Portland, Oregon FINANCIAL IMPACT and PUBLIC INVOLVEMENT STATEMENT For Council Action Items

(Deliver	(Deliver original to City Budget Office. Retain copy.)						
1. Name of Initiator		2. Tel	ephone No.	3. Bureau/Office/Dept.			
Rachael Wiggins		503-82	23-4142	Mayor's Office			
4a. To be filed (hearing date):	4b. Calendar (Check One)			5. Date Submitted to Commissioner's office			
October 15, 2014		onsent 4/5ths	and CBO Budget Analyst:				
6a. Financial Impact Section:			6b. Public Involvement Section:				
Financial impact section comp	leted		🛛 Public involv	rement section completed			

1) Legislation Title:

Adding a new Portland City Code chapter to establish a tax on the sale, transfer, mixing, handling or serving of recreational marijuana and recreational marijuana-infused products in the City of Portland (Ordinance).

2) Purpose of the Proposed Legislation:

The purpose of this proposed legislation is to establish a tax on the sale, transfer, mixing, handling or serving of recreational marijuana and recreational marijuana-infused products within Portland.

3) Which area(s) of the city are affected by this Council item? (Check all that apply—areas are based on formal neighborhood coalition boundaries)?

- City-wide/Regional
- □ Northeast □ Southeast

□ Northwest

 \square North \square East

Central City

FINANCIAL IMPACT

4) <u>Revenue</u>: Will this legislation generate or reduce current or future revenue coming to the City? If so, by how much? If so, please identify the source.

This new tax will raise approximately \$1.7 million to \$4 million in annual general fund revenues.

5) Expense: What are the costs to the City as a result of this legislation? What is the source of funding for the expense? (Please include costs in the current fiscal year as well as costs in future year, including Operations & Maintenance (O&M) costs, if known, and estimates, if not

known. If the action is related to a grant or contract please include the local contribution or match required. If there is a project estimate, please identify the **level of confidence**.)

The one-time cost to the city will be \$150,000 and the ongoing costs will be \$280,000.

6) **Staffing Requirements:**

• Will any positions be created, eliminated or re-classified in the current year as a result of this legislation? (If new positions are created please include whether they will be part-time, full-time, limited term, or permanent positions. If the position is limited term please indicate the end of the term.)

No.

• Will positions be created or eliminated in *future years* as a result of this legislation?

1.25 positions will need to be created in the future years.

(Complete the following section only if an amendment to the budget is proposed.)

7) <u>Change in Appropriations</u> (If the accompanying ordinance amends the budget please reflect the dollar amount to be appropriated by this legislation. Include the appropriate cost elements that are to be loaded by accounting. Indicate "new" in Fund Center column if new center needs to be created. Use additional space if needed.)

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount

[Proceed to Public Involvement Section — REQUIRED as of July 1, 2011]

PUBLIC INVOLVEMENT

8) Was public involvement included in the development of this Council item (e.g. ordinance, resolution, or report)? Please check the appropriate box below:

YES: Please proceed to Question #9.

 \boxtimes NO: Please, explain why below; and proceed to Question #10.

This ordinance came about as a recommendation to the Council during a Council work session on the current regulation of medical and the potential future regulation of recreational. This recommendation was provided to the Council by the Medical Marijuana Dispensary Task Force, which is a group comprised of city staff from a wide range of bureaus. Because it was focused on the city's regulation, the public was not involved in the recommendation process.

9) If "YES," please answer the following questions:

a) What impacts are anticipated in the community from this proposed Council item?

b) Which community and business groups, under-represented groups, organizations, external government entities, and other interested parties were involved in this effort, and when and how were they involved?

c) How did public involvement shape the outcome of this Council item?

d) Who designed and implemented the public involvement related to this Council item?

e) Primary contact for more information on this public involvement process (name, title, phone, email):

10) Is any future public involvement anticipated or necessary for this Council item? Please describe why or why not.

Other than the public weighing in on the proposed tax at the Council meeting, no.

Mayor Charlie Hales

APPROPRIATION UNIT HEAD (Typed name and signature)



Marijuana Tax Revenue Estimates October 2014

Revenue Division Bureau of Revenue and Financial Services Office of Management and Finance City of Portland, Oregon

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Executive Summary

This document was prepared to estimate the revenue impact to the City of Portland if marijuana use and sales are legalized under Oregon Ballot Measure 91, the "Control, Regulation, and Taxation of Marijuana and Industrial Hemp Act". It also estimates additional revenues associated with Portland imposing a 10% local tax on the sale, transfer, mixing, handling, or serving of recreational marijuana (hereafter collectively referred to as "sales tax"), and a 5% sales tax on medical marijuana.

If Oregon voters pass Ballot Measure 91 this November, the State of Oregon has estimated the resulting excise tax will increase annual state revenues by \$17 million to \$40 million.¹ After state administrative expenses are deducted, 10% of net revenues would be distributed to local jurisdictions. The Bureau of Revenue and Financial Services (BRFS) estimates the City of Portland's annual share of this revenue, after deducting state expenses, will be in the range of \$171,000 to \$556,000 over the next three fiscal years.

Annual Portland expenses for recreational and medical marijuana regulation and taxation are tentatively estimated at approximately \$1 million, and possibly more.

To offset city expenses and raise new revenue, BRFS recommends Portland City Council impose a tax of ten (10) percent on gross sales of recreational marijuana, and five (5) percent on gross sales of medical marijuana.² This proposed sales tax is estimated to raise:

- 10% on recreational marijuana: between \$1.7 million and \$4.0 million annually
- 5% on medical marijuana: between \$796,000 and \$1.8 million
- Total: between \$2.5 million and \$5.8 million

Table 1 illustrates that net of estimated city costs, additional unrestricted revenues should be available for deposit into the General Fund.

	FY 201	5-2016 ³	FY 2016-2017 and Ongoing		
	Low	High	Low	High	
Marijuana Tax Proceeds	\$2, <mark>4</mark> 93,900	\$5,849,010	\$2,493,900	\$5,849,010	
Estimated City-wide Administrative Costs ⁴	\$1,12	5,000	\$92	25,000	
Net Revenue Available for Deposit into the General Fund	\$1,368,900	\$4,724,010	\$1,568,900	\$4,924,010	

Figure 1.	Estimated Ne	t Revenue from	Portland's	Proposed Ma	ariiuana Tax
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³ Assumes state permitting of recreational marijuana retail sales begins soon after passage of Ballot Measure 91.

¹ Estimate of Financial Impact Statement, Ballot Measure 91, Oregon Secretary of State website, <u>http://sos.oregon.gov/elections/Documents/Fiscal-Impact-web.pdf</u> : accessed 9 October 2014.

² The Ballot Measure purports to preempt local taxation. BRFS and the City Attorney's Office recommend passing a local tax for a range of reasons as discussed during the City Council work session on October 7, 2014. See Control, Regulation, and Taxation of Marijuana and Industrial Hemp Act (Oregon Ballot Measure 91), Section 42, <u>http://oregonvotes.org/irr/2014/053text.pdf</u> : accessed 14 October 2014.

⁴ Aggregated regulatory cost estimates from the Bureau of Development Services, Office of Neighborhood Involvement and Police Bureau; plus tax collection costs from the Bureau of Revenue and Financial Services, Revenue Division. See Figure 6 for additional detail.

Ballot Measure 91 Revenue Allocation Methodology

As it relates to distribution of taxes to local jurisdictions, Section 44 of Oregon Ballot Measure 91 states, in pertinent part:

- (1) After [the state] withholds such moneys as it may deem necessary...
- (2) To assist local law enforcement in performing its duties under the measure, 10 percent of the distributable revenues shall be transferred to the cities of the state. For all distributions before July 1, 2017, the distributions will be made according to population as determined by the State Board of Higher Education. For all distributions made from the Oregon Marijuana Account on or after July 1, 2017, fifty percent of the 10 percent will be made according to the number of licenses issued in each city under sections 19 to 21 of the measure as a percentage of the licenses issued in the state; section 19 is production licenses, 20 is processor licenses, 21 is wholesale licenses. The remaining fifty percent of the 10 percent will be distributed according to the number of retail licenses issued in each city as a percentage of the licenses issued in the state.⁵

Estimated Portland Revenue under Measure 91 Allocation Methodology

According to the State of Oregon's revenue estimate for Ballot Measure 91, the estimated gross annual revenues from marijuana excise taxes, when fully implemented, *may* range from \$17 million to \$40 million.⁶ The impact statement did not indicate how long "full implementation" is expected to take, and the matter is open to some debate.⁷ This analysis assumes the tax will be implemented in fiscal year 2015-2016 but the first full year of revenues may not occur until the following fiscal year.

The Oregon Liquor Control Commission (OLCC) estimates that start-up costs are \$300,000 in fiscal year 2015-2016, \$2.5 million in fiscal year 2016-2017, and \$1.0 million in fiscal year 2017-2018. Additionally, OLCC annual operating expenses are estimated to be \$3.2 million per year.⁸ Using these cost estimates, distributable (net) tax revenue may range from \$13.5 million to \$36.5 million in 2015-2016, \$11.3 million to \$34.3 million in 2016-2017, \$12.8 million to \$35.8 million in 2017-2018, and \$13.8 million to \$36.8 million going forward.⁹ State revenues distributed to local governments before July 1, 2017 are based on population; thereafter, they are based on the number of permits in each jurisdiction. Portland makes up 15.12 percent of Oregon's total

⁸ Estimate of Financial Impact Statement, Ballot Measure 91, Oregon Secretary of State website, http://sos.oregon.gov/elections/Documents/Fiscal-Impact-web.pdf : accessed 9 October 2014.

9 Figures not adjusted for inflation.

⁵ Control, Regulation, and Taxation of Marijuana and Industrial Hemp Act (Oregon Ballot Measure 91), Section 44, <u>http://oregonvotes.org/irr/2014/053text.pdf</u> : accessed 9 October 2014.

⁶ Estimate of Financial Impact Statement, Ballot Measure 91, Oregon Secretary of State website,

http://sos.oregon.gov/elections/Documents/Fiscal-Impact-web.pdf : accessed 9 October 2014.

⁷ The ballot measure is unclear as to the timing of the legalization of retail sales. The Portland City Attorney's Office has noted: Section 7(8) of the measure provides that by January 1, 2016, the OLCC shall prescribe forms and adopt titles and regulations to implement and administer the measure; Section 18(1) provides that on or before January 4, 2016, the OLCC shall begin receiving applications for licensing to produce, process and sell marijuana, and provides that the Commission shall not unreasonably delay the processing, approval, or rejection of applications, or issuance of licenses; Section 82(1) provides that Sections 3-73 become effective July 1, 2015, including the two aforementioned sections; Section 18(2) states that the OLCC may take any action before July 1, 2015 necessary to enable the Commission to exercise the duties, functions and powers conferred on the OLCC by the measure; and Section 84 provides that the Act is effective 30 days after voter approval.

population.¹⁰ Using these figures and deducting state estimated expenses, Portland's distribution from the Oregon Marijuana Account can be calculated as shown in Figure 2, line 4.

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	FY 2015-2016		FY 2016-2017		FY 2017-2018		Ongoing		
The second second second	Low	High	Low	High	Low	High	Low	High	
1. Gross Revenue Projection	\$17,000,000	\$40,000,000	\$17,000,000	\$40,000,000	\$17,000,000	\$40,000,000	\$17,000,000	\$40,000,000	
2. State of Oregon Estimated Expenses	\$3,50	0,000	\$5,700,000		\$4,200,000		\$3,200,000		
3. State of Oregon Net (Distributable) Revenue	\$13,500,000	\$36,500,000	\$11,300,000	\$34,300,000	\$12,800,000	\$35,800,000	\$13,800,000	\$36,800,000	
4. City of Portland Share based on Population (line 3 x 10% x 15.12%)	\$204,120	\$551,880	\$170,8 <mark>5</mark> 6	\$518,616	\$193,536	\$541,296	\$208,656	\$556,416	

Figure 2. Estimated Portland Revenue under Measure 91 Allocation Methodology¹¹

Portland Revenue under a City Imposed Marijuana Sales Tax

Based upon our review of available literature, we believe the average state excise tax on recreational marijuana sold by producers may be \$28 per ounce.¹² Using this figure, the State of Oregon's projected revenue of \$17 million to \$40 million would equate to statewide annual marijuana sales of 607,000 to 1,429,000 ounces (37,938 to 89,313 pounds).¹³ Portland's estimated share of statewide recreational marijuana sales may therefore range from 92,000 to 216,000 ounces (5,750 to 13,500 pounds) annually.¹⁴ According to year-to-date figures from the Colorado Department of Revenue, 52 percent of sales of marijuana is related to medical marijuana.¹⁵ Assuming these percentages would hold true in Portland, Portland's medical marijuana sales could range from 100,000 to 234,000 ounces (6,250 to 14,625 pounds) annually. Portland's total annual sales (recreational and medical combined) may range from 192,000 to 450,000 ounces (12,000 to 28,125 pounds).

¹⁰ Population Research Center, College of Urban and Public Affairs, Portland State University website, population estimates as of July 1, 2013, <u>http://www.pdx.edu/prc/population-estimates-0: accessed 9 October 2014.</u>

¹¹ These figures assume there will be no adjustment for inflation, and that the distribution percentages before and after July 1, 2017 remain approximately the same (the number of issued licenses is correlated to population which drives local demand).

¹² Oregon Cannabis Tax Revenue Estimate, ECONorthwest report dated July 22, 2014, citing research of Dr. Seth Crawford, PhD, Oregon State University, ECONorthwest website, <u>http://www.econw.com/media/ap_files/7-31-2014_CannabisFinalReport.pdf</u> : accessed 9 October 2014. See also Dr. Crawford's research, *Estimating the Quasi-Underground: Oregon's Informal Marijuana Economy*, Humboldt Journal of Social Relations, Issue 36, 2014;

http://www.humboldt.edu/hjsr/issues/issue%2036/10_CRAWFORD_Oregons_Informal_Marijuana_Economy.pdf : accessed 9 October 2014.

¹³ Estimates of total consumption vary widely depending upon methodology. See, for example, Market Size and Demand for Marijuana in Colorado, a report prepared for the Colorado Department of Revenue, 2014, Table 11, pg. 20,

http://www.colorado.gov/cs/Satellite?blobcol=urldata&blobheadername1=Content-Disposition&blobheadername2=Content-Type&blobheadervalue1=inline%3B+filename%3D%22Market+Size+and+Demand+Study%2C+July+9%2C+2014.pdf%22&blobheaderval ue2=application%2Fpdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1252008574534&ssbinary=true : accessed 13 October 2014. BRFS took a conservative approach beginning with the statewide forecast.

¹⁴ Portland's population is 15.12% of the total state population and we assume, perhaps conservatively, that this is the percentage of statewide sales allocable to Portland.

¹⁵ See State of Colorado Marijuana Taxes, Licenses, and Fees Transfers and Distribution, July 2014, Sales Reported in August, <u>https://www.colorado.gov/pacific/sites/default/files/0714%20Marijuana%20Tax,%20License,%20and%20Fees%20Report.pdf</u>: accessed 13 October 2014. The 52% figure was calculated by dividing Medical Marijuana sales tax on line 2 by total sales tax on line 1.

Using an estimated post-excise tax recreational marijuana price of \$205 per ounce and an estimated medical marijuana cost of \$177 per ounce,¹⁶ additional revenue from the City of Portland's proposed marijuana tax may range from \$2.5 million to \$5.8 million annually. This estimate assumes a 90% compliance rate from businesses expected to collect and remit the proposed marijuana tax. See Figure 3.

	Recreational (10%)		Medical (5%)		Total	
annet i permanen i antiace.	Low	High	Low	High	Low	High
1. Ounces of Marijuana Sold	92,000	216,000	100,000	234,000	192,000	450,000
2. Average Price Per Ounce	\$205		\$177		\$177 - \$205	
3. City of Portland Tax Proceeds	\$1,886,000	\$4,428,000	\$885,000	\$2,070,900	\$2,771,000	\$6,498,900
4. City of Portland Net Tax Proceeds Assuming 90% Compliance ¹⁷	\$1,697,400	\$3,985,200	\$796,500	\$1,863,810	\$2,493,900	\$5,849,010

Figure 3. Portland's Proposed Marijuana Tax Revenue Estimate (10% & 5%)

Diversion and Tax Avoidance

The primary difficulty in estimating marijuana sales tax avoidance behavior is the opaque nature of the black market. It is difficult to credibly estimate market size and price elasticity of demand without reliable data. Colorado, the first state to legalize recreational sales, is in the first year of implementation and the market is considered both unstable and immature. Nevertheless, it is instructive to review the Colorado experience to glean an understanding of possible tax avoidance and diversion from recreational to medical sales driven by a differential in tax rates.

January 1, 2014 was the first day recreational marijuana could be sold to anyone 21 and over at licensed stores in Colorado.¹⁸ Colorado taxes <u>recreational marijuana</u> as follows:

- 2.9% general sales tax
- 10% marijuana sales tax
- 15% marijuana excise tax
- 27.9% combined rate (local jurisdictions may impose additional taxes)

In Colorado, <u>medical marijuana</u> is subject only to the state general sales tax of 2.9%, creating a variance of 25 percentage points in the tax rate (and presumably retail price) between recreational and medical marijuana. Did this large variance drive a change in the number of people applying for and receiving medical marijuana cards?

¹⁶ Dr. Seth Crawford, Oregon State University, authored a study entitled, *Estimating the Quasi-Underground: Oregon's Informal Marijuana Economy.* Dr. Crawford surveyed 72 Oregon residents 18 and older to collect information about marijuana use and purchase patterns. He found that the average marijuana user pays about \$177 per ounce of the drug on the "informal" (black) market. Using an estimated black market base cost of \$177 per ounce, recreational marijuana in Portland, after adding state excise taxes, would likely cost about \$205 per ounce. Actual costs following market maturation over the next five years or so will vary. Online medical marijuana prices in Portland are frequently observed to be advertised at \$220 per ounce. We believe \$205 per ounce is a conservative number for forecasting purposes and the actual price in the short to intermediate term may be higher.

¹⁷ We estimate compliance rates mirroring those found for "brick and mortar" business locations under the Business License Law (PCC 7.02).

¹⁸ "10 things to know about nation's first recreational marijuana shops in Colorado," CNN website, <u>http://www.cnn.com/2013/12/28/us/10-things-colorado-recreational-marijuana/</u> : accessed 9 October 2014.

In the seven months for which there is data following legalization of recreational marijuana in Colorado, the total number of patients who possessed a valid medical marijuana card rose from just over 111,000 to a high of 116,000 and then fell back to just below 112,000. It is too early to identify long term trends in the Colorado market as they relate to tax avoidance and diversion; the data is open to interpretation. See Figure 4.

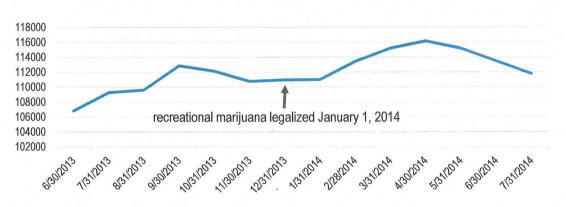


Figure 4. Colorado Medical Cardholders as of July 31, 2014

To minimize diversion and tax avoidance, BRFS recommends a low overall tax rate and narrow difference between the tax rate for recreational and medical marijuana. We also recommend keeping the rates in rough parity with adjacent jurisdictions. These measures, if adopted, should help to mitigate diversion/tax avoidance from the recreational to the black and medical markets. Figure 5 estimates the cumulative impact of the state excise and local sales taxes as they relate to possible pricing (assuming retailers pass the entire burden to buyers).

	Recreational (10%)	Medical (5%)
Estimated Black Market Base Cost of One Ounce	\$177.00	\$177.00
Estimated Average Oregon Excise Tax	\$28.00	\$0.00
Portland Tax (10%/5%)	\$20.50	\$8.85
Total	\$225.50	\$185.85
Cumulative Increase Over Black Market	27%	5%

Figure 5.	Estimated	Post-Tax	Cost of	Mariiuana	in Portland
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Source: Data from the Colorado Department of Public Health & Environment.

Estimated Costs of Regulation and Taxation

Figure 6 details tentative bureau budgets related to marijuana regulation and taxation. These estimates are subject to change as regulatory requirements are developed.

Bureau	One-Time	Ongoing	FTE and Description of Workload
BRFS/Revenue Division	\$150,000	\$280,000	1.25 FTE; tax collection and audit
Development Services/Fire		\$150,000	1.0 FTE; safety inspections
Neighborhood Involvement	\$50,000	\$345,000	2.5 FTE; notification and enforcement of regulatory function
Police Bureau		\$150,000	1.0 FTE; investigations
Total	\$200,000	\$925,000	

Figure 6. Estimated Costs of Administering Marijuana Regulations and Taxation

Conclusion

BRFS recommends implementing a sales tax of 10% on recreational and 5% on medical marijuana sales.

Jurisdiction	Recreational	Medical		
Cornelius, Oregon	10% of gross sales	0% of gross sales		
Forest Grove, Oregon	10% of gross sales	0% of gross sales		
Happy Valley, Oregon	10% of gross sales	0% of gross sales		
Hillsboro, Oregon	10% of gross sales	0% of gross sales		
Ashland, Oregon	10% of gross sales	5% of gross sales		
Central Point, Oregon	10% of gross sales	5% of gross sales		
Coquille, Oregon	10% of gross sales	5% of gross sales		
Gearhart, Oregon	10% of gross sales	5% of gross sales		
King City, Oregon	10% of gross sales	5% of gross sales		
Lake Oswego, Oregon	10% of gross sales	5% of gross sales		
Milwaukie, Oregon	10% of gross sales	5% of gross sales		
Tigard, Oregon	10% of gross sales	5% of gross sales		
West Linn, Oregon	10% of gross sales	5% of gross sales		
Wilsonville, Oregon	12% of gross sales	7.5% of gross sales		
Scappoose, Oregon	20% of gross sales	10% of gross sales		
Seaside, Oregon	Ordinance to tax passed. No rate set.	Ordinance to tax passed. No rate set.		
Tualatin, Oregon	Ordinance to tax passed. No rate set.	Ordinance to tax passed. No rate set.		
Dayton, Oregon	Considering 10% of gross sales	Considering 0% of gross sales		
Klamath Falls, Oregon	Considering 10% of gross sales	Considering 5% of gross sales		
Nehalem, Oregon	Considering 10% of gross sales	Considering 5% of gross sales		
Newberg, Oregon	Considering 10% of gross sales	Considering 5% of gross sales		
Rogue River, Oregon	Considering 10% of gross sales	Considering 5% of gross sales		
_a Grande, Oregon	Considering 25% of gross sales	Considering 0% of gross sales		
Medford, Oregon	Considering 6-18%	× ×		
Eugene, Oregon	Considering a tax, No details yet.	Considering a tax. No details yet.		
Springfield, Oregon	Considering a tax. No details yet.	Considering a tax. No details yet.		
St. Helens, Oregon	Considering a tax. No details yet.	Considering a tax. No details yet.		
State of Washington	31.971 % of gross sales *	6.971 % of gross sales *		
State of Oregon	\$5 - \$35 **	\$0		
State of Colorado	27.9% of gross sales ***	2.9% of gross sales		
Boulder, Colorado	12.06% to 14.12% ****	3.56% to 7.12%		
Seattle, Washington	.215% of gross sales *****	.215% of gross sales ****		
*	Includes 0.471% B&O tax, 6.5% retail sales and use tax a excise tax is due for medical marijuana sales.	nd a 25% excise tax plus any local sales taxes. No		
**	Tax is imposed upon marijuana producers at the rate of \$ on all marijuana leaves, \$5 per immature marijuana plant.	35 per ounce on all marijuana flowers, \$10 per ounce		
***	Includes 10% state marijuana tax, 2.9% state sales tax an marijuana tax or excise tax is due for medical marijuana s			
****	Recreational cultivation facilities incur a 5% excise tax and 7.06% use tax and a 7.06% sales tax. Medical cultivation locations incur a 3.56% use tax and a 3.56% sales tax. S the customer. Use tax is paid on the cost of assets and e amount calculated on the weight or number of plants multibud/flower, \$296 per pound for trim, \$9 per plant per imma	facilities incur a 3.56% use tax. Medical retail ales tax is paid on the retail sales amount charged to xpenses of the business. Excise tax is paid on the iplied by the value set. \$1,876 per pound for		
****	Only liable for the Business License Tax. Tax is only due	if annual taxable gross revenue is \$100,000 or more.		

Appendix A. Recreational and Medical Marijuana Taxation as of October 6, 2014