one ounce of marijuana while traveling, and give as a gift up to one ounce of marijuana to other citizens 21 years of age or older. The amendment also created a dual state and local licensing process which allows local governments to regulate or prohibit commercial marijuana uses including cultivation facilities, product manufacturing facilities, testing facilities and retail stores.

There are several initiatives proposed for the November 2016 ballot in California that attempt to legalize recreational marijuana in the state of California. The "Control, Regulate and Tax Adult Use of Marijuana Act," also known as the Parker Initiative, is the clear leader and will receive the required signatures by July 2016 to qualify for the November 2016 election. The Parker Initiative has framework and regulations which are similar to Colorado Amendment 64 and proposes to legalize recreational marijuana including retail stores, cultivation facilities, product manufacturing facilities and testing facilities. Personal use and possession (up to 28.5 grams) would also be legal and each single private residence would be allowed to plant, cultivate, harvest, dry or process up to six living plants at any one time. Under the Parker Initiative, local municipalities could regulate or prohibit commercial marijuana uses including cultivation facilities, product manufacturing facilities, testing facilities and retail stores but couldn't ban personal indoor grows.

There is growing concern and speculation that California could experience similar impacts as the State of Colorado if the Parker Initiative is approved. Because Amendment 64 has been in effect

in Colorado for over two years, the City of Rancho Cucamonga formed a cross departmental team with staff from law enforcement, planning, administration and finance to study the community impacts of marijuana legalization in the state of Colorado. During the week of February 1, 2016, staff held meetings with several municipalities in the Denver area that had wide ranging policies on marijuana use ranging from completely prohibition of all marijuana uses to permissively allowing various forms of medical and recreational marijuana uses. The jurisdictions were purposefully selected to provide a broader perspective on both the positive and negative impacts of Amendment 64 on communities throughout Colorado. The focus of this document is to report on the impacts of marijuana legalization in state of Colorado in the areas of public safety, finance, planning, energy and natural resources, and social and public health.

### IMPACTS OF MARIJUANA LEGALIZATION

**Planning:** In 2014, Colorado's Amendment 64 ballot measure passed leaving local municipalities with the decision to either ban all recreational marijuana land uses including sales, commercial cultivation, manufacturing, and testing, allow certain recreational marijuana land uses, or allow all recreational marijuana land uses.

*Initial Land Use Decision:* The approach that cities took to make this decision varied widely based on the political climate within each municipality. Some municipalities we met with stated that city officials already knew what the people within their jurisdiction would want for their community and had made the decision to permit recreational marijuana land uses based on this understanding. Other municipalities stated that their elected officials and community members wanted nothing to do with the revenue that recreational marijuana would generate since they considered it "drug money" and decided to ban all recreational marijuana land uses without further consideration. One municipality held a local election to let the community decide on whether or not they should permit recreational marijuana uses, and the community voted to ban all land uses. Another municipality held a large and extensive series of community meetings and gathered input from many groups including businesses, residents and high school aged youth, and decided to ban all recreational marijuana land use after hearing the concerns and opinions of these groups. Several of the municipalities we interviewed stated that many of their citizens voted for the legalization of recreational marijuana when it was on the state ballot, but did not want or intend that those same land uses be placed in their immediate neighborhood.

In speaking with each municipality on how they came to their decision to ban or permit recreational marijuana land uses, we discovered that there are a wide variety of political climates and viewpoints in Colorado, which is not unlike California. Although the process for arriving at their decisions varied, once the municipalities made their decision on whether or not to permit recreational marijuana dispensaries and/or commercial cultivation, the next step for each of them was similar – create an ordinance to either ban or allow recreational marijuana land uses. The staff we spoke with expressed that there was a learning curve and a number of unexpected impacts surfaced that are difficult to control through ordinances. Some staff we spoke with highlighted particular ordinances that had to be revised and now played major roles in allowing building inspectors and law enforcement to shut down unpermitted cultivation warehouses or unpermitted cultivation occurring in homes. Ordinances have also played a major role in limiting the amount of retail dispensaries and cultivation warehouses that are permitted within a given area. Staff and law enforcement officers stated that particular sections of ordinances are now playing vital roles in determining how recreational marijuana land uses are being reviewed,

regulated, inspected and potentially closed down. During one of our meetings with a municipality, our city staff was given the following piece of advice – implement stricter regulations on recreational marijuana land uses from the start because you can always loosen ordinances later, but it is more difficult to tighten regulations once they are already in place.

It should be noted that the decisions discussed here regarding allowing or not allowing are strictly around the land use issue. ***All residents in every city must be allowed to cultivate and consume marijuana on an individual basis.*** That in and of itself is creating complexities for law enforcement as well as neighborhood nuisance issues, discussed further in later sections of this report.

*Regulation of New Businesses:* Planning staff has seen an increase in demand for particular types of businesses as well as new auxiliary uses created as a result of the legalization of recreational marijuana. Cities in Colorado that have chosen to prohibit recreational marijuana are also seeing auxiliary uses surface as well. Armored car businesses are in high demand due to the need to transport the cash that the dispensaries are collecting. Security system and alarm businesses are also in demand and have considerable business due to the need to protect the dispensaries from robberies and theft. Marijuana tourism, including things like “bud tasting” is thriving. Bud tasting is similar to wine tasting in that a shuttle or limousine drives a tourist to a handful of dispensaries where they can sample the different types of marijuana. Planners have had to develop regulations that encompassed “marijuana kitchens” where edibles are made, labs where marijuana products are tested, and hemp manufacturers in their list of allowed or prohibited uses.

*Warehouse Space:* There has been an impact on warehouse and manufacturing tenant spaces. Cultivation of marijuana in Colorado is very financially lucrative and available warehouse space has become a rarity. Non-marijuana cultivation businesses are finding themselves unable to locate vacant warehouse space to rent at any reasonable price. When warehouse space does become available, many non-marijuana cultivation businesses cannot afford to rent the available space since rental costs have tripled. Some municipalities in Colorado have created specific ordinances to limit the amount of retail dispensaries and cultivation warehouses and to ensure distance between these like uses.

*Secondary Impacts:* Planning Department staff from the various municipalities stated that the odor from recreational marijuana was creating a big land use impact. Marijuana has a strong distinct odor even as a plant or before it is smoked. Neighboring tenants of both retail marijuana dispensaries and cultivation warehouses have felt the impacts of the odor entering their tenant spaces. One city cited a situation where a clothing retail shop was forced to move locations after their merchandise began to smell like the marijuana product sold in the recreational marijuana dispensary that had just moved into the tenant space next door. City staff stated that the odor of marijuana in plant form can travel hundreds of feet beyond the cultivation warehouse. Some cities have begun to regulate the odor by requiring business to have filters however, it has been difficult to control this land use impact due to the fact that the marijuana dispensaries and cultivation warehouses are so prevalent. Another challenge has been controlling recreational marijuana odor within residential tracts. While residents can permit or prohibit their guests from smoking marijuana inside their own residence, the more typical problems arise because someone else in a nearby residence is legally smoking marijuana but the odor is traveling into a neighbor’s window.

There is little local law enforcement can do in this situation. Odor can also be generated just by growing plants within a residential home and this odor can also travel to neighboring residences.

**Public Safety:** *Impacts on law enforcement have been significant.* Some challenges were expected such as an increase in marijuana in schools and recreational marijuana being sold to minors, but unexpected impacts in the law enforcement field have also occurred. The interviewed law enforcement officers stated that their investigation case load had **quadrupled** and a significant portion of their time was now being spent inspecting home grows and bringing residents into compliance, often using a cross departmental approach which included building inspectors as well as fire prevention specialists. This increased workload for marijuana violations (three to four times the amount) has left the investigations into other forms of narcotics trafficking largely unattended. One jurisdiction reported heroin use and overdose has quadrupled. Of note, none of the jurisdictions visited have increased their narcotics investigators staffing levels, for reasons that are unclear to our team.

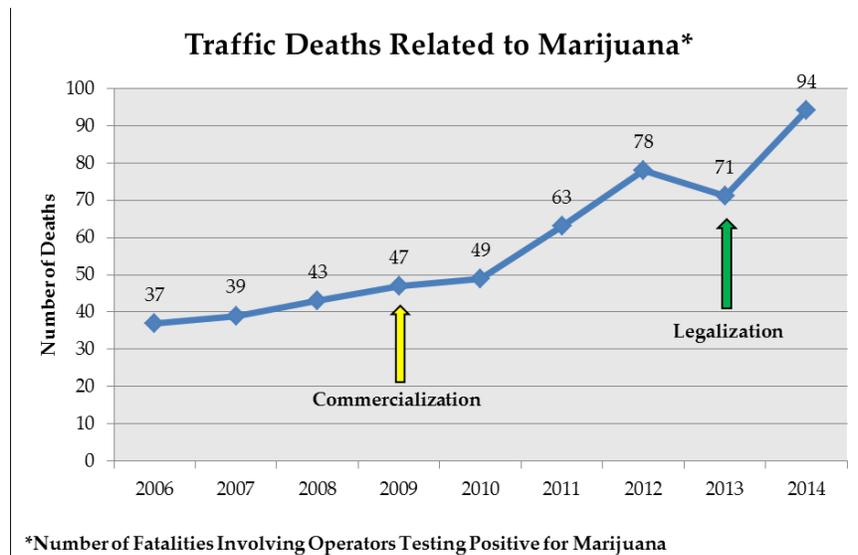
The recreational marijuana advocates in Colorado had claimed the new amendment would reduce “home grows” and black market marijuana, but ***the opposite has occurred***. The state’s allowable quantities for home grows are frequently subverted and/or residents are ignorant of the limits. Vast quantities of plants are regularly found in home grows and some jurisdictions reported out of state investors making home purchases for the sole purpose of large home grow operations. The seizure of plants has proven daunting for the law enforcement agencies. The collection of samples and seizure of the plants has been argued in Court, with frequent judicial findings in the defendant’s favor and the courts ordering the municipalities to reimburse the defendant for the value of the seized plants. The evidence storage for some municipalities has proven costly in order to create drying and storage areas for thousands of plants and the growing equipment. The increased exposures of law enforcement officers to the dangerous indoor grow environments generates additional expense for personal protective equipment.

Officers stated that the “black market” is thriving and marijuana grown in Colorado is being exported to surrounding states and even out of the country. It remains beneficial for criminals to start illegal cultivation uses and retail dispensaries since permit fees and taxes can be avoided. Individuals are moving to Colorado from out of state, growing recreational marijuana, and sending it back to their home states where it is worth more than double its market value. Meanwhile, no decline in other drug use or drug related crime has been observed. Another unexpected consequence is that narcotics detection K9 dogs are now largely irrelevant because they are trained to alert on multiple drugs including the now legal marijuana but do not differentiate between legal and illegal drugs in their alerts. New dogs will need to be trained that do not alert on marijuana, thus creating a large expense.

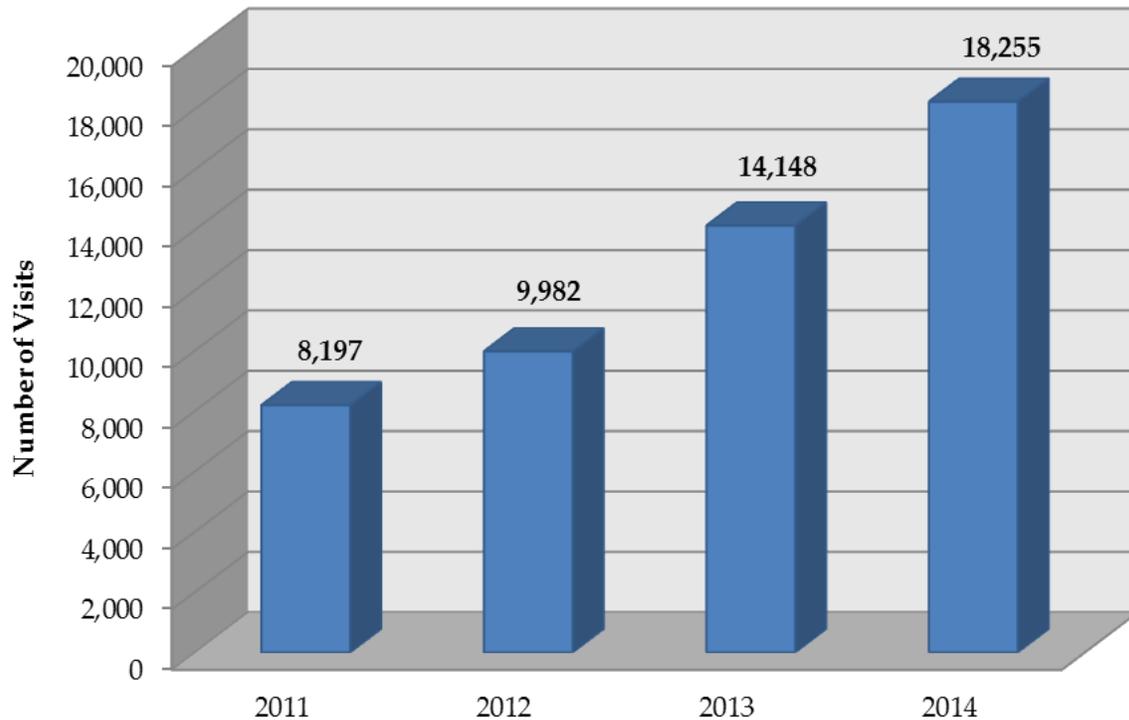
Another unexpected challenge is preventing robberies and thefts. Law enforcement officers are working with new marijuana dispensary and cultivation business owners to create security plans and review CPTED (Crime Prevention through Environmental Design) plans. These business owners are required to place their money and marijuana products within safes every night. Security cameras are required for these types of business locations. These businesses generate a significant amount of cash which cannot be stored within a bank due to banks being federally backed (marijuana remains illegal on a federal level). Business owners are forced to move large amounts of cash to different locations and often use armored trucks to deliver it to its destination.

Any time there is the storage of large sums of cash there is an increase in accompanying criminal activity.

Law enforcement officers on patrol are seeing new challenges and impacts to the public's well-being. Multiple law enforcement officers stated that they believed there was an increase in recreational marijuana related traffic collisions, however statistics are not typically tracked at the local level. One of the challenges of collecting statistics is that many of the drivers which are involved with these traffic collisions are also under the influence of alcohol. When this situation occurs, it is easier and less expensive to test for the alcohol and pursue that conviction. There is a field test for alcohol blood level content and usually law enforcement headquarters also are equipped with a more accurate alcohol blood level content test as well, but both only require a suspect to breathe into a machine. There is not a field test for marijuana blood level content and the test that does exist is expensive and requires blood from the suspect usually drawn by a person from the medical field. Patrol officers can use field sobriety tests (observing the pulse, pupil dilation, etc.) to determine if someone is under the influence however, not all patrol officers are experts in this area and this method may not be convincing in a court of law. The Courts have established a 5-nanogram quantity of marijuana (THC) is the bloodstream as the legal limit, similar to our .08%BAC, however, there are no medical-legal standards which definitely prove the 5 nng level constitutes impairment. As a result, prosecutors have shown great reluctance to prosecute for impairment in these circumstances. One jurisdiction we spoke to have seen a 50% increase in fatal traffic collisions, but cannot connect them definitively to marijuana intoxication due to a lack of testing. The lack of testing and court prosecutions creates a challenge in the field and Colorado law enforcement officers stated that very few individuals have been prosecuted for driving under the influence of a drug (DUID) even though they are frequently seeing this criminal activity on the streets. While visiting a dispensary, Rancho Cucamonga staff was standing to the rear of the business near the parking lot and we witnessed a group of approximately six individuals walk out of the dispensary with their merchandise, smoke marijuana in their vehicle for approximately 10 minutes and then proceed to drive away.



## Marijuana-Related Emergency Room Visits



Law enforcement officers are also seeing other types of calls for service related to recreational marijuana but again, these statistics are not being collected and it is not “popular” in Colorado to shine a light on the real public safety impacts. Many municipalities are not or cannot track these calls. The State Chiefs of Police created a statistic mechanism that was so controversial, no one could agree on implementation and it has not been launched. Many municipalities do not want to publicize recreational marijuana related cases because they don’t want to be the “stand out” problem city. If they don’t publicize the incidents, the negative reputation is thwarted.

Some law enforcement officers within municipalities, which have banned all recreational marijuana land uses, stated that they continue to have crime and negative impacts from surrounding municipalities that do allow recreational marijuana but there are significant benefits to banning recreational marijuana all together. Benefits include being able to clearly define what is and is not legal which makes shutting down unpermitted marijuana cultivation businesses easier. Law enforcement officers in jurisdictions where recreational marijuana is not allowed stated that they felt as if they have more of an ability to improve the quality of life for residents. When a resident or citizen complains of odor from an unpermitted cultivation businesses, law enforcement officers stated that they feel like they can “fix” the problem instead of telling the reporting party that they just had to live with it.

*Impacts on Fire Safety have also been significant.* Staff interviewed one Assistant Fire Chief within a city which allowed all forms of commercial cultivation and retail sales. Although that particular

city is collecting millions of dollars in annual revenue from marijuana sales, no additional staff has been hired to help with enforcement related to marijuana uses. After allowing recreational marijuana, this city began having Fire Department staff conduct routine fire prevention inspections of marijuana cultivation locations similar to any other business inspections however, unlike other types of businesses, unique problems arose. Fire Department staff conducting these routine inspections were the same first responders who were responding to routine calls for fire and EMS service. When arriving to a call of service after inspecting a cultivation business, the citizen who had called for help didn't trust the Fire Department staff and would not accept care since the first responders smelled like marijuana. To solve this problem, individuals from the Fire Department were assigned to inspect cultivation business as their only task however, these are not new staff members but rather staff pulled from other assignments and reassigned to fire prevention inspections for cultivation businesses. The Assistant Fire Chief stated that this has caused resources to be spread thin within their department.

The Assistant Fire Chief also stated that allowing marijuana cultivation often creates situations where electrical wiring and other structural dangers exist compromising the safety of cultivation business employees as well as firefighters. Although marijuana cultivation is allowed in his jurisdiction, unpermitted "grows" are still occurring and are often creating life safety threats. The Assistant Fire Chief mentioned that a number of dangerous fires had resulted from faulty wiring and non-permitted interior structural work, and first responders had been seriously injured and consequently medically retired after one particular recent warehouse fire.

**Finance:** If passed and enacted, beginning on January 1, 2018, the initiative in California would impose taxes on recreational marijuana or marijuana products based on gross receipts from retail sales. Colorado municipalities expressed the financial benefits of the sales tax revenue in those cities where retail sales were permitted. One municipality had seen two million dollars in tax revenue in just one year. Colorado staff spoke of city projects (parks, community centers, etc.) under way or in the planning stages which would be funded with this money; however, municipalities had not foreseen the estimated amount of staff time that would be required to create, regulate and enforce ordinances and new laws that came along with the legalization of recreational marijuana. Some municipalities were working with existing staffing while others were hoping to hire more people, especially law enforcement. A drain on staff time and staff resources was expressed in every municipality interviewed. In summary, while the marijuana industry may result in additional gross revenues to local agencies, it is unclear if any net benefit exists when the additional direct and indirect impacts to law enforcement, fire, code enforcement, and neighborhood quality of life are considered.

**Energy and Natural Resources:** Marijuana cultivation requires a large amount of energy and water use. One municipality stated that Xcel Energy, Colorado's energy company, "could hardly keep up" since a significant percentage of the area's energy is being used for lighting and climate control within marijuana cultivation businesses. In recent news articles, Xcel Energy has stated that upgrades to transformers and power lines have had to be performed in order to accommodate the warehouses cultivating marijuana. In California, where SCE and PG&E often struggle to upgrade their aging infrastructure to keep pace with new businesses, solar panel installations and electric vehicles, it is hard to imagine how they would keep up with a booming marijuana cultivation industry, or the cost impacts we all might be forced to bear.

The average marijuana plant needs about 6 gallons of water every day even when grown inside. There are many cultivation warehouses in Colorado and many of the warehouses grow hundreds of plants and some even grow thousands of plants. The result is thousands of gallons of water being used daily for a single cultivation warehouse. California is already in a drought and does not have the water supply that exists in Colorado. If recreational marijuana is legalized in California, the demand for water to grow these plants would create a significant impact on California's overall water supply. The California Department of Fish and Wildlife has stated that the illegal cultivation of marijuana in northern California is already depleting water resources and using hundreds of thousands of gallons of water per day. "If this activity continues on the trajectory it's on, we're looking at potentially streams going dry, streams that harbor endangered fish species like salmon, steelhead," said Scott Bauer of the California Department of Fish and Wildlife.

**Social and Public Health:** Tetrahydrocannabinol (THC) is the psychoactive chemical in marijuana that provides a "high" when it is smoked or ingested. Decades ago the level of THC was below 10%. Now the average plant, according to law enforcement in Colorado, is often 30%. Although there is a theoretical system to track marijuana from seed to sale, the system is fundamentally an *honor system* with no real regulatory enforcement. Colorado law enforcement stated that "black market marijuana" was making it to marijuana dispensaries to be legally sold within Colorado as well as outside of the state. When grown improperly, marijuana can also be contaminated with bacteria and chemicals.

One Assistant Fire Chief stated that people, mostly tourists, were calling "911" after becoming heavily intoxicated and scared. Many of those patients complained of a racing heart rate and anxiety which are common symptoms of marijuana toxicity. In 2014 a 19 year old man passed away from his injuries after jumping from the fourth floor of a hotel in Denver. The coroner had deemed marijuana intoxication as being a significant factor in his death. Many of the toxicity issues are from "edibles" which contain THC but appear in the form of cookies, brownies, candy bars, and even beverages. The Colorado municipal staff that were interviewed were forthcoming about the significant problems surrounding edibles and the solutions that had been created to reduce the health impacts on the community. One dose of an edible is often one bite of a cookie or one square of a candy bar however, many people buying edibles believe that one complete cookie or one whole candy bar is one dose so they inadvertently overdoes. Another challenge is that since these edibles look like normal candy, there has been an increase in accidental ingestion, especially in children. While visiting several dispensaries, Rancho Cucamonga staff observed a wide variety of marijuana edibles and some personal products designed to be topical and reduce pain. They looked and smelled like candy. The marijuana odor was not detected and if placed



*Figure 1 THC-infused candy available for sale at an Aurora, CO dispensary.*

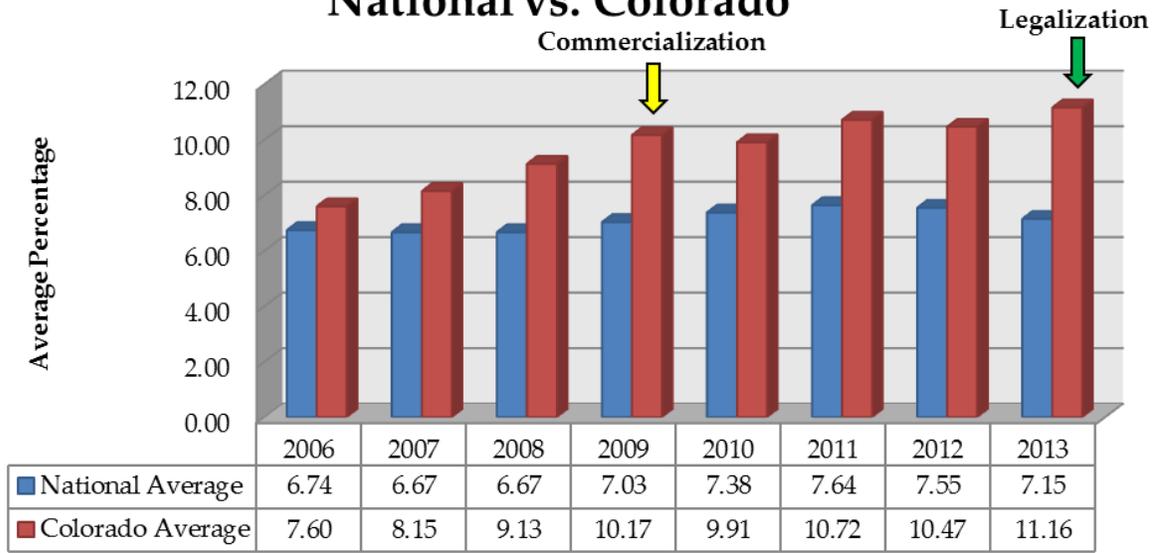
next to normal candy and cookies, a person would not be able to tell which contained THC. Hospitals in the area have reported a significant increase in marijuana related ER visits and Colorado has recently developed regulations for the labeling of these products in order to educate recreational marijuana users and provide THC content information.

Many individuals using recreational marijuana are often attempting to reduce anxiety, pain or other medical ailments. In Colorado, Rancho Cucamonga staff was introduced to a term called cannabidiol or CBD. CBD is a compound in cannabis that is

not a psychoactive like THC so users do not obtain a “high” when consuming or ingesting CBD. Recreational marijuana plant breeds tend to be lower in CBD levels but scientist are attempting to perform studies and create plant breeds which have high levels of CBD with almost no THC. This could create the medicinal benefit without the mind altering affects. Scientific testing is under way but for now, in Colorado, CBD is still is classified as a drug.

Many argue that marijuana use has been in use in our society for decades and there is no proof of long term affects. Others argue that the long term effects cannot be known since people have only recently started to consume and ingest large amounts of marijuana at high levels of THC. Regardless of the ongoing science, most people can agree that we do not want our youth using marijuana recreationally. An article titled “The Legalization of Marijuana in Colorado: The Impact,” found that in the two year average (2013/2014) since Colorado legalized recreational marijuana, youth (ages 12 to 17) past month marijuana use increased 20 percent compared to the two year average prior to legalization (2011/2012). This article is attached and shows that recreational marijuana use is not only increasing in children but also in young adults. The long term health impacts of consuming recreational marijuana may not be seen for decades to come.

## Youth (Ages 12 to 17 Years Old) Past Month Marijuana Use National vs. Colorado



### Licensing Process

Staff also gathered information regarding the licensing processes and procedures in those communities that had legalized recreational marijuana. Colorado requires a dual license (state and local) for each business to operate; however, all city personnel noted that the burden for license granting and enforcement in reality rests with the cities. Cities first issue the local license, and then the state’s process is a simple review of the local license; it is in essence a rubber stamp of what the city decides. Similarly, license enforcement really falls to local agencies. According to the HIDTA task force personnel, the state’s Bureau of Marijuana Enforcement has approximately 30 field officers to inspect nearly 3,000 dispensaries and cultivation facilities statewide, which is too few personnel to adequately administer the program.

The state’s much touted and replicated “track and trace” program was also panned by law enforcement. This program claims to track marijuana “from seed to sale” so that sources are confirmed to be legal, and any contamination or other problems with a batch of marijuana can be traced back to the original plants. However, HIDTA officers shared the actual process at the cultivation facilities is an honor system that remains completely unenforced by the State’s Bureau. Plants are tagged, but there is no state-sanctioned or inspected mechanism by which that tag follows buds through the drying, bagging, and distribution process; each cultivator creates its own tags and system through the supply chain. As a result, there is great incentive for illegal marijuana to enter the supply chain from Central America, where it can be grown more cheaply, and then be resold at Colorado premium prices.

**Other impacts:**

As the marijuana industry has grown, it has become well-financed and therefore more politically influential. As one law enforcement group reported to us, the state's Capitol literally smells of pot during the legislative session as the industry lobbies for its causes. The results of this lobbying has been a succession of initiatives and state laws that have steadily liberalized the use and cultivation of marijuana since 2000.

**CONCLUSIONS AND OBSERVATIONS:**

- Conversations with personnel in various cities were interesting in that **executive staff generally reported fewer negative impacts of legalizing recreational marijuana. Line staff, whether law enforcement, planning, building, or code enforcement, generally reported more negative impacts** on public safety, workload, quality of life in neighborhoods, and societal impacts. This disconnect is fueled by the universal lack of data at the city level regarding marijuana-related calls for service, nuisance complaints, DUI's, and other matters.
- Legalization has not reduced drug trafficking or drug-related crime; data from the area's major drug task force shows the opposite.
- All cities were experiencing impacts even if they had created ordinances to ban recreational marijuana dispensaries in their specific cities. Cities are seeing a negative impact on their staffing and financial resources. The impacts of recreational marijuana do not stay within the boundaries of the cities that have legalized its sale.
- Walking the streets of Denver, where all forms of recreational marijuana are allowed, the odor of marijuana is prevalent. Chatting with locals, it was expressed to us that recreational marijuana has permeated their state. The culture and environment has been permanently changed. The law of unintended consequences has taken over.

In conclusion, based on our hours of interviews with city staffs and our on-the-ground observations over our week in Colorado, our team left concerned regarding the future of marijuana legalization in California and its unanticipated consequences. We recommend that local, regional, and state leaders become more educated about the actual Colorado experience and its real impacts, both intended and unintended, so that this information can be shared with the voters of California as they consider the Parker Initiative in November 2016.

## Attachments:

The Legalization of Marijuana in Colorado: The Impact (2015). Author: *Rocky Mountain High Intensity Drug Trafficking Area*. (Graphics in this memo are from this report.)



January 2016

# The Legalization of Marijuana in Colorado: *The Impact*

**Latest Results for Colorado**

## **Youth and Adult Marijuana Use**

ROCKY MOUNTAIN HIGH INTENSITY  
DRUG TRAFFICKING AREA  
[www.rmhidta.org](http://www.rmhidta.org)

## Introduction

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- This report on marijuana use in Colorado is an update of the publication *The Legalization of Marijuana in Colorado: The Impact Volume 3*.
- This report is a summary of some of the data from the National Survey on Drug Use and Health (NSDUH), an annual survey sponsored by the Substance Abuse and Mental Health Services Administration (SAMHSA).
- The NSDUH data reported by SAMHSA is an average of two consecutive years.
- Colorado legalized recreational marijuana in 2013 and retail marijuana businesses began operation in 2014.
- The findings are between the two-year average of full legalization (2013/2014) compared to the two-year average just prior to legalization (2011/2012).

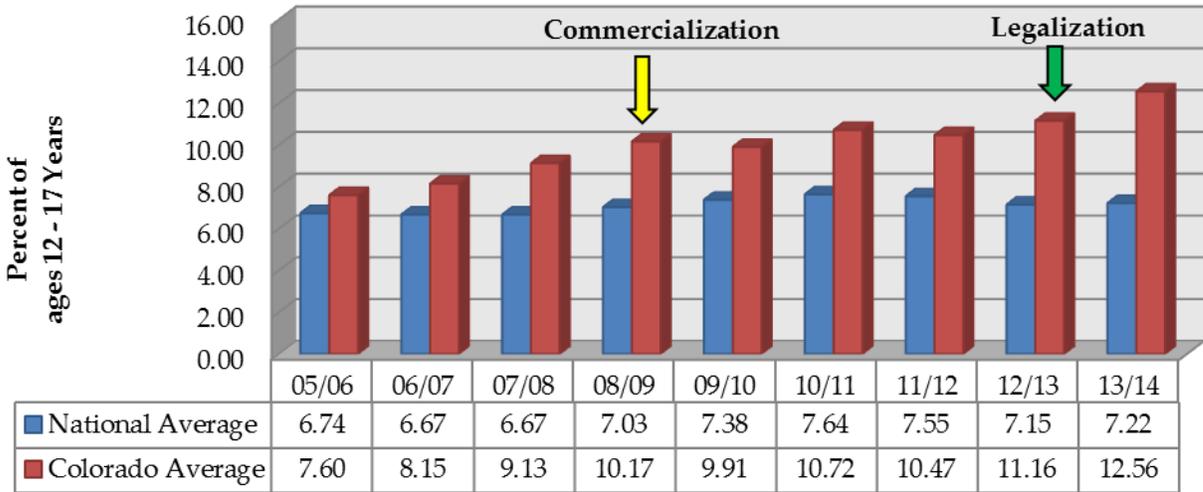
# Youth Findings

## Past Month (Current) Marijuana Use for Colorado Youth Ages 12 to 17 Years Old:

- In the two year average (2013/2014) since Colorado legalized recreational marijuana, youth past month marijuana use **increased 20 percent** compared to the two year average prior to legalization (2011/2012).
  - Nationally youth past month marijuana use **declined 4 percent** during the same time.
- The latest 2013/2014 results show Colorado youth ranked **#1** in the nation for past month marijuana use, up from **#4** in 2011/2012.
- Colorado youth past month marijuana use for 2013/2014 was **74 percent higher** than the national average compared to **39 percent higher** in 2011/2012.

# Youth Data

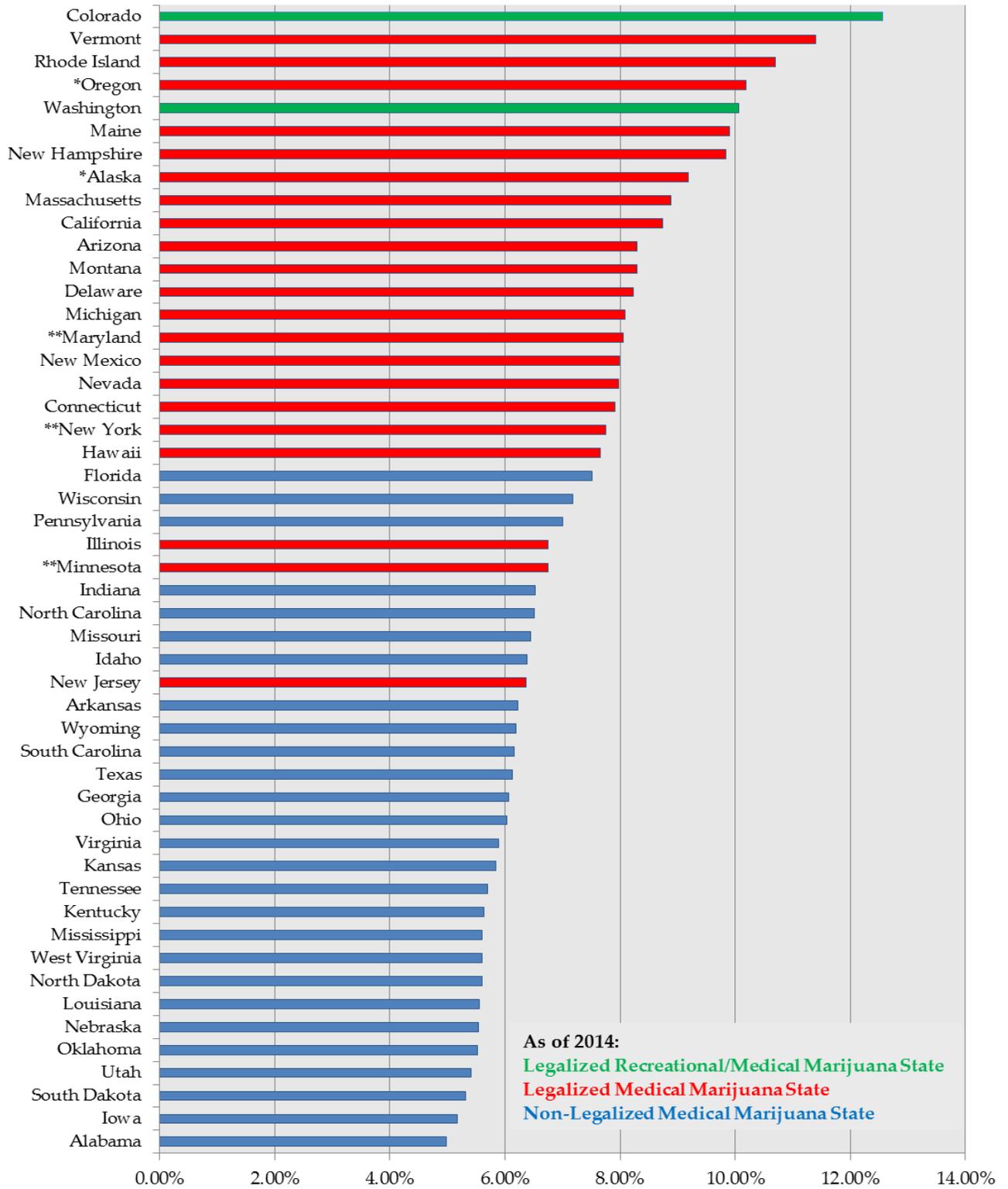
## Youth Ages 12 to 17 Years Old Past Month Marijuana Use National vs. Colorado



Annual Averages of Data Collection

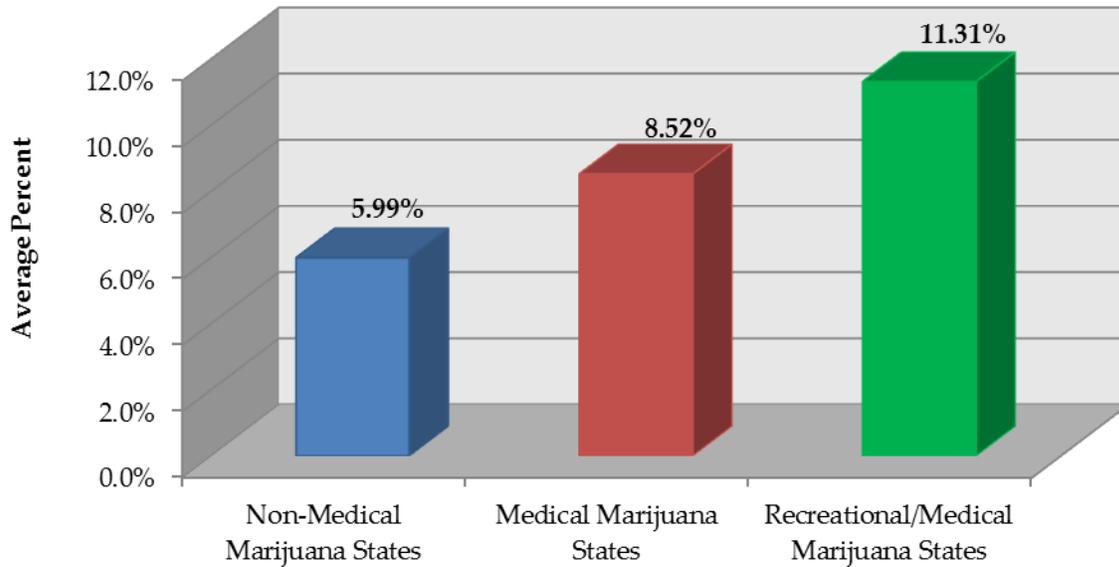
SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

### Past Month Usage by 12 to 17 Years Old, 2013/2014



SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

## Average Past Month Use by 12 to 17 Years Old, 2013/2014



SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

## States for Past Month Marijuana Use Youth Ages 12 to 17 Years Old, 2013/2014

<u>Top 10</u> (Medical/Recreational States)	<u>Bottom 10</u> (Non-Medical or Recreational States)
<b>National Rate = 7.22%</b>	
<ol style="list-style-type: none"> <li>1. Colorado – 12.56%</li> <li>2. Vermont – 11.40%</li> <li>3. Rhode Island – 10.69%</li> <li>4. Oregon – 10.19%</li> <li>5. Washington – 10.06%</li> <li>6. Maine – 9.90%</li> <li>7. New Hampshire – 9.83%</li> <li>8. Alaska – 9.19%</li> <li>9. Massachusetts – 8.88%</li> <li>10. California – 8.74%</li> </ol>	<ol style="list-style-type: none"> <li>41. Mississippi – 5.60%</li> <li>42. West Virginia – 5.60%</li> <li>43. North Dakota – 5.60%</li> <li>44. Louisiana – 5.55%</li> <li>45. Nebraska – 5.54%</li> <li>46. Oklahoma – 5.52%</li> <li>47. Utah – 5.42%</li> <li>48. South Dakota – 5.32%</li> <li>49. Iowa – 5.17%</li> <li>50. Alabama – 4.98%</li> </ol>

SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

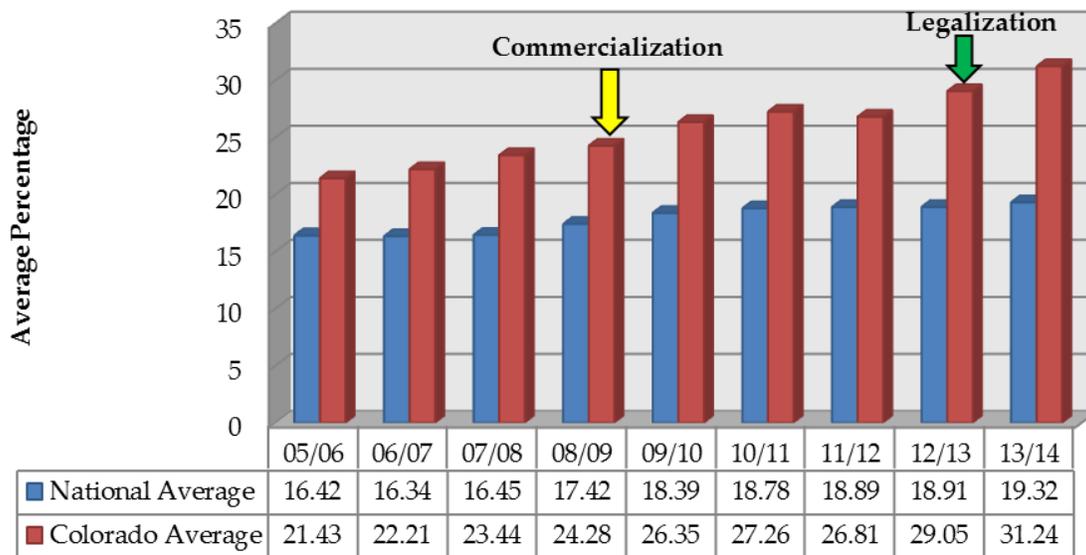
## College Age Findings

### Past Month (Current) Marijuana Use for Colorado College Age Adults Ages 18 to 25 Years Old:

- In the two year average (2013/2014) since Colorado legalized recreational marijuana, college age past month marijuana use **increased 17 percent** compared to the two year average prior to legalization (2011/2012).
  - Nationally college age past month marijuana use **increased 2 percent** during the same time.
- The latest 2013/2014 results show Colorado college age adults ranked **#1** in the nation for past month marijuana use, up from **#3** in 2011/2012.
- Colorado college age past month marijuana use for 2013/2014 was **62 percent higher** than the national average compared to **42 percent higher** in 2011/2012.

## College Age Data

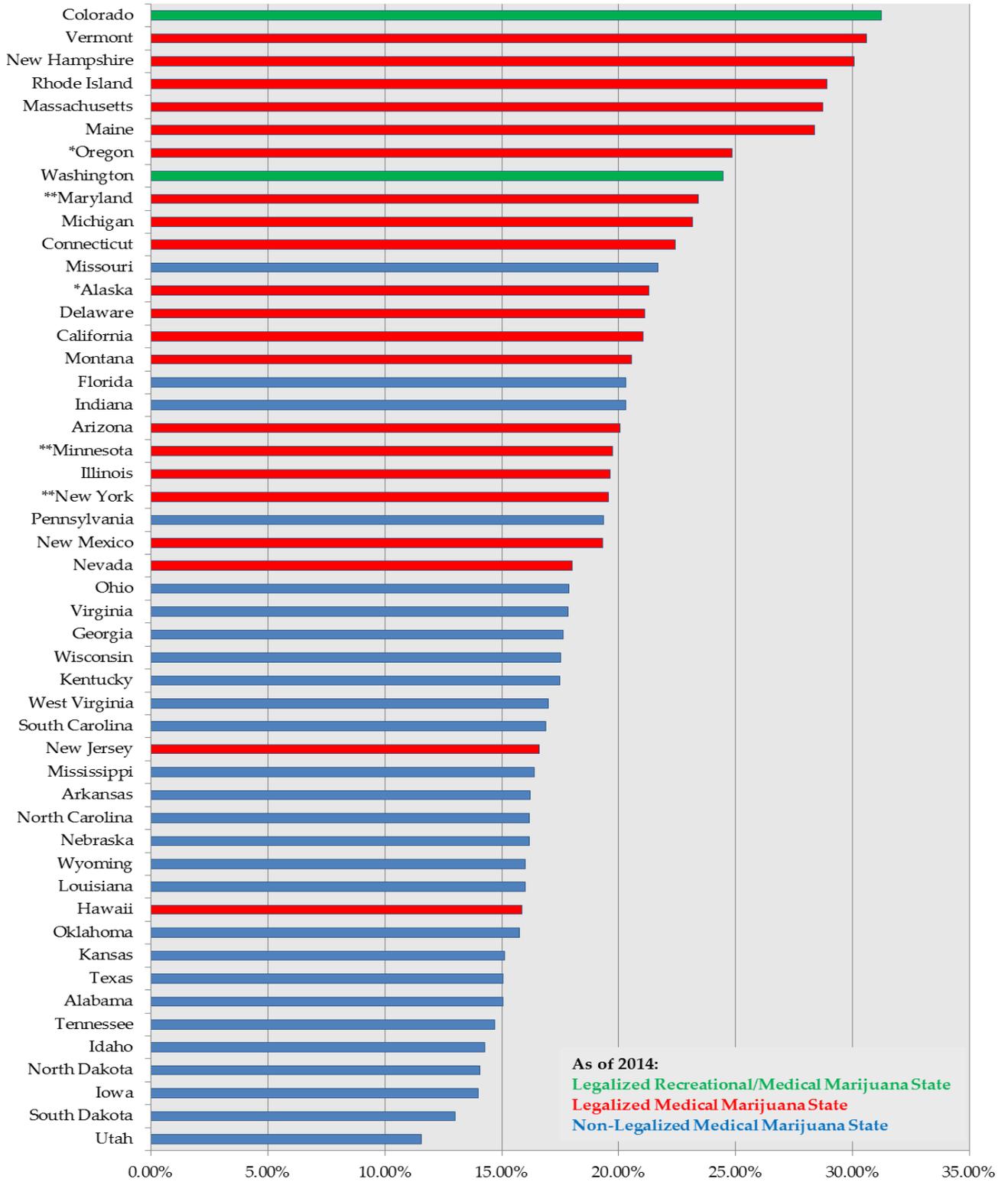
### College Age (18 to 25 Years Old) Past Month Marijuana Use



Annual Averages of Data Collection

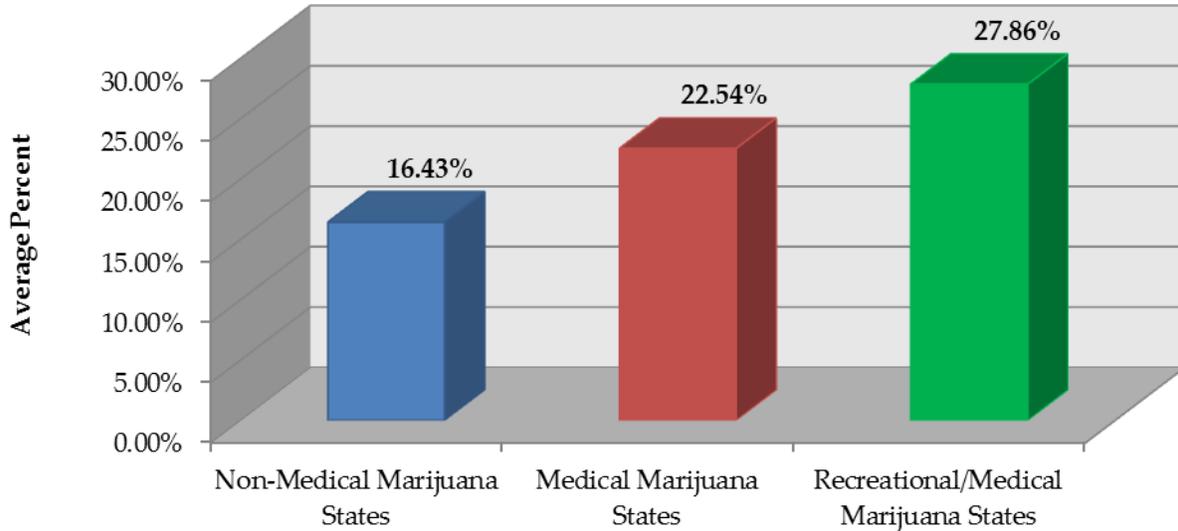
SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

### Past Month Usage by 18 to 25 Years Old, 2013/2014



SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

## Average Past Month Use by 18 to 25 Years Old, 2013/2014



SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

## States for Past Month Marijuana Use College Age Adults 18 to 25 Years Old, 2013/2014

<u>Top 10</u> (Medical/Recreational States)	<u>Bottom 10</u> (Non-Medical or Recreational States)
<b>National Rate = 19.32%</b>	
<ol style="list-style-type: none"> <li>1. Colorado – 31.24%</li> <li>2. Vermont – 30.60%</li> <li>3. New Hampshire – 30.09%</li> <li>4. Rhode Island – 28.90%</li> <li>5. Massachusetts – 28.74%</li> <li>6. Maine – 28.38%</li> <li>7. Oregon – 24.85%</li> <li>8. Washington – 24.47%</li> <li>9. Maryland – 23.42%</li> <li>10. Michigan – 23.17%</li> </ol>	<ol style="list-style-type: none"> <li>41. Oklahoma – 15.76%</li> <li>42. Kansas – 15.11%</li> <li>43. Texas – 15.06%</li> <li>44. Alabama – 15.04%</li> <li>45. Tennessee – 14.72%</li> <li>46. Idaho – 14.28%</li> <li>47. North Dakota – 14.05%</li> <li>48. Iowa – 14.01%</li> <li>49. South Dakota – 13.02%</li> <li>50. Utah – 11.55%</li> </ol>

SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

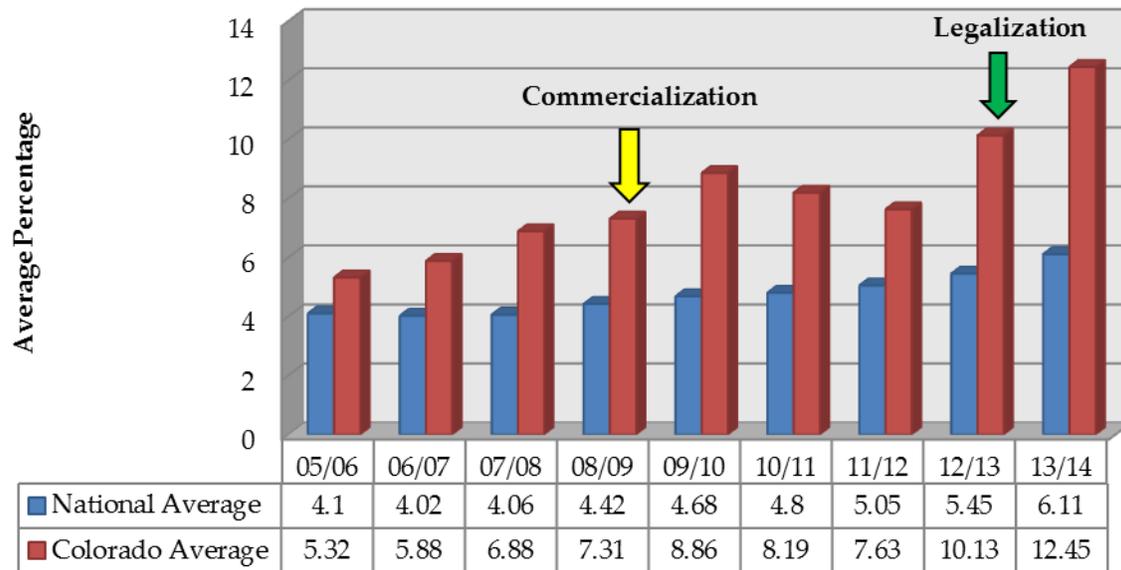
## Adult Findings

### Past Month (Current) Marijuana Use for Colorado Adults Ages 26+ Years Old:

- In the two year average (2013/2014) since Colorado legalized recreational marijuana, adult past month marijuana use **increased 63 percent** compared to the two year average prior to legalization (2011/2012).
  - Nationally adult past month marijuana use **increased 21 percent** during the same time.
- The latest 2013/2014 results show Colorado adults ranked **#1** in the nation for past month marijuana use, up from **#7** in 2011/2012.
- Colorado adult past month marijuana use for 2013/2014 was **104 percent higher** than the national average compared to **51 percent higher** in 2011/2012.

## Adult Data

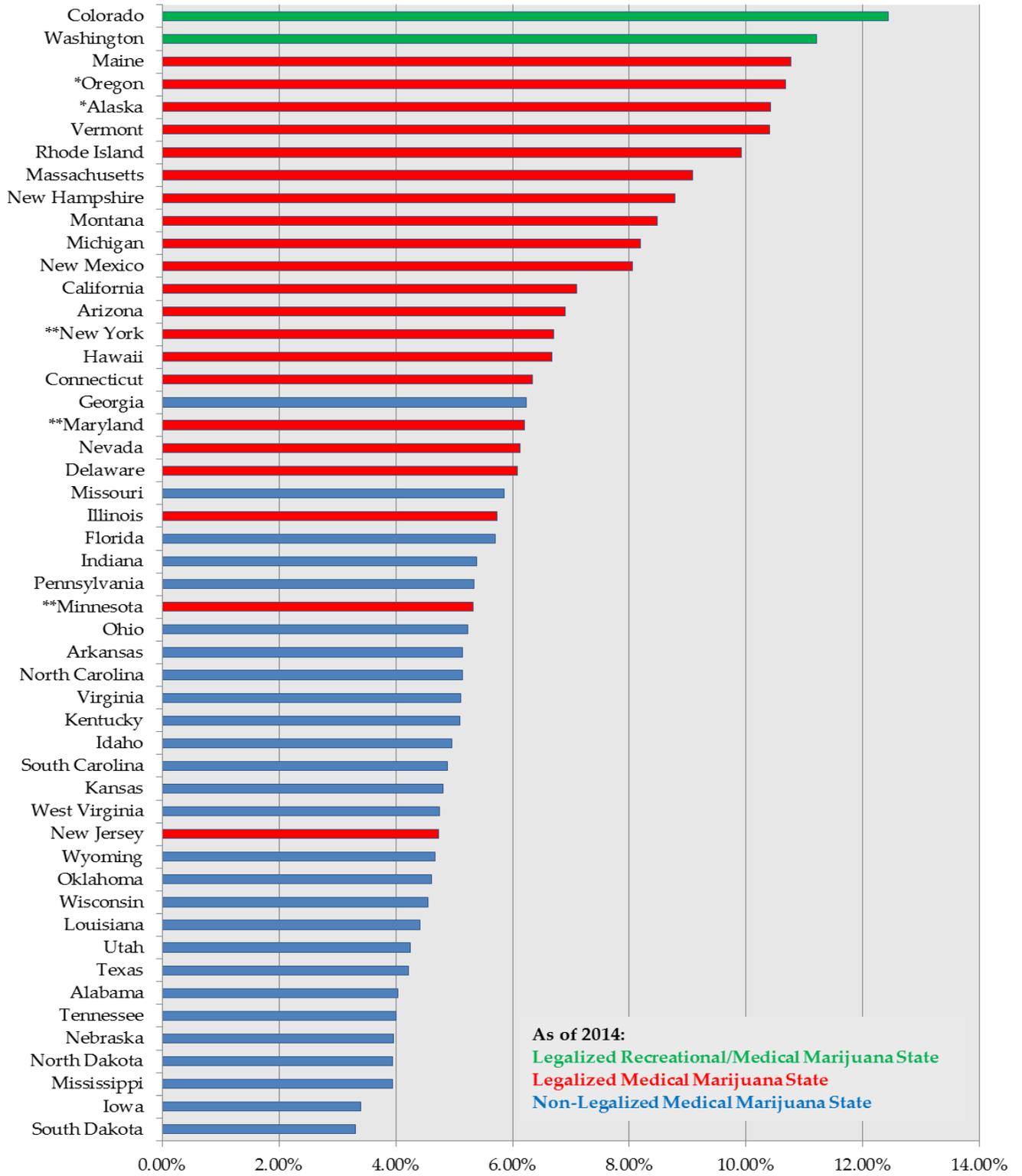
### Adult (26+ Years Old) Past Month Marijuana Use



Annual Averages of Data Collection

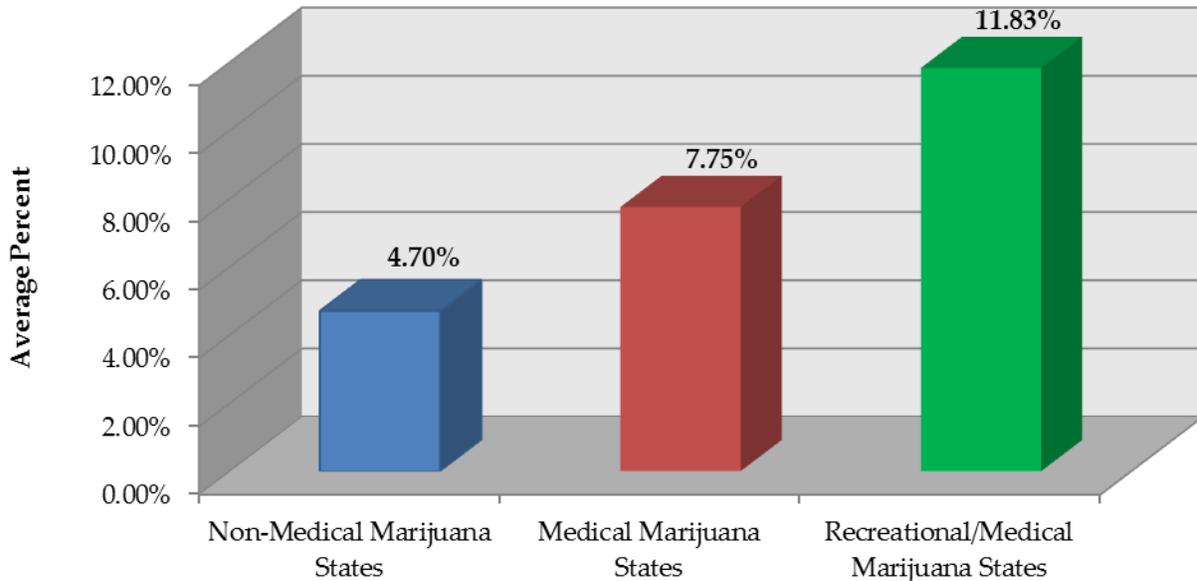
SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

### Past Month Usage by 26+ Years Old, 2013/2014



SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

## Average Past Month Use by 26+ Years Old, 2013/2014



SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014

## States for Past Month Marijuana Use Adults Ages 26+ Years Old, 2013/2014

<u>Top 10</u> (Medical/Recreational States)	<u>Bottom 10</u> (Non-Medical or Recreational States)
<b>National Rate = 6.11%</b>	
<ol style="list-style-type: none"> <li>1. Colorado – 12.45%</li> <li>2. Washington – 11.21%</li> <li>3. Maine – 10.77%</li> <li>4. Oregon – 10.68%</li> <li>5. Alaska – 10.42%</li> <li>6. Vermont – 10.42%</li> <li>7. Rhode Island – 9.92%</li> <li>8. Massachusetts – 9.08%</li> <li>9. New Hampshire – 8.78%</li> <li>10. Montana – 8.49%</li> </ol>	<ol style="list-style-type: none"> <li>41. Louisiana – 4.42%</li> <li>42. Utah – 4.25%</li> <li>43. Texas – 4.21%</li> <li>44. Alabama – 4.03%</li> <li>45. Tennessee – 4.01%</li> <li>46. Nebraska – 3.97%</li> <li>47. North Dakota – 3.95%</li> <li>48. Mississippi – 3.95%</li> <li>49. Iowa – 3.40%</li> <li>50. South Dakota – 3.30%</li> </ol>

SOURCE: SAMHSA.gov, National Survey on Drug Use and Health 2013 and 2014