

The Legalization of Marijuana in Colorado: The Impact



Rocky Mountain HIDTA
Sgt. Dale D. Quigley
December 2016

A Common Problem – To Both Sides

**My mind's made up
- don't confuse me
with the facts!**

**More factual objective
research is needed?**



Marijuana and Traffic Related Issues >>

The Legalization of Marijuana in Colorado: The Impact

- ▶ Driving fatalities data – Recent changes
- ▶ 2011 – 2015
 - Overall Colorado fatalities increased by 22 %
 - Fatalities with operators testing positive for marijuana up by 82.5 %



The Legalization of Marijuana in Colorado: The Impact

Percent of All Traffic Deaths That Were Marijuana Related*



*Percent of All Fatalities Where the Operators Tested Positive for Marijuana

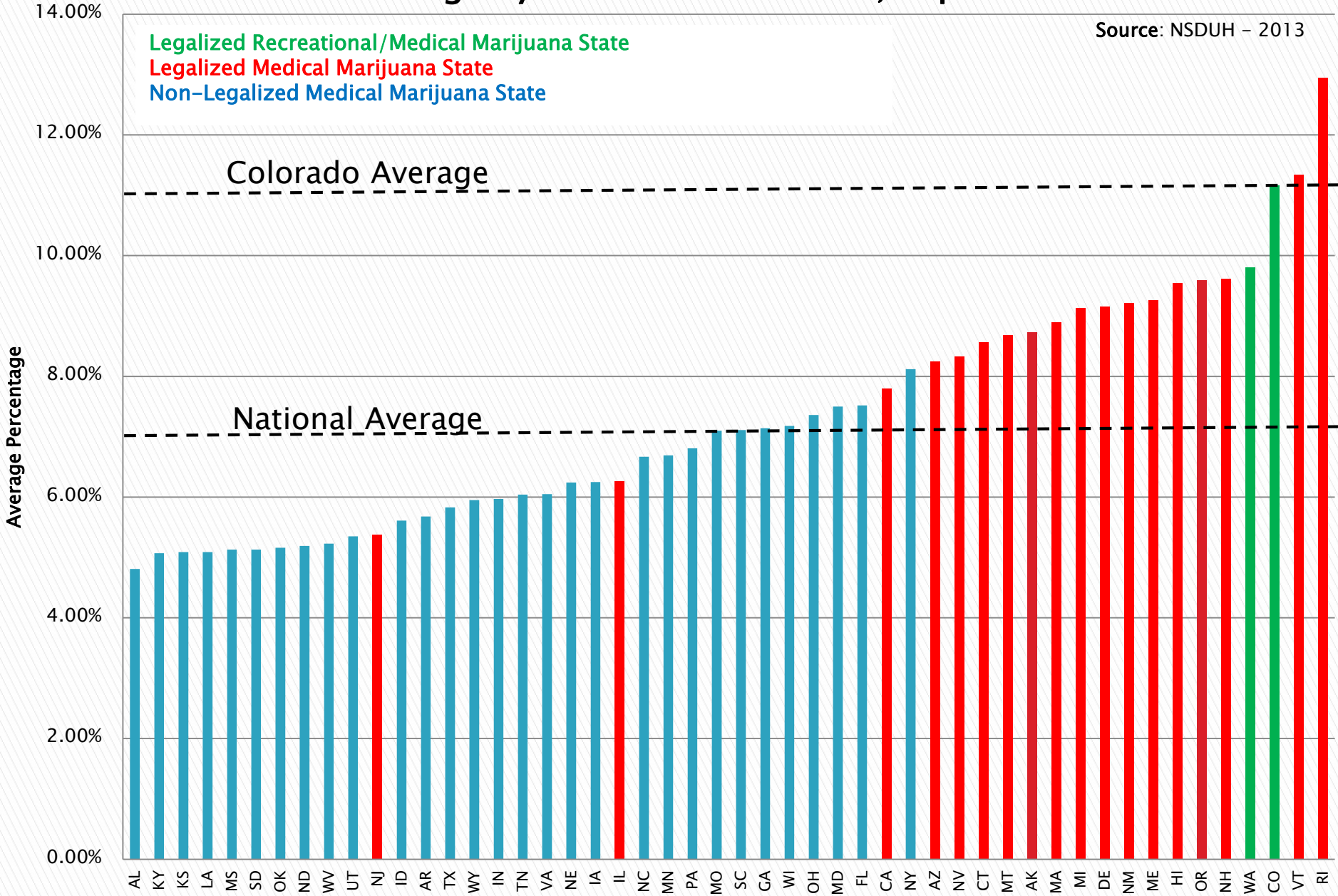


Marijuana Use in Youth and Adults >>

Past Month Usage by 12 to 17-Year-Olds, Reported 2013

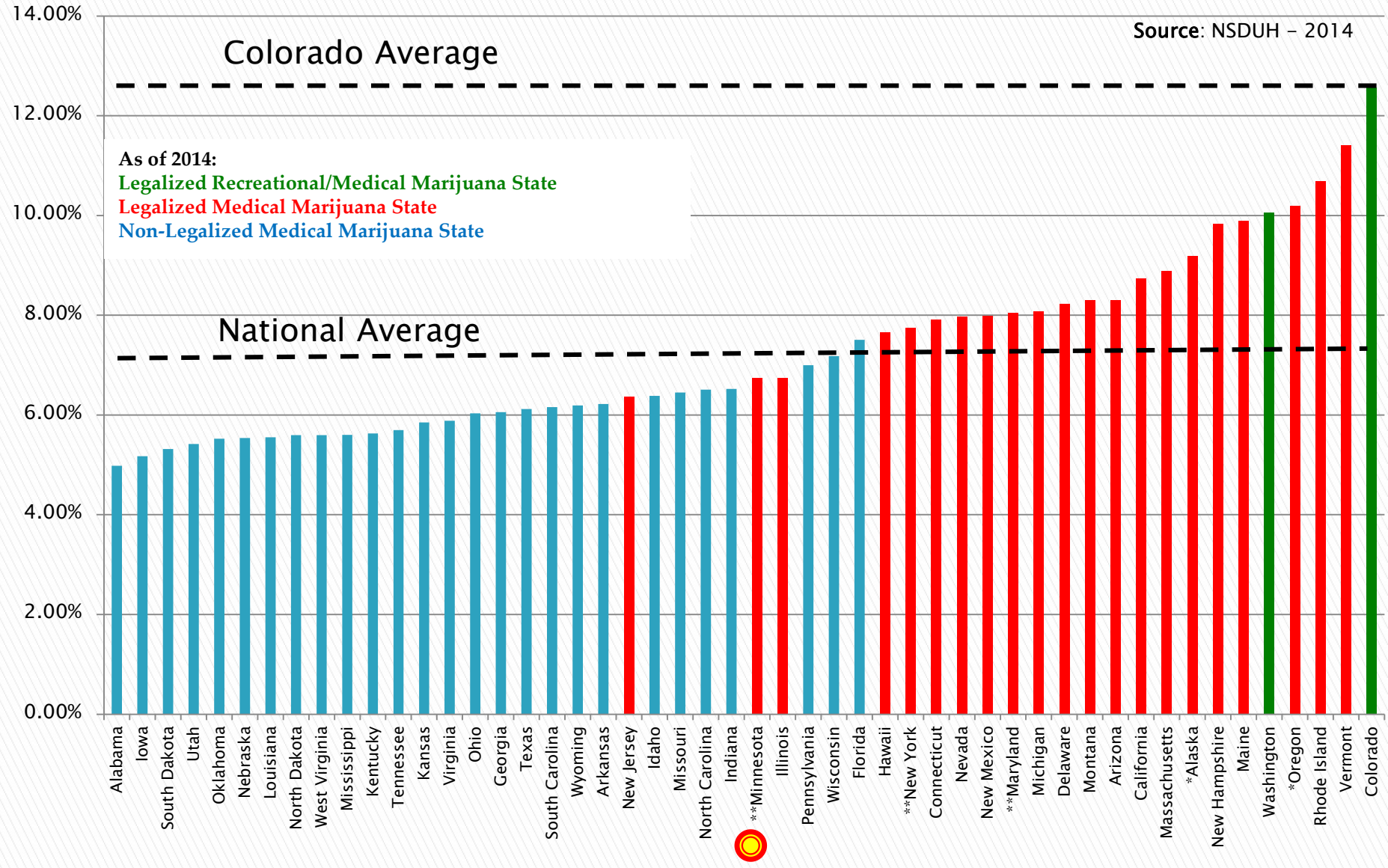
Source: NSDUH - 2013

- Legalized Recreational/Medical Marijuana State
- Legalized Medical Marijuana State
- Non-Legalized Medical Marijuana State



Past Month Usage by 12 to 17-Year-Olds, Reported 2014

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The Legalization of Marijuana in Colorado: The Impact

▶ Youth (ages 12 – 17 years) Current Marijuana Use 2014

- National average for youth was **7.22 percent** (up from 2013)
- Colorado average for youth was **12.56 percent** (up from 2013)
- Colorado youths are ranked 1st nationally
 - Ranked 5th in 2011
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20 percent increase from prior to legalization in 2012

- **#3** age group seeking marijuana treatment in Colorado in 2014

The Legalization of Marijuana in Colorado: The Impact

- ▶ **Adult Marijuana Use - College Age (18-25)**
- ▶ The average reported past month marijuana use for college aged adults in 2014:
 - National average = **19.32 percent** (up from 2013)
 - Colorado average = **31.24 percent** (up from 2013)
 - Colorado young adults are ranked 1st nationally
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16 percent increase since prior to legalization in 2012

#2 age group seeking marijuana treatment in Colorado in 2014

The Legalization of Marijuana in Colorado: The Impact

- ▶ **Adult Marijuana Use – Ages 26+**
- ▶ The average reported past month marijuana use for adults in 2014:
 - National average = **6.11 percent** (up from 2013)
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 - Colorado adults are ranked 1st nationally
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63 percent increase since prior to legalization in 2012
#1 age group seeking marijuana treatment in Colorado

History & Background

- ▶ Colorado Business Market Profile in 2016



History & Background

Colorado Business Market Profile in 2015

		Colorado
	Starbucks	322
	McDonalds	202
	Medical Marijuana Dispensaries	516
	Recreational Marijuana Retail Shops	424

As of: Jan 2016

The Legalization of Marijuana in Colorado: The Impact

- ▶ Contributing factors to drug abuse

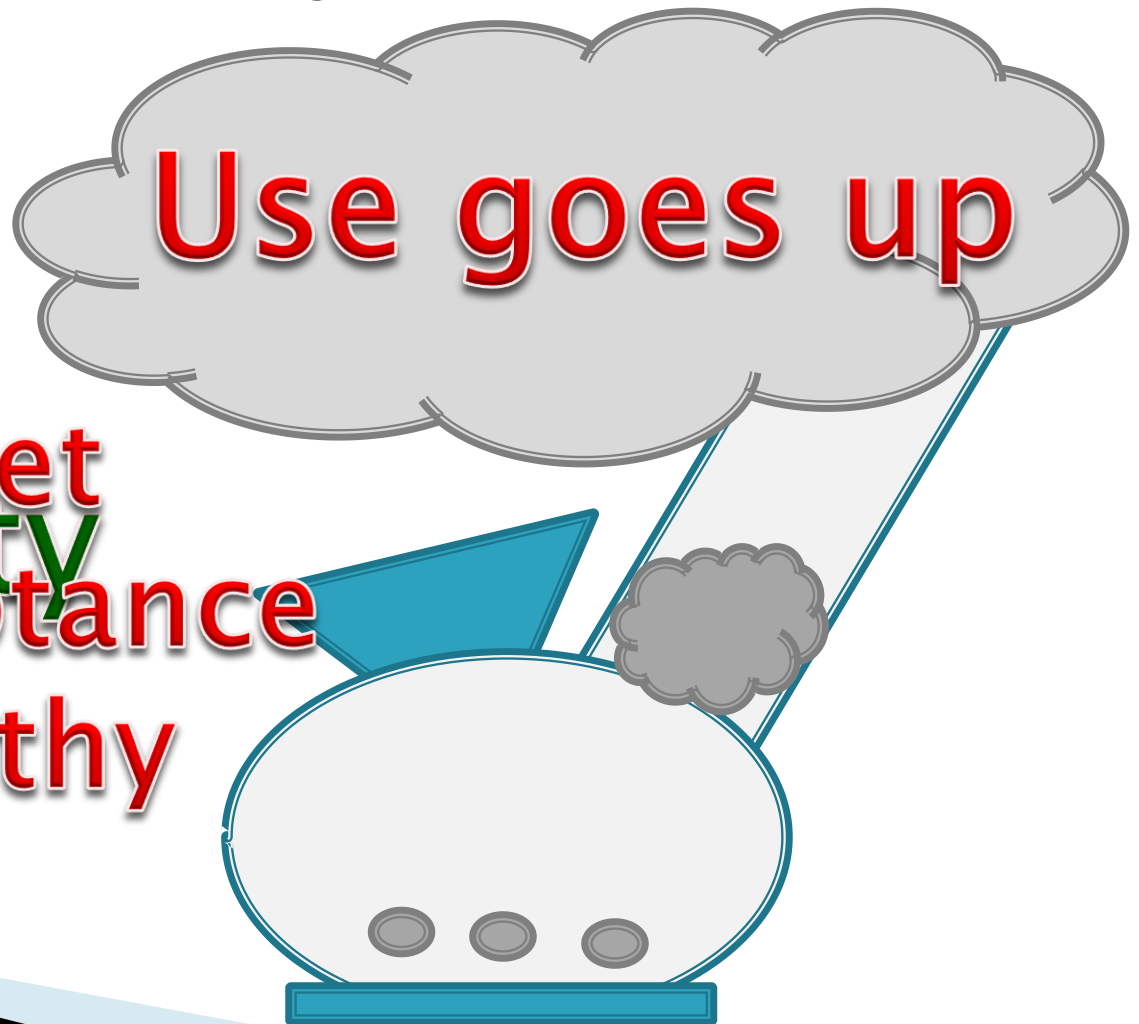
Harm

Risk

Easy to get

Availability
Social Acceptance

Social Apathy





Marijuana and Emergency Room Visits >>

The Legalization of Marijuana in Colorado: The Impact

- ▶ Talking Points: Marijuana and Medical Treatment
 - Places with more dispensaries have more hospitalizations
 - University of Pittsburgh – August 10, 2015
 - ER visits for marijuana intoxication have increased
 - JAMA – December 8, 2014

▶ Colorado Emergency Room Visits (Marijuana)

	People / Day
◦ 2011 – 8,198	22.4
◦ 2012 – 9,982	27.3
◦ 2013 – 14,148	38.7
◦ 2014 – 18,255	50



The Legalization of Marijuana in Colorado: The Impact

▶ **Emergency Room Treatment Points**

- Marijuana ingestion by children under 12 increased
 - Most common source = infused food products
 - Toddlers hand to mouth exploration



▶ 21 – 65+

- Colorado higher than national average
 - Primary issue – potency of the THC
 - Too high too fast .. *“Not like when we were in school”*

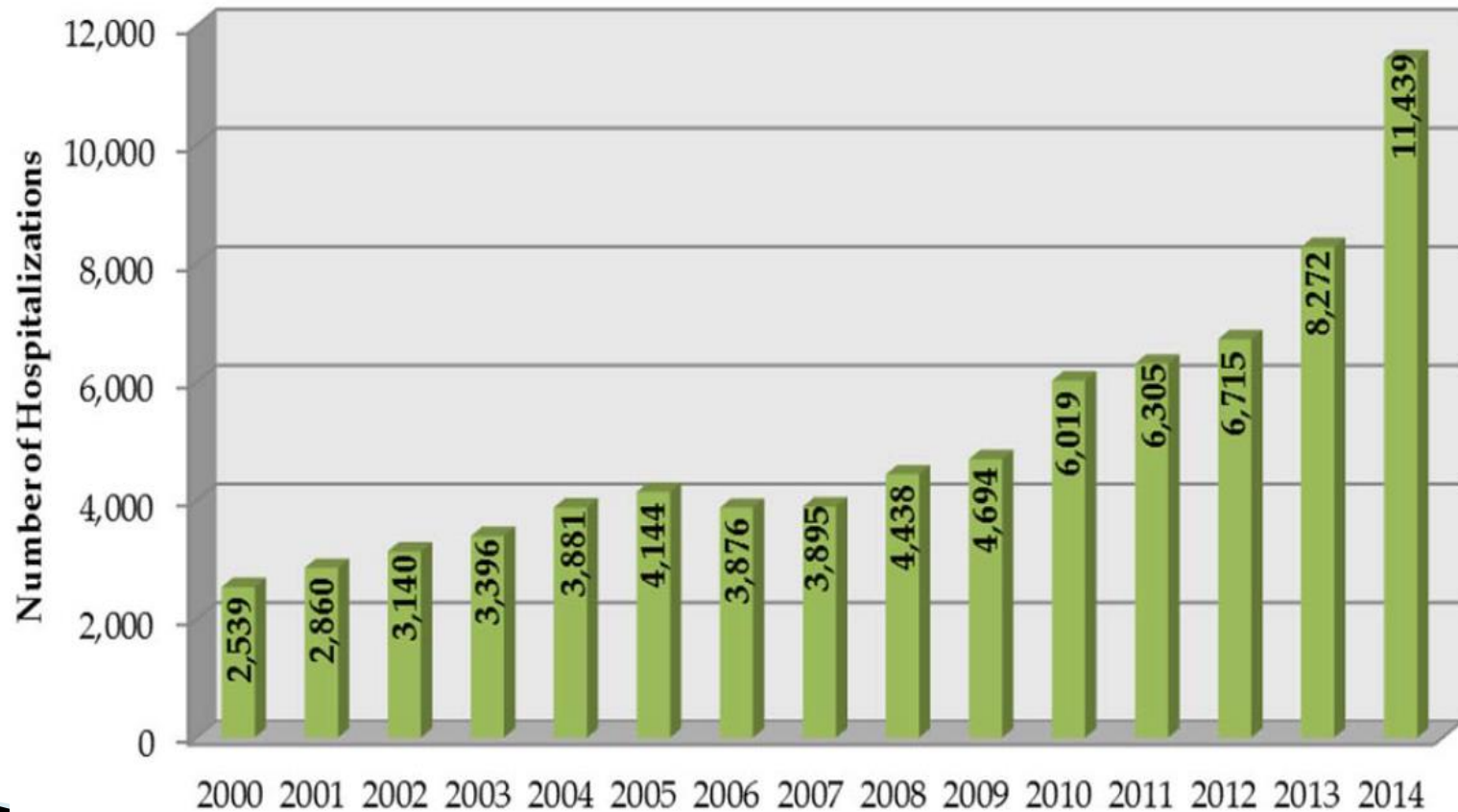


The Legalization of Marijuana in Colorado: The Impact



The Legalization of Marijuana in Colorado: The Impact

Hospitalizations Related to Marijuana

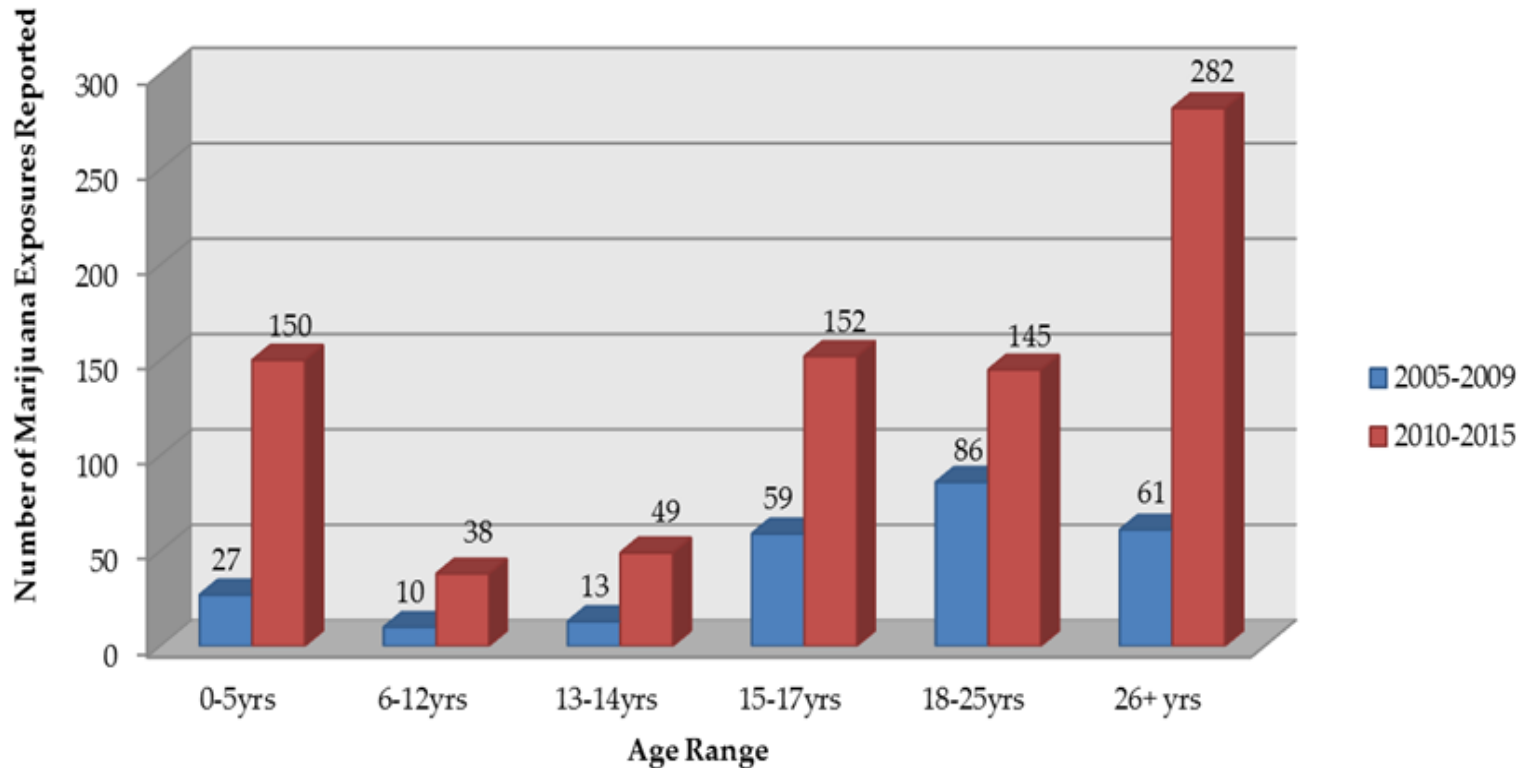




Marijuana and Poison Control Cases >>

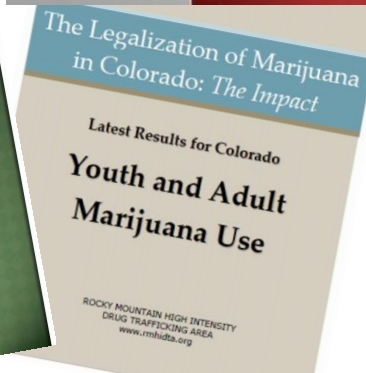
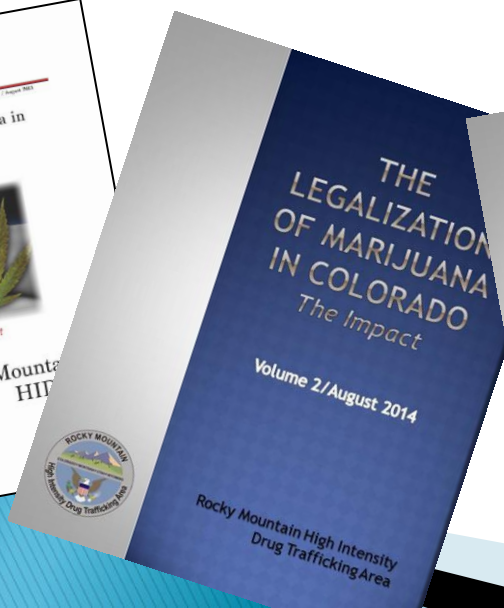
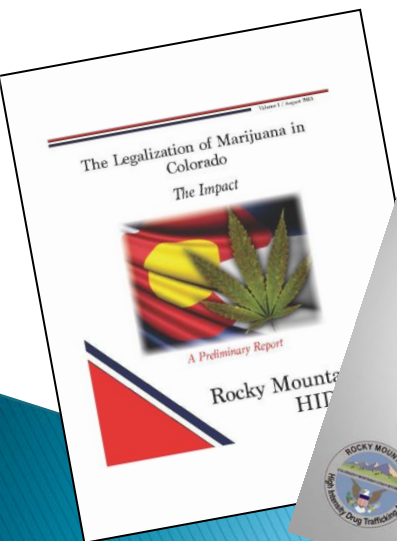
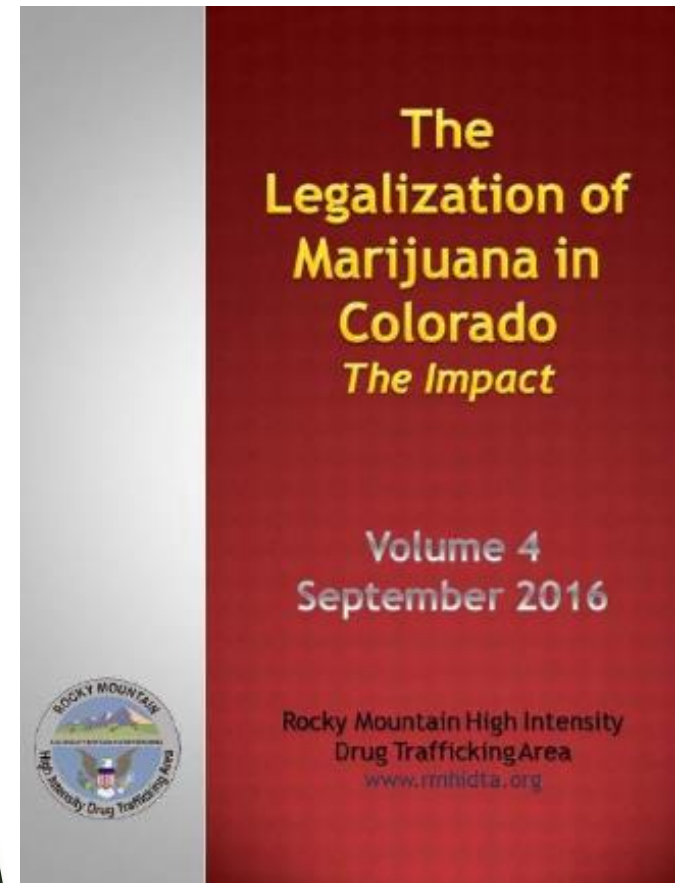
The Legalization of Marijuana in Colorado: The Impact

Number of Marijuana-Related Exposures,
by Age Range



The Legalization of Marijuana in Colorado: The Impact

- ▶ To get a copy of any report
 - Volume 4 –Released September 2016**
- ▶ WWW.RMHIDTA.ORG
 - REPORTS TAB

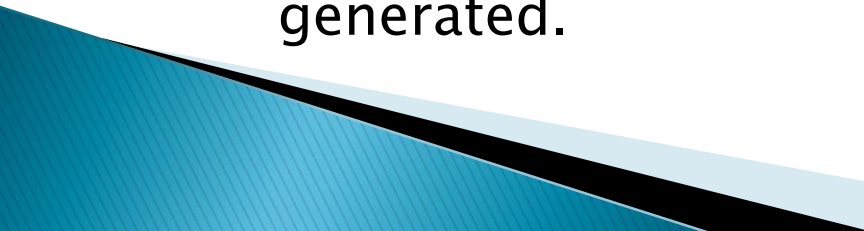


The Purpose


- ▶ To document the impact of the legalization of marijuana for medical and recreational use in Colorado
 - And to other states
- ▶ Gather and present facts objectively
- ▶ Provide unbiased data for citizens and policy makers to evaluate when considering the legalization of marijuana
 - Volume 1 – No previous report of this type
 - August 2013
 - Volume 2 & 3 – Expanded format and greater scope
 - Volume 4 – Just Released
 - September 2016

Arguments If Marijuana is Legalized

Increases in:

- ▶ Marijuana related traffic fatalities
 - ▶ Use among youth and adults.
 - ▶ People in drug treatment.
 - ▶ Diversion for unintended purposes.
 - ▶ Impacts and costs for public health and safety
 - Cost to society will far outweigh any potential revenue generated.
- 

Pro Legalization Arguments

- ▶ Eliminate arrests for possession and sale
 - Fewer citizens with criminal records
 - Reduction in the prison population.
 - ▶ Free up law enforcement resources
 - Target more serious and violent criminals.
 - ▶ Reduce traffic fatalities
 - Assumption: marijuana doesn't impair driving to the same degree as alcohol
 - ▶ No increase in use, even among youth,
 - Because of "tight regulations"
 - ▶ Added revenue generated through taxation.
 - ▶ Reduce profits for the drug cartels trafficking marijuana.
- 

A Common Problem – To Both Sides

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- don't confuse me
with the facts!**

**More factual objective
research is needed?**

The 3 Eras of Colorado Marijuana For Data Comparison

A longitudinal look at what has taken place in Colorado

- 2006 – 2008: Early Medical Marijuana Era
 - 1,000 – 4,800 cardholders
 - 0 known dispensaries



- 2009 – 2012: Medical Marijuana Commercialization and Expansion Era
 - 108,000 cardholders
 - 532 licensed dispensaries



- 2013 – Present: Medical Marijuana Commercialization and Recreational Marijuana Era
 - We'll talk about this one



How did this all start?



History & Background

▶ November 2000,



- ▶ Colorado voters passed Amendment 20
- A patient to possess up to 2 ounces of marijuana
 - Grow 6 marijuana plants for medical purposes
 - Required medical examination for “Certain debilitating medical conditions” for a Marijuana Registry Card
 - Allowed for a “Caregiver” to provide services to the patient

History & Background

Medical Marijuana Registry Card

Duplicate Certificate

When photocopied "VOID" will appear in the light background. Caregivers should have a photocopy of this OR the application with proof of mailing for each patient. Possession of photocopy is **NOT** illegal.

Caregiver

Can be named when application is submitted or added later by the patient.

STATE OF COLORADO
Medical Marijuana Registry

Patient	VOID	VOID	Caregiver
Date of Birth 04/20/1969			
Name <input type="text"/>		Issue Date 07/28/2009	
Address <input type="text"/> Street Aurora, CO 80012		Expiration Date 07/28/2010	
SSN XXX-XX-0420		NO 0000420	

WARNING: IT IS ILLEGAL TO DUPLICATE THIS CARD. VOID IF LAMINATED.

The above named patient is certified to the Department of Public Health and Environment as a person who has a debilitating medical condition that the patient may address with the medical use of marijuana. Any changes in the above information should be reported to the Medical Marijuana Program, Colorado Department of Public Health and Environment, HDVR-ACMAA1, 4301 Cherry Creek Drive South, Denver, Colorado 80246-1530.

ANY ALTERATION OR ERASURE VOIDS THIS CERTIFICATE

Patient Identification Area

Date of birth formatted as mm/dd/yyyy
SSN will only reflect last 4 digits

Certificate Number

Currently in a 7 digit format in **RED** ink

Certificate Validation Date

Valid for one year from date of being issued.

2000 - 2008

5,993 applications received

History & Background

- ▶ **2009 – The “Ogden Memorandum”**
 - **KEY IMPACT YEAR**
- ▶ Summary of federal position to federal prosecutors concerning marijuana:
 - Marijuana is a dangerous drug
 - Sale / distribution is a serious crime
 - Significant revenue source for cartels and gangs
 - “...marijuana distribution in the United States remains the single largest source of revenue for the Mexican cartels.”
 - Prosecution of “significant” drug traffickers is a core priority

History & Background

- ▶ 2009 – The “Ogden Memorandum”
 - BUT ...
 - “... pursuit of these priorities should not focus federal resources in your State on individuals whose actions are in clear and unambiguous with existing states laws for the use of medical marijuana“

A matter of optics



History & Background

- ▶ 2009 – The “Ogden Memorandum”
 - Citing cancer patients vs unlawful enterprises being targeted



• *Significant impact on data / values after 2009*

History & Background

- ▶ Impact / Perception of Ogden Memo
 - Federal hands off = flood gates opened
 - MMJ Cardholders
 - Over 20,000 new applications
 - 250+ dispensaries sprung up
- ▶ By end of 2009
 - 38,000 new applications submitted
 - Cardholders increased from 4,800 – 41,000



By mid 2010 ..

- over 900 medical marijuana dispensaries had opened



History & Background

- ▶ Colorado Business Market Profile in 2016



History & Background

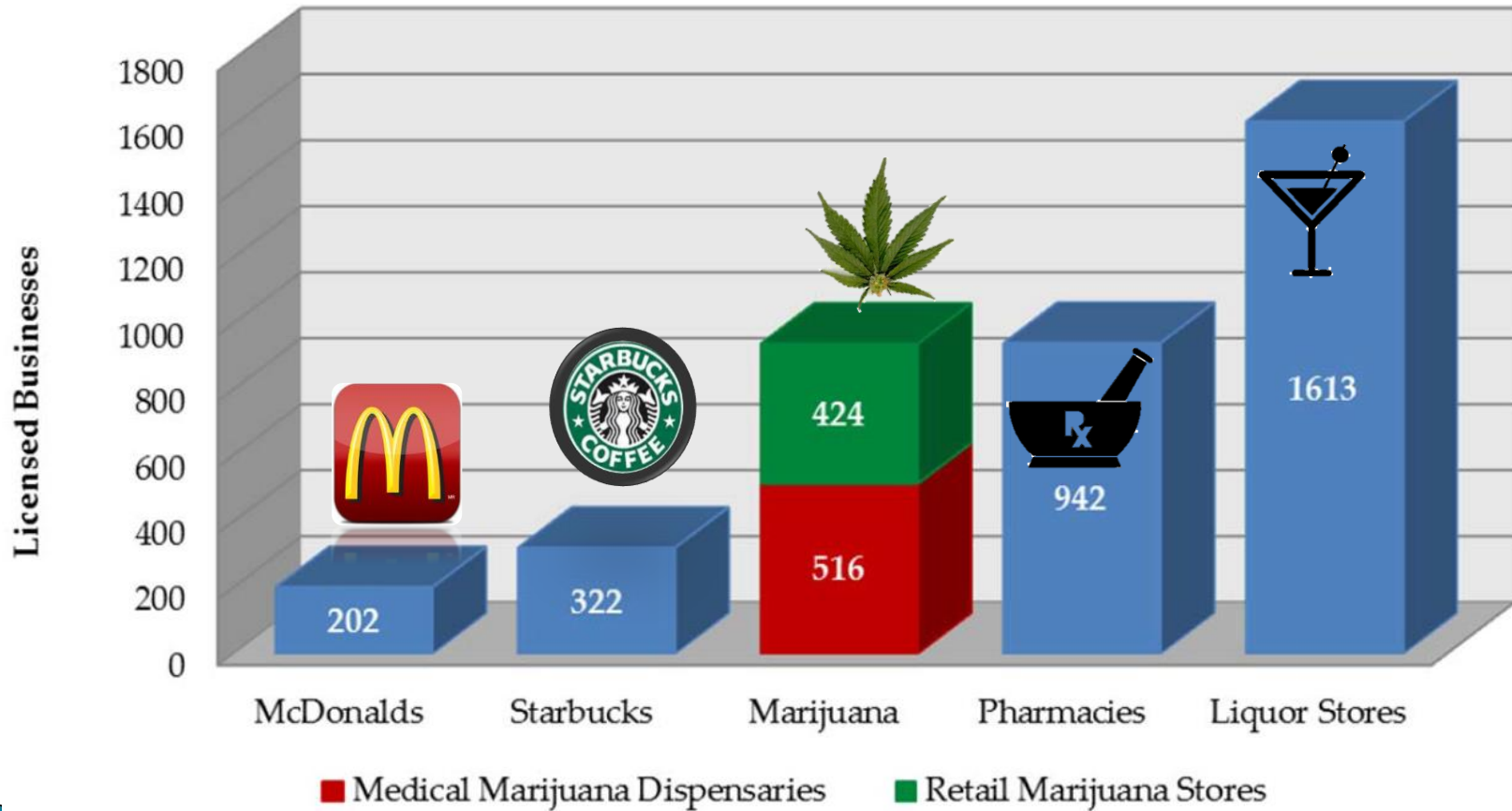
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As of: Jan 2016

Denver County Business Comparisons

Colorado Business Comparisons, January 2016



SOURCE: Colorado Department of Revenue/Starbucks Coffee Company/McDonalds Corporation

History & Background

- ▶ November 2012 Amendment 64
 - Recreational use of marijuana approved allowed for persons 21 +
 - Possess / use / transfer (no sale) 1 ounce
 - Grow 6 plants for personal usage
 - Opened door for commercial related industries related to marijuana

- ▶ Current Medical MJ Cardholders
 - January 2014 = 113,000
 - January 2015 = 115,000
 - January 2016 = **107,534**
 - **7% reduction from 2015**



Marijuana Math ... The Home Front

- ▶ Grower's math
- ▶ 6 plants x 3 grow cycles per year = 18 plants / yr
- ▶ 18 x 1,300,000 (voters) = **23,400,000 plants / yr**
 - **11,700 tons in production**
 - (based on 1 plant = 1 pound)

- ▶ Smoker's math
- 1 joint = .5 grams
- 56 joints / ounce (28.35 grams)
- 896 joints / pound (16 ounces)
- 16,128 joints / user / yr (18 pounds)
 - **44 joints per day**
 - **~2 joints per hour, 24 / 7 per person**

- ▶ Question: Isn't this a lot of marijuana?
 - Where is the overage going?
 - Who else will this impact?
 - Is legalization an isolated issue or a broader concern to other states?



Marijuana Math.. Business Front

Commercial Sales Comparison

▶ Marijuana Edible Products



▶ Marijuana buds



▶ 2014 – 4,815,650

▶ 2015 – 7,542,172

56.6 % Increase

▶ 2014 = 148,238 lbs

▶ 2015 = 251,469 lbs

69.6 % Increase

Tax Revenue to Colorado

Tax Revenue Comparison

▶ From Retail Sales

- 2014 – \$ 52,527,917
- 2015 – \$104,128,057

98.2 % Increase

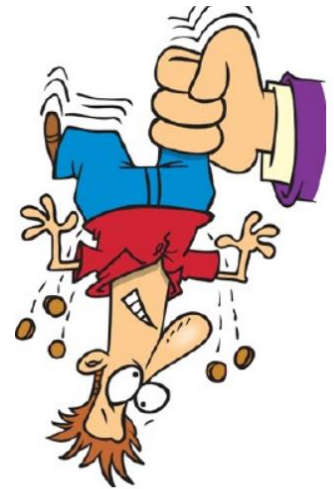
▶ From Medical Sales

- 2014 – \$10,886,966
- 2015 – \$11,451,375

5.1 % Increase

▶ State tax rate for recreational marijuana

- Nearly 30%
 - Retail & Medical 2.9%
 - Retail Special Tax = 10%
 - Excise Tax = 15%
 - Source of \$40m school fund
 - Local fees extra



Tax Revenue to Colorado

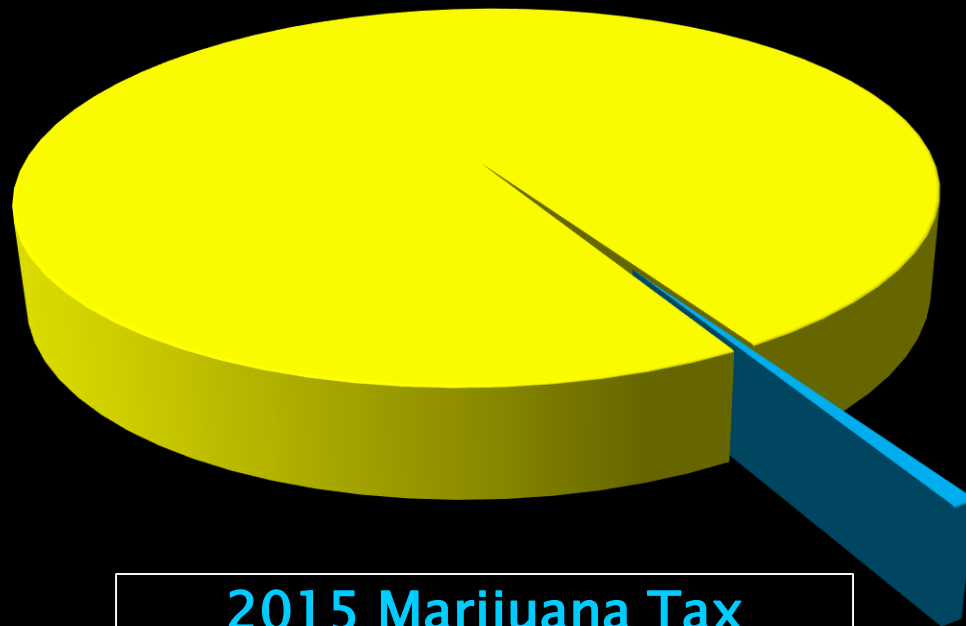


2015 Tax Revenue to Colorado



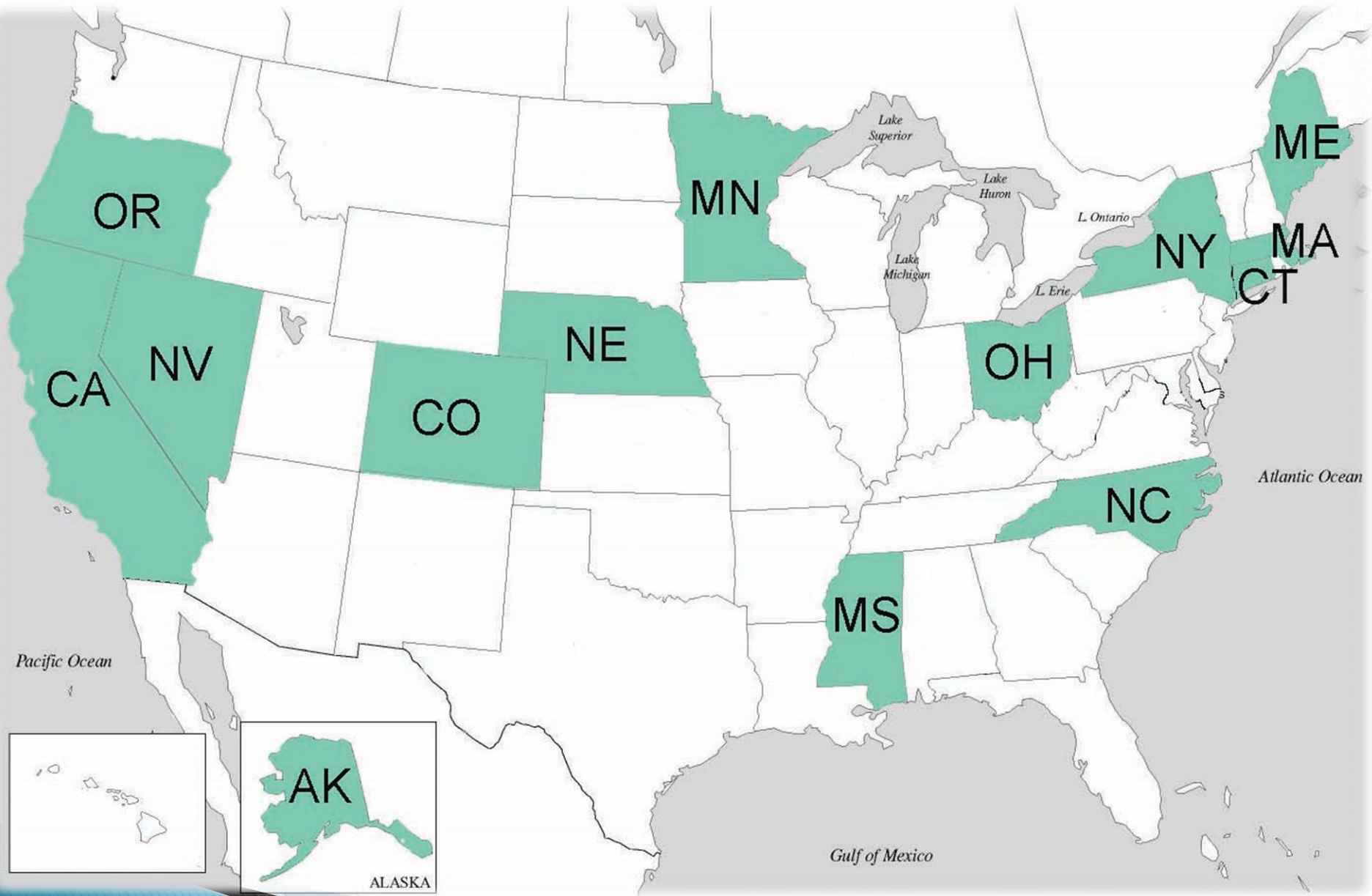
1 / 2 of 1 percent of Colorado
“General Fund” revenue

Tax Revenue to Colorado

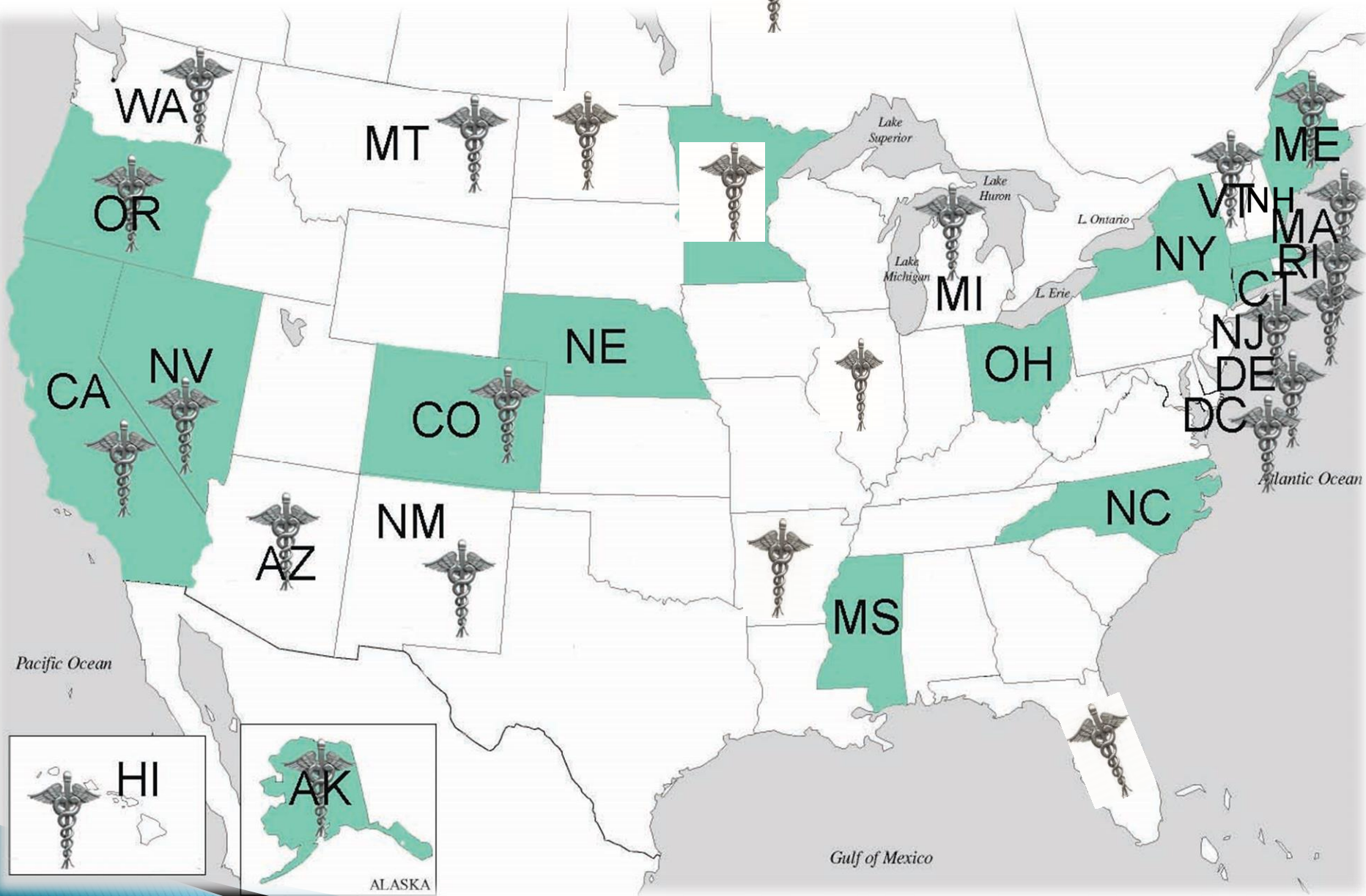


2015 Marijuana Tax
Revenue to State = 0.5 %

Decriminalization



Decriminalization Medical Marijuana



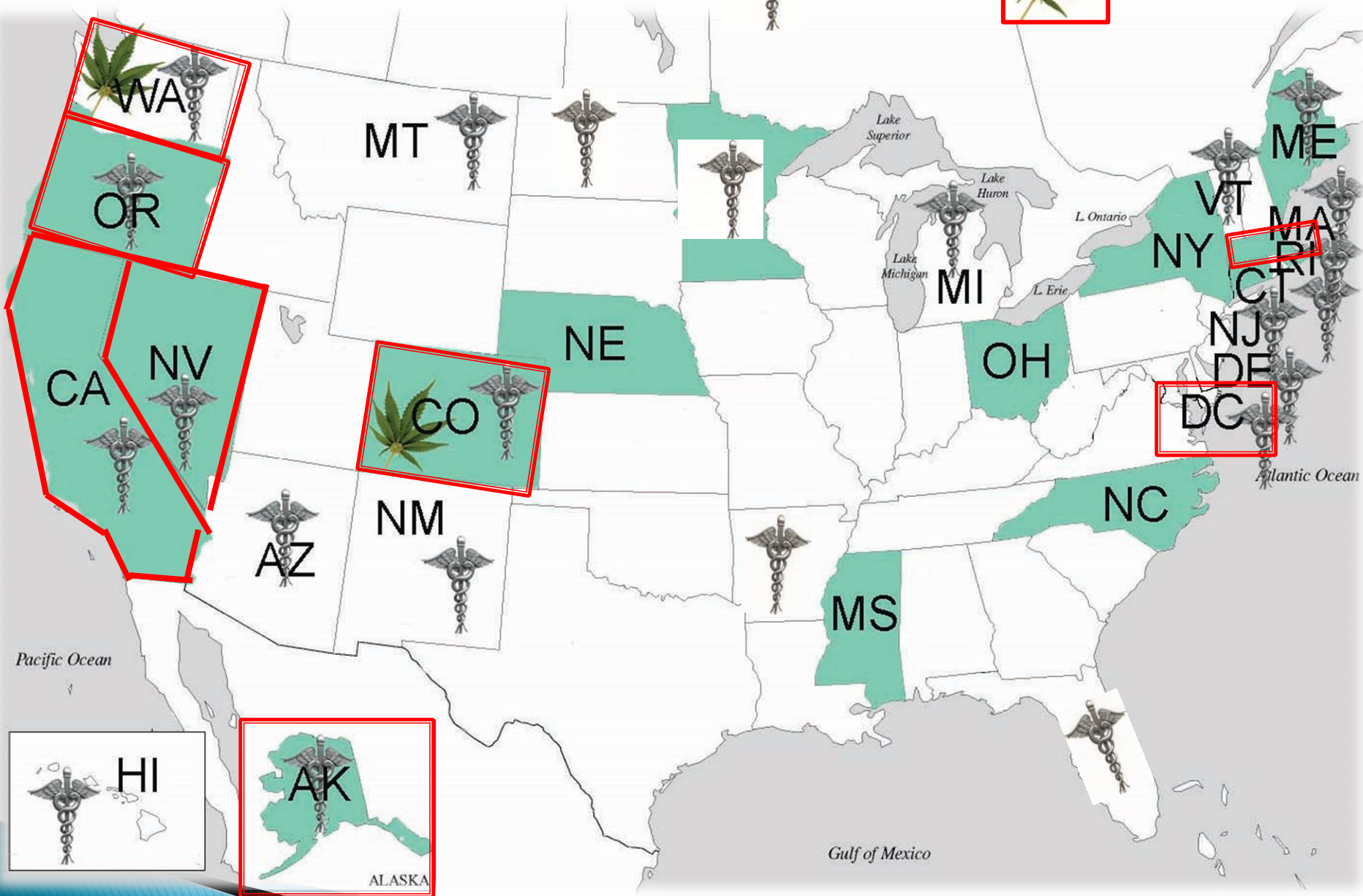
Decriminalization



Medical Marijuana



Legalized



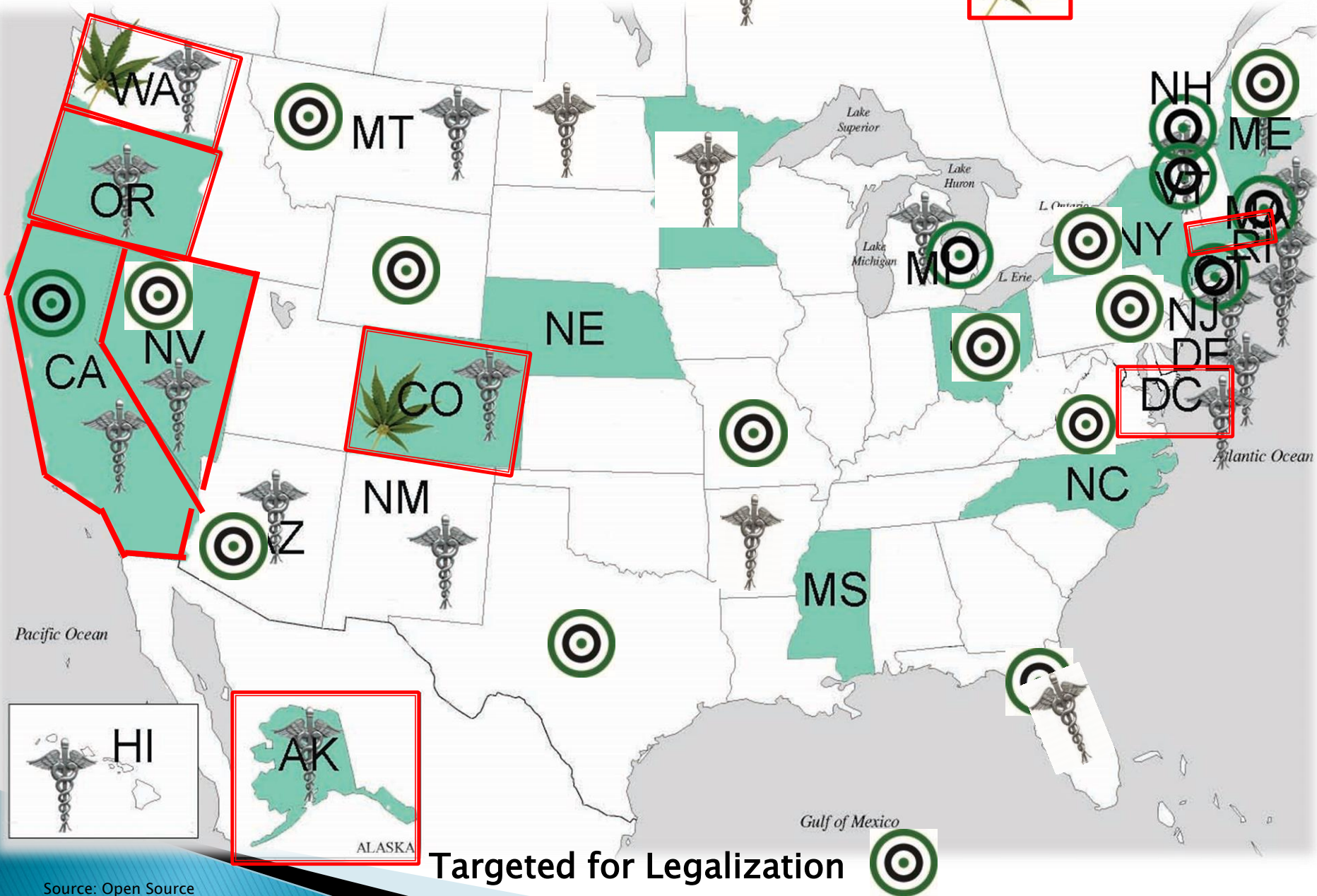
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Medical Marijuana



Legalized



Targeted for Legalization



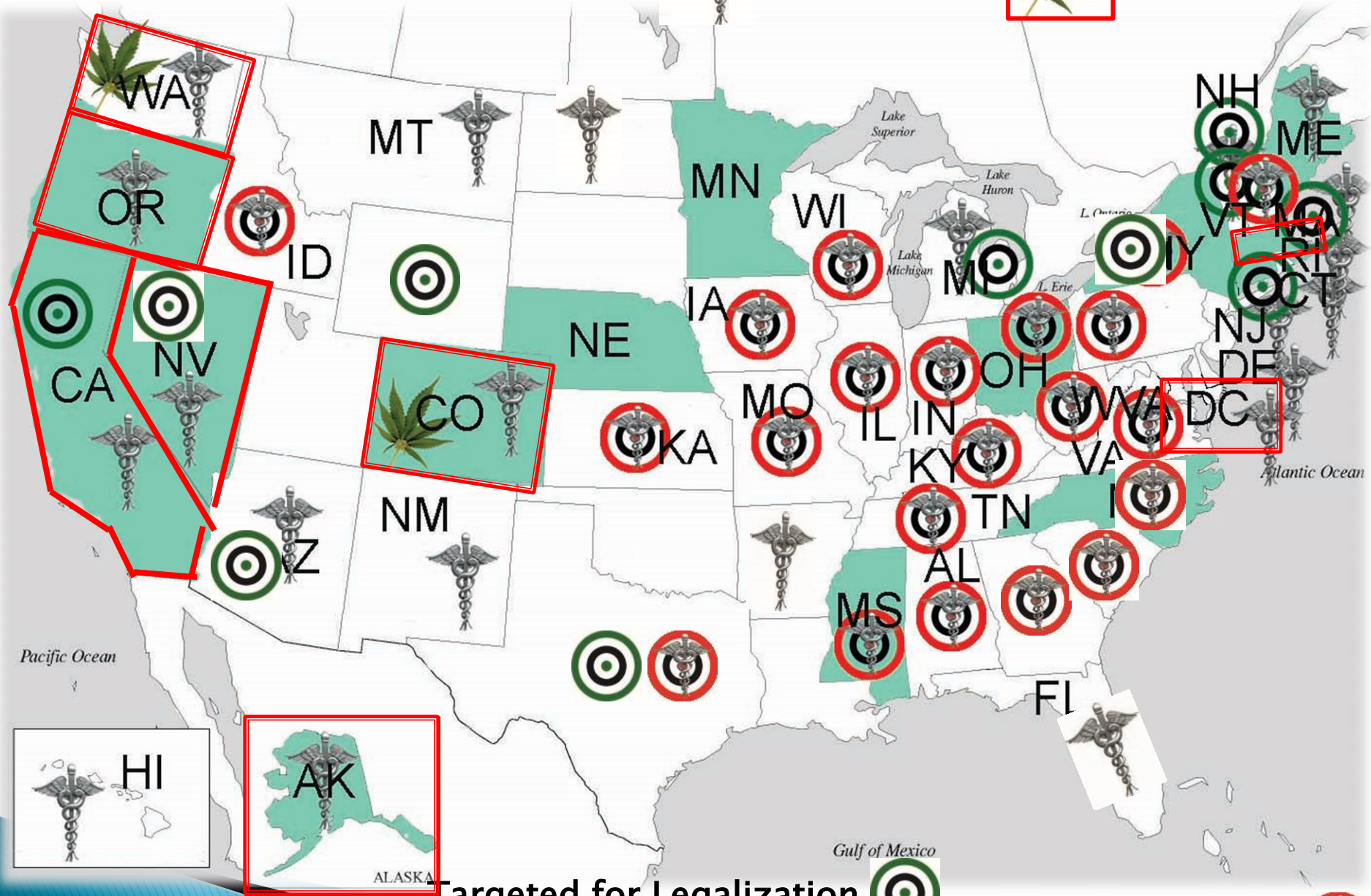
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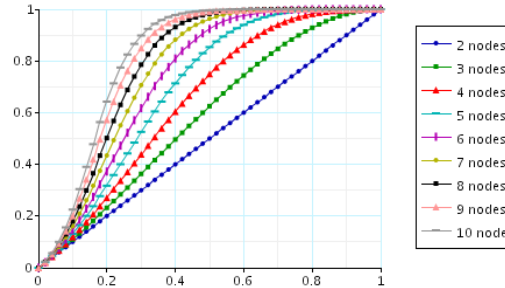
Targeted for Legalization

Targeted for Medical

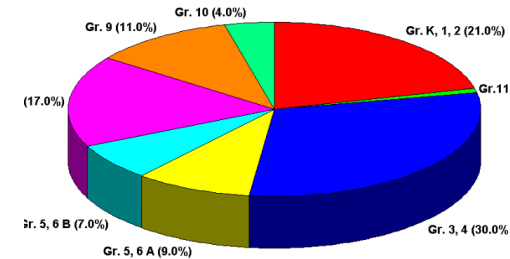
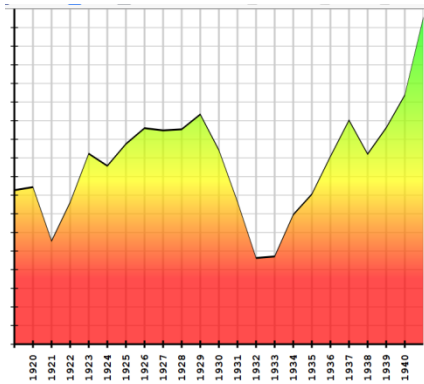
Heroin in Colorado

- ▶ Something to remember about statistics

$$Std(X) = 2$$



$$Var(X)$$





Marijuana and Traffic Related Issues >>

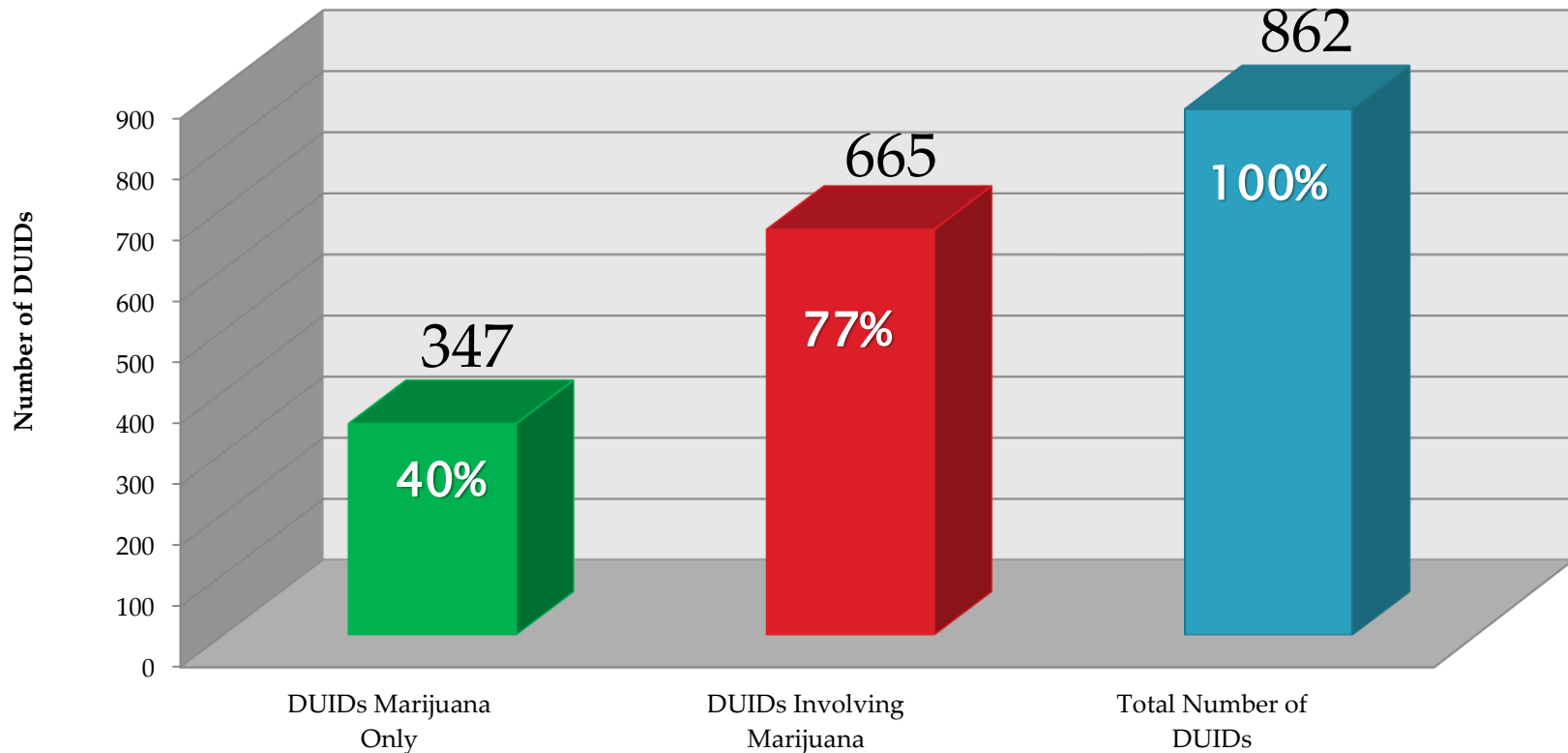
DUID – Colorado Law Enforcement

- ▶ Marijuana's abundance in Colorado is causing more police agencies to track data on impact to community and public safety
- ▶ DUID rates involving marijuana have increased sharply
- ▶ Denver Colorado Police Department
 - Marijuana DUID cases increased 128 % from 2013
- ▶ Aurora Colorado Police Department
 - 65% of 2014 DUID cases involved marijuana
- ▶ Larimer County Colorado Sheriff's Office
 - ▶ 63% of 2015 DUID cases involved marijuana
 - ▶ 60% of 2014 “ “
 - ▶ 54% of 2013 “ “



DUID – Colorado State Patrol

Colorado State Patrol
Number of DUIDs, 2015



No change in percentages from 2014

SOURCE: Colorado State Patrol, 2016

The Legalization of Marijuana in Colorado: The Impact

- ▶ **Driving fatalities data in Colorado**
- ▶ Traffic deaths have increased since 2012
 - 2002 = 667 (high)
 - 2015 = 547



Efforts to reduce deaths

- Safer vehicles
- Public awareness campaigns for alcohol
- Less miles driven
- Increased efforts by law enforcement

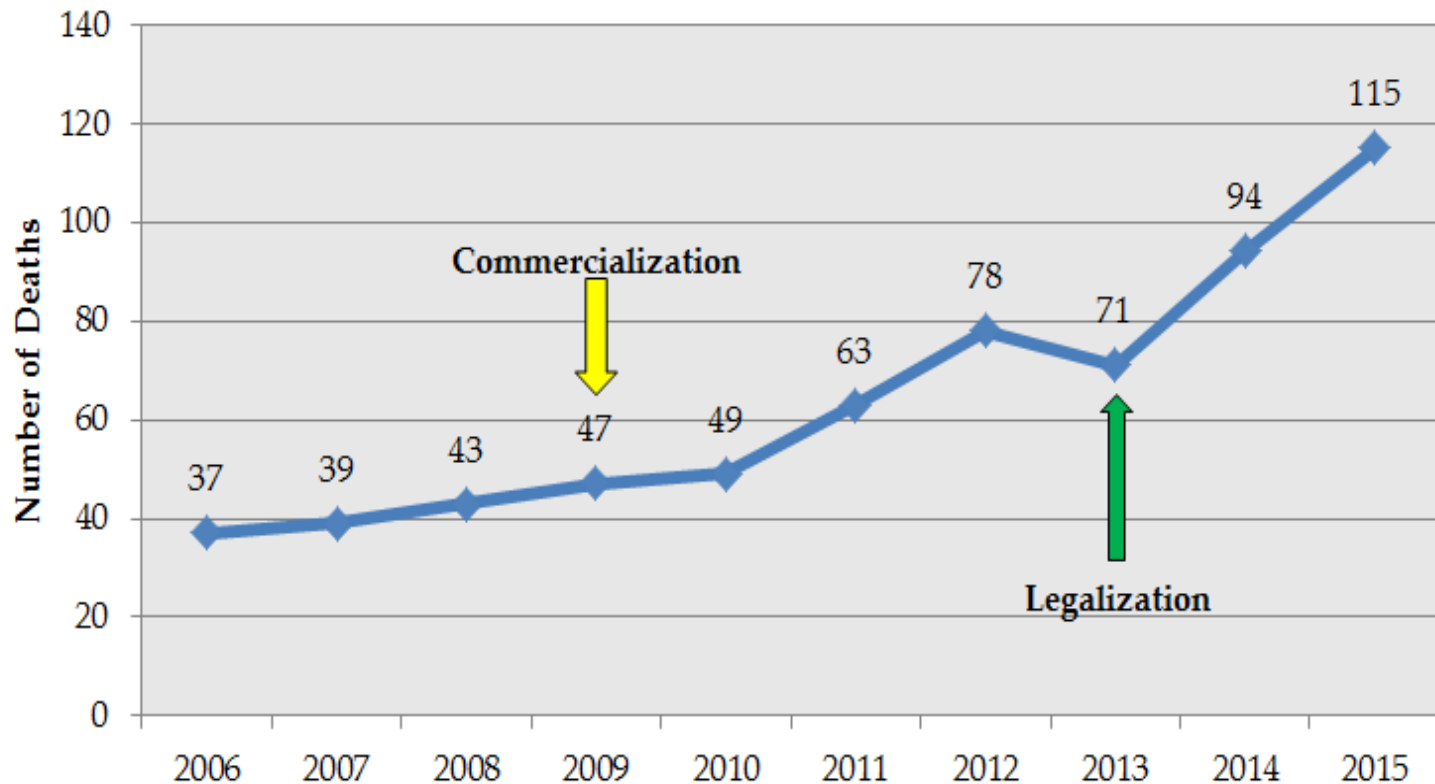
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Traffic Deaths Related to Marijuana*



*Number of Fatalities Involving Operators Testing Positive for Marijuana

The Legalization of Marijuana in Colorado: The Impact

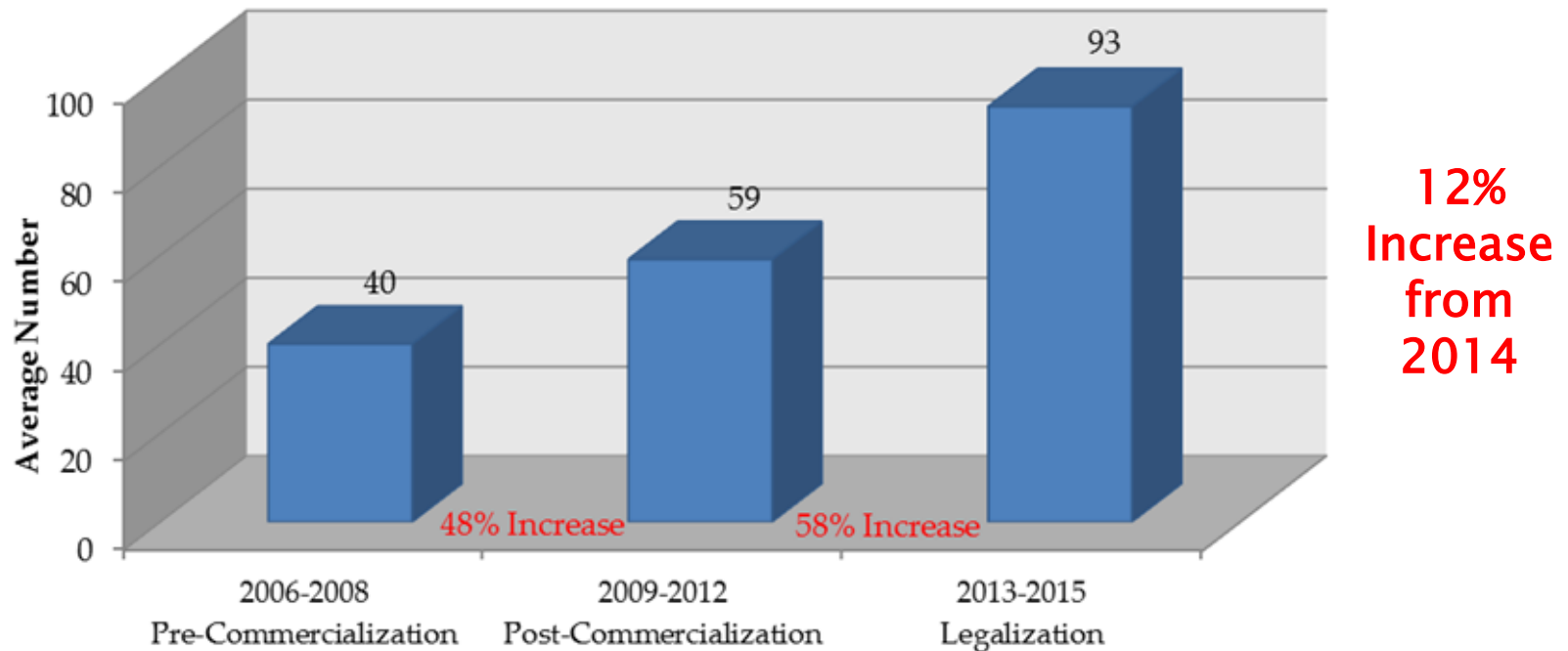
Percent of All Traffic Deaths That Were Marijuana Related*



*Percent of All Fatalities Where the Operators Tested Positive for Marijuana

Average Number of Traffic Deaths Related to Marijuana by Era

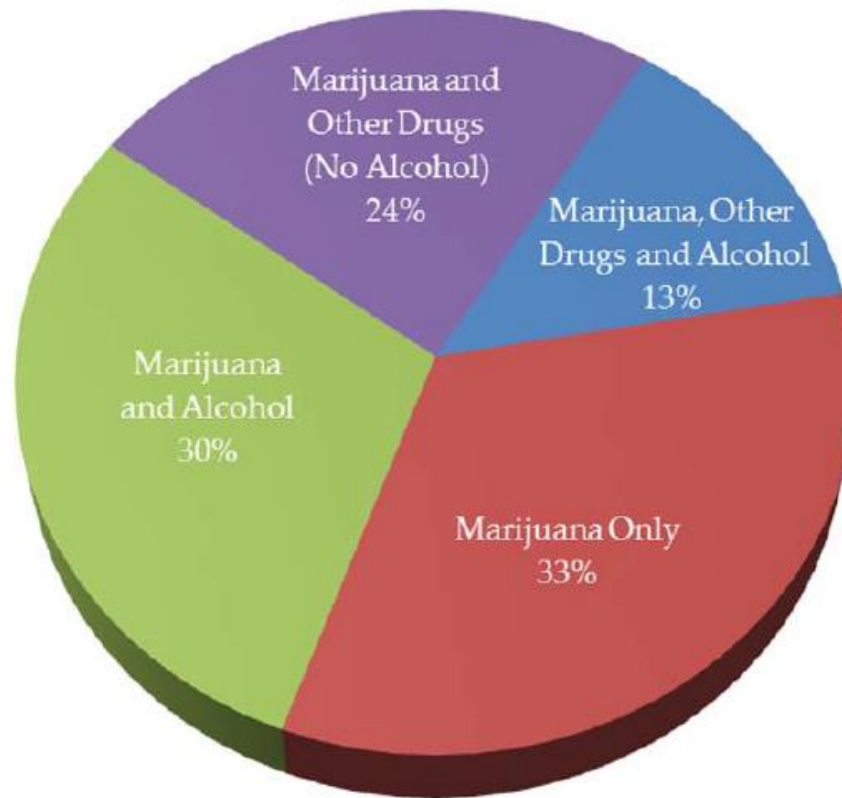
Average Number of Traffic Deaths Related to Marijuana*



*Average Number of Fatalities when an Operator Tested Positive for Marijuana

The Legalization of Marijuana in Colorado: The Impact

Drug Combinations for Operators Positive for Marijuana*, 2015



*Toxicology results for all substances present in individuals who tested positive for marijuana

The Legalization of Marijuana in Colorado: The Impact

- ▶ Driving fatalities data
- ▶ National Organization for the Reform of Marijuana Laws (NORML)
 - Discourages driving for recent users
- ▶ Columbia University (School of Public Health)
 - Risk of accident increases 2.7 times for users
- ▶ National Highway Transportation Administration (NHTSA 2004)
 - Marijuana significantly impairs one's ability to operate a motor vehicle
- ▶ Students Against Destructive Decisions (SADD / Liberty Mutual 2013)
 - 25 % admit to driving after drinking or using marijuana
 - 75% of those said marijuana does not adversely impair their ability to drive

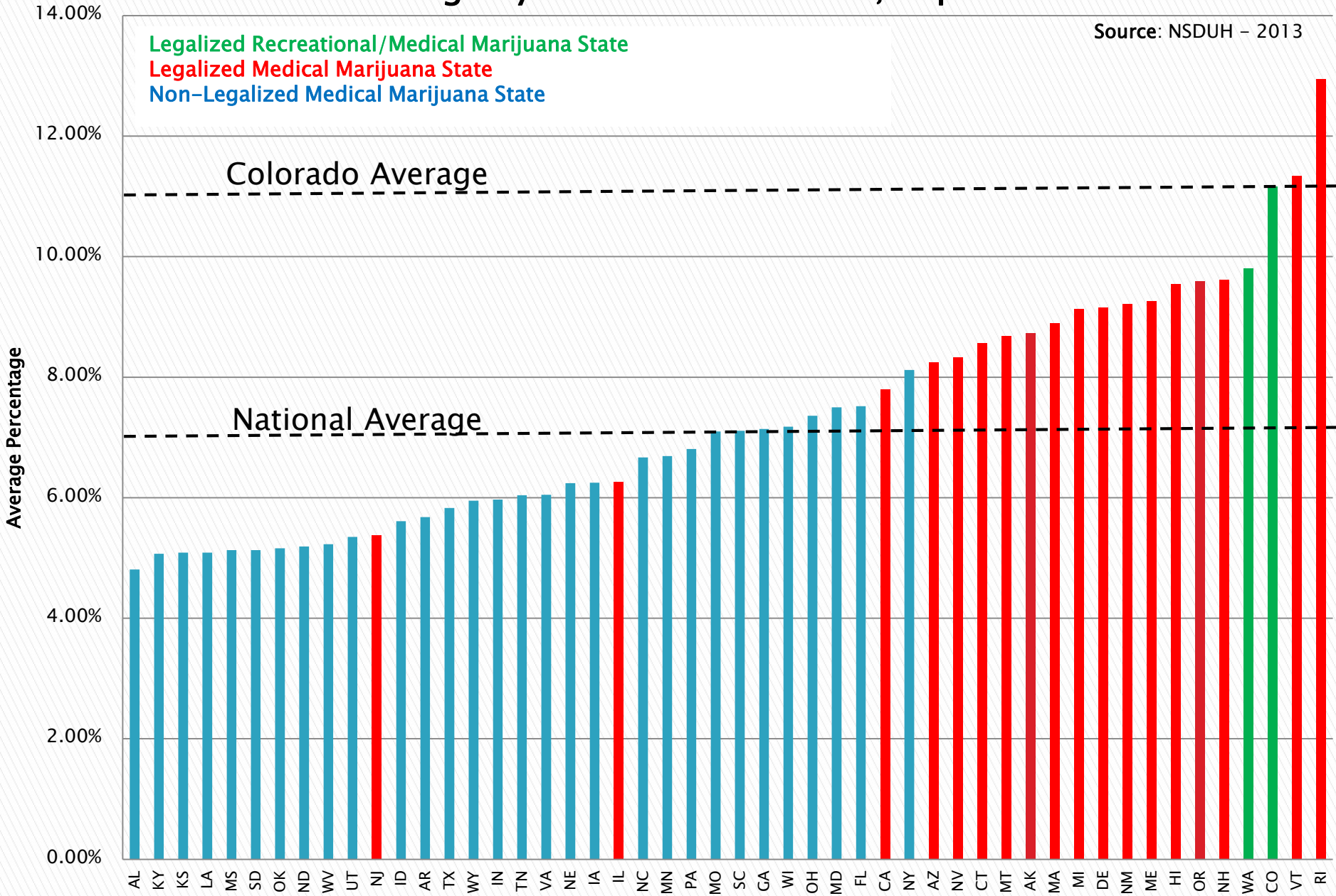


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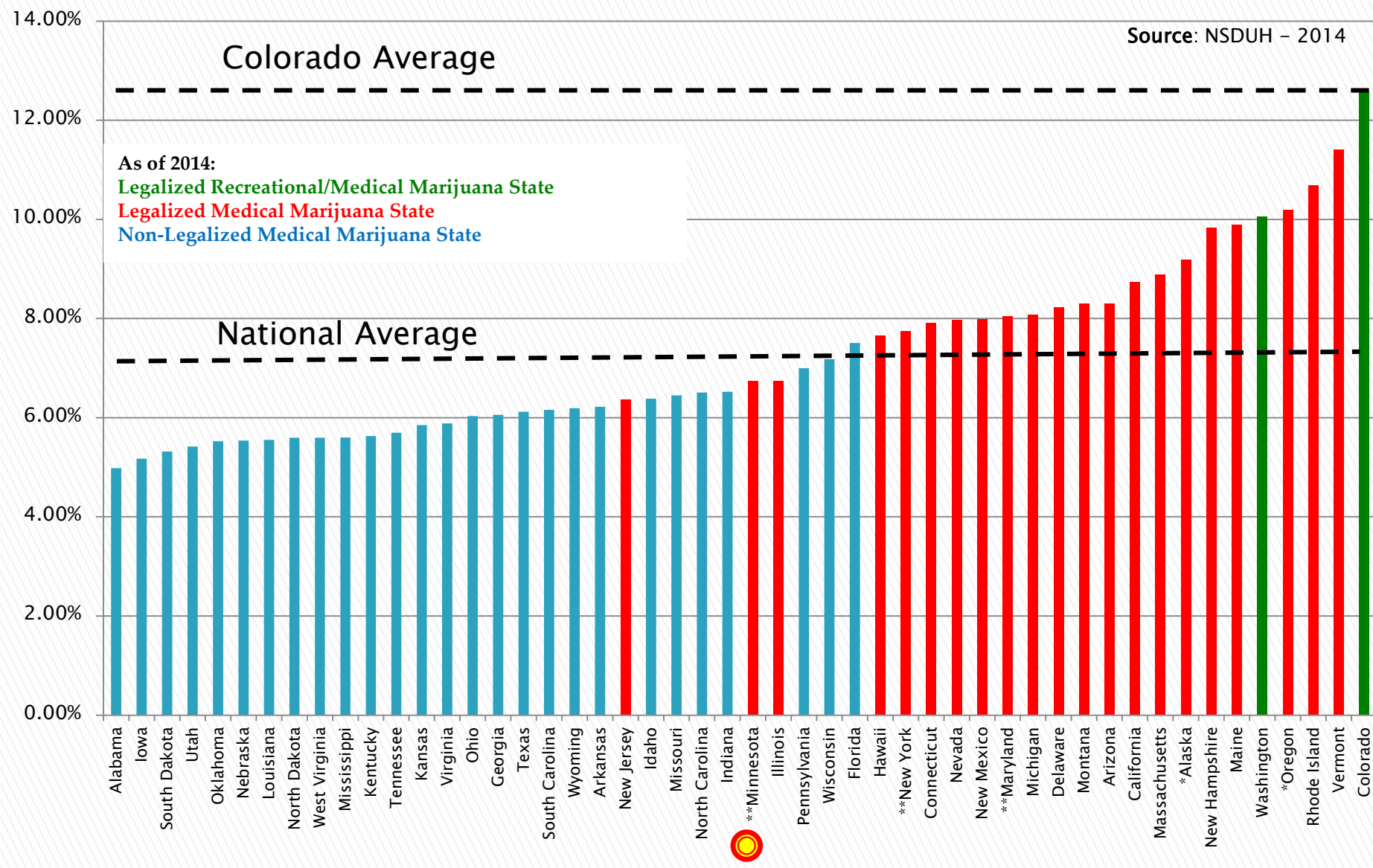
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- ▶ Contributing factors to drug abuse

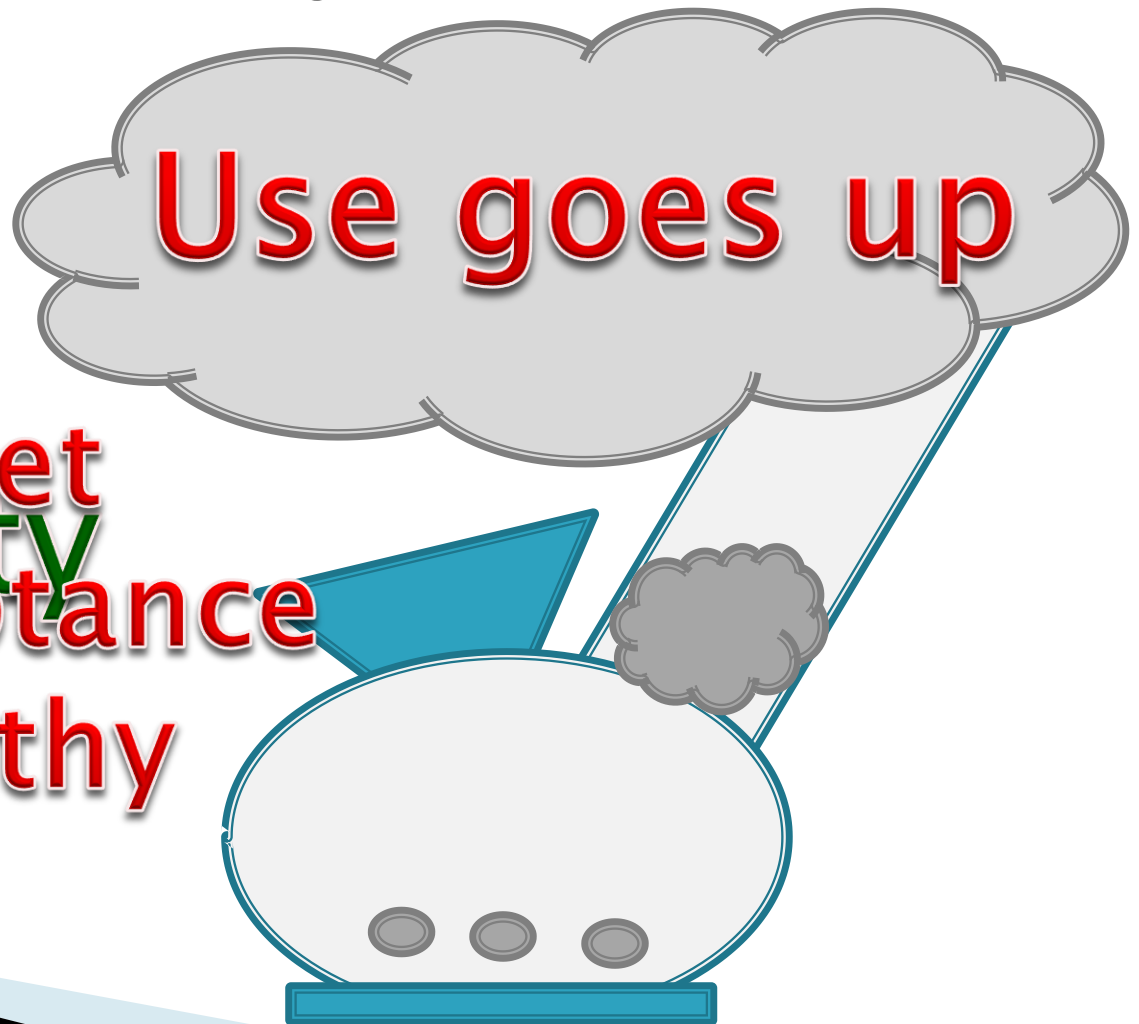
Harm

Risk

Easy to get

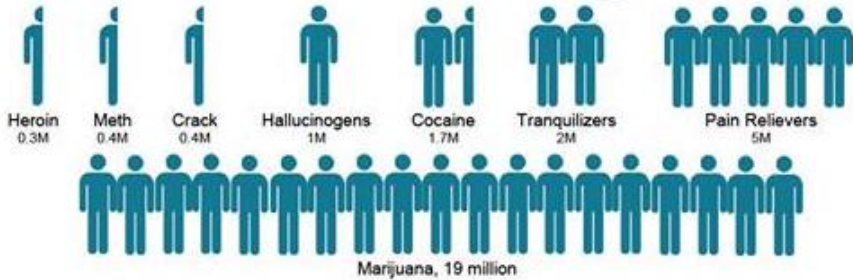
Availability
Social Acceptance

Social Apathy



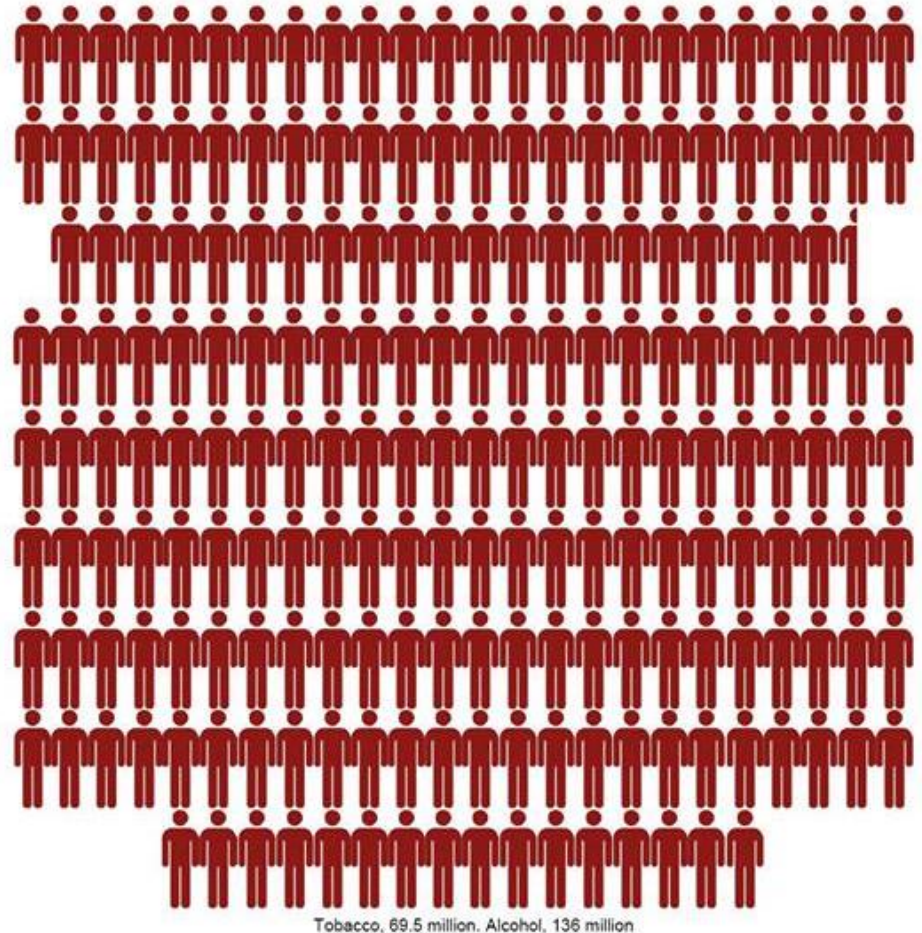
Drug Use In America

This is America on illegal drugs.



- Heroin 0.3M
- Meth 0.4M
- Crack 0.4M
- Hallucinogens 1.0M
- Cocaine 1.7M
- Tranquilizers 2.0M
- Pain Relievers 5.0M
- Marijuana 19.0M

This is America on legal drugs.



- Tobacco 69.5M
- Alcohol 136M

Current Drug Policy – Local Impact

- ▶ The question, “Is current drug policy working?”
- ▶ Not the “War on Drugs” cliché
 - 1971 – Richard Nixon
 - Term is out of date & out of context
 - We have learned a great deal in last 40+ years
- ▶ Current policy on drug use & reduction focuses on:
 - Drug abuse reduction, treatment and cost effectiveness of prevention efforts (ROI)
 - **It’s better to inform and educate ...**
 - **Than to treat and incarcerate**

Drug Policy – Local Impact

Treat marijuana like alcohol motto



Effects of alcohol are backed by years of valid research ...

Long term evidence based marijuana research is lacking



**For many reasons, I prefer...
marijuana over alcohol.**

Does that make me a bad person?

RegulateMarijuana.org

114TH CONGRESS
1ST SESSION

H. R. 1013

To decriminalize marijuana at the Federal level, to leave to the States the power to regulate marijuana that is similar to the power to regulate alcohol, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

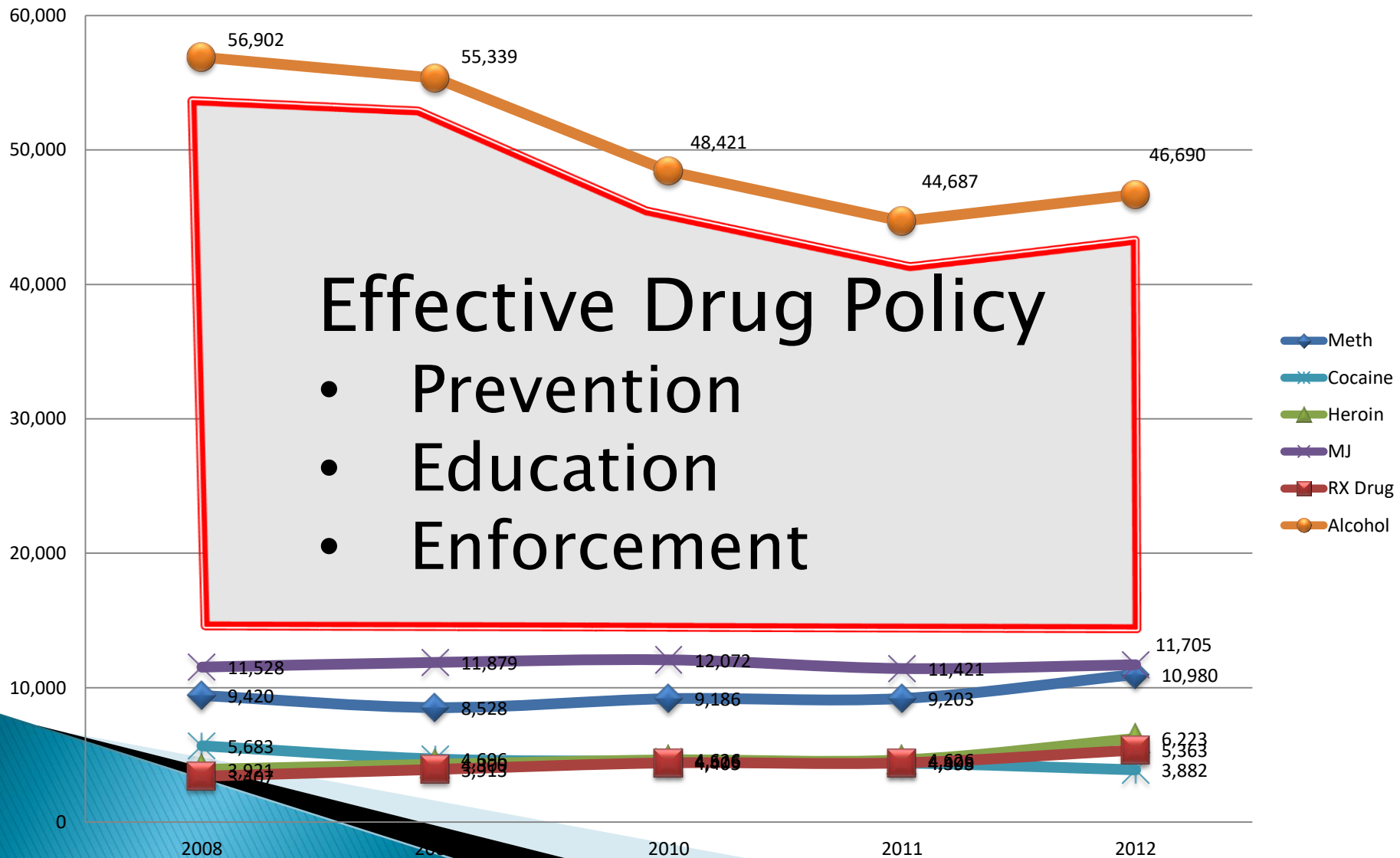
FEBRUARY 20, 2015

Mr. POLIS (for himself, Mr. BLUMENAUER, Mr. POCAN, Mr. SWALWELL, Mr. HONDA, Mr. NORTON, Mr. COHEN, Mr. LOWENTHAL, Mr. CAPRIANO, Ms. GONZALEZ, Ms. PINGREE, and Ms. LEE) introduced the following bill; which was referred to the Committee on Energy and Commerce, and in addition to the Committees on Energy and Commerce, Ways and Means, Natural Resources, and Agriculture, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

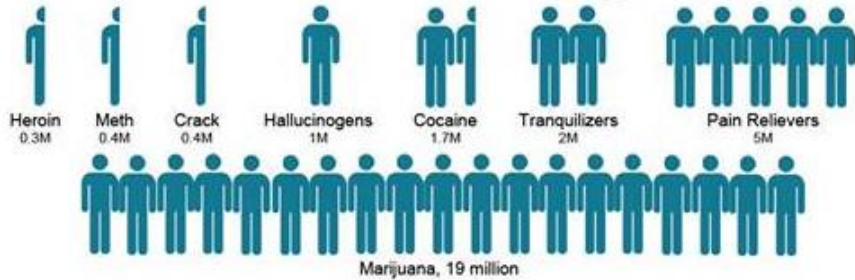
Drug Policy -The Impact

RMHIDTA States Drug Treatment Admissions Source: TEDS



Drug Use In America ... What If ??

This is America on illegal drugs.



This is America on legal drugs.



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Marijuana and Emergency Room Visits >>

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◦ 2011 – 8,198	22.4
◦ 2012 – 9,982	27.3
◦ 2013 – 14,148	38.7
◦ 2014 – 18,255	50



The Legalization of Marijuana in Colorado: The Impact

▶ Emergency Room Treatment Points

- Marijuana ingestion by children under 12 increased
 - Most common source = infused food products
 - Toddlers hand to mouth exploration



▶ 21 – 65+

- Colorado higher than national average
 - Primary issue – potency of the THC
 - Too high too fast .. *“Not like when we were in school”*

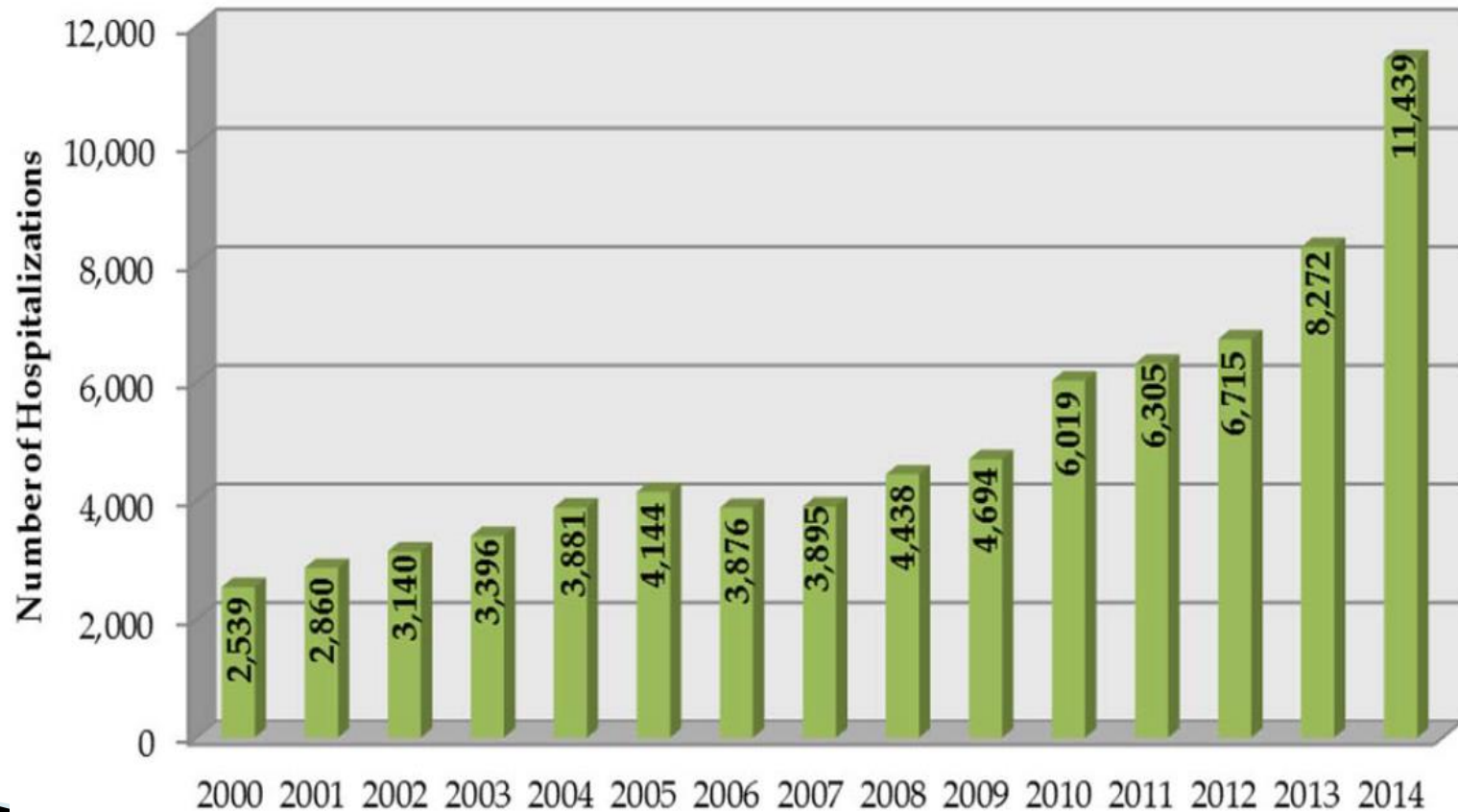


The Legalization of Marijuana in Colorado: The Impact



The Legalization of Marijuana in Colorado: The Impact

Hospitalizations Related to Marijuana

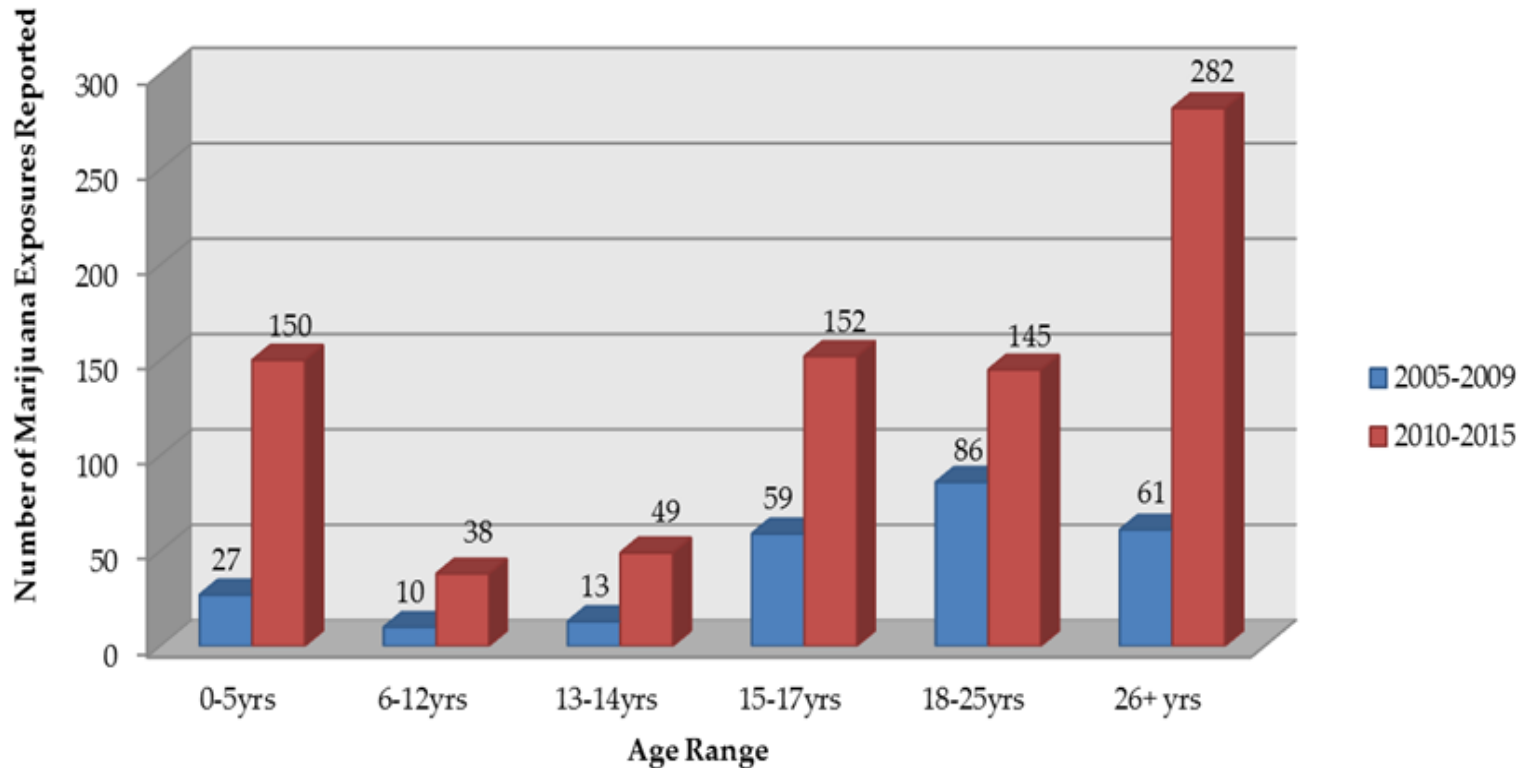




Marijuana and Poison Control Cases >>

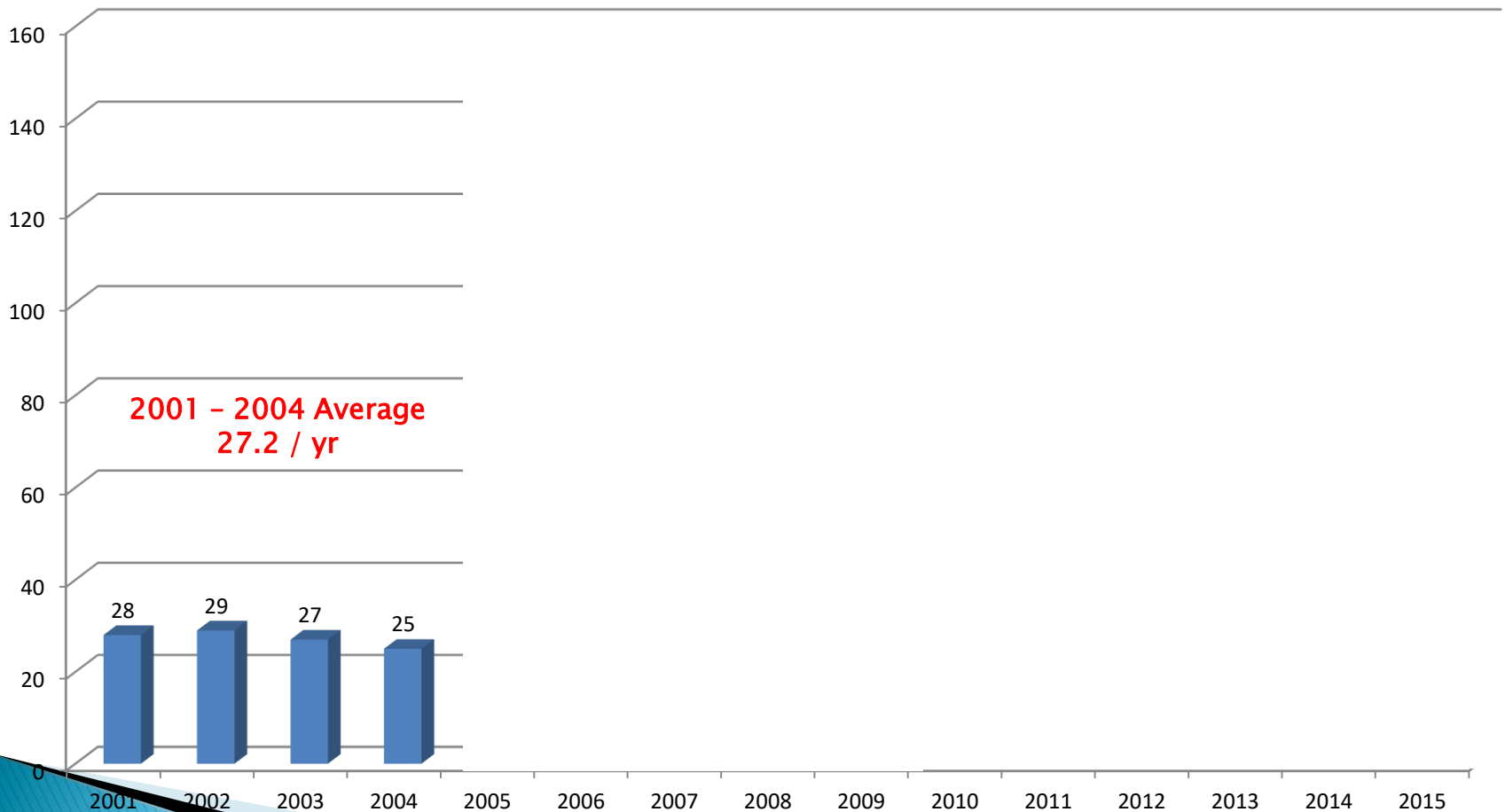
The Legalization of Marijuana in Colorado: The Impact

Number of Marijuana-Related Exposures,
by Age Range

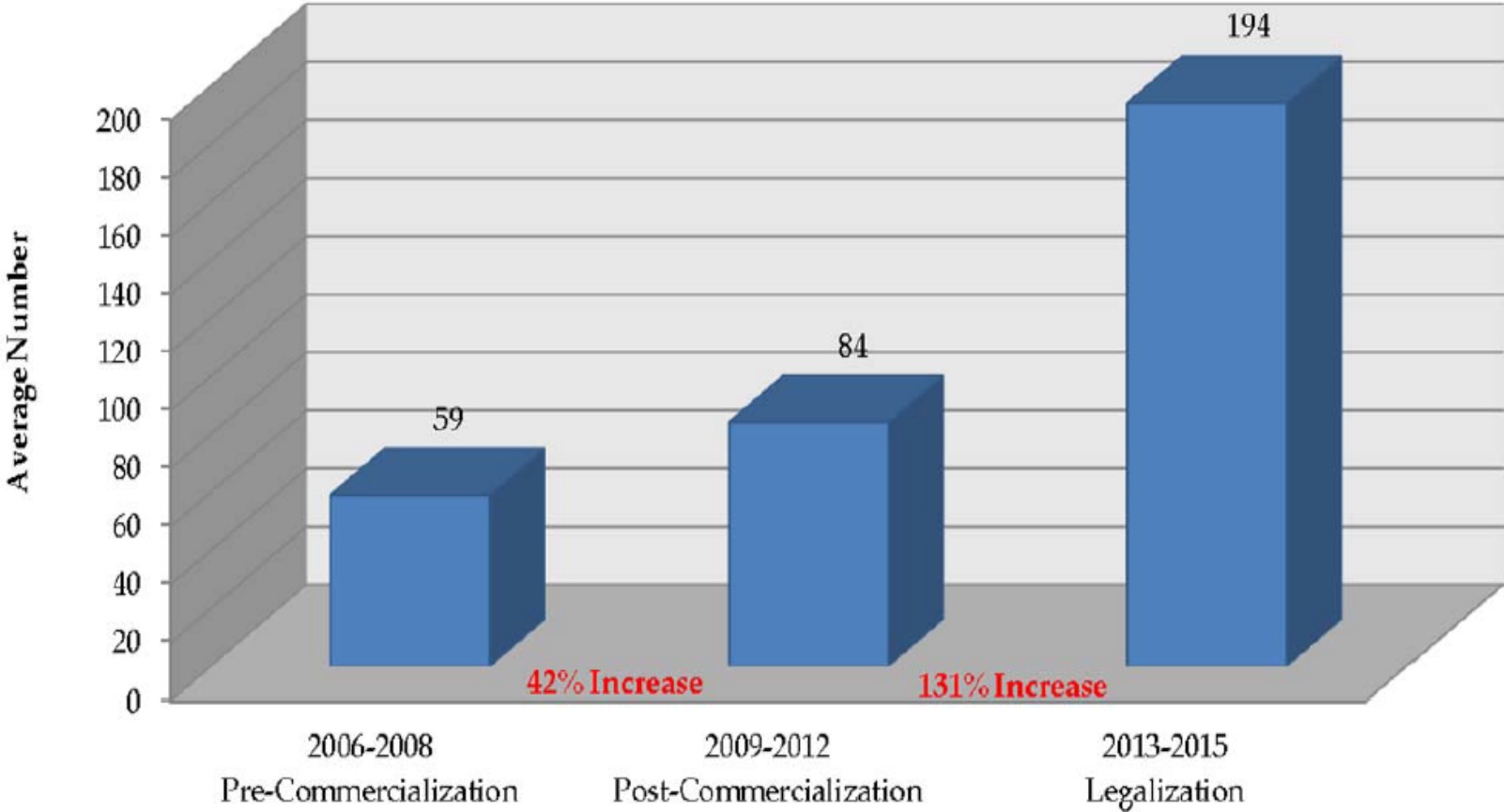


The Legalization of Marijuana in Colorado: The Impact

Reported Exposures For Marijuana Only



Average Number of Marijuana-Related Exposures All Ages

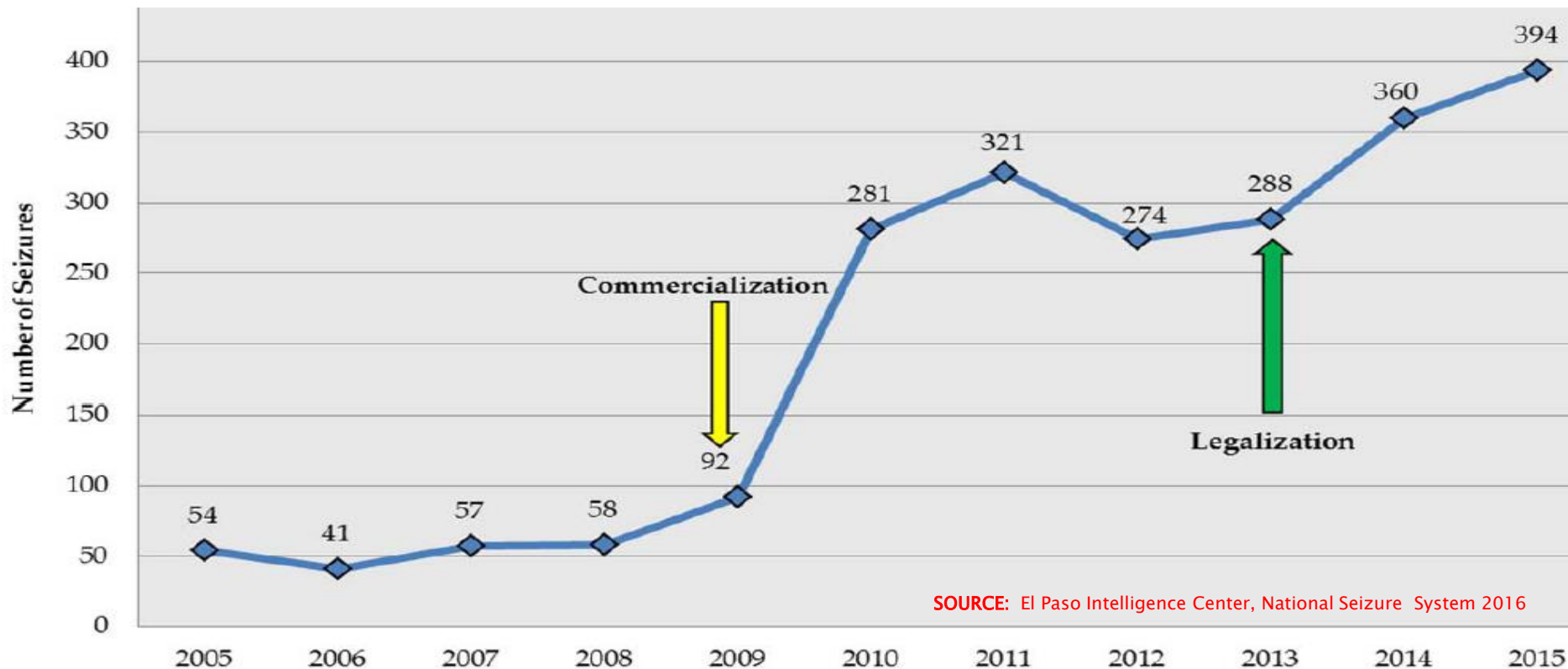




Diversion of Marijuana from Colorado >>

The Legalization of Marijuana in Colorado: The Impact

- ▶ **Diversion – By motor vehicles**
- ▶ Interdiction seizures have increased
 - 2005–2008 = 52 seizures per year (average)
 - 2010–2015 = 319 seizures per year (average)





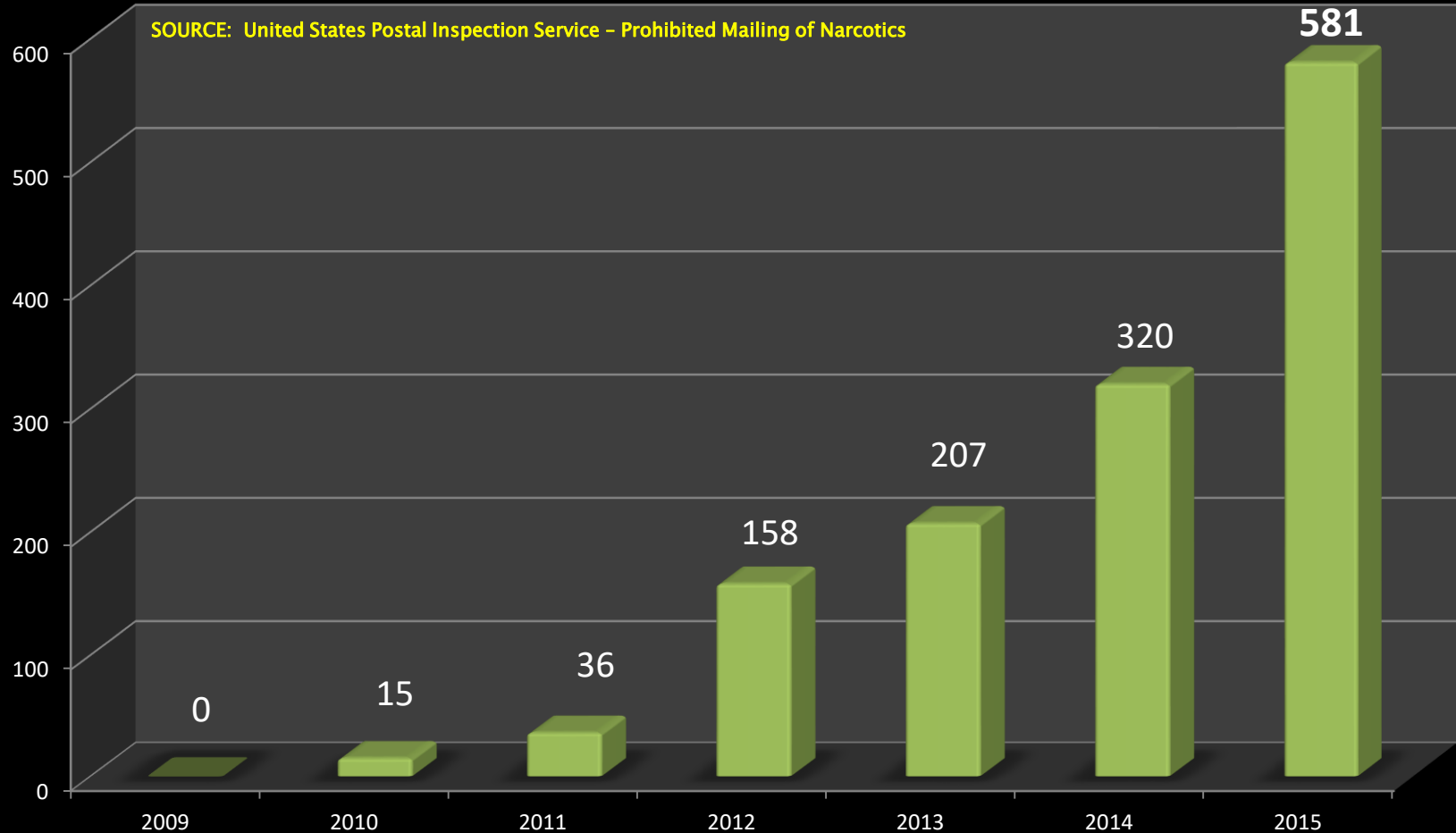
The Legalization of Marijuana in Colorado: The Impact

- ▶ **Diversion – By United States Postal Packages**
- ▶ **Mailing offers traffickers positive options**
 - Less risk of apprehension
 - Less risk of follow up by law enforcement
 - Cheaper than driving
 - Less chance of losing an entire load
- ▶ **Seizures increasing since 2013**
 - Parcels up 427 percent
 - Pounds up 471 percent



The Legalization of Marijuana in Colorado: The Impact

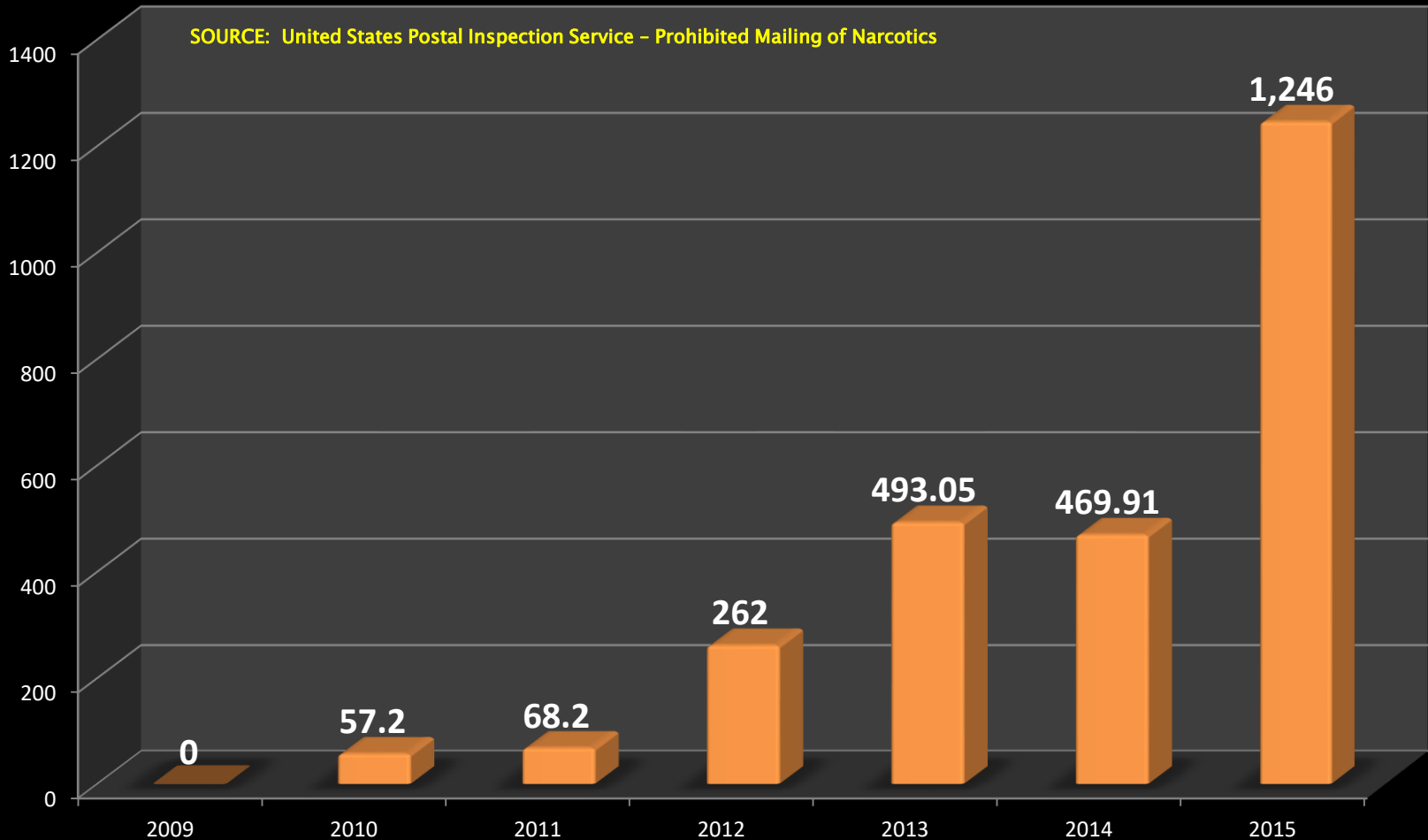
Marijuana Parcels Mailed from Colorado to Another State



The Legalization of Marijuana in Colorado: The Impact

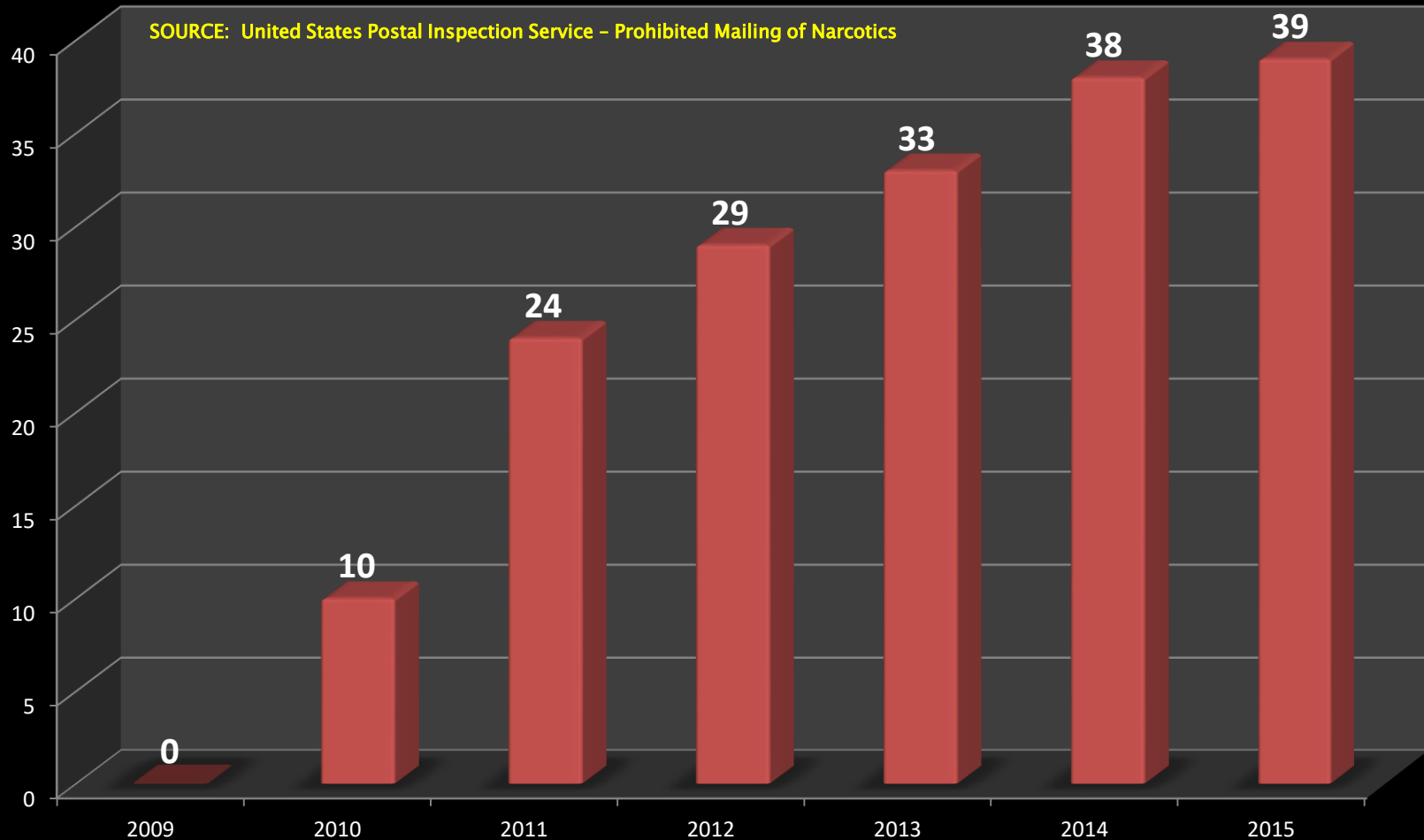
Pounds of Marijuana Seized from Colorado by U.S. Postal

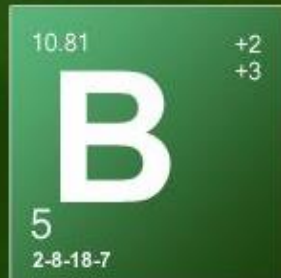
SOURCE: United States Postal Inspection Service - Prohibited Mailing of Narcotics



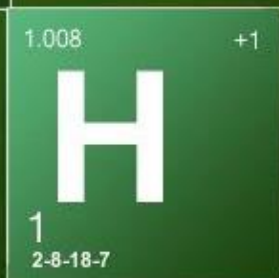
The Legalization of Marijuana in Colorado: The Impact

Number of States Destined to Receive Colorado Marijuana Parcels





utane



oney



il

THC Extraction Lab Explosions >>

The Legalization of Marijuana in Colorado: The Impact

THC Extraction Labs – Talking points

- ▶ From 2013 – 2014 there has been an increase in:
 - Lab explosions – Up 166 percent
 - Injuries from lab explosions – up 67 percent
 - Self admitted burn victims up over 50 percent
 - University of Colorado Hospital Burn Unit
- **Usage Side Note**
 - THC potency levels increasing
 - Better strands of more potent marijuana being produced
 - More efficient means of extraction of THC

The Legalization of Marijuana in Colorado: The Impact



BHO 101....













READY

EXTRA BURNER



BHO Explosion Hazard

Simple Math 1 : 230



1 Unit of This Equals



230 Units of This








The Legalization of Marijuana in Colorado: The Impact

Injuries and Hospital Admissions





- Injuries include but are not limited to severe burns to hands, arms and face.
 - Many requiring skin grafts








Since Marijuana was Legalized – A Snapshot Summary in Colorado

Topic	Change	Comments
Public Safety – Driving		
Marijuana Impaired Driving Incidents		By multiple agencies
Marijuana Related Fatal Accidents		Up by 48% since 2012
Youth Impacts 12 – 17 yrs		
Use in Last 30 Days		#1 Nationally
Marijuana Suspension / Expulsion		-5 % since 2014 Referrals to LEA by Schools- Down
Probation Drug Testing		Increased 21% since 2012





Since Marijuana was Legalized – A Snapshot Summary in Colorado

Topic	Change	Comments
Adult Impacts 18 –25 yrs		
Use in Last 30 Days		#1 Nationally
Probation Drug Testing		All time high
Adult Impacts 26+ yrs		
Use in Last 30 Days		#1 Nationally
Probation Drug Testing		All time high

Since Marijuana was Legalized – A Snapshot Summary in Colorado

Topic	Change	Comments
Medical / Treatment Impact		
MJ Related Admissions		35% increase
Emergency Department Visits		50 People per day
Exposures 0–5 yr olds		All time high
THC Extraction Labs		
Incidents since 2012		Near triple 2013 rate
Injuries From		Double 2013 rate

Since Marijuana was Legalized – A Snapshot Summary in Colorado

Topic	Change	Comments
Criminal Activity		
Diversion by Motor Vehicle		All time high
Diversion by Package / Mail		Impacts 76 % of US
Reported Violent Crime Rate (Denver)		Increase 49% since 2012
Reported Property Crime Rate (Denver)		Increase 2% since 2012

Something to Remember in Closing

- ▶ Evil and Ostriches

If we keep our heads in the sand ...



The other end is hanging out ...

The Legalization of Marijuana in Colorado: The Impact

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- ▶ WWW.RMHIDTA.ORG
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