

---

**The Financial Burden of Substance  
Abuse in West Virginia:  
Law Enforcement System**



**PROVIDED BY:**

**The West Virginia**

**PARTNERSHIP**  
to Promote Community Well-Being

---

---

*Report Content Produced By:*

**The West Virginia**

**PARTNERSHIP**  
**to Promote Community Well-Being**

*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**

**Analyst:** Yetty Shobo

**Advisors:** Dr. Wayne Coombs Dr. Andy Whisman

**Report Funding**

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

**Report Design**

**Chris Tome [www.3dvfxdesign.com](http://www.3dvfxdesign.com)**

---

The economic impact of drugs and alcohol to any society is astronomical. In West Virginia, not only is this cost high, it has increased significantly. This is the sixth 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 Law Enforcement sector's budget that goes towards dealing with drug- and alcohol-involved arrests and crimes from fiscal year (FY) 2005 to fiscal year 2008. It will also estimate the costs of drug and alcohol arrests to the Law Enforcement sector from FY 2005 to FY 2008, as well as the sources of these funds for each year.

There are three arms of law enforcement that would be involved in drug- and alcohol-involved arrests and crimes in West Virginia: the state police, the municipal police, and the county sheriffs. The budget and the cost of drug- and alcohol-involved crimes are presented separately and then together for the three law enforcement agencies in this report.

### Cost of Drug- and Alcohol-involved Crimes in the Law Enforcement Sector

The number of total arrests made in West Virginia was used to estimate the number of individuals who were arrested by law enforcement officers for drug- and alcohol-involved crimes in the state. The WV state police (2009) provides the number of 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 the WV state police (2009), a total of 8,871 persons were arrested for direct drug-involved crimes of the total 66,917 arrests made in FY 2007. This figure was higher than the 5,958 and 7,530 drug-involved arrests made in FY 2005 and 2006, respectively (WV state police, 2009). Trended forward, this resulted in an estimate of 10,573 arrests in FY 2008. The same increasing trend was observed for direct alcohol-involved arrests. According to WV state police (2009), 15,244, 16,539, and 19,428 persons were arrested for direct alcohol-involved crimes in FY 2005, 2006, and 2007, respectively. Trended forward, this resulted in an estimated 21,254 arrests in FY 2008. The trend in total arrest was also increasing; 54,748, 63,633, 69,818, and an estimated 77,803 arrests were made in FY 2005, 2006, 2007, and 2008, respectively. Overall, these data resulted in 10.88%, 11.83%, 12.71%, and 13.59% arrests for direct drug-involved crimes and 27.84%, 25.99%, 27.83%, and 27.32% arrests for direct alcohol-involved crimes in FY 2005, 2006, 2007, and 2008, respectively.

Apart from the arrests that were for direct drug- and alcohol-involved crimes, other arrests are 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. 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 used for estimating indirect drug- and alcohol-involved arrests in the present report. For example, 0.08% of arrests were for homicide in FY 2005 and Miller et al. (2006) argued that 25% of these homicides were indirectly due to drugs.

Miller et al.'s (2006) attribution percentages were multiplied by the percentage of arrests that were for the crimes classified as drug- and alcohol-involved and the results were divided by 100. The results provided the percentages of homicide arrests that were indirectly drug- and alcohol-involved related. For example, the percentage of arrests that were for homicides that were indirectly drug-involved in 2005 is  $(25*0.08)/100=0.02\%$ . The resulting estimates were summed and then added to the 10.88% direct drug-involved and 27.84% direct alcohol-involved arrests, respectively. The results suggested that approximately 15.01% arrests in 2005 were either directly or indirectly related to drugs (Table 1) and approximately 36.72% arrests were either directly or indirectly related to alcohol in the same year (Table 2). Note that Miller et al. (2006) also included child sexual abuse and child physical abuse/neglect crimes which were not included with the WV state police data.

**Table 1: Percent of Crimes Directly and Indirectly Attributable to Drugs from FY 2005 to FY 2008 in the Prosecuting Attorneys Institute**

CATEGORY	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>
<b>Homicide</b>	25.00	0.08	0.02	0.10	0.03	0.07	0.02	0.07	0.02
<b>Assault</b>	13.00	17.10	2.22	15.04	1.96	15.30	1.99	14.38	1.87
<b>Rape</b>	18.00	0.35	0.06	0.37	0.07	0.38	0.07	0.38	0.07
<b>Robbery</b>	39.00	0.36	0.14	0.38	0.15	0.34	0.13	0.35	0.14
<b>Burglary</b>	36.00	2.07	0.75	1.84	0.66	1.77	0.64	1.65	0.59
<b>Larceny-Theft</b>	23.00	3.22	0.74	8.08	1.86	7.16	1.65	9.26	2.13
<b>Motor Vehicle Theft</b>	23.00	0.88	0.20	0.77	0.18	0.71	0.16	0.65	0.15
<b>Indirect Drug-involved</b>	--	--	<b>4.13</b>	--	<b>4.91</b>	--	<b>4.66</b>	--	<b>4.97</b>
<b>Direct Drug Offenses</b>	--	<b>10.88</b>	<b>10.88</b>	<b>11.83</b>	<b>11.83</b>	<b>12.71</b>	<b>12.71</b>	<b>13.59</b>	<b>13.59</b>
<b>Overall Drug Offenses</b>	--	--	<b>15.01</b>	--	<b>16.74</b>	--	<b>17.37</b>	--	<b>18.56</b>

Tables 1 and 2 also provide trends in the percentage of crimes directly and indirectly attributable to drugs and alcohol. Overall, the total percentage of drug-involved crimes increased over the years despite the slight dip in the percentage of crimes indirectly attributable to drugs in FY 2007. For alcohol-involved crimes, there were also some fluctuations due to declines in the percentage of crimes indirectly attributable to alcohol.

<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

**Table 2: Percent of Crimes Directly and Indirectly Attributable to Alcohol from FY 2005 to FY 2008 in the Prosecuting Attorneys Institute**

CATEGORY	Miller et al.'s %Attributable	2005		2006		2007		2008	
		Total <sup>3</sup>	Due to Alcohol <sup>4</sup>	Total	Due to Alcohol	Total	Due to Alcohol	Total	Due to Alcohol
Homicide	42.00	0.08	0.03	0.10	0.04	0.07	0.03	0.07	0.03
Assault	41.00	17.10	7.01	15.04	6.17	15.30	6.27	14.38	5.90
Rape	39.00	0.35	0.14	0.37	0.14	0.38	0.15	0.38	0.15
Robbery	33.00	0.36	0.12	0.38	0.13	0.34	0.11	0.35	0.12
Burglary	36.00	2.07	0.75	1.84	0.66	1.77	0.64	1.65	0.59
Larceny-Theft	19.00	3.22	0.61	8.08	1.54	7.16	1.36	9.26	1.76
Motor Vehicle Theft	26.00	0.88	0.23	0.77	0.20	0.71	0.18	0.65	0.17
Indirect Alcohol-involved	--	--	8.89	--	8.88	--	8.74	--	8.72
Direct Alcohol Offenses	--	27.84	27.84	25.99	25.99	27.83	27.83	27.32	27.32
Overall Alcohol Offenses	--	--	36.73	--	34.87	--	36.57	--	36.04

Table 3 shows that over \$16 million of the state police's budget was consumed by drug-involved crimes and arrests in FY 2008; this was an 18% increase from FY 2005. Table 3 also shows that over \$31 million of the state police's budget was consumed by alcohol-involved crimes in FY 2008 which was a 6% decline from fiscal year 2005. In total, about 50% of the state police office's budget went towards drug- and alcohol-involved crimes.

**Table 3: Estimates of Drugs and Alcohol Cost to the Law Enforcement Offices from FY 2005 to FY 2008**

AGENCY	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>	Total Cost of Drugs and Alcohol <sup>6</sup>
<b>State Police</b>						
2005	\$91,354,108	15.01	\$13,712,252	36.72	\$33,545,228	\$47,257,480
2006	\$77,256,592	16.72	\$12,917,302	34.85	\$26,923,922	\$39,841,224
2007	\$76,722,342	17.36	\$13,318,999	36.56	\$28,049,688	\$41,368,687
2008	\$87,507,404	18.55	\$16,232,623	36.02	\$31,520,167	\$47,752,790
<b>Municipal Police</b>						
2005	\$101,361,792	15.01	15,214,405	36.72	\$37,220,050	\$52,434,455
2006	\$105,744,019	16.72	\$17,680,400	34.85	\$36,851,791	\$54,532,191
2007	\$109,900,051	17.36	\$19,078,649	36.56	\$40,179,459	\$59,258,108
2008	\$111,864,383	18.55	\$20,750,843	36.02	\$40,293,551	\$61,044,394
<b>County Sheriffs</b>						
2005	\$51,963,795	15.01	\$7,799,766	36.72	\$19,081,106	\$26,880,872
2006	\$56,431,903	16.72	\$9,435,414	34.85	\$19,666,518	\$29,101,932
2007	\$59,488,043	17.36	\$10,327,124	36.56	\$21,748,829	\$32,075,953
2008	\$62,350,639	18.55	\$11,566,044	36.02	\$22,458,700	\$34,024,744
<b>Total</b>						
2005	\$244,679,695	15.01	\$36,726,422	36.72	\$89,846,384	\$126,572,806
2006	\$239,432,514	16.72	\$40,033,116	34.85	\$83,442,231	\$123,475,347
2007	\$246,110,436	17.36	\$42,724,772	36.56	\$89,977,975	\$132,702,747
2008	\$261,722,426	18.55	\$48,549,510	36.02	\$94,272,418	\$142,821,928

<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

<sup>5</sup> Budget figures for the state police were provided by the West Virginia Budget Office. Budget figures for the municipal police and county sheriff were provided by the WV State Auditor's Office.

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

The municipal police spent even more. Table 3 shows that over \$20 million of the municipal police's budget was consumed by drug-involved crimes and arrests in FY 2008, a 45% increase from FY 2005. Close to \$40 million of the municipal police's budget was consumed by alcohol-involved crimes in FY 2008 which was a 15% increase from fiscal year 2005. In total, about 50% of the municipal police offices' budget went towards drug- and alcohol-involved crimes.

Further, Table 3 also includes how much county sheriffs spent on drug and alcohol-involved crimes and arrests. Over \$11 million was consumed by drug-involved crimes and arrests in FY 2008; this was a 63% increase from FY 2005. Table 3 also shows that over \$21 million of the county sheriff's budget was consumed by alcohol-involved crimes in FY 2008, a 29% increase from fiscal year 2005. In total, about 50% of the county sheriff's budget went towards drug- and alcohol-involved crimes.

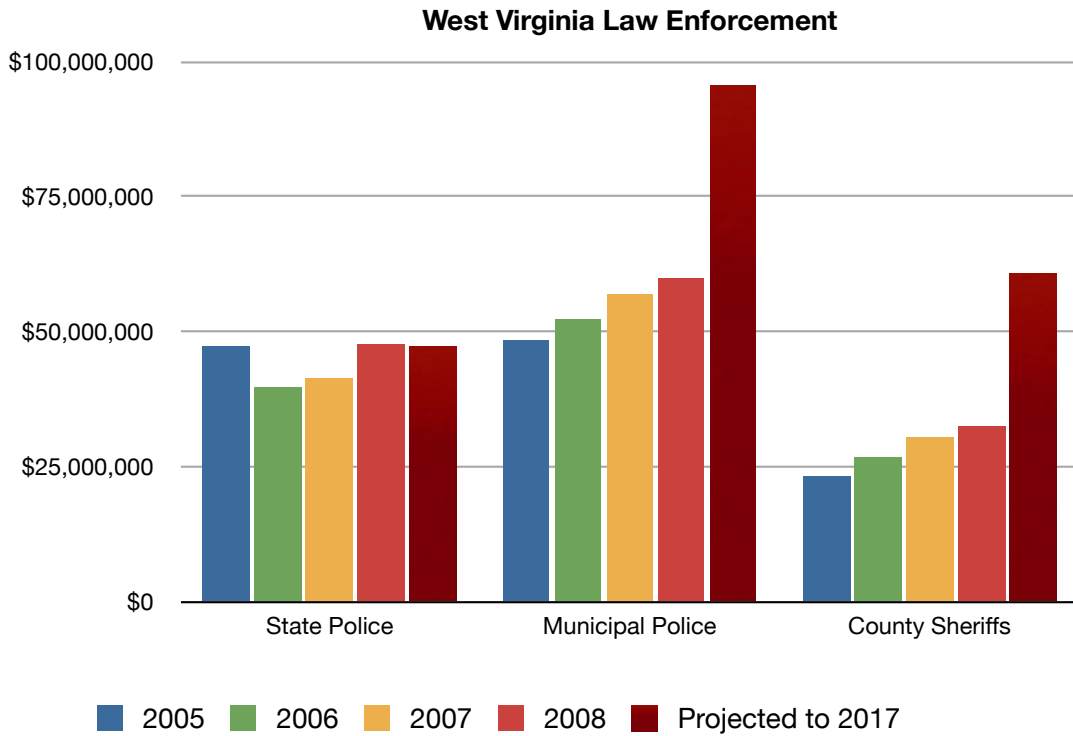
Finally, Table 3 show estimates of how much in total was spent by the three law enforcement divisions on drug- and alcohol-involved crimes and arrests. Drug-involved crimes and arrests consumed over 48 million of the law enforcement sector's budget in FY 2008. However, this was a 33% increase from FY 2005. Table 3 also shows that alcohol-involved crimes consumed over \$94 million of the law enforcement sector's budget in FY 2008, nearly a 5% overall increase from fiscal year 2005. In total, about \$142 million, which is 50% of the total law enforcement budget, was consumed by drug- and alcohol-involved crimes.

**Table 4: Cost of Drugs and Alcohol to the Law Enforcement Offices by Source of Fund**

<b>SOURCE</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
<b>Drugs Cost by Source</b>				
General fund	\$11,738,946.18	\$9,431,498.98	\$12,334,235.57	\$8,675,958.27
Federal fund	\$151,769.82	\$153,760.03	\$160,419.90	\$108,237.97
Appropriated Special Fund	\$485,753.91	\$586,492.20	\$754,428.10	\$483,037.04
Unappropriated special fund	\$577,542.61	\$574,640.74	\$722,054.91	\$507,343.75
<b>Total<sup>7</sup></b>	<b>\$12,954,013</b>	<b>\$10,746,392</b>	<b>\$13,971,138</b>	<b>\$9,774,577</b>
<b>Alcohol Cost by Source</b>				
General fund	\$81,351,098	\$77,063,567	\$84,054,815	\$88,991,033
Federal fund	\$393,017	\$385,229	\$322,073	\$349,036
Appropriated Special Fund	\$1,257,890	\$1,469,393	\$1,514,656	\$1,557,654
Unappropriated special fund	\$1,495,583	\$1,439,700	\$1,449,661	\$1,636,036
<b>Total<sup>7</sup></b>	<b>\$84,497,588</b>	<b>\$80,357,889</b>	<b>\$87,341,205</b>	<b>\$92,533,758</b>

All the funds for the municipal police's and county sheriff's budget come from the general fund. Therefore, the state of West Virginia bears all the costs of drug- and alcohol-involved crimes in these two sectors. The state police's budget comes from several sources and those are reported in Table 4. Most of the state police's budget, 88% to be exact, comes mainly from the general fund. Federal funds make up 1% of the budget. About 5% comes each from appropriated and unappropriated special funds. Unappropriated special funds are all state funds and appropriated special funds can be either state or federal. Appropriated special funds are often provided by the federal government to the state in special situations like flooding and other emergency relief situations<sup>6</sup> which is unlikely to be used for law enforcement. Therefore, it is likely that the 5% appropriated special is entirely from state funds. Overall, the state of West Virginia bears at least 96% of the cost of drug- and alcohol-involved crimes and arrests in the law enforcement sector. This is an exorbitant price to pay!

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



## References

Miller, T. R., Levy, D. T., Cohen, M. A., & Cox, K. L. C. (2006). Costs of alcohol and drug-involved crime. *Prevention Science, 7*, 333-342.

WV state police (2009). West Virginia Crime Statistics 1972-2006. Retrieved April 28, 2009, from <http://www.wvstatepolice.com/ucr/ucr.htm>