What the U.S. can learn from the changes in cannabis use across Canada?

David Hammond PhD





Disclosures

NO INDUSTRY FUNDING OR INTERESTS TO DECLARE.

CONSULTANT / PAID SPEAKER / ADVISORY COMMITTEES

- · Regulatory agencies e.g., Canada, Australia, UK, EC
- · Non-governmental associations e.g., CCS, Heart & Stroke Foundation
- · International public health authorities e.g., WHO

PAID EXPERT TESTIMONY - PUBLIC HEALTH LITIGATION

Tobacco

· Canada, Norway, Australia, UK, Ireland, Uruguay, Uganda, NB, AB, Class actions

Vaping

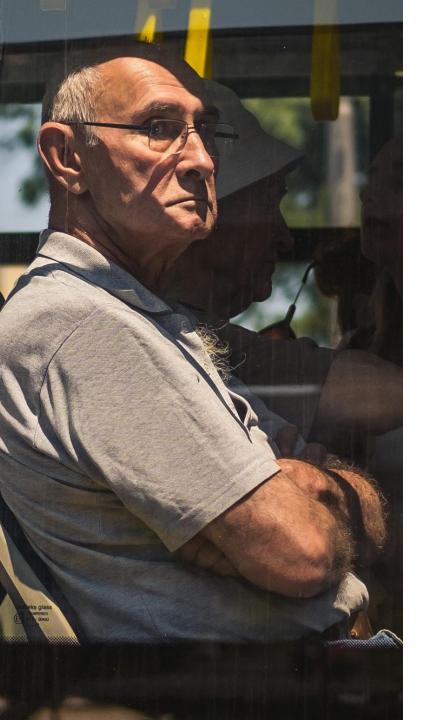
· Canada, NB

Cannabis

Canada, Quebec

Food & beverage

San Francisco



There are diverse perspectives on the impact and 'effectiveness' of cannabis legalization.

Industry

©CBCNEWS

With pot rules under the microscope, some entrepreneurs say Ottawa is stunting the industry's growth



SOURCE: HTTPS://WWW.CBC.CA/NEWS/POLITICS/CANNABIS-RULES-INDUSTRY-CONCERN-1.6810922

Indigenous peoples

CBCNEWS

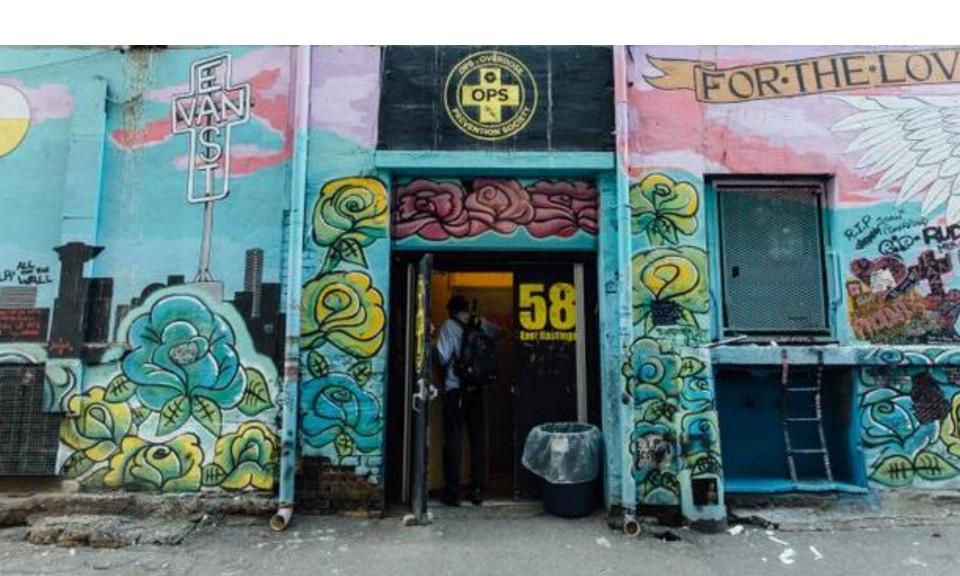
Senate committee urges Cannabis Act overhaul to address exclusion of First Nations

Committee chair says situation 'yet another example of how Indigenous Peoples are being let down by Canada'



SOURCE: HTTPS://WWW.CBC.CA/NEWS/INDIGENOUS/SENATE-INDIGENOUS-COMMITTEE-CANNABIS-

Harm reduction & substance use crisis



Population-level impact from a public health perspective.





International context



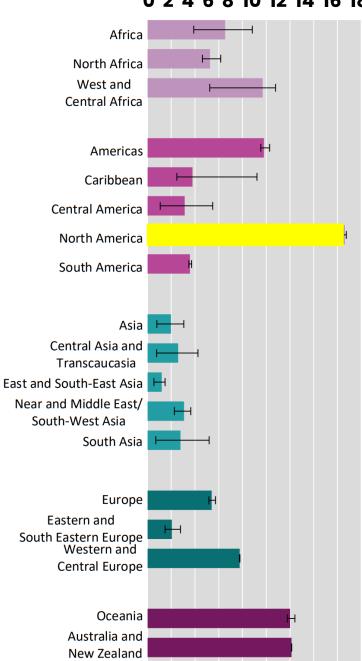
0 2 4 6 8 10 12 14 16 18%

GLOBAL TRENDS

Cannabis use

USE IN PAST YEAR, 2020

SOURCES: UNODC, WORLD DRUG REPORT 2022,



US & Canada have highest cannabis prevalence among legal markets.

CANNABIS USE IN PAST 12-MONTHS



20%



15%



24%



9%*

- ·Highly diverse product market
- ·Early adoption of medical cannabis

LESSON

Not all 'legal' cannabis markets are the same...





CANADA 2018

Private/public hybrid with high level of commercialization in production and sale of cannabis.

Alternative legal markets

Forbes

Uruguay Marks 6 Years Of Marijuana Sales, With 10.7 Million Grams Sold



Alternative legal markets

в в с

Cannabis clubs plan dilutes German drugs reforms



SOURCE: HTTPS://WWW.BBC.COM/NEWS/WORLD-EUROPE-65254141



CANNABIS LEGALIZATION Public health impact depends on how cannabis is regulated in legal markets.



CONSOLIDATION

CODIFICATION

Cannabis Act

Loi sur le cannabis

S.C. 2018, c. 16

L.C. 2018, ch. 16

Current to October 31, 2023

Last amended on April 27, 2023

À jour au 31 octobre 2023

Publié par le ministre de la Justice à l'adresse suivante

Dernière modification le 27 avril 2023

Published by the Minister of Justice at the following address

ht

Canada's cannabis legislation is based on a public health and public safety approach

CANADA VS. US STATE MODEL

Regulatory framework in Canada is less variable and more 'comprehensive' in most, but not all areas.







Jurisdictional scope

Federal & Provincial/Territorial • State-level

Price/taxation

 Excise flat rate & ad valorem (incl. THC based) Variable

Product standards

• THC 10mg limit

Minimal / Variable

Labelling & warnings

 More comprehensive warnings, standardized packaging • Smaller text

Marketing

More comprehensive

Variable

Retail

Online sales

Fewer 'opt out'

Variable

• 18, 19, 21 years of age

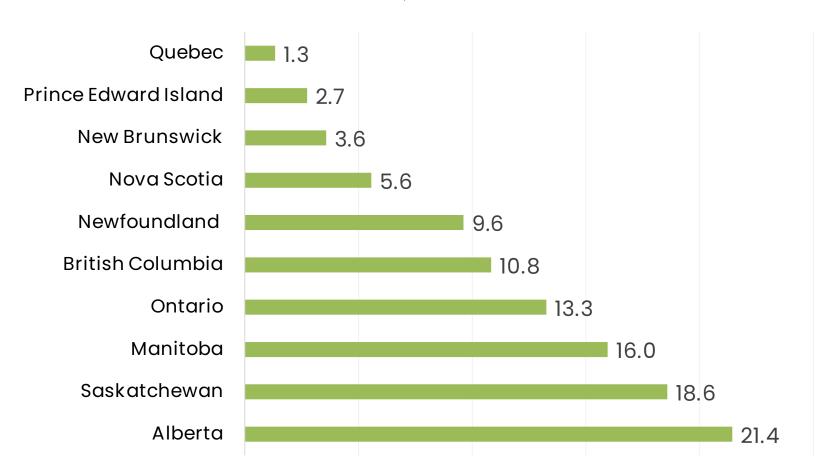
• 21 years of age

Minimum legal age

Federal legalization with provincial & territorial differences in cannabis regulations.

Retail stores number

LICENSED STORES PER 100,000 POP. - SEPT 2023



Cannabis legalization has had several positive impacts in Canada.



'Positive' impacts of legalization

- Marked declines in criminal charges
- Reductions in stigma
- Diversion of revenue to legal market
 - ~3,800 licensed stores
 - ~\$5 billion direct annual revenues
- Opportunity to shape product market

LESSON

The overall effect of cannabis legalization is similar in Canada vs. US states in several key respects:

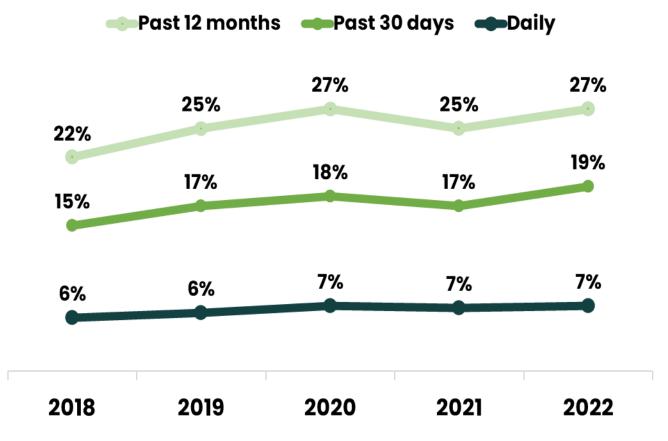
- · Patterns of use
- · Products & modes of use
- Price



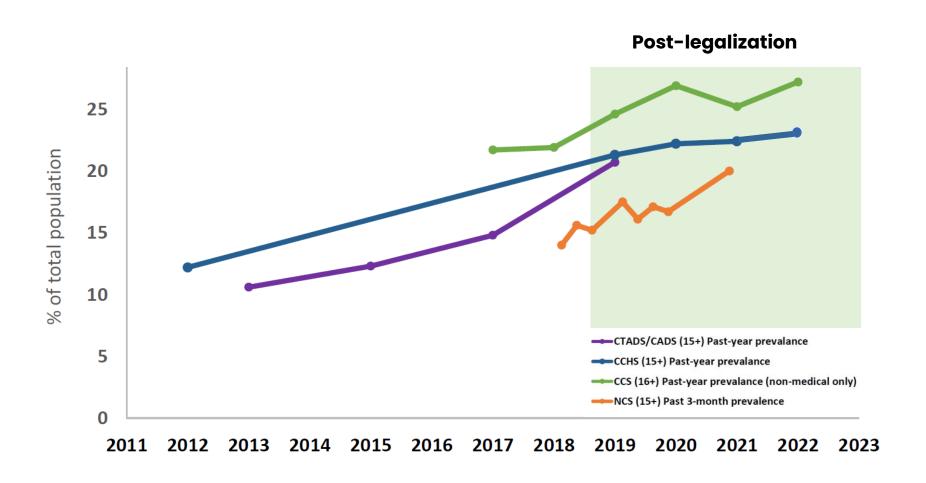
Increased prevalence since legalization.

Prevalence of cannabis use in Canada

CANADIAN CANNABIS SURVEY AGE ≥15; 2018-2022



Acceleration of pre-existing trend towards greater use following legalization?



LESSON

Distinction between 'use' and 'problematic use' more important in legal market.

<u>Mixed findings</u> on indicators of problematic cannabis use following legalization in Canada.



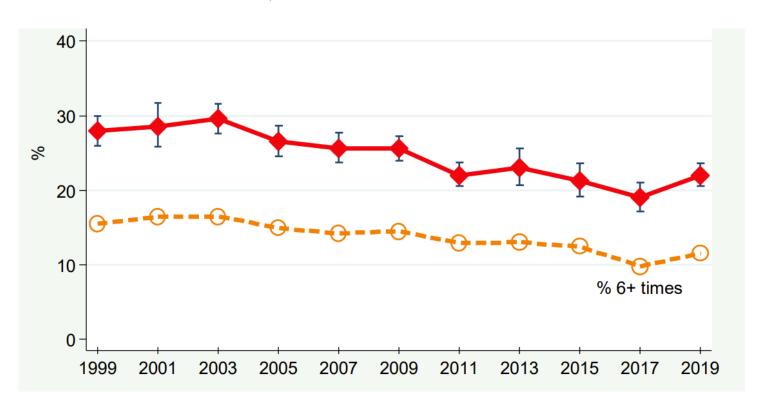


Cannabis use among youth.

Little change in cannabis prevalence among youth.

Past 12-month cannabis prevalence

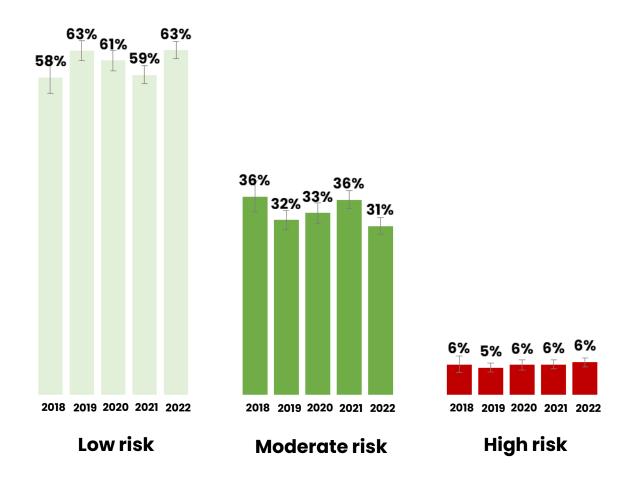
GRADES 7-12, ONTATRIO



No changes in overall indicators of risk.

Risk of problematic cannabis use

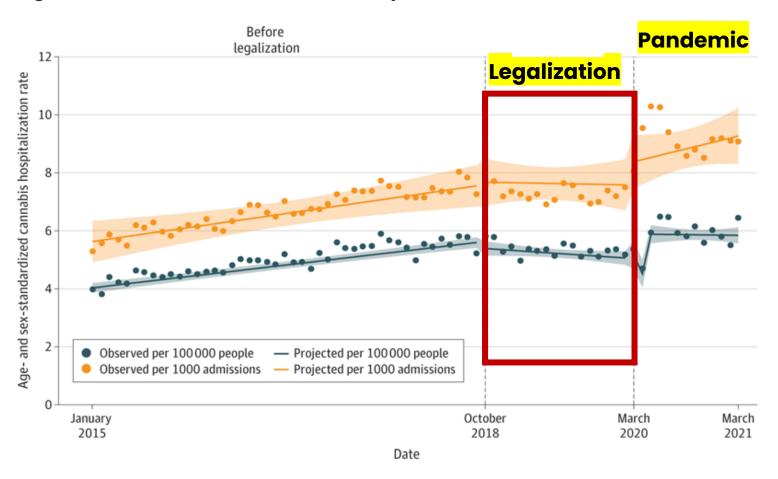
WHO ASSIST SCORES, AMONG PAST 12-MONTH CONSUMERS N=22,406





HOSPITALIZATION - ED VISITS Continuation of longer-term trends.

Age and Sex Standardized Rates of Hospitalizations Due to Cannabis for All of Canada





Unintended Consequences of COVID-19

Impact on Harms Caused by Substance Use



CONTEXT

Pandemic effects

Increase in ED visits for cannabis. ...and for alcohol, opioids, stimulants, and substance use overall.

CIHI. Unintended consequences of COVID-19: Impact on harms caused by substance use, self-harm and accidental falls. https://www.cihi.ca/en/covid-19-resources/impact-of-covid-19-on-canadas-health-care-systems/unintended-consequences



TRENDS IN PROBLEMATIC USE

More people who use cannabis or different patterns of use?

Cannabis legalization has increased the diversity of products, including high THC products.



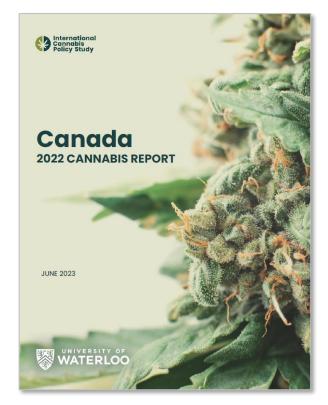
ICPS Study

- ·National surveys
- ·Repeat cross-sectional design
- ·Annual data collection SINCE 2018
- Ages 16−65



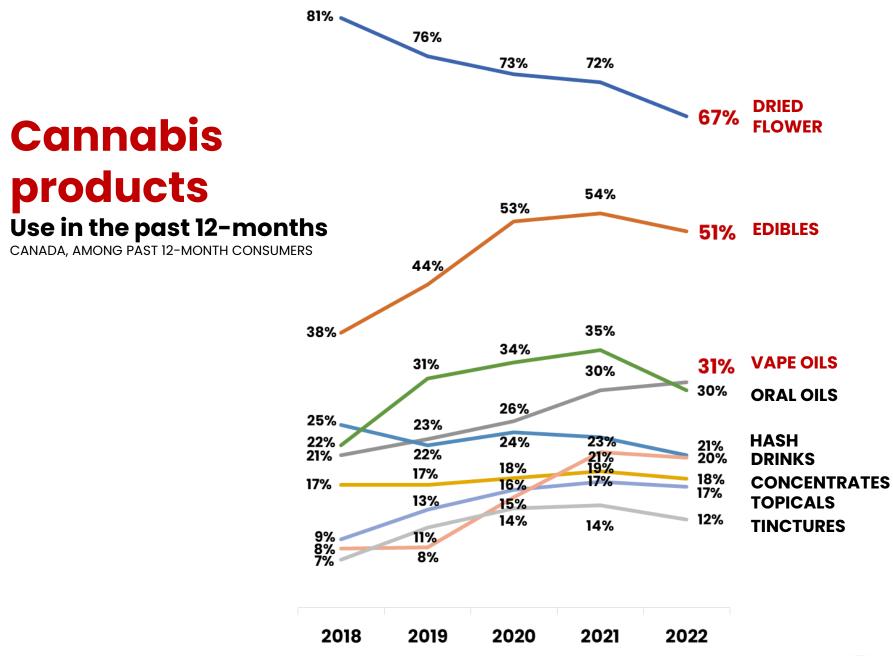






www.cannabisproject.ca

~300,000 respondents ~66,000 cannabis consumers





Increased use of highly 'processed' cannabis products.





Dried flower shifting to processed forms.

52% bought a 'pre-rolled' joints in past 12-months'



Have you bought any 'pre-rolled' joints in the past 12-months? 2022, CONSUMERS THAT USED FLOWER IN PAST 12-MONTHS





Forms of dried flower

42% bought a 'pre-rolled' joints in past 12-months'



'Illegal' states: 31%

'Medical' states: 34%

'Legal' states: 53%

Have you bought any 'pre-rolled' joints in the past 12-months? 2022, CONSUMERS THAT USED FLOWER IN PAST 12-MONTHS, N=10,243



Higher THC infused flower is increasing.

bought an 'infused' pre-rolled joint in past 12-months'



Have you purchased any pre-rolled joints mixed with high potency oils or concentrates in the past 12-months? 2022, CONSUMERS THAT USED FLOWER IN PAST 12-MONTHS, N=10,241



This is not your father's Oldsmobile.



tooling through anybody's family

of automotive engineers. And on a oped suspension systems. million miles of test track.

And sticks to the road like gum. independent suspension, front-

hovers somewhere between

You won't find this Oldsmobile exceptional and whoopee.

But beneath its sleek, doublesided, galvanized exterior, the Cutlass remarkable vehicle, send for a free For the past five years, this all Supreme is pure muscle. Its body new Cutlass Supreme has existed strength and rigidity are the basis of Supreme Catalog, P.O. Box 14238, only in the minds of an elite cadre one of the world's most totally devel- Lansing, Michigan 48901.

As you'd expect on such a world-It resists the wind with an affin-class automobile, technological ity that would do a needle proud. achievements such as four-wheel At 0.297, its drag coefficient wheel drive, four-wheel disc brakes, and a 2.8-liter multiport fuel-

injected V6 are, of course, standard.

For more information on this catalog, Write: Oldsmobile Cutlass





The strength of cannabis products has increased.



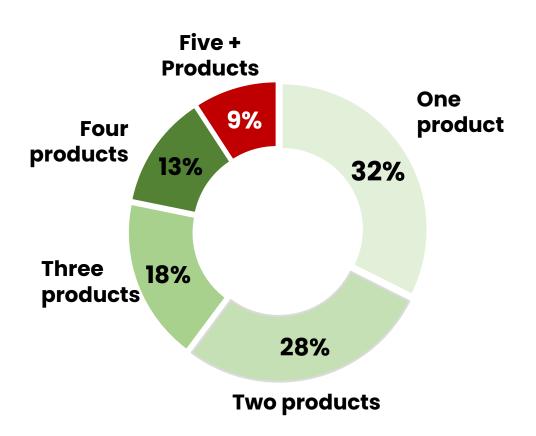
THC levels of vapes ~75%



Most consumers use multiple product types.

Number of products used

CANADA, AMONG PAST 12-MONTH CONSUMERS, 2021





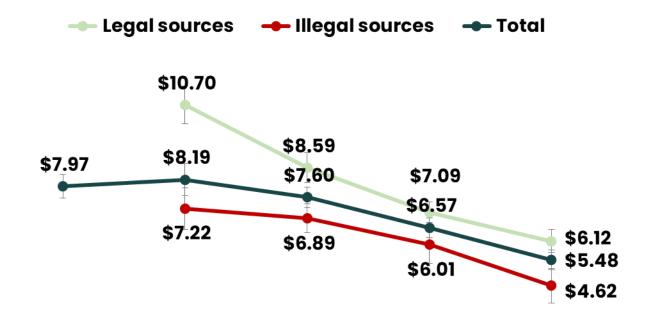
Substantial decreases in cannabis prices since legalization in Canada.



Differential between legal and illegal price has narrowed.

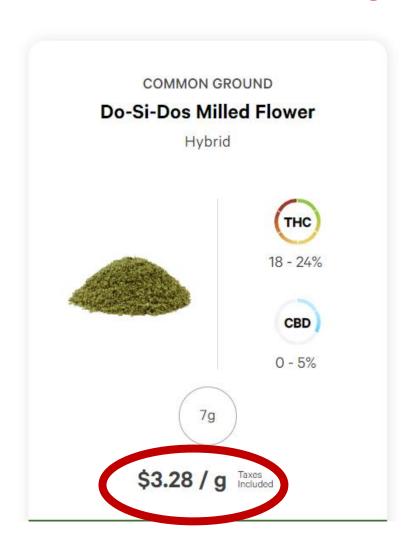
Price of dried flower

SALES WEIGHTED PRICE-PER-GRAM OF DRIED FLOWER AT LAST PURCHASE





Major price reductions in legal market.

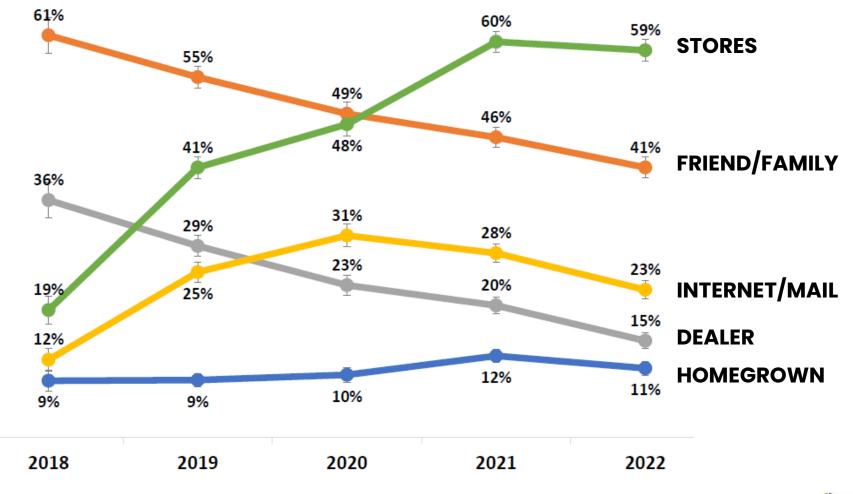


Most consumers have transitioned to the legal market and report positive experiences.



Cannabis sources in the past 12-months

AMONG PAST 12-MONTHS CONSUMERS





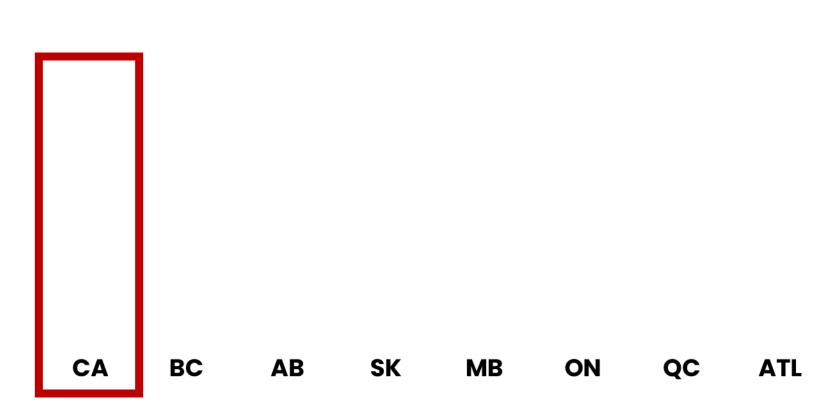
Most consumers report switching to legal market.

Mean percentage of all cannabis products purchased in last 12-months from a legal retail source

■ 2020 ■ 2021 ■ 2022

SELF-REPORTED AMONG PAST 12-MONTHS CONSUMERS

2019

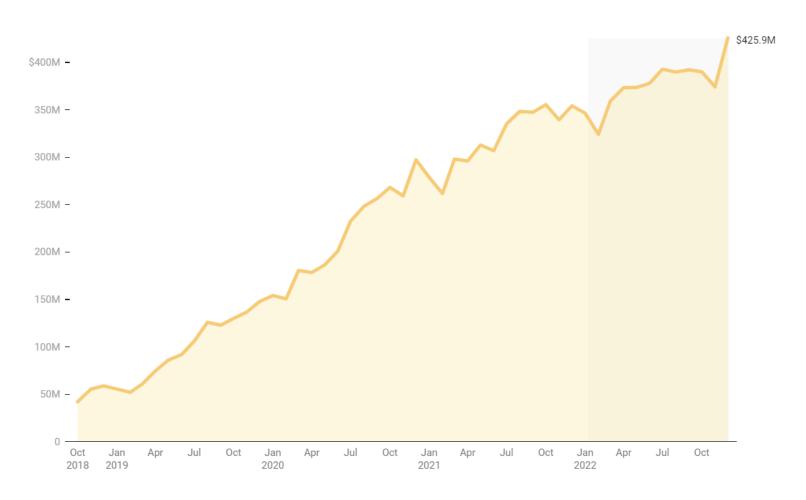




Self-report data consistent with sales data.

Cannabis sales from licensed retail stores

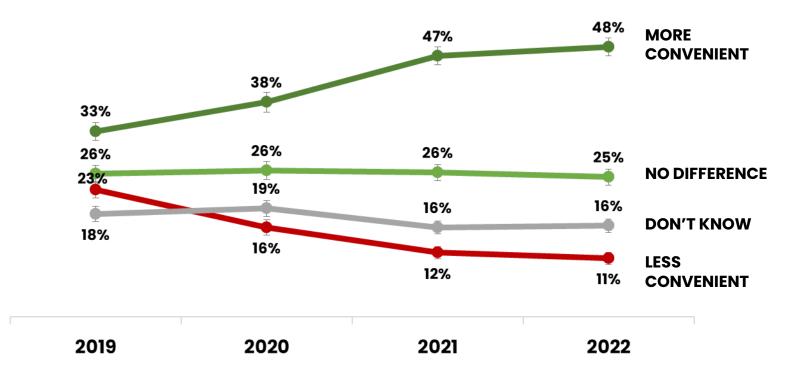
CANADA, NON-MEDICAL CANNABIS MONTHLY SALES



Most consumers report that legal cannabis as more convenient to buy.

Convenience of buying legal marijuana...

AMONG PAST 12-MONTH CONSUMERS



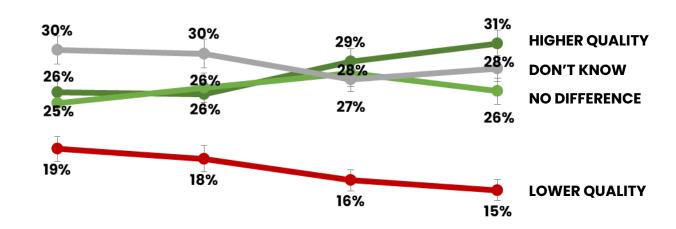


Most consumers report that legal cannabis is the same or higher quality.

Quality of legal cannabis

AMONG PAST 12-MONTH CONSUMERS

2019







Greater product diversity, lower price and accessibility are factors that promote use.





CANNABIS POLICY Public health impact depends on how cannabis is regulated in legal markets.

More comprehensive cannabis regulations are more effective in meeting <u>public health objectives</u> of cannabis legalization.





OBJECTIVES

"Protect young persons and others from inducements to use cannabis."

CANNABIS ACT SECTION 7b

SOURCE: HTTPS://LAWS-LOIS.JUSTICE.GC.CA/ENG/ACTS/C-24.5/PAGE-1.HTML?TXTHL=PROTECT#S-7

Comprehensive restrictions on cannabis advertising & promotion



ADVERTISING EXPOSURE How does Canada compare to US jurisdictions?



Legalization associated with greater exposure to cannabis marketing in US states.

Self-reported exposure to 'any' cannabis promotions in the past 12-months – by jurisdiction

% NOTICED ANY CANNABIS PROMOTIONS - ALL RESPONDENTS





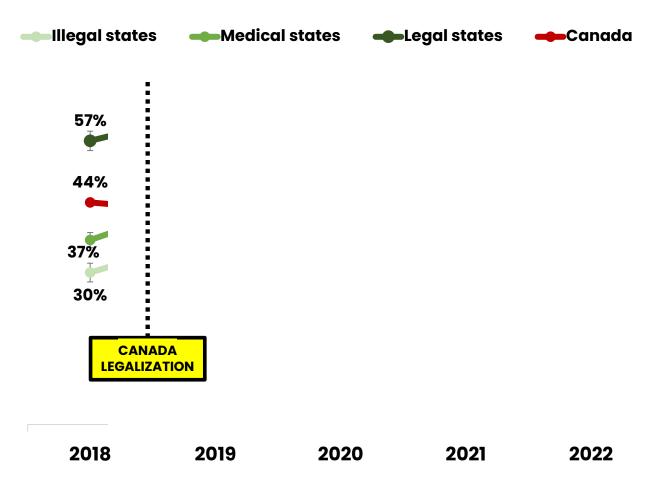




Legalization <u>not associated</u> with greater exposure to cannabis marketing in Canada.

Self-reported exposure to 'any' cannabis promotions in the past 12-months – by jurisdiction

% NOTICED ANY CANNABIS PROMOTIONS - ALL RESPONDENTS





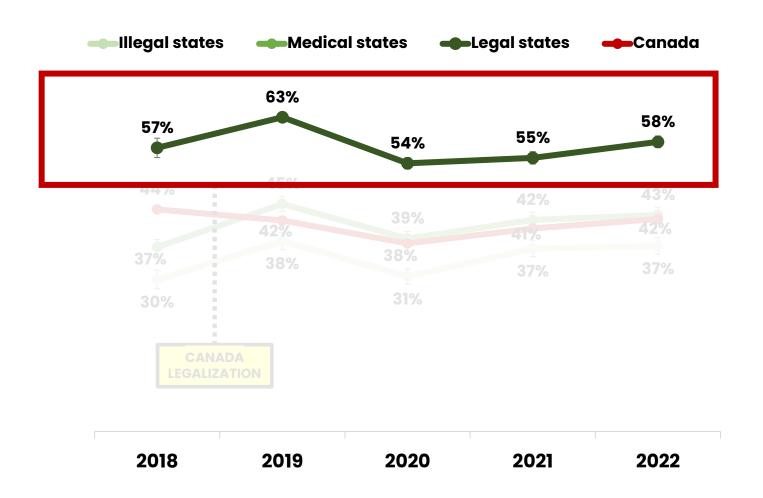
Exposure to advertising is associated with the strength of restrictions in US 'legal' states.

Advertising and promotional promo restrictions in jurisdictions that legalized recreational cannabis, as of 2018

PROMOTIONAL CHANNEL	CAN	AK	NV	WA	OR	CA	со	ME	МА
Regular postal mail	3	1	1	1	1	3	3	1	1
Websites	3	3	2	1	3	2	2	3	3
Email or text messages	2	1	1	3	3	2	1	1	1
Bars, pubs, nightclubs	2	1	1	2	1	1	1	2	3
Inside stores	3	1	1	1	1	1	1	1	3
Outside stores	3	2	1	2	1	1	3	1	2
Events & sponsorships	3	2	3	1	1	1	2	2	2
TV or radio	3	1	2	1	2	2	2	2	2
Billboards or posters	3	1	2	1	2	2	3	2	2
Print	3	1	1	1	2	2	2	3	2
Social media	3	2	2	3	2	2	1	3	2
Total score	31	16	17	17	19	19	21	21	23

Self-reported exposure to 'any' cannabis promotions in the past 12-months – By jurisdiction

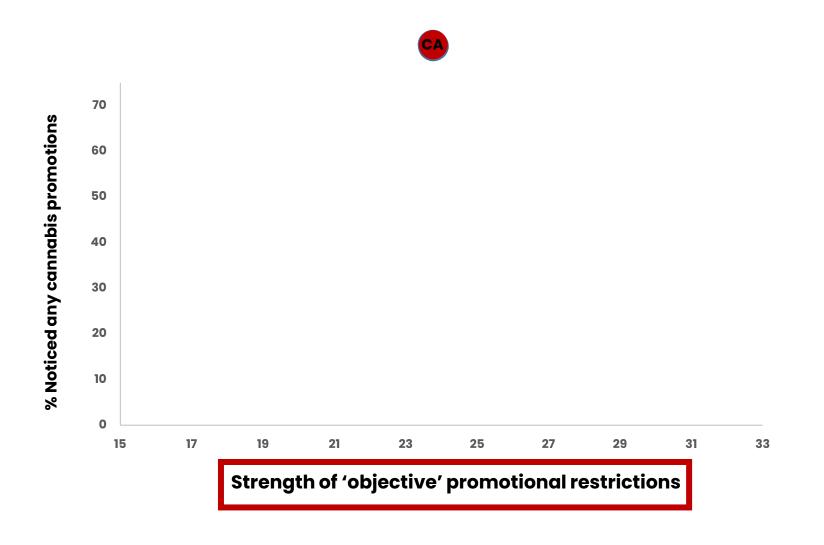
% NOTICED ANY CANNABIS PROMOTIONS - ALL RESPONDENTS





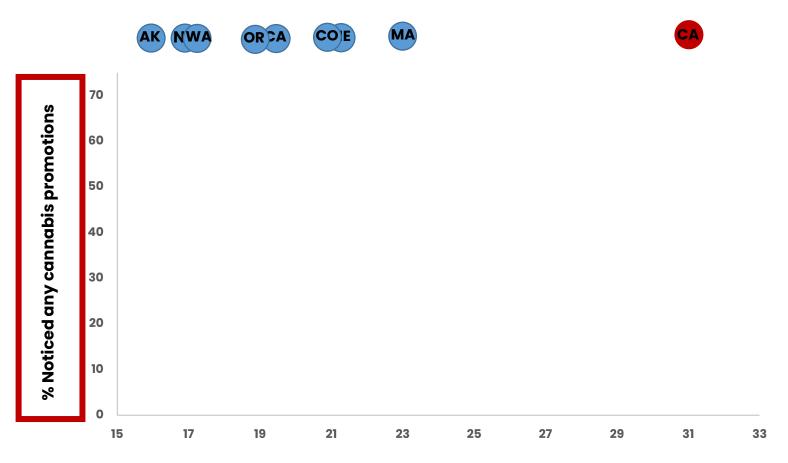
Self-reported exposure to promotions

By strength of promotional restrictions in 'legal' jurisdictions 2019 / 2020 N=59,985



Self-reported exposure to promotions

By strength of promotional restrictions in 'legal' jurisdictions 2019 / 2020 N=59,985



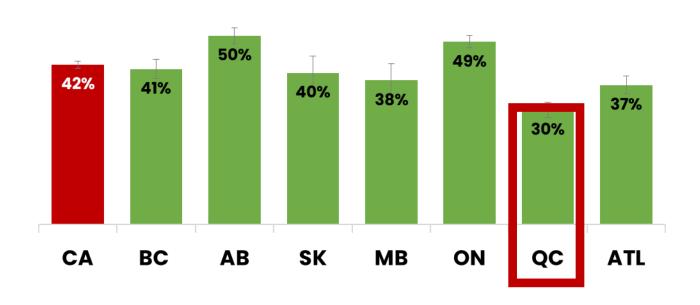
Strength of 'objective' promotional restrictions

Exposure to advertising is associated with the strength of restrictions in Canadian provinces.

Self-reported exposure to cannabis promotions in the past 12-months

By province

% NOTICED CANNABIS PROMOTION FROM EACH SOURCE 2022





More comprehensive marketing restrictions are more effective in reducing inducements to use cannabis.



Communicating the health risks of cannabis & informing consumers.





OBJECTIVES

"Enhance public awareness of the health risks associated with cannabis use."

CANNABIS ACT SECTION 7E

SOURCE: HTTPS://LAWS-LOIS.JUSTICE.GC.CA/ENG/ACTS/C-24.5/PAGE-1.HTML?TXTHL=PROTECT#S-7



PACKAGING POLICIES

Canada has more stronger health warnings and labelling regulations than any US state.

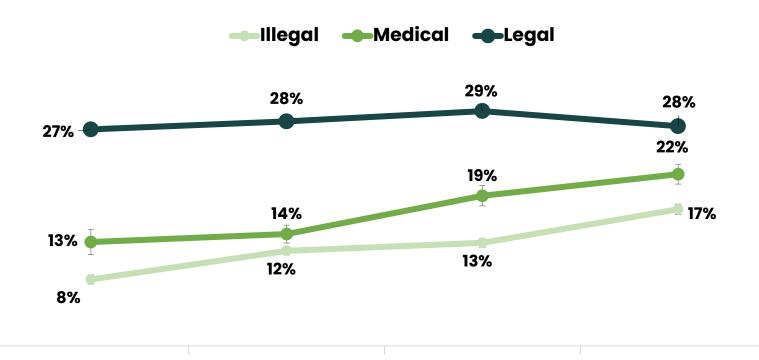
Consumers more likely to receive health information on products in 'legal' US states.

In the past 12 months, have you seen health warnings on marijuana products or packages?

AMONG PAST 12-MONTH CONSUMERS

2019

2018



2020

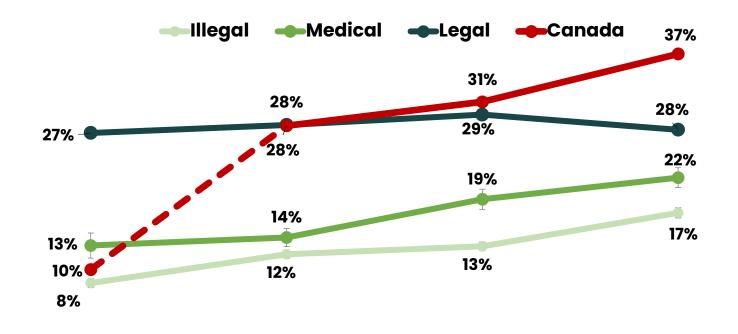


2021

Consumers more likely to receive health information on products in Canada after legalization.

In the past 12 months, have you seen health warnings on marijuana products or packages?

AMONG PAST 12-MONTH CONSUMERS





Labelling regulations are associated with greater message recall.

Recall is highest among consumers who purchase from legal sources.

GOODMAN S, LEOS-TORO C, HAMMOND D. DO MANDATORY HEALTH WARNING LABELS ON CONSUMER PRODUCTS INCREASE RECALL OF THE HEALTH RISKS OF CANNABIS? SUBSTANCE USE & MISUSE 2022; 57(4): 569-580.







Canada



LESSON

More comprehensive health warnings & labelling regulations are more effective in communicating the health risks associated with cannabis use.



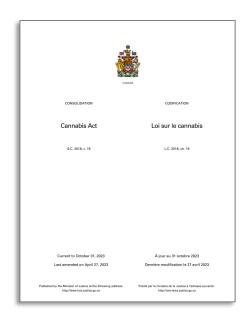
Product standards

Leafly.

World's largest THC-infused brownie weighs in at 850 pounds



20,000 mg of THC!



OBJECTIVES

"provide access to a qualitycontrolled supply of cannabis.

provide for the licit production of cannabis to reduce illicit activities in relation to cannabis."

CANNABIS ACT SECTION 7C & F



FEDERAL PRODUCT STANDARDS

THC 10mg / package



PROVINCIAL REGULATIONS

Québec

- · All stores government run
- · Minimum legal age of 21
- · Fewer stores per capita
- Enhanced marketing restrictions
- Comprehensive product standards

Product regulations

	QC	AB	BC	SK	MB	ON	ATL
THC limits 30% All products	X	0	0	0	0	0	0
Vape sales	X	0	0	0	0	0	0
Edible sales	X *	0	0	0	0	0	0



FEDERAL REGULATIONS

Appeal to young persons

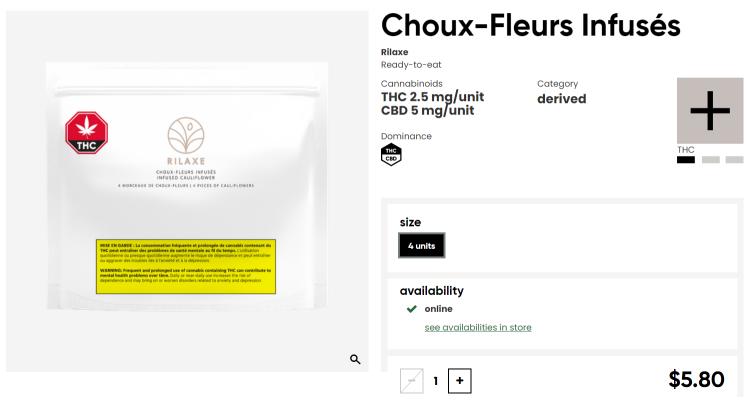
Unless authorized under this Act, it is prohibited to sell cannabis or a cannabis accessory that has an appearance, shape or other sensory attribute or a function that there are reasonable grounds to believe could be appealing to young persons.

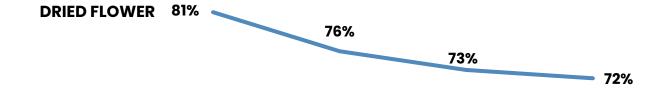
SOURCE: CANNABIS ACT. HTTPS://LAWS-LOIS.JUSTICE.GC.CA/PDF/C-24.5.PDF

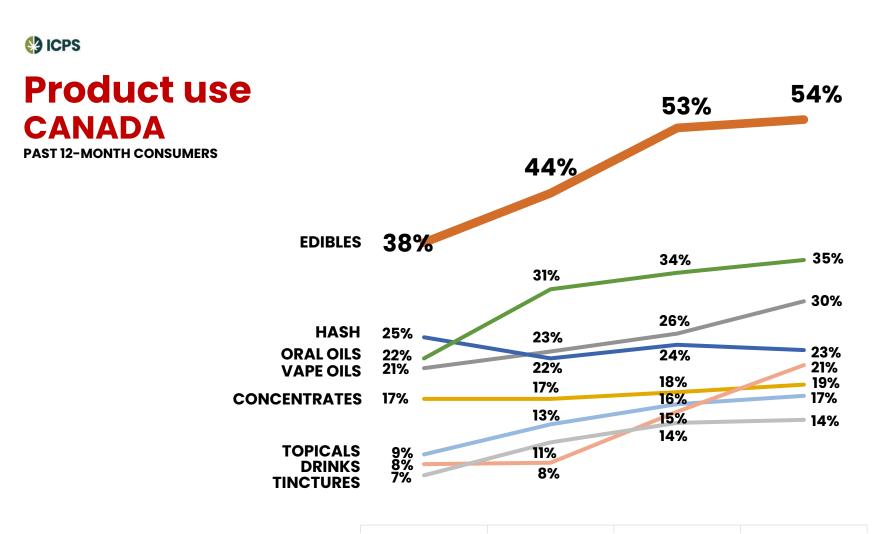
Quebec - Edibles



home / edibles / ready-to-eat / choux-fleurs infusés







2018 2019 2020 2021

Product regulations

PRODUCT USE AMONG PAST 12-MONTH CONSUMERS 2022

QUEBEC 'LEGAL' SALES

Dried flower

QUEBEC 'RESTRICTED' SALES



Edibles





Vape oils



Québec vs. other provinces

Markedly lower prevalence in Québec and little/no increase since legalization vs. rest of Canada.

QUÉBEC CANADA

Past 12-months 15.9% 22.4%

Daily/near daily 3.7% 6.1%*

SOURCES
CANADIAN COMMUNITY HEALTH SURVEY*, CANADIAN CANNABIS SURVEY,
QUEBEC CANNABIS SURVEY, INTERNATIONAL CANNABIS POLICY SURVEY

Do product standards sustain illicit trade?

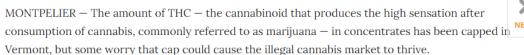
THC caps in Vermont could keep black market alive

By Lex Merrell, Vermont News & Media Jun 19, 2022

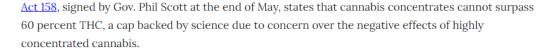


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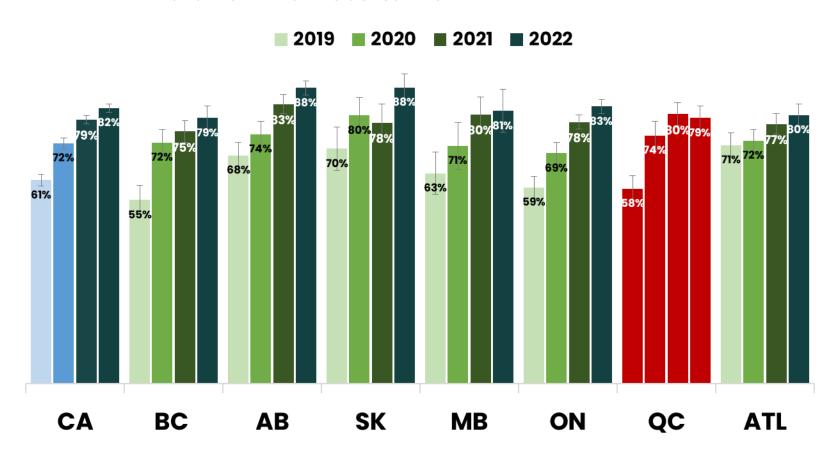
Dr. Catherine Antley, a pathologist at Copley Hospital in South Burlington, said, "These are not products used by the 'casual' cannabis consumer." In the 1990s, the average THC content of cannabis in flower form was less than 4 percent. Today, she said, it's about 15 percent.

SOURCE: HTTPS://WWW.REFORMER.COM/LOCAL-NEWS/THC-CAPS-IN-VERMONT-COULD-KEEP-BLACK-MARKET-ALIVE/ARTICLE_90E37FE6-EDB7-11EC-ABA1-33DCBC534196.HTML

Similar transition to legal market in Quebec to date.

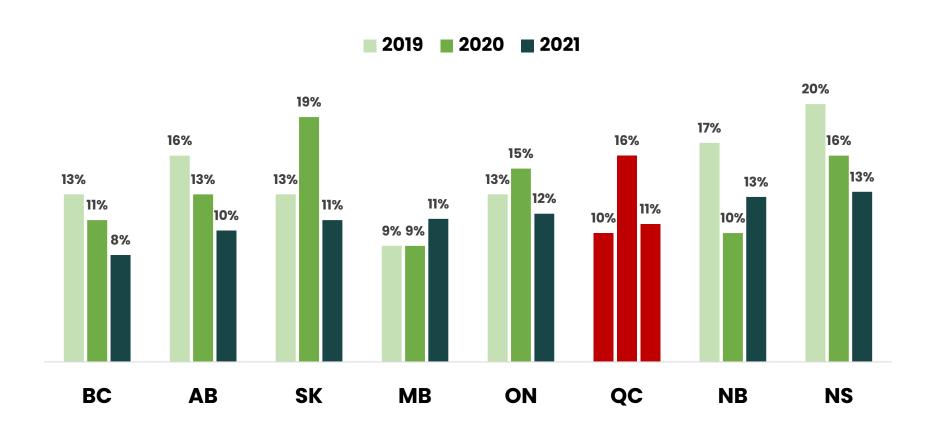
Mean percentage of all cannabis products purchased in last 12-months from a legal retail source

AMONG PAST 12-MONTHS CONSUMERS



Reasons for purchasing from 'illegal' sources

"Legal sources don't sell products I want"





Among consumers who use edibles, the likelihood of 'illegal' edibles is higher in Quebec.

But....

Overall number who source illegal edibles is lower in Quebec.

(BECAUSE QUEBEC HAS ~HALF THE NUMBER OF EDIBLE CONSUMERS.)





LESSON

Consumer patterns of use—and not just legal vs. illegal sources—can be influenced by product standards.



Illicit market vs. public health standards



Boost THC limit for cannabis edibles and loosen packaging rules, Competition Bureau recommends

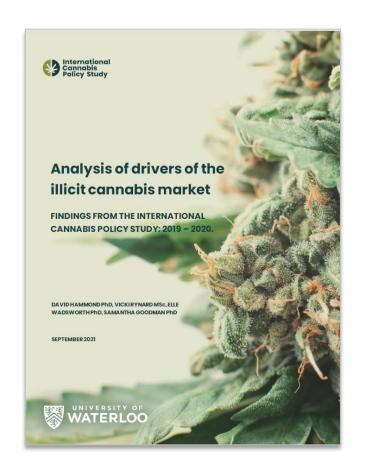
Competition watchdog outlines its suggestions to Health Canada, which is tasked with updating the rules



Pete Evans · CBC News · Posted: May 26, 2023 12:39 PM EDT | Last Updated: May 26



SOURCE: HTTPS://WWW.CBC.CA/NEWS/BUSINESS/CANNABIS-RULES-COMPETITION-BUREAU-1.6855729



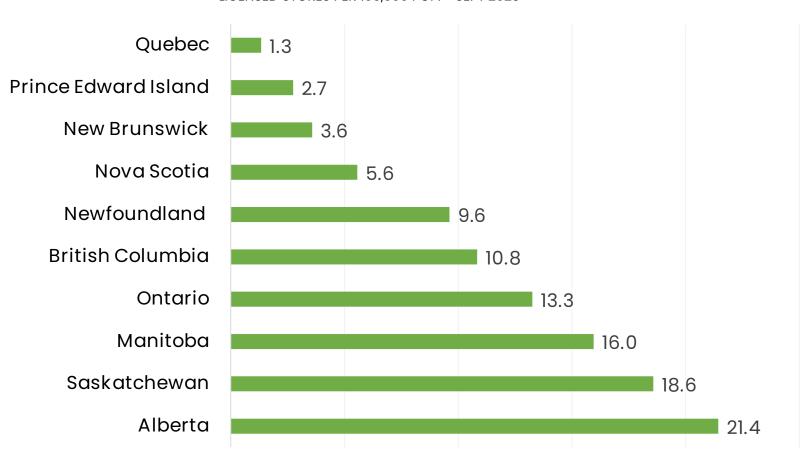
Access and price most important in early stages of legal markets.

Factors that influence legal market capture over time require greater scrutiny.

Federal legalization with provincial & territorial differences in cannabis regulations.

Cannabis stores per capita

LICENSED STORES PER 100,000 POP. - SEPT 2023



Industry experience



LESSON

There is strong support among the public—and most consumers—for strong public health standards.



Please think about the <u>amount of marijuana</u> <u>advertising</u> in the province where you live.

How much advertising do you think should be allowed?



PRODUCT STANDARDS

In Canada, packages of marijuana edibles can include a maximum of 10mg of THC.

Do you support or oppose the THC limit on edibles?

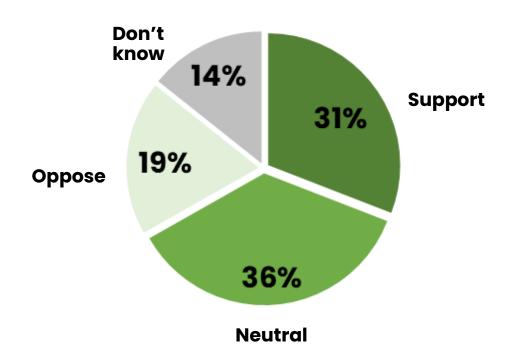


THC 10mg / package

In Canada, packages of marijuana edibles can include a maximum of 10mg of THC?

Do you support or oppose the THC limit on edibles?



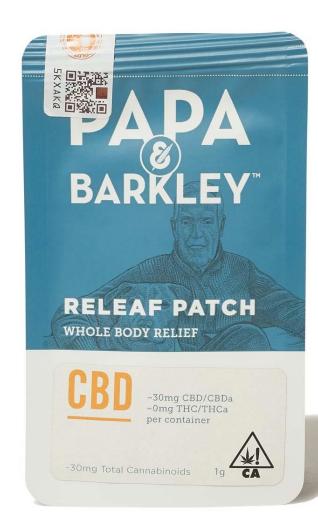




CHALLENGES

Product diversity and novel categories represent challenges for regulation.





Use of 'CBD only' products is prevalent.

25%

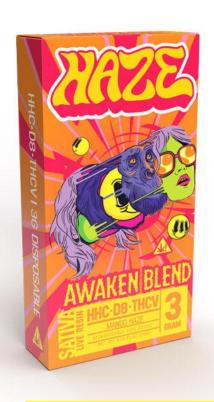
USE IN PAST 12-MONTHS

US 2022, N=40,027



NOVEL PRODUCTS

New product categories, many related to regulatory 'loopholes'.







Use of 'novel' products markedly lower in Canada vs. US.



CHALLENGES Consumers require better guidance on dosing and the strength of products.



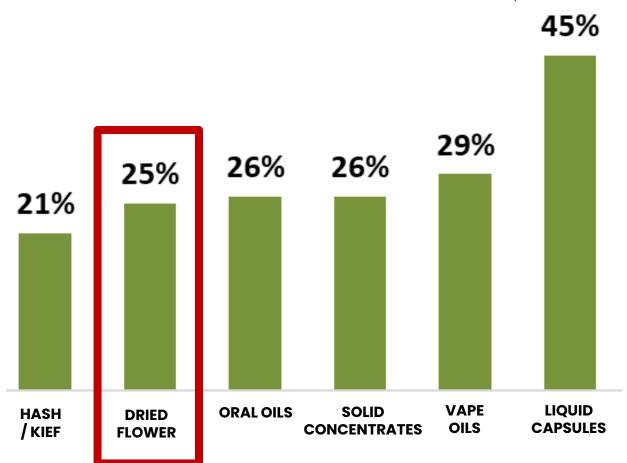
Existing product labels are inadequate.



Most don't know the THC levels of their products.

Do you know the amount/number of THC in the [product] you used last?

% WHO REPORT KNOWING PAST 12-MONTH CONSUMERS, 2020

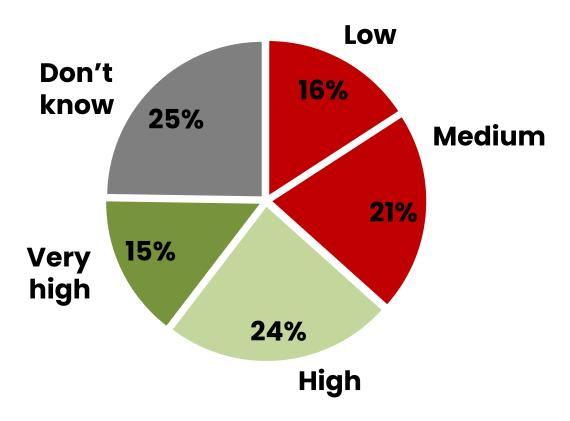




Consumers lack even a general understanding of THC levels.

Is 30% THC a low, medium, high amount for <u>dried herb</u>?

UNIVERSE: PAST 12-MONTH CANNABIS CONSUMERS 2020





Can this product get someone 'high'?







Adverse events are common.

REPORTED EXPERIENCING AN ADVERSE HEALTH EFFECTS

5% SOUGHT MEDICAL HELP FOR ADVERSE HEALTH EFFECTS

AMONG PAST 12-MONTH CONSUMERS 16-65 YEARS OLD

SOURCE: MARQUETTE, IRANIPARAST, & HAMMOND; UNDER REVIEW, 2023.



Standard THC units

ADDICTION OPINION AND DEBATE

doi:10.1111/add.14842

'Standard THC units': a proposal to standardize dose across all cannabis products and methods of administration

Addiction and Mental Health Group (AIM), Department of Psychology, University of Bath, Bath, UK, National Addiction Centre, King's College London, London, UK, Clinical Psychopharmacology Unit, University College London, London, UK, and School of Behavioural and Health Sciences, Australian Catholic University, Fitzroy, VIC, Australia.

CHALLENGES Determining the role and regulatory framework for medical cannabis in 'legal' markets.



Summary

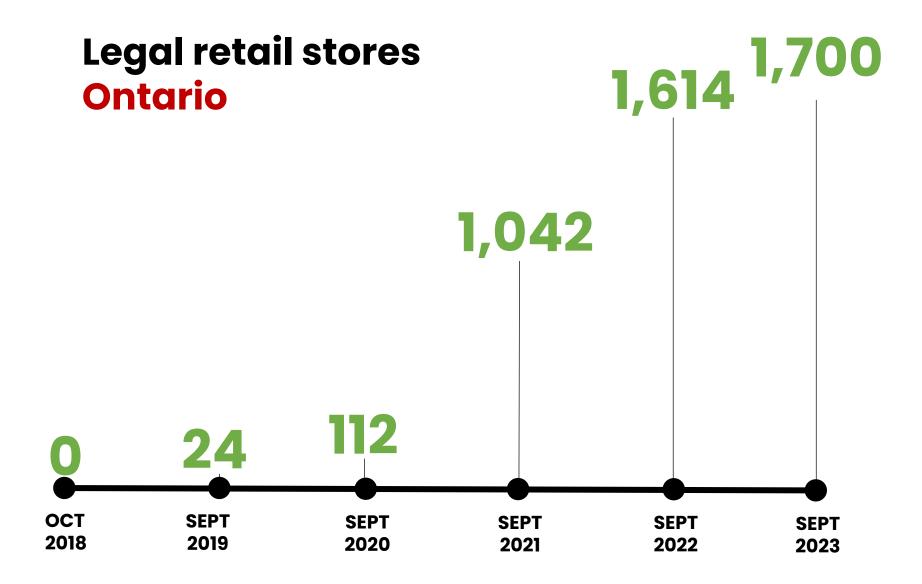
- Legalization of cannabis has had both 'positive' and 'negative' impacts in Canada.
- Greater access, product diversity, and lower prices general consequences of legal markets.
- Policy measures will be critically important in shaping patterns of use and public health outcomes.
- Greater public health standards in Quebec appear to be associated with lower prevalence of use.

Summary

- Emergence of strong commercial interests.
- Tension between objectives of displacing illicit market and strong public health protections.
- Alternative, less commercial models for legalizing cannabis are being implemented.
- Longer-term impacts have yet to be assessed...

Cannabis legalization is in its infancy.

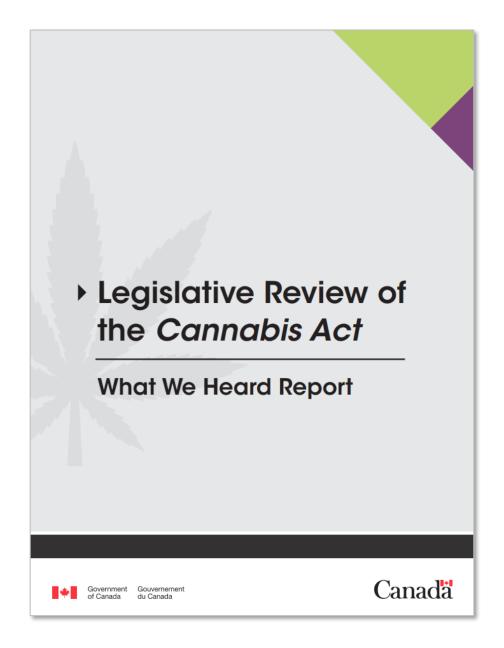


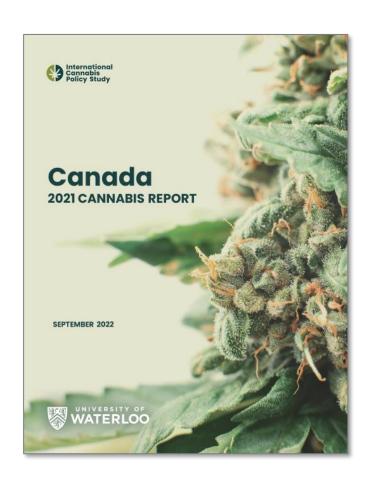


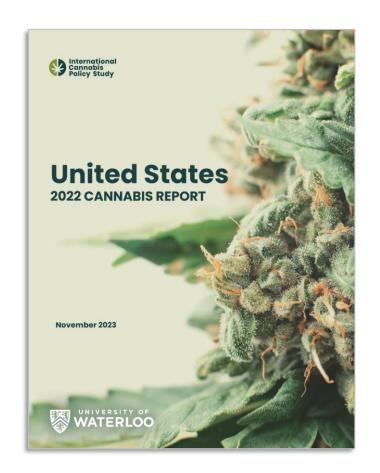
CONTEXT

Temporal effects vary by policy domain.









www.cannabisproject.ca

Thank you.

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