Contents

| Table of Cases | xv |
|---|-----|
| Table of Authorities | xix |
| Chapter 1 The Contrast between "Legal" and "Scientific" Reasoning Neither Science nor Law Is a Monolithic Discipline— | 3 |
| Their Differences Do Not Always Permit a "Bright Line" Analysis | 4 |
| Methodologies Contrasted | 4 |
| Degree of Certainty Required for "Proof" | 6 |
| Role of Precedence | 6 |
| Professional Ethos (Law) | 8 |
| Professional Ethos (Science) | 9 |
| Predictability and Indeterminacy | 11 |
| Chapter 2 Public Health, the Law, and Society | 13 |
| The Scope and Inherent Problems of Public Health | 14 |
| Public Health Law, a Confluence of "Legal" and "Scientific" Reasoning— | |
| Good Science Can Yield Good Public Policy While Not Precluding Debate | 16 |
| Public Health Law, a Confluence of "Legal" and "Scientific" Reasoning— | |
| Tragic Public Policy Results when Science | |
| Is Ignored and Replaced by Prejudice | 16 |
| Public Health Law, a Confluence of "Legal" and "Scientific" Reasoning— | |
| Epidemiology, Statistics, and Profiling | 18 |
| Public Health Law, a Confluence of "Legal" and "Scientific" Reasoning— | |
| Can the "Least Worst Solution" Be the "Best?" | 19 |
| Public Health Law, a Confluence | |
| of "Legal" and "Scientific" Reasoning—Can Regulations | |
| Be "Narrowly Crafted" to Provide for Both Individual Freedom | |
| and the Societal Good? | 20 |
| Factors Involved in Balancing Benefits and Burdens Are Not Absolute | |
| but Comprise a Spectrum | 21 |
| Chapter 3 Acute and Chronic Toxicity of Some Abusable Drugs | 23 |
| Alcohol | 23 |
| The Opioids (Heroin, Morphine, and Codeine are Examples) | 24 |
| Cocaine and Amphetamines | 26 |
| Marijuana | 27 |

| Marijuana and Cognition | 29 |
|---|-----------|
| Marijuana and Mental Illness | 30 |
| Is Marijuana a "Gateway" Drug? | 30 |
| "Ecstasy" (Methylenedioxymethamphetamine or MDMA) | 32 |
| Potent, Pathological, and Permitted | 33 |
| A Prologue | 35 |
| Chapter 4 The History of Attitudes towards Illegal Drugs | 37 |
| "Herbal Remedies" of Yesteryear | 40 |
| An Outline of Our Early History of Dancing with Drugs | 40 |
| The Coca-Cola® Story Is Illustrative of the Connection | |
| between Racism and Drug Policy | 43 |
| Free Will and Biology: Can There Be Mens Rea Absent the Mens? | 45 |
| Chapter 5 The Epidemiology of Drug Use | 47 |
| Useful Definitions | 47 |
| Some Techniques Used to Gather Data Relating to Drug Use | 48 |
| General Problems Associated with Surveys — Self-Reports or Objective Data | 49 |
| Unjustified Conclusions | 49 |
| The Data | 50 |
| National Household Survey on Drug Abuse | 50 |
| Drug Use Forecasting (begun in 1987 by National Institute of Justice) | 50 |
| DAWN (Drug Abuse Warning Network) | 51 |
| National Institute on Drug Abuse | |
| (NIDA)-Sponsored Self-Reporting Survey | 52 |
| National Comorbidity Survey (NIDA) | 52 |
| What Is the Epidemiology of Alcohol Abuse | |
| and Dependence (Alcoholism)?12 | 52 |
| A Perspective: How Does the Incidence of Death Related | |
| to Illegal Drug Use Compare with Other Major Causes? | 53 |
| Chapter 6 The Science of Drug Dependence (Addiction) | 55 |
| How Is Drug Dependence (Addiction) Defined in the Medical Literature? | 56 |
| Science — Not Ideology | 57 |
| Understanding Drug Addiction: Insights from the Research | 58 |
| Alan I. Leshner, Ph.D. | 58 |
| A New Paradigm | 58 |
| The Mind and the Brain | 59 |
| Basic Research | 60 |
| Conclusions and the Future | 60 |
| Implications for Policy | 60 |
| How Should Society and the Law Deal with "Fault"? | 61 |
| Causation and Disease—Is It Appropriate to Assign "Fault"? | 62 |
| Chapter 7 The Conflict between Individual Autonomy | |
| and Responsibility to Society | 65 |
| Mill (the Person) v. Mill (the Philosopher) | 68 |
| Alternative Paradigms | 68 |
| When Individual Actions Do Not Impact Society, How Might the Law Behave? | 70 |

CONTENTS ix

| Bowers v. Hardwick | 70 |
|--|-----|
| 478 U.S. 186 (1986) | 70 |
| Lawrence v. Texas, 123 S. Ct. 2472 (2001) | 72 |
| Chapter 8 Illegal Drugs—The Doctor's Dilemma | 77 |
| The Harrison Narcotic Act—History and Background | 78 |
| Early History of Federal Drug Regulation— | |
| Evolution of the Food and Drug Act | 78 |
| International Affairs and the United States | 80 |
| The Shanghai Conference and Foster Bill | 82 |
| The Hague Opium Conferences | 85 |
| Evolution of the Harrison Narcotic Act | 86 |
| Final Passage of the Harrison Act | 87 |
| The Harrison Narcotic Act—Potential Problems in Interpretation | 88 |
| What is the "Legitimate Practice of Medicine"—Who Decides? | 90 |
| Statutory Interpretation and the Harrison Act | 91 |
| The Courts v. "Somebody Who Was There" | 91 |
| The "Poison Pill" | 92 |
| If Only Congress Had the Courage | 92 |
| Did the Harrison Act Deal with Treaties, Taxes, or Taboos? | 93 |
| The Harrison Narcotic Act—Early Cases | 95 |
| United States v. Jim Fuey Moi | 95 |
| 241 U.S. 394 (1916) | 95 |
| United States v. Doremus | 98 |
| 249 U.S. 86 (1919) | 98 |
| Webb et al. v. United States | 100 |
| 249 U.S. 96 (1919) | 100 |
| Whipple v. Martinson | 101 |
| 256 U.S. 41 (1921) | 101 |
| United States v. Behrman | 105 |
| 258 U.S. 280 (1922) | 105 |
| The Harrison Narcotic Act— Are There Limits to Federal Control of Medical Practice? | 107 |
| Linder v. United States | 107 |
| 268 U.S. 5 (1925) | 108 |
| 200 0.3. 3 (1923) | 100 |
| Chapter 9 Compulsory Drug Testing | 113 |
| Why Is Drug Testing Done? | 115 |
| What Are the Basic Scientific Principles of Drug Testing? | 115 |
| Where Are Samples Obtained? | 116 |
| What Is the Significance of a Positive Test? | 116 |
| What Is the Significance of a Negative Test? | 118 |
| Are There Ways of Avoiding Detection? | 118 |
| How May Subterfuge Be Detected? | 118 |
| Is Drug Testing Cost Effective? | 119 |
| What Is Meant by "Accuracy" of Drug Tests and How Is This Expressed? | 119 |
| Warrant, Reasonableness, and the Fourth Amendment | 120 |
| When Does a Warrantless (per se Unreasonable) | |
| Search Become Reasonable? | 121 |

CONTENTS

| A Spectrum of Cases | 122 |
|---|-----|
| Schmerber v. California | 123 |
| 384 U.S. 757 (1966) | 123 |
| Delaware v. Prouse | 125 |
| 440 U.S. 648 (1979) | 125 |
| No You Can't! | 125 |
| Yes You Can! | 126 |
| Michigan v. Sitz | 126 |
| 496 U.S. 444 (1990) | 126 |
| Indianapolis v. Edmond | 127 |
| 120 S. Ct. 1156 (2000) | 127 |
| You Can Look but You Cannot Touch! | 128 |
| Bond v. United States | 128 |
| 529 U.S. 334 (2000) | 128 |
| It's Too Darn Hot, but You Don't Have to Leave the Garden (Yet)! | 129 |
| Kyllo v. United States | 129 |
| 533 U.S. 27 (2001) | 129 |
| Skinner, Secretary of Transportation, et al. v. | |
| Railway Labor Executives' Association et al. | 130 |
| 489 U.S. 602 (1989) | 130 |
| National Treasury Employees Union et al. v. Von Raab, | |
| Commissioner, United States Customs Service et al | 134 |
| 489 U.S. 656 (1989) | 134 |
| Vernonia School District 47J v. Wayne Acton, et ux. | 137 |
| 515 U.S. 646 (1995) | 137 |
| Board of Education of Independent School District No. 92 | |
| of Pottawatomie County, et al. v. Lindsay Earls et al | 141 |
| 122 S. Ct. 2559 (2002) | 141 |
| Walker L. Chandler, et al., v. Zell D. Miller, et al 520 U.S. 305 (1997) | 143 |
| A Few Questions Regarding Chandler in Light | 143 |
| of the Preceding Cases | 146 |
| of the Freeeding Cases | 146 |
| | |
| Chapter 10 "Crack Babies" and the Constitution— | |
| Testing Pregnant Women for Illegal Drugs | 147 |
| Ambivalent Societal Attitudes towards | |
| Women and Pregnancy | 149 |
| In re A.C. | 149 |
| 537 A.2d 1235 (D.C. Ct. Appeals 1990) | 149 |
| DeShaney v. Winnebago | 150 |
| 109 S. Ct. 998 (1989) | 150 |
| International Union, United Automobile, | |
| Aerospace & Agricultural Implement Workers of | |
| America, UAW, et al v. Johnson Controls, Inc | 151 |
| 499 U.S. 187 (1991). | 151 |
| What Can Science Tell Us about Illegal Drugs, | |
| Particularly Cocaine, and the Fetus or Newborn? | 153 |
| The Problem Presented—Does Cocaine Affect the Fetus? | 154 |

CONTENTS xi

| Cocaine Does Not Have Significant Effects— | |
|---|-----|
| However, Other Drugs May be Harmful | 155 |
| Cocaine Has Subtle, but Definite, Effects | 156 |
| Rights and Obligations — Cocaine, Pregnancy and Drug-Testing | 158 |
| The Fetus As a "Person"; Role of Privacy | 158 |
| Roe v. Wade | 158 |
| 410 U.S. 113 (1973) | 158 |
| Jennifer Clarise Johnson v. State of Florida | 161 |
| 578 So. 2d 419 (Fla. App. 1991) | 161 |
| Jennifer Clarise Johnson v. State of Florida | 163 |
| 602 So. 2d 1288 (1992) | 163 |
| Cornelia Whitner v. State of South Carolina | 166 |
| 328 S.C. 1 (1996)50 | 166 |
| Sequellae of Whitner | 169 |
| Ferguson v. City of Charleston | 170 |
| 186 F.3d 469; (U.S. App., 1999) | 170 |
| The Trial Court's Findings and Its Appeal— | |
| Special Needs Applied and Consent Was Moot | 172 |
| Ferguson v. City of Charleston | 173 |
| 532 U.S. 67; 121 S. Ct. 1281 (2001) | 173 |
| Ferguson—Before and After | 178 |
| The End is Not in Sight | 179 |
| Questions and Final Thoughts | 180 |
| Use of Illegal Drugs by Pregnant Women | |
| in the Context of Public Health | 181 |
| Chapter 11 Disease and Behavior under the Law | 187 |
| Robinson v. California | 190 |
| 370 U.S. 660 (1962) | 190 |
| You Can Be but You Can't Do! | 196 |
| Powell v. Texas | 196 |
| 392 U.S. 514 (1968) | 196 |
| Chapter 12 Crack, Powder, and Justice—Illegal Drugs and Sentencing | 205 |
| Criteria for Sentencing— | |
| Keep in Mind the Several Goals of Criminal Sanctions | 205 |
| Justice in Sentencing—The Debate | 206 |
| History of Mandatory Minimums | 207 |
| Cocaine is Cocaine — The Science of Powder and Crack | 211 |
| The Significance and Process of Scheduling | 212 |
| Antecedents to United States v. Walls | 213 |
| 841 F. Supp. 24 (1994) | 213 |
| United States v. Walls | 216 |
| 841 F. Supp. 24 (1994) | 216 |
| United States v. Walls | 221 |
| 315 U.S. App. D.C. 111 (1995), cert. denied | 221 |
| Judicial Discretion May Be Limited by the Trier of Fact (Sometimes) | 222 |

xii CONTENTS

| Chapter 13 | Civil Commitment and Compelled Therapy | 225 |
|-------------|--|-----|
| | Lane v. Candura | 226 |
| | 376 N.E.2d 1232 (Mass. App. Ct. 1978) | 226 |
| | Lake v. Cameron, 364 F.2d 657 | 227 |
| | 124 U.S. App. D.C. 264 (1966), cert. denied | 227 |
| Beyond t | he Criminal Justice System— | |
| Past C | Crimes Have Been Committed | 230 |
| Beyond t | he Criminal Justice System— | |
| - | e Crimes or Harm to Self Might Occur | 232 |
| | Jacobson v. Massachusetts | 233 |
| | 197 U.S. 11 (1905) | 233 |
| Mandate | d Treatment within the Criminal Justice System | 239 |
| | pendence Is a Disease—But Is It "Infectious?" | 243 |
| | ons and Final Thoughts | 244 |
| Chapter 14 | Disability Law and Drug Dependence—Society's Ambivalence | 249 |
| | ericans with Disabilities Act | 249 |
| A Person | al History of the ADA1 | 250 |
| A Legisla | tive History of the ADA2 | 252 |
| | s of the ADA | 252 |
| | es the ADA Deal with Substance Abuse? 42 U.S.C. § 12114— | |
| | Use of Drugs and Alcohol | 255 |
| _ | and Illicit Drugs Compared | 256 |
| | and §504—Tensions between Individual and Class Consideration | 257 |
| | ence — Not Ideology | 258 |
| | School Board of Nassau County, Fla. v. Arline | 258 |
| | 480 U.S. 273 (1987) | 258 |
| | Arline v. School Board of Nassau County | 260 |
| | 692 F. Supp. 1286 (M.D. Fla. 1988) | 260 |
| | Traynor v. Turnage | 260 |
| | 485 U.S. 535 (1988) | 260 |
| Changes | in Social Security Law Alter Disability Benefits to | |
| | Dependent Persons | 263 |
| Drug or . | Alcohol Dependence Is Unprotected | |
| When | Manifested in the Workplace | 265 |
| | Mararri v. WCI Steel, Inc. | 265 |
| | 130 F.3d 1180 (6th Cir. 1997) | 265 |
| Disabilit | y Law and Admission to the Bar | 268 |
| Final Qu | estion: Has The Judiciary Recently Imposed | |
| Profo | und Changes on the ADA? | 270 |
| | e ADA and Mitigation: | |
| | What Happens to Protection Following "Cure?" | 270 |
| | Sutton v. United Air Lines | 271 |
| | 527 U.S. 471 (1999) | 271 |
| | Murphy v. United Parcel Service, Inc. | 274 |
| | 527 U.S. 516 (1999) | 274 |
| E. 0 | C.'s Cocaine Dependence Is in Remission— | |
| | Does Mitigation Remove ADA Protection? | 274 |

| CONTENTS | xiii |
|----------|------|
| | |

| 531 U.S. 356 (2001) | 276 |
|---|------------|
| One Last Chance for E. C. | 277 |
| Does the ADA Apply to the Federal Government? | 278 |
| Chapter 15 Pot, Peyote, and Politics | 281 |
| How an "Illegal" Drug Became "Legal" through Religion | 282 |
| How Has the First Amendment Dealt with Religious Use of Illicit Drugs? | 283 |
| The Court Speaks—And So Do the People | 286 |
| The Limits of "Exemptions" | 287 |
| Laetrile Is Neither a Controlled Substance nor Approved | 287 |
| United States v. Rutherford | 287 |
| 442 U.S. 544 (1979) | 287 |
| Research, "Emergency," and "Compassionate" Use | |
| Prior to (or in the absence of) FDA Approval | 290 |
| The Politics of Marijuana | 290 |
| The Government Spoke and the People Listened—And Acted | 293 |
| Medical Marijuana and the Courts Medical Marijuana and the Doctrine of "Necessity" | 294 |
| The Appeal—Medical Necessity Upheld | 294 296 |
| United States v. Oakland Cannabis Buyers' Cooperative | 296 |
| 190 F.3d 1109 (9th Cir., 1999) | 296 |
| The Supreme Court's Holding— | 270 |
| Medical Necessity Struck Down (at Least for the Time Being) | 297 |
| United States v. Oakland Cannabis Buyers' Cooperative | 297 |
| 121 S. Ct. 1711 (2001) | 297 |
| It's Not Over Till It's Over | 299 |
| Doctors May Not Prescribe Smoked Marijuana— | |
| But May They Talk About It? | 300 |
| Pearson v. McCaffrey | 300 |
| 139 F. Supp. 2d 113 (D.D.C. 2001) | 300 |
| Conant v. Walters | 302 |
| 309 F.3d 629 (9th Cir., 2002) | 302 |
| When the "Will of the People" Is Not the "Will of the Congress | 303 |
| Turner v. District of Columbia | |
| Board of Elections and Ethics | 303 |
| 77 F. Supp. 2d 25; 1999 U.S. Dist. LEXIS 16595 (1999) | 303 |
| Final Thoughts | 305 |
| Some Arguments For and Against Changing Policy | 305 |
| Chapter 16 Treatment of Drug Dependence— | |
| A Legal and Public Health Perspective | 307 |
| Is There a Need for Treatment? | 308 |
| Evaluating Therapy Is Not an Exact Science | 308 |
| Treatment Is Effective | 309 311 |
| Treatment Works—But Raises Significant Legal and Policy Issues | |
| Alcoholics Anonymous | 311 |

xiv CONTENTS

| Griffin v. Coughlin | 312 |
|---|-----|
| 88 N.Y. 2d 674; 673 N.E.2d 98 (NY Appeals, 1996), cert. denied | 312 |
| Kerr v. Farrey | 313 |
| 95 F.3d 472 (7th Cir. 1996) | 313 |
| Warner v. Orange County Dept. of Probation | 314 |
| 173 F.3d 120 (2nd Cir. 1999), cert. denied | 314 |
| Alcoholics Anonymous, the First Amendment, | |
| and the "Law of Unintended Consequences" | 314 |
| Maybe He Gets Out | 314 |
| Cox v. Miller | 314 |
| 154 F. Supp. 2d 787 (S.D.N.Y. 2001) | 314 |
| No, He Stays In! | 316 |
| Cox v. Miller | 316 |
| 296 F.3d 89 (2002), cert. denied | 316 |
| Opioid Agonist (Methadone) Therapy | 317 |
| The Science of Opioid Agonist Therapy | 318 |
| The History of Opioid Agonist Therapy | 319 |
| Regulation of Methadone Maintenance (Agonist) Therapy | 321 |
| Summary of Federal Methadone Regulations | 322 |
| Opioid Agonist Therapy—Politics and Policy | 323 |
| Drug Courts | 328 |
| The Physician Health Committee—A "Drug Court" | |
| within the Private Sector | 329 |
| Access to Treatment—For the Mentally Ill, for Addicts, for Everyone | 331 |
| Drugs, Addiction, and the Law: | |
| Policy, Politics, and Public Health—The Future | 335 |
| Notes and References | 337 |
| Index | 371 |