Launched in 2015, JUUL quickly disrupted the e-cigarette marketplace, popularizing e-cigarette devices that are sleek, discreet and have sweet flavors and a powerful nicotine hit. Nicotine is highly addictive, can negatively impact the development of the adolescent brain, and can harm the cardiovascular system.\(^1\) Driven by the popularity of JUUL, by 2018 youth e-cigarette use in the United States had skyrocketed to what the U.S. Surgeon General and the FDA have called “epidemic” levels.\(^2\) Former FDA Commissioner Scott Gottlieb has stated, “There’s no question the Juul product drove a lot of the youth use.”\(^3\) The Surgeon General has called for “aggressive steps to protect our children from these highly potent products that risk exposing a new generation of young people to nicotine.”\(^4\) E-cigarette still remains a serious public health concern, with 2 million youth, including 11.3% of US high schoolers, reporting current e-cigarette use in 2021\(^5\) during the Covid-19 pandemic.\(^5\) According to another national survey, Monitoring the Future, over 750,000 youth initiated e-cigarette use during the 2020-2021 school year.\(^6\) According to the FDA, “Teens who vape may end up addicted to nicotine faster than teens who smoke cigarettes. This is because vapes may expose users to more nicotine and may be used more frequently. Plus, e-cigarettes may come in flavors that appeal to youth. Appealing flavors may cause teens to vape longer and more often, putting them at risk for nicotine addiction.”\(^7\)

**Kids are Not Just “Experimenting” with E-Cigarettes**

Kids are not just experimenting with e-cigarettes, but are using them frequently, leading to an addiction that is difficult to break. In 2021, 43.6% of high school e-cigarette users were frequent users of e-cigarettes, reporting use on at least 20 of the preceding 30 days. Alarmingly, 27.6% of high school users were daily users, a strong indication of addiction. In total, over 800,000 middle and high school students were frequent users of e-cigarettes in 2021, including half a million daily users.\(^8\) While data is not reported for e-cigarette users specifically, among youth who report current use of any tobacco products, 65.3% reported seriously thinking about quitting.\(^9\) Data from the Monitoring the Future study found that 4.12% of youth e-cigarette users reported an unsuccessful quit attempt in 2020. In 2020, the prevalence of unsuccessful quit attempts among adolescents who had used either e-cigarettes or cigarettes was higher than the prevalence of unsuccessful cigarette quit attempts in each of the previous 13 years.\(^10\)

Data from the International Tobacco Control Policy Evaluation Project (ITC) Youth Tobacco and Vaping Survey found that between 2017 and 2019, the proportion of current youth e-cigarette users reporting strong urges to use e-cigarettes on most days or more often increased. In 2019, 53.1% of youth e-cigarette users reported they were either ‘a little’ or ‘very addicted’ to e-cigarettes.\(^11\) The survey also found that youth who use higher nicotine concentrations report more intensive vaping behavior, including the number of days vaped in the past 30 days, the number of times vaping in an average day of use, the number of days ever vaped, experiencing frequent strong urges to vape and feeling ‘a little’ or ‘very addicted’ to vaping.\(^12\)

Adolescents are more likely to experience nicotine dependence at lower levels of exposure than adults and can feel dependent after just minimal exposure and within a relatively short period of time.\(^13\) A review of the evidence on the impacts of nicotine on the developing brain, published in the *American Journal of Preventive Medicine*, concluded that, “evidence is currently sufficient to warrant extreme caution regarding exposure of adolescents to exogenous nicotine.”\(^14\) One study estimated that youth could meet the threshold for nicotine addiction by consuming just one quarter of a JUULpod per day.\(^15\) A small study of users of JUUL and other JUUL-like devices (including Bo, Phix and Sourin) ages 13-21 found that their urinary cotinine levels far exceeded that of youth cigarette smokers.\(^16\)

\(^1\) 2021 data is not comparable to previous years due to a methodology change. Whereas previous surveys were conducted entirely in-school, the 2021 survey included both in-school and at-home responses; students who completed surveys in school reported higher e-cigarette use. Pandemic-related factors such as reduced access to e-cigarettes due to fewer peer interactions may have impacted youth e-cigarette use in 2021.
News reports across the country have documented troubling stories of teens facing unexpected addiction to JUUL and other e-cigarettes:

“The kids who did it for like a month because it was popular got addicted and couldn’t stop.”
– high school junior, Massachusetts.

“I’ve tried to stop, and over the summer I stopped for a few weeks, but honestly, I’m addicted to nicotine. Like if I don’t have it, I think about it all the time.”
– high school senior, Georgia.

Whenever he put the Juul away, he says, the stress and negative feelings would return. “I felt kind of trapped,” he recalls. He would go back to it. “I couldn’t stop,” he says.
– high school freshman, North Carolina.

"I realized that I couldn’t stop...When I started hearing all the facts and everything bad about it, it was already too late. I was already hooked onto it."
– 8th grader, New York.

He would come to hate himself for being dependent on the tiny device, which he nicknamed his “11th finger.” Yet any thought of quitting made him crazy-anxious.
– high school student, Massachusetts.

“It's impossible to let go once you started using. I'll tell you — after even an hour and a half or two, I am chomping at the bit to find my Juul.”
– college student who started using as a high school sophomore, Colorado.

Pediatricians across the country have echoed concerns about nicotine addiction in young patients who are using e-cigarettes:

“Nicotine addiction can take hold in only a few days, especially in the developing adolescent brain that is particularly vulnerable to addiction to nicotine. My teenage patients who use JUUL are not merely engaging in harmless youthful experimentation. Many of them are using JUUL on a daily basis and show significant signs of nicotine addiction.”
-Dr. Jonathan Winickoff, American Academy of Pediatrics

“With the Juuls, kids are able to get a much higher dose of nicotine — and dose matters. These kids have behaviors that we often see in patients who have opioid or marijuana addiction, but we didn’t typically see with kids who developed addiction to traditional tobacco cigarettes.”
-Dr. Sharon Levy, Director of the Adolescent Substance Use and Addiction Program at Boston Children’s Hospital

**Use of Nicotine Salts Makes it Easier for New Users to Try E-Cigarettes**

Just like the tobacco industry has used additives and design changes to make cigarettes more addictive and appealing to new users (particularly youth),25 JUUL pioneered a new e-liquid formulation that delivers nicotine more effectively and with less irritation than earlier e-cigarette models. According to the company, the nicotine in JUUL is made from “nicotine salts found in leaf tobacco, rather than free-base nicotine,” in order to “accommodate cigarette-like strength nicotine levels.”26 JUUL’s original patent stated that, “certain nicotine salt formulations provide satisfaction in an individual superior to that of free base nicotine, and more comparable to the satisfaction in an individual smoking a traditional cigarette. The satisfaction effect is consistent with an efficient transfer of nicotine to the lungs of an individual and a rapid rise of nicotine absorption in the plasma,” and that, “a user of an e-cigarette comprising the nicotine salt formulation will experience a comparable rate of physical and emotional satisfaction from using a
formulation comprising a mixture of nicotine salts prepared with an appropriate acid at least 1.2X to 3X faster than using a formulation comprising a freebase nicotine."²⁷

According to a 2018 Surgeon General advisory on e-cigarette use among youth, nicotine salts allow users to inhale high levels of nicotine more easily and with less irritation than e-cigarettes that use free-base nicotine. As a result, it could be easier for young people to initiate the use of nicotine with these products.²⁸ Educating youth about the dangers of JUUL and nicotine use is critical—a study from Truth Initiative found that 63% of 15-24 year old JUUL users did not know the product always contains nicotine, even though all pods sold from JUUL do contain nicotine.²⁹ On the other hand, many youth are well aware of the powerful nicotine punch that JUUL delivers, seeking out what they call a "head rush."³⁰ The 2021 National Youth Tobacco Survey (NYTS) found that among high school e-cigarette users, the most commonly reported reason for using e-cigarettes was "to get a high or buzz from the nicotine," reported by 45.3% of users.³¹ Similarly, a survey of Connecticut high school students found that 52% of high school Juul users reported liking Juul because it gives them a "buzz."³²

**JUUL’s High Nicotine Content Disrupted the E-Cigarette Marketplace**

JUUL Labs claims that the nicotine in a JUULpod is equivalent to that of a pack of 20 cigarettes. Unlike most e-cigarettes, which had previously advertised their nicotine content by volume, JUUL advertised its nicotine content by weight when it entered the market in 2015. The advertised 5% nicotine level by weight would be the equivalent of 5.9% by volume, making JUUL three or more times as powerful as most e-cigarettes on the market prior to 2015, which had a nicotine content of 1-2% by volume.³³ One study found that the nicotine emissions from one puff of the JUUL device are equivalent to up to 10 puffs from closed system devices on the market prior to JUUL.³⁴ The 5% nicotine JUUL pods sold in the U.S. exceed nicotine level limits set by many other countries.

JUUL’s competitors, seeking to emulate the company’s success, have since flooded the U.S. market with similar pod-based e-cigarettes, including some that have nicotine levels even higher than 5%, resulting in what some researchers have referred to as a "nicotine arms race." By September 2018, researchers had identified 14 brands offering “JUUL-compatible” pods and 39 JUUL knock-off devices that offered nicotine levels equal or higher to that of JUUL. Many of these companies offer the devices and pods for cheaper than JUUL and in a wider variety of kid-friendly flavors.³⁵ An analysis of e-cigarette sales in Nielsen-tracked channels found that products with 5% nicotine or higher increased from 0% of dollar sales in 2013 to 31.8% in 2017, and then doubled to 66.4% in 2018. In 2018, fruit-flavored e-liquids had a higher mean nicotine concentration (4.7%) than any other flavor category.³⁶

Beginning February 6, 2020, FDA required the removal of pod-based e-cigarettes in flavors other than tobacco and menthol from the market unless they have received prior authorization. However, disposable e-cigarettes are still available in a wide array of flavors with the same high nicotine salt formulation that made pod-based products popular among kids. A 2019 study identified over 30 brands of disposable e-

---

³³ Tracked data includes mass channel and convenience stores; does not include online sales or sales from tobacco and vape shops.
cigarettes. These products are similar in appearance to Juul, but are pre-charged, cheaper (some for less than $5), available in a wide variety of flavors, and some have even higher nicotine concentrations.\textsuperscript{37} Disposable e-cigarettes like Puff Bar and Mojo have surged in popularity among youth due to the wide array of flavors—like strawberry, cotton candy, and mint—that are now prohibited in cartridge systems. Among high school current e-cigarette users, use of disposable e-cigarettes increased by 1,000\% from 2019 to 2020 (from 2.4\% to 26.5\%).\textsuperscript{38} In 2021*, over half (55.8\%) of high school e-cigarette users reported using disposable e-cigarettes.\textsuperscript{39} From February 23, 2020, to March 20, 2022, sales of disposable e-cigarettes increased by 245.3\% (from 2.8 million units to 9.6 million units). During this period, the market share of disposable devices increased from 18.8\% to 41.2\% of total e-cigarette sales. As of March 20, 2022, 81.0\% of disposable sales were of flavors other than tobacco, mint and menthol.\textsuperscript{40}

A pending lawsuit against JUUL from the state of North Carolina asserts that JUUL deceived consumers by understating the nicotine levels of its product and its addiction potential.\textsuperscript{41} The lawsuit claims that, “JUUL entered the e-cigarette market with among the highest nicotine potency of any product, a nicotine level so high that, in some countries, it is illegal for consumers of any age. JUUL has deceived consumers about that nicotine strength, has misrepresented the nicotine equivalency of its products to traditional cigarettes, and has understated the risks of addiction that occur with such powerful levels of nicotine.”

\textbf{Health Concerns for Youth Exposure to Nicotine}

According to the Surgeon General, “E-cigarette use poses a significant – and avoidable – health risk to young people in the United States. Besides increasing the possibility of addiction and long-term harm to brain development and respiratory health, e-cigarette use is associated with the use of other tobacco products that can do even more damage to the body.”\textsuperscript{42} Nicotine is a highly addictive drug that can have lasting damaging effects on adolescent brain development—the brain keeps developing until about age 25. In particular, nicotine use can harm the parts of the adolescent brain responsible for attention, learning, mood and impulse control.\textsuperscript{43} The Surgeon General concluded that, “The use of products containing nicotine in any form among youth, including in e-cigarettes, is unsafe.”\textsuperscript{44}

In general, nicotine has been found to impact the cardiovascular system.\textsuperscript{45} A 2018 report by the National Academies of Science, Engineering and Medicine (NASEM) found that the nicotine in e-cigarettes can increase heart rate and diastolic blood pressure in users shortly after use, but the long-term evidence was not available to determine an association between e-cigarette use and other cardiovascular outcomes such as heart disease and stroke. However, the NASEM report acknowledged that the nicotine in e-cigarettes could elevate cardiovascular disease risk in users with pre-existing cardiovascular disease.\textsuperscript{46}

Delivered in high doses, nicotine can be lethal. The Surgeon General’s report and the NASEM report both found that contact with e-liquids can cause adverse health effects and ingesting e-liquids can lead to death.\textsuperscript{47} Exposure to liquid nicotine found in e-cigarettes has resulted in thousands of calls to poison control centers, according to the American Association of Poison Control Centers (AAPCC).\textsuperscript{48} The FDA had opened an investigation over 100 cases of reported seizures that may be linked to nicotine poisoning from e-cigarette use.\textsuperscript{49}

There is also concern that use of e-cigarettes may function as a gateway to the use of more dangerous, combustible tobacco products. In 2016, the Surgeon General concluded that e-cigarette use is “strongly associated” with the use of other tobacco products among youth and young adults, including conventional cigarettes.\textsuperscript{50} The NASEM found a causal link between e-cigarette and cigarette smoking initiation, concluding that, “There is substantial evidence that e-cigarette use increases risk of ever using combustible tobacco cigarettes among youth and young adults.”\textsuperscript{51} An analysis of data from the FDA’s
nationally representative Population Assessment of Tobacco and Health (PATH) study found that from 2013 to 2016, youth (ages 12-15) e-cigarette use was associated with more than four times the odds of trying cigarettes and nearly three times the odds of current cigarette use. The researchers estimate that this translates to over 43,000 current youth cigarette smokers who might not have become smokers without e-cigarettes. In addition, several studies find that the link between e-cigarette use and smoking initiation was stronger for those who had lower risk factors for smoking at baseline. New research shows that the latest generation of high nicotine e-cigarettes, like Juul, that have fueled the youth e-cigarette epidemic are also associated with subsequent smoking initiation. An analysis of 2017-2019 data from the Truth Longitudinal Cohort, a study of young and young adults (ages 15-27), found that compared with those who had never used an e-cigarette, those who reported ever use of any e-cigarette (Juul or other brands) in 2018 had significantly higher odds of ever cigarette use one year later, and those who reported ever use of Juul in 2018 had significantly higher odds of current e-cigarette use one year later.

For more information on JUUL, visit: https://www.tobaccofreekids.org/what-we-do/industry-watch/e-cigarettes

JAMA, 2022;327(12):1179–1181.


Jackler, RK, Ramamurthi, D, “Nicotine arms race: JUUL and the high-nicotine product market” Tobacco Control, published online February 6, 2019.


JUUL & Other High Nicotine E-Cigarettes Are Addicting Youth


23 docs.gov.hk/meetings/GO/GO05/20190724/109844/HHRRG-116-GO05-Wstate-WinickoffJ-20190724.pdf


33 Jackler, RK, Ramamurthi, D, “Nicotine arms race: Juul and the high-nicotine product market” Tobacco Control, published online February 6, 2019.


35 Jackler, RK, Ramamurthi, D, “Nicotine arms race: Juul and the high-nicotine product market” Tobacco Control, published online February 6, 2019.


