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INTRODUCTORY REMARKS BY THE HONORABLE JAMES K. STEWART
DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE

TO THE

IACP CONFERENCE PANEL ON DRUGS AND CRIME

PORTLAND, OREGON

OCTOBER 16, 1988

NOTE:

Because Mr. Stewart often speaks from notes, the speech as delivered may vary from the text. However, he stands behind this speech as printed.

NCJRS

OCT 27 1988

ACQUISITIONS

Eric
Rue C.

I'M CHIPS STEWART, DIRECTOR OF THE NATIONAL INSTITUTE OF JUSTICE, AND I'D LIKE TO WELCOME OUR PANELISTS AND ALL OF YOU TO THIS SESSION ON "DRUGS AND CRIME: THE POLICE CHALLENGE."

THE MEDIA SOMETIMES GIVE THE IMPRESSION THAT DRUGS ARE A RECENT DISCOVERY. IT'S NOT NEWS TO POLICE. DRUGS ARE A PERENNIAL PROBLEM FOR LAW ENFORCEMENT, AND IN MANY WAYS THAT PROBLEM HAS STAYED THE SAME OVER THE YEARS. BUT IN SOME SIGNIFICANT RESPECTS IT IS CHANGING. I'D LIKE TO KICK OFF OUR DISCUSSION TODAY BY LOOKING AT HOW THE DRUG PROBLEM -- AND OUR PERCEPTION OF IT -- IS CHANGING.

FIRST, TWO PICTURES OF DRUG ABUSE, ONE SMALL AND ONE LARGE. THE FIRST COMES FROM AN INTERVIEW THAT NIJ RESEARCHERS RECENTLY CONDUCTED WITH A 28-YEAR-OLD INNER-CITY WOMAN WHO WAS ARRESTED ON A FELONY CHARGE. SHE WAS A DRUG USER. THE INTERVIEWER ASKED WHETHER KNOWING ABOUT AIDS HAD CHANGED HER NEEDLE-SHARING HABITS. YES, SHE SAID, IT HAD. WELL, HOW HAD HER HABITS CHANGED? WELL, NOW, SHE SAID, SHE ONLY SHARED WITH HER DAUGHTER.

THAT'S ONE PICTURE. THE OTHER IS FROM A NEWLY RELEASED REPORT ON DRUG ABUSE IN MONTGOMERY COUNTY, MARYLAND -- WHICH IS ADJACENT TO WASHINGTON, D.C. [MONTGOMERY COUNTY HAPPENS TO BE ONE OF THE WEALTHIEST COUNTIES IN THE UNITED STATES. -- THE MAJORITY OF PEOPLE ARRESTED ON DRUG CHARGES IN THOSE LOVELY SUBURBS WERE EMPLOYED ADULTS BETWEEN THE AGES OF 20 AND 40, MANY WITH GOOD EDUCATIONS, PROFESSIONAL JOBS, AND GOOD SALARIES. I ASSUME THAT MANY OF THEM ALSO HAVE CHILDREN.

THERE ARE A LOT OF IMPLICATIONS YOU COULD DRAW FROM THOSE TWO PICTURES. THE POINT I WANT TO MAKE IS THIS. WE ARE SEEING A GROWING AWARENESS THAT DRUGS ARE A MULTI-FACETED PROBLEM. DRUGS ARE A LAW-ENFORCEMENT PROBLEM, BUT THEY'RE NOT JUST A LAW-ENFORCEMENT PROBLEM.

DRUGS ARE BIG BUSINESS, AND WE NEED TO DISRUPT DRUG MARKETS AND REDUCE THE RETAILERS' PROFITS. DRUGS ARE A PUBLIC HEALTH PROBLEM AND WE NEED TO ESTABLISH TREATMENT AND PREVENTION STRATEGIES. THIS IS TRUER THAN EVER IN THE AGE OF AIDS -- 20

PERCENT OF THOSE ENTERING NEW YORK PRISONS ARE SERO-POSITIVE FOR AIDS. DRUGS ARE AN EDUCATIONAL ISSUE, AND THE SCHOOLS MUST HELP TEACH CHILDREN WHO ARE IGNORANT AND VULNERABLE TO THE SEDUCTIONS OF DRUG PUSHERS. DRUGS ARE A FAMILY PROBLEM, AND WE CAN'T STOP IT UNLESS PARENTS GIVE THEIR CHILDREN THE RIGHT KIND OF EXAMPLE AND GUIDANCE. DRUGS ARE A PERSONAL AND MORAL ISSUE, BECAUSE MANY AMERICANS HAVE A VORACIOUS APPETITE FOR DRUGS, AN APPETITE THAT INDIVIDUALS NEED TO CONTROL. AND DRUGS ARE A COMMUNITY PROBLEM, BECAUSE WHEREVER DRUG MARKETS OPERATE, THEY DEMORALIZE RESIDENTS AND THREATEN THE QUALITY OF LIFE, AND LIFE ITSELF.

IN OTHER WORDS, WE DON'T HAVE "A DRUG PROBLEM." WE HAVE MANY DRUG PROBLEMS, WITH MANY DIFFERENT UNDERLYING CAUSES. IT'S NO LONGER ENOUGH FOR THE PUBLIC TO ASSUME THAT OUR MANY DRUG PROBLEMS CAN BE CLEANED UP BY LAW-ENFORCEMENT. IT'S NOT ENOUGH FOR COMMUNITIES TO SAY TO THE POLICE, OR THE FBI, "MAKE 2,000 ARRESTS AND CALL ME IN THE MORNING." WE KNOW THAT WON'T WORK.

UNDER THIS ADMINISTRATION, WE HAVE FOUGHT HARDER THAN EVER TO SHUT OFF THE SUPPLY OF DRUGS. IT MAY WELL BE THAT OUR BEST CHANCES FOR DISRUPTING DRUG MARKETS LIE AT THE LOCAL LEVEL -- NOT WITH THE FBI OR CUSTOMS OR THE STATE DEPARTMENT, BUT WITH LOCAL POLICE, LOCAL EDUCATION, HEALTH AND PREVENTION AGENCIES.

LOCAL LEADERSHIP -- AND LOCAL PARTNERSHIPS -- TO DEAL WITH OUR DRUG PROBLEMS ARE ON THE UPSWING. A CASE IN POINT IS THE DRUG CONFERENCE IN WASHINGTON, D.C. EARLIER THIS YEAR THAT, FOR THE FIRST TIME, BROUGHT TOGETHER MAYORS AND POLICE CHIEFS ACROSS THE COUNTRY. AND WHEN THOSE MAYORS AND POLICE CHIEFS INCLUDING KATHY WHITMIRE AND LEE BROWN MET WITH LEGISLATORS, THEY MADE A POWERFUL IMPRESSION. ONE RESULT IS THE SENATE DRUG BILL, S.2852, - 50% OF SOME NEW MONIES WOULD GO TO NIJ R&D AND 50% TO NIJ EVALUATION. HOPEFULLY, THIS WILL BE IN THE CONFERENCE REPORT.

Call Renee:

(Chips, by the time you give this speech, conference report may already be out).

LOCAL LEADERS ARE BECOMING AWARE THAT THE SPECIFIC NATURE OF THE DRUG PROBLEM VARIES FROM LOCALITY TO LOCALITY. THIS IS SOMETHING THAT NIJ'S DRUG USE FORECASTING (DUF) SYSTEM HAS DEMONSTRATED. THROUGH PERIODIC TESTING OF ARRESTEES IN 21 CITIES AROUND THE COUNTRY, WE HAVE FOUND SIGNIFICANT VARIATIONS FROM CITY TO CITY IN THE PREVALENCE AND TYPES OF DRUGS USED.

AND WHILE DRUG USE OCCURS IN MANY PARTS OF THE POPULATION, THERE ARE SIGNIFICANT VARIATIONS FROM GROUP TO GROUP TOO. FOR INSTANCE, WHILE STUDIES INDICATE A RECENT TAPERING OFF OR DECLINE IN THE OVERALL NUMBERS OF AMERICANS USING ILLEGAL DRUGS, IT'S JUST THE REVERSE FOR THE POPULATION THAT POLICE ARE CHIEFLY CONCERNED WITH -- OFFENDERS. THEIR DRUG USE HAS RISEN RAPIDLY. {IN WASHINGTON, D.C., WITHIN FOUR YEARS COCAINE USE AMONG OFFENDERS WENT FROM 14 PERCENT TO 62 PERCENT (JULY, 1988). [DRUG USE AMONG OFFENDERS IN NEW YORK CITY HAS HIT AN ALL-TIME HIGH OF 90 PERCENT.]

THE OVERWHELMING QUESTION THAT RISES UP WHEN WE LOOK AT THE MANY DRUG PROBLEMS WE'RE FACING IS, WHAT CAN WE DO? WHAT WORKS? OUR PANELISTS TODAY ARE GOING TO TALK ABOUT SOME OF THE THINGS THEY HAVE TRIED AND HOW THEY HAVE MOBILIZED THEIR RESOURCES. WE WILL HEAR FROM A MAYOR, A CHIEF OF POLICE AND A SHERIFF. THESE VARYING PERSPECTIVES WILL SHOW THE PARTNERSHIPS ESTABLISHED -- AND FEDERAL/LOCAL PARTNERSHIPS.

I'D LIKE TO SAY THAT AS A GENERAL PRINCIPLE, WHAT WE NEED TO DEVELOP IS INTEGRATED SOLUTIONS AND JOINT ACTIONS. AND I THINK THE MESSAGE FOR LAW ENFORCEMENT IS: "YOU AREN'T ALONE ANYMORE." FOR YEARS, THE POLICE FOUGHT ALMOST ALONE AGAINST DRUGS, WHILE PROSECUTORS AND THE PUBLIC TOOK A MORE RELAXED ATTITUDE TOWARD WHAT WAS PERCEIVED AS A "VICTIMLESS CRIME." BUT THERE'S BEEN A CHANGE IN THE TIDE OF PUBLIC OPINION. THE DARK SIDE OF DRUG USE HAS BECOME VERY APPARENT, AND SO HAS THE FACT THAT THE PEOPLE WHO BUY DRUGS MUST BE HELD RESPONSIBLE. THE COSTS TO BUSINESS, TO NEIGHBORHOODS, TO THE HEALTH OF FAMILIES AND SCHOOLS -- ARE MUCH

TOO HIGH, AND THEY ARE BORNE BY ALL OF US.

POLICE HAVE A NATURAL LEADERSHIP ROLE TO PLAY IN JOINT COMMUNITY ENDEAVORS, BECAUSE OF THEIR EXPERTISE AND LONG FAMILIARITY WITH THESE PROBLEMS. AND LIKE ANY CRISIS, THIS ONE MAY HOLD OUT POTENTIAL BENEFITS AS WELL. IN SOME NEIGHBORHOODS IN WASHINGTON, D.C. -- AND, I AM SURE, ELSEWHERE AROUND THE COUNTRY -- PEOPLE ARE DESPERATELY EAGER FOR POLICE HELP. THESE ARE NEIGHBORHOODS THAT HAVE NOT EXACTLY BEEN ENTHUSIASTIC ABOUT THE POLICE BEFORE. IT'S A CHANCE FOR POLICE TO GET BACK INTO THE COMMUNITY AND TO BUILD PARTNERSHIPS THAT CAN STAND US IN GOOD STEAD. [INTRODUCTION OF PANELISTS]

TALKING POINTS FOR CONCLUSION OF PANEL DISCUSSION

- O DUF
- O CRACKDOWNS -- LOCAL DISRUPTIONS OF MARKET, AS IN LYNN, MA
NIJ EVALUATED THIS PROGRAM THAT SUCCESSFULLY DISRUPTED A
DOWNTOWN HEROIN MARKET, AND IT HAS NOT BEEN RE-ESTABLISHED.
- O DARE: NIJ HAS ENCOURAGED LAW-ENFORCEMENT PARTNERSHIP WITH
EDUCATION THROUGH DARE PROGRAM, FIRST TRIED IN L.A. -- NIJ
EVALUATED AND PROMOTED IT; NOW MOST STATES HAVE ADOPTED A
DARE PROGRAM IN THE SCHOOLS.
- O IN THE COURTS, NIJ HAS SPONSORED AND PROMOTED USE OF
PRETRIAL DRUG TESTING AS A WAY OF INCREASING PUBLIC SAFETY
AND HELPING JUDGES MAKE BETTER DECISIONS ABOUT PRETRIAL
RELEASE.
- O VERY PLEASED THAT AS A RESULT OF SUCCESS OF THIS PROGRAM,
BJA IS FUNDING REPLICATION OF THIS PROGRAM IN SIX CITIES:
PORTLAND, TUCSON, MILWAUKEE, PHOENIX, PRINCE GEORGES COUNTY,
AND WILMINGTON, DEL.
- O PRETRIAL DRUG TESTING WORKED SO WELL THAT SOME CITIES HAVE
PICKED UP THE TAB THEMSELVES -- DC, INDIANAPOLIS. PLUS
ARIZONA NOW HAS A COMMISSION STUDYING THE POSSIBILITY OF
STATEWIDE IMPLEMENTATION.
- O NIJ IS NOW EXPANDING PRETRIAL TESTING IN DC TO INCLUDE
JUVENILES (PROBABLY WON'T HAVE RESULTS FOR ANOTHER YEAR.)
- O FOR FUTURE, MAJOR NEED IS DISRUPTING DRUG MARKETS -- CUTTING
INTO PROFITS FOR RETAILERS, AND DISSUADING BUYERS, THROUGH
COMBINATION OF TACTICS:
 - INTERDICTION
 - LAW ENFORCEMENT
 - ASSET FORFEITURE -- MONEY TO STATES AND LOCALITIES
 - EDUCATION
 - TREATMENT

O CREATIVE USE OF CIVIL PENALTIES [ADD CHARLESTON, SC EXAMPLE,

O ALSO NEED TO MAKE CREATIVE USE OF CRIMINAL PENALTIES (FOR INSTANCE, PROSECUTING DRUG TRAFFICKERS UNDER RARELY USED STATUTES SUCH AS THOSE BARRING MONEY-LAUNDERING, CONSPIRACY, FRAUD OR FAILURE TO PAY STATE INCOME TAXES (WHICH DRUG TRAFFICKERS USUALLY FAIL TO DO.) (NIJ MONEY-LAUNDERING STUDY)

O ^{NIJ} SENATE VERSION OF THE DRUG BILL S. 2852, SPECIFIES THAT OUT ^{some} OF NEW MONIES (TO BJA) 50 PERCENT MUST GO TO DRUG R&D, AND 50% TO EVALUATION OF DRUG PROGRAMS. (HOPEFULLY, THIS LANGUAGE WILL BE IN THE CONFERENCE REPORT).

O MAYORS AND POLICE CHIEFS RESOLUTION (FROM APRIL '88 CONFERENCE) CALLED FOR FUNDING FOR RESEARCH INTO DRUG CONTROL STRATEGIES AND TECHNOLOGIES.