

# Marijuana in Rhode Island

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**Arrests, Usage, and Related Data**

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## Introduction

This state report is part of a comprehensive presentation of national, state, county, and local level data on marijuana arrests in the United States. The primary report in this collection is "Marijuana Arrests in the United States (2007)".<sup>1</sup> Additional details on marijuana arrests and related topics in Rhode Island are available in the Marijuana Policy Almanac<sup>2</sup>, from which the data presented below has been excerpted. Arrest totals are based on Uniform Crime Reporting (UCR) program data; local data may differ due to various reasons, including reporting procedures and data availability.

There were 2,107 arrests for marijuana offenses in Rhode Island in 2007, representing an arrest rate of 199 per 100,000, which ranks Rhode Island at number 43 in the nation. There were an estimated 144,000 past year marijuana users in Rhode Island during 2007. Reconciling this estimate with the number of arrests for marijuana offenses provides an arrest rate of 1,463 per 100,000 users, which ranks Rhode Island at number 47 in the nation.

In terms of overall severity of maximum sentences for marijuana possession, Rhode Island ranks number 19 in the nation (based on penalties for a first offense). When it comes to penalties for just under 1 ounce of marijuana, Rhode Island is ranked at number 3, along with 17 other states (because of similarities between states there are only 12 rankings in this category). Here are the penalties for possession of various amounts of marijuana in Rhode Island:

<b>Amount</b>	<b>Max. Sentence</b>	<b>Max. Fine</b>
<b>1 Ounce*</b>	1 year	\$500
<b>2 Ounces</b>	1 year	\$500
<b>3 Ounces</b>	1 year	\$500
<b>4 Ounces</b>	1 year	\$500

(\*To simplify comparisons, for some states this category covers amounts just under 1 ounce)

Marijuana possession arrests accounted for 91% of all marijuana arrests in Rhode Island during 2007. (Nationally, marijuana possession arrests account for 89% of all marijuana arrests.) There were 1,923 arrests for marijuana possession in Rhode Island in 2007, and 184 arrests for marijuana sales. The arrest rate for marijuana possession in Rhode Island was 182 per 100,000 for 2007, while the arrest rate for marijuana sales was 17. Marijuana arrests also accounted for 60% of all drug arrests in Rhode Island during 2007.

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<sup>1</sup> [http://www.drugscience.org/Archive/bcr7/bcr7\\_index.html](http://www.drugscience.org/Archive/bcr7/bcr7_index.html)

<sup>2</sup> [http://www.drugscience.org/States/US/US\\_home.htm](http://www.drugscience.org/States/US/US_home.htm)

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Here is an overall scorecard for how Rhode Island ranks nationally in terms of marijuana arrests, penalties, and marijuana use.

Category	Ranking
Maximum Sentences for Possession	19
Maximum Sentence for Possession of 1 ounce	3
Arrest Rate per 100,000 population	43
Arrest Rate per 100,000 users	47
Past Month Users (Pct.)	1
Past Year Users (Pct.)	1
Past Month Users Age 12 – 17 (Pct.)	3
Past Year Users Age 12 – 17 (Pct.)	1

This report provides a summary of the following topics related to marijuana arrests in Rhode Island: (1) related national trends, (2) trends in Rhode Island marijuana arrests and marijuana use, (3) the costs of marijuana arrests in Rhode Island, (4) statistics on past month and past year marijuana use in Rhode Island by age group, (5) county level rankings in marijuana arrests and rates, and (6) drug treatment admissions for alcohol, marijuana, and other drugs. Extensive detail on these and related subjects, including local agency marijuana arrest data and historical data, is available in table format in the on line Marijuana Policy Almanac<sup>3</sup> for Rhode Island and other states, as well as similar national data.

## 1) Background – National Trends in Arrests and Marijuana Use from 2003 to 2007

While marijuana arrests have increased significantly since the 1980s, the prevalence of marijuana use in the United States has remained essentially unchanged.

Marijuana arrests in the United States increased from 755,200 in 2003 to 872,720 in 2007. This represents an average annualized change of +2.93% per year.

Historically, marijuana arrests in the United States increased by 150% in the 1990s, rising dramatically from 287,850 in 1991 to 723,627 in 2001, an average annualized change of 8.74% per year. During this time the number of individuals who reported marijuana use in national surveys increased modestly from 19.2 million in 1991 to 21 million in 2001.

The arrest rate for marijuana offenses (possession and sales combined) in the United States has increased from 260 per 100,000 in 2003 to 290 in 2007. This represents an average annualized change of +2.19% per year.

The number of past year marijuana users in the United States has remained relatively stable during this period, changing from 25.5 million annual users in 2003 to 25.2 million annual users in 2007. The number of past month users has also remained the same, 14.6 million in both 2003 and 2007.

On a percentage basis, annual marijuana use was reported by 10.78% of the population in 2003 and 10.22% in 2007, while monthly use was reported by 6.18% in 2003 and 5.92% in 2007.

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<sup>3</sup> [http://www.drugscience.org/States/US/US\\_home.htm](http://www.drugscience.org/States/US/US_home.htm)

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Consequently, at the national level over the last five years, an increase in marijuana arrests of 2.93% per year has resulted in an average annualized decrease in the number of annual marijuana users of 0.21% per year and a similar decrease in the prevalence of annual marijuana use of 0.03% per year.

## 2) Marijuana Arrest and Use Trends in Rhode Island (2003 – 2007)

Marijuana arrests in Rhode Island decreased from 2,688 in 2003 to 2,107 in 2007. The arrest rate in 2003 was 250 per 100,000 while in 2007 it was 199.

Compared to a 2.93% average annual increase in marijuana arrests nationally, marijuana arrests in Rhode Island decreased by -4.75% per year. (While the arrest rate nationally increased 2.19% annually in this period, in Rhode Island the arrest rate changed by -3.52% per year.)

During this same period, the number of annual marijuana users in Rhode Island increased from 137,000 in 2003 to 144,000 in 2007. This was an average annualized change of 1.00% per year. The number of monthly marijuana users increased from 86,000 in 2003 to 92,000 in 2007, which produced an average annualized change of 1.36%.

## 3) The Costs of Marijuana Laws

The above comparison of marijuana arrests and marijuana use provide a basis for evaluating the benefits of marijuana laws. Here are three perspectives that help frame the issue of evaluating the costs of marijuana laws in Rhode Island.

### a) Fiscal Costs.

According to the National Conference of State Legislators (NCSL) in January 2009 Rhode Island was facing a budget gap of \$350 million (10.4% of the general fund budget) for FY 2009 and \$460 million (13.1% of the general fund budget) for FY 2010. Like many states Rhode Island has looked for ways to reduce expenditures for their criminal justice system. According to NCSL the state has adopted a \$100 processing charge for criminals seeking to expunge their records and state probation and parole officers have agreed to accept a reduction in their wages.

The criminal justice system in Rhode Island cost \$632.79 million for 2006. This includes state, county, and local costs. Here is the breakdown for those costs:

Police Protection	\$286.40 million
Judicial and Legal Services	\$151.59 million
Corrections	\$194.80 million
<b>Total</b>	<b>\$632.79 million</b>

The federal Office of National Drug Control Policy (ONDCP) provides a simple way of making a general estimate of the criminal justice costs of drug-related arrests. Actually, estimating the costs of different types of arrests is a very complicated challenge because of the differences between individual offenses and, for example, the investigative and follow-up work they require. However the use of a percentage basis method provides a general estimate of the costs associated with marijuana offenses. The method utilized by ONDCP is to (a) calculate the percentage of total arrests accounted for by drug arrests and then (b) apply that percentage to total criminal justice system costs.

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There were 40,375 arrests in Rhode Island in 2006. There were 2,157 marijuana arrests that year, accounting for 5.34% of all arrests in Rhode Island for 2006. Consequently, according to this percentage basis method of estimation, marijuana arrests cost \$33.79 million in Rhode Island for 2006.

## ***b) Opportunity Costs***

Budgets are, out of necessity, about making choices. This is especially true when resources are scarce, such as when state and local governments are grappling with budget gaps between revenue and program commitments. Economists recognize opportunity costs as the consequences of making specific budgetary decisions. Providing funds for one program often means accepting less or no funds for some other government activity. For example, providing law enforcement with the obligation, or opportunity, to make arrests for marijuana offenses deprives law enforcement of funds to apply to other investigations and activities.

Law enforcement agencies publish statistics on their ability to resolve known offenses through the arrest of criminal suspects. After an offense is reported to the police, the objective is “cleared” by an arrest. Crime rates are based on the number of reported offenses. Arrest rates are based on the number of arrests. Clearance rates, usually provided for the most serious crimes, are based on the percentage of known offenses cleared by arrest.

Here are the 2007 clearance rates for serious crimes in Rhode Island:

Murder	42.10%
Rape	29.10%
Robbery	18.30%
Assault	49.70%
Larceny	12.90%
Motor Vehicle Theft	6.00%
<b>All the above crimes</b>	<b>22.50%</b>

Another significant aspect of evaluating law enforcement priorities concerns the growing economic impact of what is referred to as “white-collar crime.” This is a broad term for what are essentially non-violent theft, including such crimes as fraud, identity theft, embezzlement, and securities fraud. While a great deal of media attention is devoted to law enforcement responses to street crimes, the economic impact of these crimes is dwarfed by the magnitude of white-collar crime, which is conservatively estimated to have an impact of 10 times the value of street crimes.

Marijuana arrests also divert law enforcement and criminal justice system resources from possession and sales offenses involving other illicit drugs. In 2007, marijuana arrests were 60% of all drug arrests in Rhode Island. Other drugs such as cocaine, heroin, methamphetamine, and synthetic narcotics such as Oxycontin present far more serious threats to both individuals and the public. These other illegal drugs also have far more severe dependence liabilities than marijuana.

## Marijuana in Rhode Island

Here is a summary of drug arrests in Rhode Island for 2007:

<b>Drug</b>	<b>Arrests</b>	<b>Pct.</b>
Opiates/Cocaine	1,173	33%
Marijuana	2,107	60%
Synthetic Narcotics	74	2%
Other Dangerous Drugs	139	4%
<b>All Illicit Drugs</b>	<b>3,529</b>	<b>100%</b>

The need to improve clearance rates for serious crime, to devote greater resources to white-collar crime, and to address the problems presented by more dangerous drugs all provide compelling reasons for society to reconsider whether the opportunity costs of marijuana law enforcement are acceptable.

### ***c) Social Costs***

Marijuana arrests have a disproportionate impact on two demographic groups – young people and minorities. In many cases an arrest for marijuana possession makes a criminal out of an otherwise law-abiding individual. It is not surprising that the majority of marijuana arrests involve teenagers and young adults given the popularity of marijuana use with younger age groups. However differences in the arrest rates between whites and blacks cannot be explained by differences in marijuana use. In 2007, for example, 10.5% of whites used marijuana in the last year while 12.2% of blacks reported such use. For marijuana use in the last month, the comparable figures were 6% of whites and 7.2% of blacks. These figures indicate that marijuana use by blacks is about 20% more prevalent than use by whites. While this is a statistically significant difference, it does not explain why arrest rates for marijuana possession for blacks are three times higher nationally than for whites. For example, the arrest rate per 100,000 for blacks in 2007 was 598, while for whites the arrest rate was 195.

Here are selected 2007 marijuana possession arrest rates for Rhode Island:

<b>Group</b>	<b>Pct of Arrests</b>	<b>Arrest Rate per 100,000</b>
All individuals	100%	182
Males age 15 to 19	37%	1,772
Females age 15 to 19	5%	257
Males age 20 to 24	24%	1,182
Females age 20 to 24	3%	147
Whites	79%	160
Blacks	20%	575

### **4) Marijuana Use**

There were 144,000 annual marijuana users in Rhode Island during 2007, of which 92,000 reported marijuana use in the past month. As noted above, the number of annual marijuana users in Rhode Island increased from 137,000 in 2003 to 144,000 in 2007. This was an average annualized change of 1.00% per year. The number of monthly marijuana users increased from 86,000 in 2003 to 92,000 in 2007, which produced an average annualized change of 1.36%.

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There is general consensus that minors should not use alcohol, marijuana, or tobacco. According to the most recent (2007) data 18.60% or 16,000 youths aged 12 to 17 in Rhode Island used marijuana in the past year. Of these, 9.70% (of the total population of this age group) or 8,000 youths used marijuana in the past month. Marijuana's illegal status did not prevent these youths from having access to marijuana. Indeed, most teenagers report that marijuana is fairly easy to obtain. One of the reasons marijuana remains easy for youths to obtain is the profit incentive created by the illegal market. Simply put, teenagers make money by selling marijuana to other youths, which increases the availability of marijuana among teens. In this way, marijuana's illegality makes it more widely and readily available to teenagers. Here are data on the prevalence and population estimates for marijuana use by various age groups in Rhode Island:

### Past Month Marijuana Use (2007)

Age	Pct.	Pop.
Age 12 to 17	9.70%	8,000
Age 18 to 25	30.10%	38,000
Age 26 +	6.70%	46,000
<b>Total</b>	<b>10.30%</b>	<b>92,000</b>

### Past Year Marijuana Use (2007)

Age	Pct.	Pop.
Age 12 to 17	18.60%	16,000
Age 18 to 25	44.30%	56,000
Age 26 +	10.60%	72,000
<b>Total</b>	<b>16.10%</b>	<b>144,000</b>

The National Survey on Drug Use and Health provides estimates on the prevalence of marijuana use in sub-state regions using data from several annual surveys. In these estimates (based on 2004 to 2006 data) the national prevalence of annual marijuana use was 10.47% and monthly marijuana use was 6.05%. Marijuana use in Rhode Island is almost 50% greater than in the rest of the United States. Monthly use in Washington County is ranks second in the nation (NE Montana is first at 12.05%). Bristol/Newport, Providence, and Washington all rank in the top 15 out of 350 local regions in the United States in prevalence of annual use of marijuana (and in the top 20 with respect to monthly marijuana use).

### Rhode Island Marijuana Use by Region (2004 – 2006)

	Annual Use	National Rank (350 regions)	Monthly Use	National Rank (350 regions)
<b>Rhode Island</b>	15.28%	2*	9.47%	3*
<b>Bristol and Newport</b>	15.78%	11	9.74%	11
<b>Kent County</b>	13.73%	46	8.33%	41
<b>Providence</b>	15.42%	14	9.32%	18
<b>Washington</b>	16.07%	8	11.37%	2

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## 5) County-Level Rankings

Most marijuana arrests are made by local police agencies. Individual agencies and officers exercise considerable discretion regarding law enforcement, not just for marijuana offenses, but for a number of offenses. The number of marijuana arrests also varies because of differences in local populations and the local prevalence of marijuana use. Furthermore, some areas have exceptionally high arrest rates for marijuana because they attract large visitor populations. Because arrest rates are calculated by dividing the number of arrests by the local resident population, numerous arrests of visitors to the area artificially inflate the local arrest rate. For a town with a relatively small population, the arrest of several people driving through the town or on a nearby highway (such as an interstate) can produce a comparatively high arrest rate for marijuana possession.

College towns may have large arrest rates for marijuana offenses because they have larger resident populations of young adults, among whom marijuana use is more prevalent than in older populations. On the other hand, college towns may have lower arrest rates for marijuana possession, for example, because of the discretionary policies of local police agencies.

Similarly, areas with large concentrations of African-Americans may have higher arrest rates for marijuana possession than other areas because law enforcement agencies throughout the United States consistently arrest more blacks for marijuana possession than whites.

Areas such as beach towns, ski resorts, and natural resource areas also exhibit relatively high marijuana arrest rates because they attract numerous visitors, including large numbers of young adults.

Finally, some areas have larger arrest rates for marijuana possession simply because marijuana use is popular among the local residents; local police agencies have aggressive enforcement policies, or both.

County level marijuana possession arrest rates should be compared against the benchmark provided by the statewide arrest rate of 182 in Rhode Island for 2007. The following tables provide the leading counties in Rhode Island for marijuana possession arrests, marijuana possession arrest rates, the possession arrest rates for males aged 15 to 19, and the possession arrest rates for blacks:

### **Rhode Island County Leaders in Marijuana Possession Arrests (2007)**

Providence	1,112
Washington	278
Kent	263
Newport	165
Bristol	105



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## **Rhode Island County Leaders in Marijuana Possession Arrest Rates (2007)**

Washington	220
Bristol	203
Newport	203
Providence	177
Kent	156

## **Rhode Island County Leaders in Marijuana Possession Arrest Rates, Males Aged 15 to 19 (2007)**

Newport	2,579
Bristol	2,241
Washington	2,194
Kent	2,031
Providence	1,496

## **Rhode Island County Leaders in Marijuana Possession Arrest Rates of Blacks (2007)**

Bristol	1,197
Washington	1,045
Kent	998
Newport	976
Providence	518

### **6) Drug Treatment Admission Trends**

Data on drug treatment admissions is often used to justify devoting law enforcement resources to making marijuana arrests. The argument is two-fold. First, the number of marijuana-related admissions to drug treatment facilities is offered as evidence that marijuana is a dangerous drug. Second, marijuana arrests are justified because they force people to get treatment.

There are a number of flaws to this argument. Alcohol is also responsible for a large proportion of drug treatment admissions, however regulation is widely recognized as the most effective policy for restricting access and reducing prohibition related crime. Furthermore, despite well-deserved public concern over drug abuse and a general consensus that it should be reduced, drug abuse is not a crime. The legal basis for drug laws is that the manufacture, distribution, sale, and possession of drugs are illegal. It is unconstitutional to criminalize illness, mental health problems, or drug dependency in the United States. Alcoholism, for example, is not illegal. Instead we hold alcoholics legally accountable for their conduct, such as being drunk in public or driving while intoxicated. Forcing individuals into drug treatment programs is a dubious justification for making arrests of individuals for marijuana possession. Law enforcement officers, prosecutors, and other criminal justice professionals are not medically trained or certified to diagnose drug dependency and make discretionary decisions about individual treatment requirements.

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However the most significant characteristic of marijuana-related drug treatment admissions is that a majority of them in Rhode Island are the result of referrals from the criminal justice system, often as an alternative to jail time as a sentence for a marijuana possession or sales offense.

During 2007, there were 1,692 marijuana-related admissions for drug treatment services in Rhode Island. Of these, 58.10% were the result of referrals from the Rhode Island criminal justice system.

Here is a breakdown of the majority of 2007 drug treatment admissions in Rhode Island:

<b>Primary Drug</b>	<b>Admissions</b>	<b>Pct.</b>
Alcohol	4,556	40%
Marijuana	1,692	15%
Cocaine	1,574	14%
Synthetic Narcotics	1,087	10%
Methamphetamine	4	0%
<b>All Admissions</b>	<b>11,390</b>	<b>100%</b>

### Sources:

Sentences for Marijuana Possession were obtained from: ImpactTeen Illicit Drug Team. Illicit drug policies: Selected laws from the 50 states. Berrien Springs, MI: Andrews University, 2002. [http://www.impactteen.org/generalarea\\_PDFs/IDTchartbook032103.pdf](http://www.impactteen.org/generalarea_PDFs/IDTchartbook032103.pdf) and updated from other sources. Rankings of sentences were calculated independently and are based on the maximum number of days allowed by state law for the listed quantities of marijuana. The overall ranking is based on a weighted index for the four quantity levels. The weighting used in this index was: 70% for penalties for 1 ounce and 10% each for the penalties for 2, 3, and 4 ounces.

All arrest and clearance data were obtained from the FBI's Uniform Crime Reporting (UCR) Program. Data on drug use were obtained from the National Survey on Drug Use and Health (NSDUH); data on drug treatment admissions were obtained from the Treatment Episodes Data Set (TEDS). NSDUH and TEDS are compiled and published by the Substance Abuse and Mental Health Services Administration (SAMHSA) of the U.S. Department of Health and Human Services. Data on Criminal Justice Service costs were obtained from the Criminal Justice Expenditure and Employment Extracts Program (CJEE) of the Bureau of Justice Statistics of the U.S. Department of Justice. More information on source data for this report can be obtained at <http://www.drugscience.org/States/Notes.htm>.

State budget data obtained from the National Conference of State Legislators:

National Conference of State Legislators. (2009) Update on State Budget Gaps: FY 2009 & FY 2010. <http://www.ncsl.org/?tabid=12580>

National Conference of State Legislators. (2009) Actions & Proposals to Balance the FY 2010 Budget: Criminal Justice. <http://www.ncsl.org/?tabid=17240>