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# The Financial Burden of Substance Abuse in West Virginia:

Division of Juvenile Services



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**The West Virginia**

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*West Virginia's Governor-Appointed Substance Abuse  
Prevention & Intervention Planning Body*

<http://www.prevnet.org>



**Staff to the WV Partnership &  
Support for WV's Community-Level Substance Abuse  
Prevention Efforts**

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**Report Funding**

**Federal Office of Juvenile Justice & Delinquency Prevention Block Grant Funds  
Administered by the WV Division of Criminal Justice Services.**

**Report Design**

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The economic impact of drugs and alcohol to any society is astronomical; this is the case in West Virginia. This is the eighth in a series of several reports that will attempt to estimate the cost of drugs and alcohol to the West Virginia Criminal Justice System, which includes the Regional Jail Authority, Division of Corrections, Parole Board, Prosecuting Attorneys Institute, Public Defender Program, Law Enforcement, the judicial system, and Division of Juvenile Services. This report will estimate the percentage of the Division of Juvenile Services (DJS) budget that was spent on providing correctional services to persons under age 18 who were arrested for drug-involved and alcohol-involved crimes from fiscal year (FY) 2005 to fiscal year 2008. It will also estimate the costs of drug and alcohol arrests to DJS from FY 2005 to FY 2008, as well as the source of these funds for each year.

The 1997 House Bill 2680 required that DJS develop a comprehensive plan to establish a unified state system for social and rehabilitative programming and treatment of juveniles in pre-dispositional detention centers and juvenile correctional centers, and a comprehensive plan for regional detention centers and programs (WV Juvenile Justice System, 2009). The bill also created a partnership between WV Department of Health and Human Resources and DJS for planning and establishing balanced and comprehensive programming for juveniles and their families, including prevention and early intervention strategies (WV Juvenile Justice System, 2009). Out of the ten juvenile detention centers (three staff-secure facilities and seven hardware secure facilities in West Virginia), DJS operates nine of them and contracts with a private not-for-profit agency to operate the remaining facility. The present study focused on estimating the DJS' cost of providing services for persons under age 18 who committed drug- and alcohol-involved crimes in juvenile correctional and detention centers.

## **Cost of Drug and Alcohol-involved Crimes in the Division of Juvenile Services**

The total number of persons under age 18 arrested in West Virginia was used to estimate the number of juveniles who were arrested for crimes that were drug- and alcohol-involved and who would have been in DJS juvenile correctional facilities. The WV state police (2009) provides the number of juvenile arrests by calendar year. This format is different from the fiscal year used by the state for budget purposes. Consequently, this report used the counts for calendar year 2004 as the estimates for fiscal year 2004/2005 or FY 2005, and likewise for subsequent years. Additionally, the data for the most recent year in this report, FY 2008, was not available. Therefore, this report used linear trend analysis in Microsoft Excel to estimate the number and percentages for FY 2008 based on data for the three previous years.

According to WV state police (2009), 363 persons under age 18 were arrested for drug crimes out of the total 3,385 juvenile arrests made in FY 2005. This number had increased by 7.4% in 2007 to result in 390 juvenile drug crime arrests; the projected number of juveniles arrested for drug crimes in FY 2008 was 404. A similar increase was observed for alcohol crimes. According to WV state police (2009), 426 and 561 persons under age 18 were arrested for alcohol crimes in FY 2005 and FY 2007, respectively; the projected number of juvenile arrestees was 586 in FY 2008.

Apart from these direct drug and alcohol crime arrests, other arrests may be indirectly associated with drugs and alcohol. Using the 1996 Survey of Inmates in Local Jails and the 1995 Survey of Adults on Probation, Miller, Levy, Cohen, and Cox (2006) estimated the percentage of other crimes that are indirectly drug- and alcohol-involved. They defined a crime as being indirectly drug-involved if an inmate reported being under the influence of drugs or if the inmate committed the crime to pay for drugs. The percentages of assault, rape, robbery, burglary, larceny, and motor vehicle theft which were attributed to drugs by Miller et al. (2006) are reported in Table 1.

**Table 1: Percent of Crimes Directly and Indirectly Attributable to Drugs from FY 2005 to FY 2008 in the Division of Juvenile Services**

| SOURCE                        | Miller et al.'s %Attributable | 2005               |                           | 2006               |                           | 2007               |                           | 2008               |                           |
|-------------------------------|-------------------------------|--------------------|---------------------------|--------------------|---------------------------|--------------------|---------------------------|--------------------|---------------------------|
|                               |                               | Total <sup>1</sup> | Due to Drugs <sup>2</sup> | Total <sup>1</sup> | Due to Drugs <sup>2</sup> | Total <sup>1</sup> | Due to Drugs <sup>2</sup> | Total <sup>1</sup> | Due to Drugs <sup>2</sup> |
| Homicide                      | 25.00                         | 0.09               | 0.02                      | 0.00               | 0.00                      | 0.15               | 0.04                      | 0.13               | 0.03                      |
| Assault                       | 13.00                         | 2.84               | 0.37                      | 2.60               | 0.34                      | 2.26               | 0.29                      | 2.11               | 0.27                      |
| Rape                          | 18.00                         | 0.59               | 0.11                      | 0.44               | 0.08                      | 0.67               | 0.12                      | 0.64               | 0.12                      |
| Robbery                       | 39.00                         | 0.56               | 0.22                      | 0.77               | 0.30                      | 0.52               | 0.20                      | 0.58               | 0.23                      |
| Burglary                      | 36.00                         | 4.02               | 1.45                      | 3.64               | 1.31                      | 2.67               | 0.96                      | 2.11               | 0.76                      |
| Larceny-Theft                 | 23.00                         | 18.79              | 4.32                      | 19.57              | 4.50                      | 14.14              | 3.25                      | 12.88              | 2.96                      |
| Motor Vehicle Theft           | 23.00                         | 2.63               | 0.60                      | 1.98               | 0.46                      | 1.51               | 0.35                      | 0.93               | 0.21                      |
| <b>Indirect Drug-involved</b> | <b>0.00</b>                   | <b>0.00</b>        | <b>7.09</b>               | <b>0.00</b>        | <b>6.99</b>               | <b>0.00</b>        | <b>5.21</b>               | <b>0.00</b>        | <b>4.58</b>               |
| <b>Direct Drug Offenses</b>   | <b>0.00</b>                   | <b>10.72</b>       | <b>10.72</b>              | <b>11.20</b>       | <b>11.20</b>              | <b>11.32</b>       | <b>11.32</b>              | <b>11.68</b>       | <b>11.68</b>              |
| <b>Overall Drug Offenses</b>  | <b>0.00</b>                   | <b>0.00</b>        | <b>17.81</b>              | <b>0.00</b>        | <b>18.19</b>              | <b>0.00</b>        | <b>16.53</b>              | <b>0.00</b>        | <b>16.26</b>              |

Further, they defined a crime as being indirectly alcohol-involved if an inmate reported consuming at least one drink of alcohol shortly before the offense was committed. The percentages of homicide, assault, rape, robbery, burglary, larceny, and motor vehicle theft which were attributed to alcohol by Miller et al. (2006) are reported in Table 2. This methodology was applied for estimating indirect drug- and alcohol-involved arrests in the present report. For example, 0.09% of arrests were for homicide in FY 2006 and Miller et al. (2006) argued that 25% of these homicides were indirectly due to drugs.

**Table 2: Percent of Crimes Directly and Indirectly Attributable to Alcohol from FY 2005 to FY 2008 in the Division of Juvenile Services**

| SOURCE                        | Miller et al.'s %Attributable | 2005               |                           | 2006         |              | 2007         |              | 2008         |              |
|-------------------------------|-------------------------------|--------------------|---------------------------|--------------|--------------|--------------|--------------|--------------|--------------|
|                               |                               | Total <sup>3</sup> | Due to Drugs <sup>4</sup> | Total        | Due to Drugs | Total        | Due to Drugs | Total        | Due to Drugs |
| Homicide                      | 42.00                         | 0.09               | 0.04                      | 0.00         | 0.00         | 0.15         | 0.06         | 0.13         | 0.05         |
| Assault                       | 41.00                         | 2.84               | 1.16                      | 2.60         | 1.07         | 2.26         | 0.93         | 2.11         | 0.87         |
| Rape                          | 39.00                         | 0.59               | 0.23                      | 0.44         | 0.17         | 0.67         | 0.26         | 0.64         | 0.25         |
| Robbery                       | 33.00                         | 0.56               | 0.18                      | 0.77         | 0.25         | 0.52         | 0.17         | 0.58         | 0.19         |
| Burglary                      | 36.00                         | 4.02               | 1.45                      | 3.64         | 1.31         | 2.67         | 0.96         | 2.11         | 0.76         |
| Larceny-Theft                 | 19.00                         | 18.79              | 3.57                      | 19.57        | 3.72         | 14.14        | 2.69         | 12.88        | 2.45         |
| Motor Vehicle Theft           | 26.00                         | 2.63               | 0.68                      | 1.98         | 0.51         | 1.51         | 0.39         | 0.93         | 0.24         |
| <b>Indirect Drug-involved</b> | <b>0.00</b>                   | <b>0.00</b>        | <b>7.31</b>               | <b>0.00</b>  | <b>7.03</b>  | <b>0.00</b>  | <b>5.46</b>  | <b>0.00</b>  | <b>4.81</b>  |
| <b>Direct Drug Offenses</b>   | <b>0.00</b>                   | <b>12.58</b>       | <b>12.58</b>              | <b>10.88</b> | <b>10.88</b> | <b>16.28</b> | <b>16.28</b> | <b>16.93</b> | <b>16.93</b> |
| <b>Overall Drug Offenses</b>  | <b>0.00</b>                   | <b>0.00</b>        | <b>19.89</b>              | <b>0.00</b>  | <b>17.91</b> | <b>0.00</b>  | <b>21.74</b> | <b>0.00</b>  | <b>21.74</b> |

Miller et al.'s (2006) attribution percentages were multiplied by the percentage of juvenile arrests that were for the crimes they classified as indirectly drug- and alcohol-involved and the results were divided by 100. The results provided the percentages of arrests that were for indirect drug- and alcohol-involved crimes. For example, the percentage of homicide arrests that were indirectly drug-involved in 2005 is  $(25 \times 0.09) / 100 = 0.02\%$ . The resulting estimates were added to the 10.72% and 12.58% direct drug- and alcohol-involved arrests, respectively. The results suggested that approximately 17.81% of crimes in 2005 were either directly or indirectly related to drugs (Table 1) and approximately 19.89% of crimes were either directly or indirectly related to alcohol (Table 2). Note that Miller et al. (2006) also included child sexual abuse and child physical abuse/neglect crimes which were not included in the WV state police data.

<sup>1</sup> These are the percentages of arrests for each type of crime as reported by the WV state police (2009)

<sup>2</sup> These are estimated percentages of persons arrested for crimes that are indirectly due to drugs using Miller et al.'s (2006) fractions

<sup>3</sup> These are the percentages of arrests for each type of crime as reported by the WV state police (2009)

<sup>4</sup> These are estimated percentages of persons arrested for crimes that are indirectly due to alcohol using Miller et al.'s (2006) fractions

Tables 1 and 2 also provide trends in the percentage of crimes directly and indirectly attributable to drugs and alcohol. The percentage of drug-involved crimes declined between FY 2006 and FY 2008. By contrast, the percentage of alcohol-involved crimes only declined in FY 2006; the percentage was the same in FY 2007 and FY 2008.

**Table 3: Estimates of Drugs and Alcohol Cost to the Division of Juvenile Services from FY 2005 to FY 2008**

| YEAR | Total Budget <sup>5</sup> | % Crime Due to Drugs | Estimated Cost of Drugs Crimes <sup>6</sup> | % Crime Due to Alcohol | Estimated Cost of Alcohol Crimes <sup>6</sup> | Estimated Cost of Drugs and Alcohol Crimes <sup>6</sup> |
|------|---------------------------|----------------------|---|------------------------|---|---|
| 2005 | \$32,361,805              | 17.81                | \$5,763,637                                 | 19.89                  | \$6,436,763                                   | \$12,200,400  |
| 2006 | \$33,135,215              | 18.19                | \$6,027,296                                 | 17.91                  | \$5,934,517                                   | \$11,961,813  |
| 2007 | \$35,797,615              | 16.53                | \$5,917,346                                 | 21.74                  | \$7,782,402                                   | \$13,699,748  |
| 2008 | \$34,831,012              | 16.26                | \$5,663,523                                 | 21.74                  | \$7,572,262                                   | \$13,235,785  |

Table 3 shows that the DJS spent over \$5 million for drug-involved crimes in FY 2008 in their correctional facilities; this was a 1.8% decline from FY 2005. Table 3 also shows that over \$7 million was spent on alcohol-involved crimes in FY 2008; this was a 17.4% decline from fiscal year 2005. In total, close to 40% of DJS' budget goes towards drug- and alcohol-involved crimes.

The WV Budget Office provided fiscal data for DJS by source of funds. The resulting distribution by source of funds was applied to the cost of drugs and alcohol in DJS. Table 4 presents these data on the different sources of funds for DJS' budget. Most of DJS' budget, 96.55% to be exact, comes from the General Fund. The 1.71% unappropriated special funds are also mainly state funds<sup>7</sup>. Less than 2% of the cost comes from federal funds. West Virginia therefore bears the bulk of the burden of juveniles' involvement in drug and alcohol crimes.

**Table 4: Cost of Drugs and Alcohol to the Division of Juvenile Services by Source of Fund**

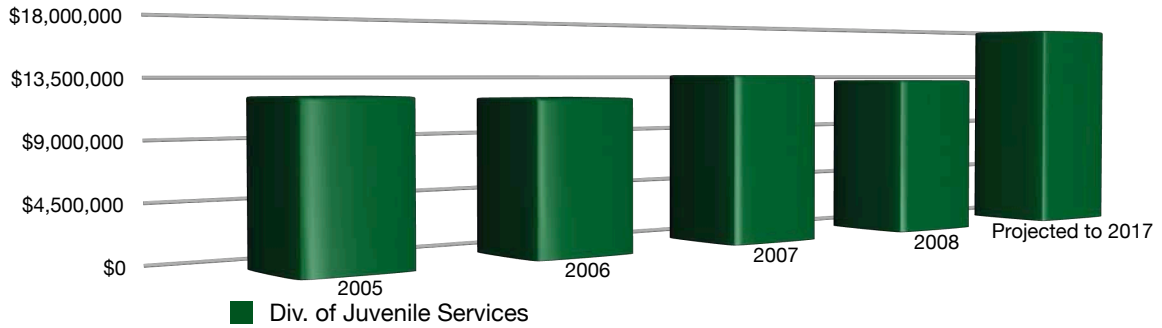
| SOURCE                        | 2005               | 2006               | 2007               | 2008               |
|-------------------------------|--------------------|--------------------|--------------------|--------------------|
| <b>Drugs Cost by Source</b>   |                    |                    |                    |                    |
| General Fund                  | \$5,594,887        | \$5,892,872        | \$5,726,920        | \$5,467,976        |
| Federal Fund                  | \$58,951           | \$60,209           | \$99,180           | \$98,800           |
| Appropriated Special Fund     | \$0.00             | \$0.00             | \$0.00             | \$0.00             |
| Unappropriated special Fund   | \$109,799          | \$74,215           | \$91,246           | \$96,747           |
| <b>Total<sup>6</sup></b>      | <b>\$5,763,637</b> | <b>6,027,296</b>   | <b>5,917,346</b>   | <b>5,663,523</b>   |
| <b>Alcohol Cost by Source</b> |                    |                    |                    |                    |
| General fund                  | \$6,248,305        | \$5,802,162        | \$7,531,957        | \$7,310,812        |
| Federal fund                  | \$65,836           | \$59,282           | \$130,440          | \$132,097          |
| Appropriated Special Fund     | \$0.00             | \$0.00             | \$0.00             | \$0.00             |
| Unappropriated special fund   | \$122,622          | 73,073             | 120,005            | 129,353            |
| <b>Total<sup>6</sup></b>      | <b>\$6,436,763</b> | <b>\$5,934,517</b> | <b>\$7,782,402</b> | <b>\$7,572,262</b> |

<sup>5</sup> Budget figures were provided by the West Virginia Budget Office

<sup>6</sup> Rounded up to the nearest dollar

<sup>7</sup> Clarification provided by WV Budget Office's Official

### Total Cost of Drugs and Alcohol Use: Div. of Juvenile Services



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