Briefing Report

for the
New Mexico Family Impact Seminar

*Fourth Annual New Mexico Family Impact Seminar
The Impact of Incarceration on Families, Children and the Community:
Consequences and Cost

Tuesday, November 18, 2008
Hotel Santa Fe

Working Discussion Session
Wednesday, November 19, 2008

The Impact of Incarceration on Families, Children and the Community:
Consequences and Cost
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Purpose and Presenters

The Impact of Incarceration on Families, Children and the Community: Consequences and Cost is New Mexico State University's fourth annual Family Impact Seminar. Family Impact Seminars – which do not lobby for particular policies – provide up-to-date, objective and nonpartisan, solution-oriented research information on current issues that affect families. The Family Impact Seminars are intended for state legislators and their aides, Governor and Lieutenant Governor's Office staff, legislative service agency personnel, and state agency representatives. Briefing Reports supplement the seminars.

One of the ultimate goals of New Mexico State University's Departments of Extension Home Economics and Family & Consumer Sciences in the College of Agriculture and Extension Home Economics is to enhance the quality of life of families in New Mexico. To this end, we bring the Family Impact Seminar to New Mexico.

Featured seminar speakers:

Gail Oliver, M.P.A.
Deputy Cabinet Secretary for Prisoner Reentry and Reform
New Mexico Department of Corrections
The New Mexico Picture: who and how many are incarcerated?

Karol L. Kumpfer, Ph.D.
Professor, Department of Health Promotion and Education, University of Utah
Breaking the cycle of incarceration: Using evidence-based programs to strengthen fractured families and improve child outcomes.

Thomas E. Lengyel, M.S.W., Ph.D.
Associate Director of Research, American Humane Association
Incarcerating parents of minor children: who bears the cost?

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Visit our website at: http://cahe.nmsu.edu/familyimpactseminar. For further information on bringing a family perspective to policymaking, see the Policy Institute for Family Impact Seminars website at: www.uwex.edu/ces/familyimpact/wisconsin.htm.
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Gail Oliver, Deputy Secretary for Reentry and Reform, New Mexico Department of Corrections; Karol Kumpfer, Ph.D., Professor of Health Promotion and Education, University of Utah; and Tom Lengyel, Ph.D. Associate Director of Research, American Humane Organization for Sharing their expertise via their seminar presentations and briefing report articles, so that we might improve the quality of life for persons living in New Mexico.

The Family Impact Seminar Advisory Committee for providing guidance regarding the establishment of the Family Impact Seminar:

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- **Family Nurturing Programs**
  September 2008 version.

- **Family Matters: Children of Incarcerated Parents**
  A Family Impact Seminar Newsletter for Wisconsin Policymakers
  Volume 3 Issue 2, October 2003
  Authors; Bettina Friese, Beth Gross, and Daren Bogenschneider
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EXECUTIVE SUMMARY

Lost, forgotten, hidden, invisible—words used to describe the families left behind when someone is incarcerated. It has only been in recent years that attention has been turned to these families—children, spouses, parents, grandparents—and their issues, their circumstances, their needs.

Over the last 30 years incarceration numbers have quadrupled (primarily due to drug offenses) and corrections have become the second fastest growing state expenditure. U.S. prisons now hold a million more people than they did a generation ago. More offenders entering prison means that more will eventually leave and return to their families and communities.¹

New Mexico Department of Corrections Deputy Secretary for Reentry and Reform Gail Oliver will present pertinent New Mexico information. For the Family Impact Seminar, she will discuss who and how many are incarcerated in the state.

The literature suggests that parental separation due to imprisonment can have profound consequences for children. The immediate effects can include feelings of shame, social stigma, loss of financial support, weakened ties to the parent, changes in family composition, poor school performance, increased delinquency, and increased risk of abuse or neglect. Long-term effects can range from the questioning of parental authority, negative perceptions of police and the legal system, and increased dependency or maturational regression to impaired ability to cope with future stress or trauma, disruption of development, and intergenerational patterns of criminal behavior.² It has been suggested that the children of incarcerated parents are five to six times more likely to enter the criminal justice system than are children who have not had an incarcerated parent. Many of the children of incarcerated end up in the child welfare system.

It is noted in the research that often the offense that incarcerates the person is not their first offense. The families likely have been exposed to substance abuse, domestic/child abuse, poverty and lived in sub-standard environments before the family member was incarcerated.

Dr. Karol Kumpfer, psychologist and a Professor of Health Promotion and Education at the University of Utah is sought after nationally as a presenter and trainer. The recipient of several prestigious national awards for her work with at risk/high risk/endangered families, she presently serves as a UN consultant and has conducted a global search on evidence-based parenting and family interventions for developing countries. She has a long history of working with policy makers.

¹ Rethinking Prisoner Reentry: The Policy Implications of High Rates of Incarceration Dr. Jeremy Travis
² Families Left behind: The Hidden Costs of Incarceration and Reentry Dr. Jeremy Travis, Dr. Elizabeth Cincotta McBride, and Dr. Amy L. Solomon
Through her Family Impact Seminar presentation, Dr. Kumpfer will assist us all in understanding the families with incarcerated members and will help us look at ways to improve their outcomes.

If family is available to take dependent children when a parent is incarcerated, it is often grandparents. They may be physically, emotionally, and financially inadequate to provide sufficiently for the displaced children. Although their fiscal responsibilities increase greatly, these family members may not qualify for public assistance. Great distances often separate parents and children adding to the financial burden and making it difficult for those families to maintain contact. There are often a variety of therapeutic needs for both the children and the supervising family members. These needs are costly.

The financial consequences of incarceration are substantial. Between 1973 and 2000, the number of state prisons nearly doubled—from 592 to 1,023. Except for Medicaid, corrections expenditures have been the fastest-growing portion of state budgets. Between 1977 and 1999, state and local expenditures for corrections rose by 946%, outpacing spending growth for education (370%), hospitals and health care (411%) and public welfare (510%).

Dr. Tom Lengyel began his career as a social worker so he has worked with many families that had an incarcerated member. He has specifically worked with the State Departments of Corrections in New York and Hawaii to identify dollar costs of the many needs, resulting circumstances, and consequences of inmates and their families. Through his presentation at the New Mexico Family Impact Seminar he will provide participants with tools to make realistic projections of the fiscal cost of incarcerated families in the state.

The Briefing Report also contains additional information in the following documents:

Family Nurturing Programs Encyclopedia of Victimology and Crime Prevention K.L. Kumpfer, J. Brooks

Children of Incarcerated Parents Family Matters Newsletter University of Wisconsin J. Poehlmann

Lost, forgotten, hidden, invisible—words used to describe the families left behind when someone is incarcerated.

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3 Rethinking Prisoner Reentry: The Policy Implications of High Rates of Incarceration Dr. Jeremy Travis
The checklist on the following page is a useful guide for viewing public policy or potential public policy through a family lens. With it, policymakers and those who implement policies can assess the impact of policy on families…
A Checklist for Assessing the Impact of Policies on Families

The first step in developing family-friendly policies is to ask the right questions:

- What can government and communities do to enhance the family’s capacity to help itself and others?
- What effect does (or will) this policy (or proposed program) have for families? Will it help or hurt, strengthen or weaken family life?

These questions sound simple, but they can be difficult to answer.

The Family Criteria (Ad Hoc) Task Force of the Consortium of Family Organizations (COFO) developed a checklist to assess the intended and unintended consequences of policies and programs on family stability, family relationships, and family responsibilities. The checklist includes six basic principles that serve as the criteria of how sensitive to and supportive of families policies and programs are. Each principle is accompanied by a series of family impact questions. The principles are not rank ordered and sometimes they conflict with each other, requiring trade-offs. Cost effectiveness also must be considered. Some questions are value-neutral and others incorporate specific values. People may not always agree on these values, so sometimes the questions will require rephrasing. This tool, however, reflects a broad nonpartisan consensus, and it can be useful to people across the political spectrum.

This checklist can be used to conduct a family impact analysis of policies and programs.

✔ For questions that apply to your policy or program, record the impact on family well-being.

Principle 1. Family support and responsibilities.
Policies and programs should aim to support and supplement family functioning and provide substitute services only as a last resort.

Does the proposal or program:
- support and supplement parents’ and other family members’ ability to carry out their responsibilities?
- provide incentives for other persons to take over family functioning when doing so may not be necessary?
- set unrealistic expectations for families to assume financial and/or care giving responsibilities for dependent, seriously ill, or disabled family members?
- enforce absent parents’ obligations to provide financial support for their children?

Principle 2. Family membership and stability.
Whenever possible, policies and programs should encourage and reinforce marital, parental, and family commitment and stability, especially when children are involved. Intervention in family membership and living arrangements is usually justified only to protect family members from serious harm or at the request of the family itself.

Does the policy or program:
- provide incentives or disincentives to marry, separate, or divorce?
- provide incentives or disincentives to give birth to, foster, or adopt children?
- strengthen marital commitment or parental obligations?
- use appropriate criteria to justify removal of a child or adult from the family?
- allocate resources to help keep the marriage or family together when this is the appropriate goal?
- recognize that major changes in family relationships such as divorce or adoption are processes that extend over time and require continuing support and attention?

Principle 3. Family involvement and interdependence.
Policies and programs must recognize the interdependence of family relationships, the strength and persistence of family ties and obligations, and the wealth of resources that families can mobilize to help their members.

To what extent does the policy or program:
recognize the reciprocal influence of family needs on individual needs, and the influence of individual needs on family needs?
recognize the complexity and responsibilities involved in caring for family members with special needs (e.g., physically or mentally disabled, or chronically ill)?
involves immediate and extended family members in working toward a solution?
acknowledge the power and persistence of family ties, even when they are problematic or destructive?
build on informal social support networks (such as community/neighborhood organizations, religious communities) that are essential to families’ lives?
respect family decisions about the division of labor?
address issues of power inequity in families?
ensure perspectives of all family members are represented?
assess and balance the competing needs, rights, and interests of various family members?
protect the rights and safety of families while respecting parents’ rights and family integrity?

Principle 4. Family partnership and empowerment.
Policies and programs must encourage individuals and their close family members to collaborate as partners with program professionals in delivery of services to an individual. In addition, parent and family representatives are an essential resource in policy development, program planning, and evaluation.
In what specific ways does the policy or program:
provide full information and a range of choices to families?
respect family autonomy and allow families to make their own decisions? On what principles are family autonomy breached and program staff allowed to intervene and make decisions?
ceourage professionals to work in collaboration with the families of their clients, patients, or students?
take into account the family’s need to coordinate the multiple services they may require and integrate well with other programs and services that the families use?
make services easily accessible to families in terms of location, operating hours, and easy-to-use application and intake forms?
prevent participating families from being devalued, stigmatized, or subjected to humiliating circumstances?
involve parents and family representatives in policy and program development, implementation, and evaluation?

Principle 5. Family diversity.
Families come in many forms and configurations, and policies and programs must take into account their varying effects on different types of families. Policies and programs must acknowledge and value the diversity of family life and not discriminate against or penalize families solely for reasons of structure, roles, cultural values, or life stage.
How does the policy or program:
affect various types of families?
acknowledge intergenerational relationships and responsibilities among family members?
provide good justification for targeting only certain family types, for example, only employed parents or single parents? Does it discriminate against or penalize other types of families for insufficient reason?
identify and respect the different values, attitudes, and behavior of families from various racial, ethnic, religious, cultural, and geographic backgrounds that are relevant to program effectiveness?

Families in greatest economic and social need, as well as those determined to be most vulnerable to breakdown, should be included in government policies and programs.
Does the policy or program:
identify and publicly support services for families in the most extreme economic or social need?
give support to families who are most vulnerable to breakdown and have the fewest resources?
target efforts and resources toward preventing family problems before they become serious crises or chronic situations?

This checklist was adapted by the Policy Institute for Family Impact Seminars from Ooms, T. (1995). Taking families seriously as an essential policy tool. Permission for use is given by the Policy Institute for Family Impact Seminars at the University of Wisconsin-Madison/Extension. For further information and resources, see http://www.uwex.edu/ces/familyimpact.
The United States incarcerates 700% more women than it did twenty years ago. Nearly three-quarters (70%) of incarcerated women are mothers of dependent children, and over 1.3 million children have mothers in the corrections system including jail, prison, and parole. Yet despite this new trend, little research examines the family impact of incarceration. What happens to children while their mothers are in jail or prison? How does incarceration affect the relationships between mothers, children, and caregivers?

A new study by Professor Julie Poehlmann of the Department of Human Development and Family Studies and the Waisman Center at the University of Wisconsin-Madison is based on 60 Wisconsin families with children, aged 2½ to 7, who had a mother in a state prison. Almost two-thirds (60%) of the participants in Poehlmann’s study were women of color, three quarters were single, and 40% were unemployed, in poor or fair health, or had four or more complications at birth, and over 20% were born preterm.

Children of incarcerated mothers are at risk for unhealthy development

Children of incarcerated mothers were subject to multiple biological and environmental risks. Sixty percent had been exposed to chemical substances before birth, 45% had had a family member in prison (U.S. General Accounting Office, 1999), which suggests the risk of a cycle of criminal behavior. If we don’t pay attention to the needs of children of incarcerated parents and thereby jeopardize their chances of growing up into competent and caring adults, taxpayers and society may bear additional costs beyond that of their parent’s incarceration.

Many incarcerated women have had a family member in prison (U.S. General Accounting Office, 1999), which suggests the risk of a cycle of criminal behavior. If we don’t pay attention to the needs of children of incarcerated parents and thereby jeopardize their chances of growing up into competent and caring adults, taxpayers and society may bear additional costs beyond that of their parent’s incarceration. References are available from the Family Impact Seminars or Julie Poehlmann (see below).

Other results suggest that helping mothers, children, and caregivers develop secure attachments while the women are in prison may prove to be complex. Visitation with children is an important issue that has implications for mothers’ mental health and children’s attachment relationships. Poehlmann’s research has found that the quality of the mother-caregiver relationship is a key factor in determining how much contact children have with their mothers during imprisonment. This finding suggests that interventions targeting mother-child contact should also include the caregiver.

Summary

Poehlmann’s research team also assessed the quality of children’s attachment relationships with mother and caregiver, an important index of many aspects of children’s well-being. Only about one-third (37%) of the children had secure attachments with their mothers and caregivers, compared to about 60-70% among other children. The vast majority of children’s relationships with both their mothers and their caregivers were either conflicted or detached.

In this sample of 2 to 7-year-olds, older children were more likely to feel secure and positive about their relationships than younger children. Children who lived with one stable caregiver following the mother’s incarceration were also more likely to have secure attachments to their caregiver.

Interventions need to be carefully designed

Additional support from caregivers can counteract some of the risks children of incarcerated parents face. Resilience in these children was more likely to occur when the caregiver provided a safe, stimulating, stable, and responsive home.

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Questions about children of incarcerated parents? Contact: Professor Julie Poehlmann

Julie Poehlmann is an Associate Professor in Human Development and Family Studies at UW-Madison and is affiliated with the Waisman Center on Mental Retardation and Human Development. Her research focuses on risk and resilience in high-risk populations, including incarcerated mothers, their children, and the children’s grandparents. Julie recently completed a study of families affected by maternal incarceration with the assistance of the Wisconsin Department of Corrections and the R. E. Ellsworth Correctional Facility. Contact her at: Poehlmann@Waisman.wisc.edu or (608) 263-4839.
What Programs Exist to Support Family Ties of Children of Incarcerated Parents?

More than 75% of Wisconsin’s 17 adult correctional institutions have at least one program in place to help children of incarcerated parents maintain family relationships. In Wisconsin, as in the United States, the majority of the programs were formed in the absence of state statutes or litigation. Because they are not legislated, the availability of these programs varies from facility to facility.

Programs for children with incarcerated parents are beneficial in a number of ways. By helping children develop a closer attachment relationship to their parent, programs may lessen emotional problems related to separation. Also, parents who are allowed regular visitations develop closer relationships with their children, which often lowers rates of recidivism.

Program developers face many challenges including children’s geographic distance from the prison, transportation, non-child-friendly visiting areas, and caregivers’ reluctance to take children to the prison. According to Hairston (1991), there are five main types of programs for children of incarcerated parents, as described below.

**Parent Education Courses:** The most popular programs are parent education, which focus on child development, parenting techniques, and self-improvement. For example, **The Mother/Read/Read Program** is a national program that teaches both parenting techniques and literacy skills by teaching parents to read children’s stories aloud. In prison settings, the parent can be videotaped reading a book, and the book and video can be sent to the child. Three fourths of Wisconsin’s correctional facilities offer parenting classes, including Parent/Read. One Wisconsin juvenile institution offers “Baby, Think it Over,” a program that teaches parenting skills by using a life-like infant doll.

**Special Parent-Child Visits**: These programs provide opportunities for parents and children to spend extended time together, sometimes through video technology. All Wisconsin institutions offer approved child visits, and 19% offer special parent-child visits. For example, one female institution provides extended visits for mothers and newborns, as well as special visits to help prepare incarcerated parents for reunification with children who have been placed in foster care.

Another program, **Breaking Barriers with Books**, combines parent education with child-oriented visiting activities.

**Child-Oriented Visiting Activities**: These programs focus on improving child visits to the prison. One Wisconsin correctional facility is developing a location where parents and children can get together in a more family-friendly atmosphere. Another correctional facility works with the Salvation Army to provide gifts for inmates’ children.

**Parent Support Groups**: Parent support groups meet regularly to deal with self-help issues. In Wisconsin, one correctional institution conducts **Fatherworks**, a support group that gives inmates an opportunity to explore relationships with their own parents and to develop a healthy relationship with their children. Another facility conducts Parent/Share, a parent support group for families with young children.

**Custody and Parent Rights Services**: These services include legal assistance to help incarcerated parents maintain custody of their children, and assistance for staying in touch by providing transportation or phone call privileges. Phone calls from prison can be more expensive than other collect calls. Some Wisconsin correctional institutions offer incarcerated parents the opportunity to meet with social workers from county human service agencies.

For further information on family support programs in Wisconsin prisons, contact the correctional facility directly or the Department of Corrections at (608) 240-5055. For references contact the Family Impact Seminars at 262-2353.

This article is based on data from the Wisconsin Department of Corrections and the Michigan Family Impact Seminar.
Family Nurturing Programs

Rates of family violence, conflict, and child maltreatment are unacceptably high nationally and internationally with high costs to society. Family violence and child maltreatment are associated with multiple negative consequences for all family members, and include physical injury, child neglect, separation and divorce, incarceration, psychological problems, child removal from the home, multi-generational substance, youth delinquency, perpetration of violence, and death. This entry will discuss the incidence and prevalence of child maltreatment and relationship to parental substance abuse, the need for prevention services focusing on family interventions, called nurturing and family strengthening interventions, the definition of different types of family preventive interventions, and the most effective family interventions. The entry ends for research on the critical core components of child abuse prevention programs with a family focus, theories behind the evidence-based programs (EBPs), and need for widespread dissemination.

According to the Child Welfare League of America, nationally, substance abuse is a factor in around 40 to 80 percent of substantiated cases of child maltreatment. Over 80% of state child protection agencies report that parental alcohol and drug abuse and poverty are the two major factors associated with child maltreatment. Parental substance abuse increases child abuse by about 300% and child neglect by about 400%. Additionally, youth who have ever been in foster care had higher rates of illicit drug use than youths who have never been in foster care (33.6 vs. 21.7 percent). A greater percentage of youth who have ever been in foster care are in need of treatment for both alcohol and drug abuse (17%) than are youth who have never been in foster care (9%).

Need for Prevention

Despite significant need, many families and children involved in child welfare are not getting the prevention and treatment services needed. In 1997, the Child Welfare League of America (CWLA) estimated that 43 percent of children and adolescents in care needed substance abuse services while agencies obtained treatment for only around a third of these youth. For parents, it was estimated that 67 percent needed services while agencies had capacity to serve around 31 percent. Beyond basic substance abuse treatment, it is unknown how many families learn skills and receive support to raise healthy children. A study by Ostler and associates of children involved with child protective services due to parental
methamphetamine abuse found few social resources for coping with emotions, problem solving or talking about the experience.

Further, a multitude of developmental theories support the critical role of families in child raising. The ADD-Health longitudinal adolescent research published by Resnick and associates in 1997 suggests that parents have a larger impact on their children’s development and health than previously thought. Although peer influence is the major reason adolescents initiate negative behaviors, a positive family environment (e.g., family bonding, parental supervision, and communication of pro-social family values) is the major reason youth do not engage in unhealthy behaviors, such as substance abuse, delinquency, and early or unprotected sex. These protective family factors have been found to exert an even a stronger influence on girls.

The intergenerational cycle of family violence and child maltreatment needs to be broken. These negative statistics support the need for development and research surrounding evidence based programs (EBP) for child welfare, substance abuse, and community setting implementation. Unfortunately, research in this area is scarce due to a lack of funding until this year for child abuse prevention research testing evidence-based family nurturing programs. Additionally, family intervention researchers lacked access to cross systems service delivery databases to clearly prove their interventions worked to reduce child abuse reports. New grants to states and tribes by the Administration for Children and Families (ACF) should show that family strengthening interventions that improve parenting skills, family communication, problem solving, and stress management will result in reductions in family violence and child abuse.

**Family Nurturing Solutions: Definitions of Types**

A number of family interventions have been found through national expert reviews of research to be effective in strengthening family systems and reducing family violence. Due to the emergent nature of the intervention, there is not yet agreement among researchers about definitions and components of the different types of family-focused approaches. The Center for Substance Abuse (CSAP) reviewed family strengthening approaches in 1997 and defined about eight approaches; however, at that time only four approaches had sufficient research evidence to be considered an evidence-based approach in improving parenting skills and family relations: (1) behavioral parent training (primarily cognitive/behavioral parent training); (2) family skills training (parent training, children’s skills training, and family practice); (3) family therapy (structural, functional, or behavioral) and 4) in-home family support. Since the CSAP review in 1998, two promising low cost approaches have emerged: Bauman and associates in 2001 found positive results when involving parents in mailed-out parenting homework assignments with 12-14 year old [Caucasian] children. Several effective family interventions utilized CD-ROM technology or learning videos.
The last national review of family strengthening approaches by Kumpfer and Alvarado in 2003 found about 35 evidence-based practices. However, only 14 of these have been tested in randomized control trials and seven independently replicated, thus meeting the criteria for the highest level of evidence of effectiveness or Exemplary I Programs. The Exemplary I family programs for 0-5 year old children include: Helping the Noncompliant Child and The Incredible Years. The only Exemplary I rated program for families with 6-12 year old children is the Strengthening Families Program. The pre-teen and adolescent programs are: Functional Family Therapy, Multisystemic Family Therapy, Preparing for the Drug Free Years (now called Guiding Good Choices), and Treatment Foster Care. According to a meta-analysis of all school based universal alcohol prevention program by Foxcroft and associates in 2003 for the Cochrane Collaboration Reviews in Medicine and Public Health at Oxford University, the Strengthening Families Program for 10-14 Year Olds is the most effective program and twice as effective as the next best program, Preparing for the Drug-Free Years. For additional reviews of these effective family strengthening approaches see Kumpfer and Alvarado (2003) and the OJJDP Strengthening America’s Families web site developed at the University of Utah. www.strengtheningfamilies.org.

Another systematic review in 2008 by the author for the United Nations of all the most effective parenting and family programs in the world identified several additional EBP parenting programs, including Triple-P from Australia that has suggestive evidence of reducing child maltreatment in families in a CDC-funded randomized control trial in South Carolina. However, this program has not been tested with high risk families yet; a study now under way. Adapting EBPs to the local families has been found by the author of this entry in 2002 to improve recruitment and retention by 40%. A useful compendium for the UN project is a manual on how to locally or culturally adapt EBP family interventions to maximize family recruitment, retention and outcomes. A summary of these steps to cultural adaptation of family programs was recently published in 2008 by Kumpfer and associates.
Core Components Child Maltreatment Prevention Programs

Kaminski and associates in 2008 analyzed the critical core components of EBP family strengthening interventions from 77 studies of programs for child maltreatment prevention in 0-7 year olds. These core components include:

1. Format should include practice time for parents (with both children and group leaders in the sessions).
2. During family session, parents should be taught to interact positively with children (e.g. showing enthusiasm and attention for good behavior, letting the child take the lead in play activities).
3. Parenting content should include increasing attention and praise for positive children’s behaviors, understanding normal development, positive family communication skills and effective discipline.
4. Children’s content should include teaching children social skills.
5. Generalization of new behaviors should be facilitated through assignments involving practice in home or other social settings.

Intervention Theories

Attention to mechanisms of change has been identified a crucial component for advancing theory in family-based treatment and ultimately for developing more effective prevention programs. The underlying psychological theories of most family EBPs are cognitive-behavioral psychology, social learning and/or family systems theory according to Liddle and associates. A key concept incorporated into many of the evidence-based programs (EBPs) is to reduce coercive parent-child interactions that give rise to child abuse and family violence -- a process well documented by Gerald Patterson at the Oregon Social Learning Center. The family systems approach uses reframing and cognitive restructuring methods to foster behavior change. Evidence-based family prevention interventions involve the whole family (rather than just the parents or children) in interactive change processes, rather than involving them in didactic educational lessons. These EBPs stress the importance of the engagement process and reducing barriers to attendance often through relationship building services—such as personal invitations, meals, childcare and transportation, and other incentives. Most begin with sessions designed to improve positive feelings through positive reframing or skills exercises stressing family strengths.
Dissemination

Web-site lists by state and national organizations as well as regional clearinghouses have helped local practitioners to locate EBPs in parenting and family interventions. However, learning how to effectively disseminate EBPs has only come with experience for the university researchers who were not adept 20 years ago in marketing and dissemination. Today, evidence-based family interventions are highly structured programs with rigorous training programs to assure adherence or fidelity to the model. Most EBP family interventions require initial training workshops with some type of ongoing quality assurance system via outcome evaluations including standardized measures.

Conclusions

Increased research, dissemination, and training in effective parenting and family intervention approaches will be important tools in helping societies address the problems associated with family violence and child maltreatment. Practitioners in the field should seek training in identifying effective parenting programs, as well as addressing how to adapt these models to localized culture, gender and situation appropriate interventions.

Further Readings

Washington, DC: Child Welfare League of America


*Karol L. Kumpfer, Ph.D., University of Utah*

*Jody Brook, Ph.D., University of Kansas*
The New Mexico Picture: Who & How Many are Incarcerated?

Gail Oliver
Deputy Cabinet Secretary, Reentry and Prison Reform
New Mexico Corrections Department

Adults in Prison in NM 2008

• 1 in 239 of all NM adults (18 + yrs. of age)
• 1 in 128 Adult Men (18 + yrs. of age)
• 1 in 642 Adult Women (35-39 yrs. of age)

The “1 in 100” data presented here for NM is not comparable to the U.S. rates published by Pew Charitable Trusts. This population count does not include immigrants, jail population, or those persons under 18 years of age. United States Census data estimates for 2000-2006 were obtained from [http://www.census.gov/popest/datasets.html](http://www.census.gov/popest/datasets.html) and sorted in excel to obtain population data by state, gender, race, origin, and age. To make an estimate of the NM Adult Population for 2008 used to calculate the number of NM adults in prison per 100 I followed the methodology utilized in the Pew Charitable Trusts (2008) study “One in 100: Behind Bars in America” (bottom of pg 7 and pgs 26-27). To estimate the January 1, 2008 NM Adult population I applied the average annual percent change in the NM adult population estimates (18+years) from 2000 to 2006 for each race and origin, and gender. To project forward 18 months from the most recent census estimate, I multiplied the average annual percentage change by 1.5 and applied that result to the census estimate for 2006.
Incarcerated NM Women 2008
18+ years of age

- White: 30%
- Hispanic: 53%
- Black: 7%
- Other: 10%

Incarcerated NM Men 2008
18+ years of age

- White: 23%
- Hispanic: 60%
- Black: 9%
- Other: 8%

Incarcerating NM Parents, 2007

- 32% (1,159) Released Offenders with a Drug Offense
  - 42% (491) Parents of Minor children
    - 73% (358) Male Parents
    - 27% (133) Female Parents
Children of Incarcerated NM Parents, 2007

491 Parents of Minor Children with Drug Offenses

• 1,035 Sons and Daughters
  – 49.6% (513) Sons
  – 50.4% (522) Daughters

Average Length of Stay for Drug Offenders, 2007

32% (1,159) Released Offenders with a Drug Offense

• 489 Days
• 1.34 Years
• 16 Months
NM Incarceration & Probation/Parole Costs, 2006

Average Incarceration Costs, 2006
• $31,239 Annually, Per Inmate
• $85.59 Daily, Per Inmate

Average Probation and Parole Costs, 2006
• $1,343 Annually, Per Person
• $3.68 Daily, Per Person

Probation and Parole Average Annual Caseload, 2006
### Probation and Parole
**Average Annual Costs Per Person, 2006**

<table>
<thead>
<tr>
<th>Service Type</th>
<th>Community Corrections</th>
<th>Residential Treatment (Females) Los Lunas</th>
<th>CC Residential Treatment (Males &amp; Females)</th>
<th>Probation &amp; Parole (Less ISP)</th>
<th>Intensive Supervision</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Cost ($)</strong></td>
<td>$0</td>
<td>$4,589</td>
<td>$43,505</td>
<td>$17,890</td>
<td>$1,019</td>
</tr>
</tbody>
</table>

### Probation and Parole
**Average Daily Costs Per Person, 2006**

<table>
<thead>
<tr>
<th>Service Type</th>
<th>Community Corrections</th>
<th>Residential Treatment (Females) Los Lunas</th>
<th>CC Residential Treatment (Males &amp; Females)</th>
<th>Probation &amp; Parole (Less ISP)</th>
<th>Intensive Supervision</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Cost ($)</strong></td>
<td>$0</td>
<td>$13</td>
<td>$119</td>
<td>$49</td>
<td>$14</td>
</tr>
</tbody>
</table>
A New Direction for Reentry

Goal: Reduce relapse, revocation and recidivism by productively engaging inmates during work and leisure hours that will address their criminogenic need and prepare them for successful entry into the community.

- Risk Determination/ Risk Reduction
- Clear Expectations for Inmates (Matrix)
- Incentive Program
- Attitude/Productivity/Outcome
- Quantifiable Reporting System
- Ties to Family and Community

A New Direction for Reentry

- Risk and Needs Assessment Tool, pre-sentencing through reentry

- Motivational Interviewing for all staff

- La Bodega Model to strengthen the understanding of family and social networks and to prepare offenders more effectively for reentry
A New Direction for Reentry

• Gender-responsive programming such as Domestic Violence prevention programs

• Create new opportunities for training and employment through partnerships with government agencies, community colleges, four-year higher education institutions, and private businesses

A New Direction for Reentry

• Expand existing and successful educational, employment, life/social skills, and faith-based programs

• Inmate entrepreneurial pilot project using volunteer business executives and Master’s of Business Administration students and explore expanding access to existing or future micro-credit programs.
A New Direction for Reentry

- A new Reentry Division to focus on the full range of needs before, during, and after incarceration for affective offender transition to the community
- Reentry centers within existing institutions
- Integrate the existing Education Bureau and Corrections Industries Division into one bureau called the Workforce Development Bureau

Classification

RDC
Interview Based
MI Trained

FACILITY
- Education
- Mental Health
- Substance Abuse
- DUI’s
- Sex Offenders
- Domestic Violence
- Work
- Correctional Industries (CI)
- Pilot Projects
- Reentry

COMMUNITY
- Probation
- Parole
- Community
Incarcerating Parents of Minor Children: Who Bears the Cost?

Prepared for:
Fourth Annual New Mexico Family Impact Seminar
by
Thomas E. Lengyel
American Humane Association
November 18 & 19, 2008

Caveat!!

All data pertaining to Hawai'i are preliminary and are currently undergoing revision.
Information about Hawai'i divulged in this presentation is embargoed until approved for release by the Consuelo Foundation. None of the Hawai'i results offered here may be distributed or forwarded to anyone without permission of the author and the Consuelo Foundation.
Structure of Presentation

- Explanation of conceptual foundations: social cost
- Inventory of the social costs of incarceration
- Examples of costs for parent drug offenders released from Hawai’i and New York prisons during FY 2006

The Concept of Social Cost

Any resource-using activity which reduces aggregate well-being or welfare in a society or cost from a society-wide perspective

Contextual or downstream costs of a course of action (“burdens on society”)

- Destroyed resources
- Additional needs generated by an action
- Foregone benefits to society that would have been experienced had the action not taken place

The costs of incarceration fall on three parties:
- The community (including the state)
- The family
- The offender
Components of the Cost-benefit Analysis of Incarceration

- Elements of social cost
- Elements of social benefit
- Cost-benefit profiles of different types of inmates
- Examples of estimated costs and benefits*

Inventory of Social Costs of Incarceration (1)

Direct social costs
- Criminal Justice System costs (arrest to sentencing)
- Pre-trial detention
- Costs of legal defense (public and private)
- Average cost of prison bed (including capital costs)
- Reduced child care by inmate (e.g., day care costs)
- Foster care for children placed due to incarceration
- Training of probation/parole agents & others
Inventory of Social Costs of Incarceration (2)

- Family support of inmate ($ support, visits, calls)
- Lost wages (productivity) of inmate
- Lost fringe benefits on wages
- Lost taxes on wages
- Lost household productivity
- Pain and suffering of prisoners & their families (quality of life costs)
- Post-release supervision (parole)

Inventory of Social Costs of Incarceration (3)

- Post-release decline in wages (lost future earnings)
- Lost fringes on lost future earnings
- Lost taxes on lost future earnings
- Depleted neighborhood economic strength and quality of life
- Adverse effects on children
  - Probable but not yet proven conclusively
- Additional social, health, educational services, & child care for dependents
Types of Social Benefits of Incarceration (1)

Deterrence
Commission of a crime is averted because the potential perpetrator fears the consequences
Effect is largest with property crimes that have low social costs
Effect is currently hotly debated

Incapacitation (measured as averted crime)
Commission of a crime is averted because the potential perpetrator is unable to commit crime
Benefit is greatest with violent crimes

Retribution
Hard to value (but possible)

Inventory of Social Benefits of Incarceration (2)

- Reduced cost of insurance
- Increased value of property
- Increased economic activity
- Lowered cost of personal security
- Suppression of negative behavior
- Removal of harmful influence from the home
- Removal of harmful role model in neighborhood
- Improvements in offender health & human capital
Social Benefit of Incapacitation: Averted Crime (1)

Benefits of Incapacitation

- Non-crime related reduction of prison population results in 14.7 additional index crimes (Levitt)
  - Estimates converge for “the average offender”
  - But, different types of offenders may have different profiles
- Cost of various index crimes calculable
  - Some controversy re: costs of crime
- Net savings for adding one median HI drug felon is $251,398 in reduced index crime over the average length of stay (39.03 mos.)
  - Currently being recalibrated based on arrest histories

Social Benefit of Incapacitation: Averted Crime (2)

- Most costly crimes are murder, rape, aggravated assault, and robbery
  - In HI accounts for about $214,636 of the benefit (85%)
- Least costly crimes are burglary, auto theft, larceny, crimes of public order, drug crimes
  - Each of these crimes costs on average $949 per crime in economic and quality of life costs
Cost-Benefit Analysis:
Scale of Offenses

Offense scale
Offenses can be arranged on a scale by the social benefit from their avoidance

Murder > Assault > Burglary > Drug use
More benefit < Less Benefit

Cost-Benefit Analysis:
Scale of Offenders

Offender Scale
Other things equal, offenders can be arranged on a scale by the net social cost of their incarceration

<table>
<thead>
<tr>
<th>Women with multiple minor children</th>
<th>Men with multiple children</th>
<th>Men without children</th>
</tr>
</thead>
<tbody>
<tr>
<td>More cost &lt;</td>
<td></td>
<td>&gt; Less cost</td>
</tr>
</tbody>
</table>
## Gender and Children: Prison as an Economic Space

<table>
<thead>
<tr>
<th>Social Cost</th>
<th>Women w. children who use drugs</th>
<th>Women w. children who murder</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Low</td>
<td>Men w/o children who use drugs</td>
<td>Men w/o children who murder</td>
</tr>
</tbody>
</table>

### Social Benefit

- Efforts to avoid prison
- Training of parole agents & other professionals
- Specialty services (in prison)
- Administration of welfare
- Family support of inmate (including housing)
- Depleted neighborhood quality of life
- Additional social services used
- Adverse effects on children

### Unestimated Costs: Drug Offenders
Unestimated Benefits: Drug Offenders

- Value of retribution
- Reduced insurance cost
- Increased property values
- Lowered cost of security
- Reduced negative behavior
- Removal of harmful influence
- Removal of harmful role model
- Increased health
- Increased human capital

Who Bears the Cost?

**Family Costs**
- Child care
- Support of inmate during prison
- Post-release housing
- Lost household productivity
- Pain & suffering – children
- Pain & suffering – partner
- Long term effects – children
- Long term effects – partner

**Inmate costs**
- Legal defense
- Efforts to avoid prison
- Lost productivity
- Lost fringe benefits
- Post-release decline in wages
- Pain & suffering

Major costs are underlined.
### Cost-Benefit Results: Hawai'i and New York

<table>
<thead>
<tr>
<th></th>
<th>Hawai'i (FY 2006)</th>
<th>New York (FY 2006)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Costs</strong></td>
<td>$168,570</td>
<td>$183,994</td>
</tr>
<tr>
<td><strong>Benefits</strong></td>
<td>$251,398</td>
<td>$312,801</td>
</tr>
<tr>
<td><strong>Costs less benefits</strong></td>
<td>($82,828)</td>
<td>($128,807)</td>
</tr>
<tr>
<td><strong>Cost-benefit ratio</strong></td>
<td>0.67</td>
<td>0.59</td>
</tr>
</tbody>
</table>

*Hawai'i figures are being revised* 

### Conclusions

1. The “external” cost of prison and the criminal justice system are the “tip of the iceberg”
2. Incarceration spreads costs across a wide range of actors and institutions
3. The family of the offender and the offender bear very heavy costs that persist over time
4. Alternatives to prison would likely be cost-effective for all but the most violent offenders
5. Further work is required to complete the profile of both costs and benefits.
Acknowledgements

• Geri Marullo, CEO, Consuelo Foundation, HI
• Prof. Marilyn Brown, University of Hawai’i-Hilo
• Roger Pryzbylski, Consultant, Denver, CO
Breaking the Cycle of Incarceration: Using Evidence-based Programs to Strengthen Families to Improve Child Outcomes

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STATE OF UTAH DEPUTY DIRECTOR
DIVISION OF SUBSTANCE ABUSE

Contents of Presentation

- Impact of Incarcerated Parents on Children
- Family Risk and Protective Factors
- Solutions: Effective Parenting and Family Programs
- What You Can Do
Parents Matter: Connecting the Dots

- Parents and Elders are Role Models for Children

- Children of prisoners are at higher risk for incarceration and other problems

- 80% of prisoners were raised fatherless.

Connecting the Dots: Many Prisoners are Addicted Parents

- A 2 to 5 times increase in drug use in girls in USA in 1990’s increased drug abusing women in prison by 700% today

- 70% of women in prison are mothers

- Children of addicted parents are 3 to 4 times more likely to be abused and neglected (Kumpfer & Bayes, 1995).

- 40% to 80% of all Child Maltreatment Cases involve parental alcohol and drug abuse (CWLA, 2003)

- 80% of states say substance abuse and poverty are two major factors in child maltreatment cases (NCANN, 2003).
Impact on Children of Addicted Mothers in Prisons

• 50 – 80% of children of women prisoners were exposed to drugs in utero
  – Fetal Alcohol or Drug Effect
  – Decreased I.Q, 1/3 below average
  – Learning deficits
  – 45% birth complications
  – expensive neonatal intensive care
  – 63% with insecure parent/caregiver attachment (Poehlmann, 2003)

  – Reduced parent/child bonding leading to “reactive attachment disorder”—don’t respect authority figures and little empathy for others leading to violent crimes.

Research Study Found Parents Matter

National Longitudinal Adolescent Survey (Resnick et al 1997)

Listen as Well as Talk
What does research say are critical family risk and protective factors?

Protective Factors Leading to Positive Child Outcomes: Social Ecology Model
(Kumpfer, Alvarado, & Whiteside, 2003)

- Self-Control
  - F = .21
  - M = .27
  - Female: (n=5,488)
  - Male: (n=3,023)

- Academic Self-Efficacy
  - F = .19
  - M = .16

- Family Bonding
  - F = .62
  - M = .55

- Family Supervision
  - F = .43
  - M = .36

- Family and Peer Norms
  - F = .12
  - M = .17

- Social and Community Prevention Environment

- Positive Child Outcomes
  - F = .88
  - M = .88
  - Female: (n=5,488)
  - Male: (n=3,023)

Normed Fit Index
- F: .90
- M: .92
Family Protective Processes

- Parent/child attachment
- Parental monitoring and discipline
- Consistent, predictable parenting
- Parents’ communication of values and expectations

Family Risk Factors

(Kumpfer & DeMarsh, 1985, 1986; Chassin, et al., 2004)

- Family conflict
- Lack of love, care, & support
- Unrealistic developmental expectations
- Lack of supervision or discipline
- Lack of family rituals
- Low expectations for school success
- Lack of communication
- Neglect, physical and sexual abuse
Biological and Genetic Risk Factors  
(Kumpfer, 1987)

Over Stressed Youth Syndrome

- Difficult Temperament
- Hyperactivity, Rapid Tempo
- Autonomic Hyperactivity
- Rapid Brain Wave

Decreased Verbal IQ and
- Prefrontal Cognitive Dysfunction

Rapid Metabolism of Alcohol

Fetal Alcohol & Drug Syndrome

Solutions for Breaking Cycle of Addiction and Incarceration
Why does working from a family-centered approach make more sense?

- Strong families, strong children
- Strong families avert many adverse outcomes: substance abuse, teen pregnancy, school failure, aggression and delinquency (Hops, et al., 2001)

**Why Do Family Interventions? Because Positive Child Outcomes are 9 times Larger**
(Tobler & Kumpfer, 2000)

- School-based Affective Programs  
  .05
- Knowledge plus Affective  
  .05
- Life or Social Skills Training  
  .28
  - Average ES Youth-only Programs  
    .10 ES
- Parent Skills Training  
  .31
- Family Therapy  
  .38
- Family Skills Training  
  .82
- In-home Family Support  
  1.62
  - Average ES Family Interventions  
    .96 ES
Family Interventions Can Teach Resiliency Skills

- Parenting and Social skills: speaking and listening
- Planning & organizing (family meetings)
- Problem solving
- Peer resistance
- Restoring self-esteem
- Identifying feelings, taking criticism
- Managing feelings, coping with anger

Family-centered Intervention Outcomes Improve Over Time

- Whereas youth-only centered treatment or prevention have reduced outcomes in longitudinal studies; family program have improved outcomes over time.

- Improving parenting skills reduce relapse and recidivism in drugs, crime, and child maltreatment.

- Parent are less stressed and depressed
Child Welfare Outcomes (Katz, 2006)

- **Drug Court and Dependency Court judges** say they get better and more detailed reports on improved parent/child relationships and parenting skills after family skills training programs.

- **Group leaders** actually see parents and children interacting in family sessions and during meals.

- **Leading to faster reunification and less days in foster or kinship care or prevention of abuse and CPS reports.**

Family Interventions are Cost Effective

- **Families Skills Training Programs** average +$9.44 saved per $1.00 spent.

- **Juvenile Corrections approaches** without family cost -$5.40 more than benefit. (Aos, et al., 2004; Spoth, Guyl & Day, 2002, Kumpfer, in press)
What are Evidence-based Programs and Why are They Important?

Evidence-based Programs (EBP)

- EB programs or Empirically Supported Treatments (ESTs) have positive research results.

- The best EB programs are replicated programs with large effect sizes.
**Good News:**
- We know how to prevent negative parent and child outcomes by strengthening families, schools, and communities.

**Bad News:**
- Prevention is not easy. There are no quick fixes.
The Great Disconnect

Research

Practice

Building the Bridge
Research

Practice

NIJ/OJJDP Strengthening America’s Families Initiative

www.strengtheningfamilies.org

- **Exemplary I Programs**: 7 effective, replicated programs with multiple RCTs by independent researcher teams
- **Exemplary II Programs**: 7 effective programs tested in RCTs by the original researcher only
- **Model Programs**: 16 programs with quasi-experimental program evaluation studies.
- **Promising Programs**: 5 with non-experimental studies, but similar structure to EB programs
Evidence-based Family Interventions
(see www.strengtheningfamilies.org)

- Only 7 Exemplary I (replicated parenting and family programs):
  - Incredible Years (3-10 years)
  - Helping the Non-compliant Child (3-7 years)
  - Strengthening Families Program (3-16 years)
  - Guiding Good Choices (PFDY) 8-14 years
  - Functional Family Therapy (10-18)
  - Multisystemic Therapy (10-18)
  - Treatment Foster Care (12-18)

Effective Ways to Engage Families to Attend

- Personal Invitation to Attend (home visits, calls, printed welcome letters)
- Meals – a draw and a barrier removed
- Transportation Help - vouchers, bus tokens, phone trees, vans
- Child Care or SFP Groups - for younger & older kids
- Rewards for attendance, participation, graduation
- Weekly Calls - “check-in” from Leaders
- BIG Graduation: ceremony, party
Factors Affecting Effective Implementation of Evidence-based Programs

- **MONEY:** Evidence based programs cost a little more but deliver real results (more cost-effective).
- **Solution:** Federal and state government earmarks for funding for evidence-based programs increase implementation dramatically.
  - Congress earmarked $13.5 million for EB family programs to 142 communities per year in 1998 and drug use came down.
  - New Jersey legislature earmarked $1.8 million for SFP in 55 communities.
  - Virginia legislature earmarked funds and requires outcomes to be published also.
  - Arizona Governor’s Commission funded and mandated all incarcerated parents with kids to attend SFP. Phoenix Probation office had 800 families/year complete.

Other Factors Impacting Wide-scale Dissemination

- **Training and Technical Assistance Systems needed** (Developers have developed training workshops, online web based supervision also possible)
- **Culturally Adapted Versions** help increase recruitment and retention 40%.
- **Court Referral Systems** to get criminally involved and drug abusing parents to attend (judges to court order families with criminal drug charges or child protective services orders).
What Can You Do

• Learn about EB family interventions

• Advocate funding for EB programs and evaluations

• Educate judges to mandate effective parenting programs

• Fund family interventions in prisons

Thank You and How to Contact Us

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