

117TH CONGRESS 1ST SESSION

H. R. 948

To improve maternal health outcomes for incarcerated individuals, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

February 8, 2021

Ms. Pressley (for herself, Ms. Underwood, Ms. Adams, Mr. Khanna, Ms. Velázquez, Mrs. McBath, Mr. Smith of Washington, Ms. Scanlon, Mr. Lawson of Florida, Mrs. Hayes, Mr. Butterfield, Ms. Moore of Wisconsin, Ms. Strickland, Mr. Ryan, Mr. Schiff, Mr. Johnson of Georgia, Mr. Horsford, Ms. Wasserman Schultz, Ms. Barragán, Mr. Deutch, Mr. Payne, Mr. Blumenauer, Mr. Moulton, Mr. Soto, Mr. Nadler, Mr. Trone, Ms. Clarke of New York, Ms. Schakowsky, Ms. Bass, Mr. Evans, Ms. Blunt Rochester, Ms. Castor of Florida, Ms. Sewell, and Ms. Williams of Georgia) introduced the following bill; which was referred to the Committee on the Judiciary, and in addition to the Committee on Energy and Commerce, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To improve maternal health outcomes for incarcerated individuals, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Justice for Incarcer-
- 5 ated Moms Act of 2021".

1 SEC. 2. SENSE OF CONGRESS.

- 2 It is the sense of Congress that—
- 3 (1) the respect and proper care that birthing
- 4 people deserve is inclusive; and
- 5 (2) regardless of race, ethnicity, gender iden-
- 6 tity, sexual orientation, religion, marital status, fa-
- 7 milial status, socioeconomic status, immigration sta-
- 8 tus, incarceration status, or disability, all deserve
- 9 dignity.

10 SEC. 3. ENDING THE SHACKLING OF PREGNANT INDIVID-

- 11 UALS.
- 12 (a) IN GENERAL.—Beginning on the date that is 6
- 13 months after the date of enactment of this Act, and annu-
- 14 ally thereafter, in each State that receives a grant under
- 15 subpart 1 of part E of title I of the Omnibus Crime Con-
- 16 trol and Safe Streets Act of 1968 (34 U.S.C. 10151 et
- 17 seq.) (commonly referred to as the "Edward Byrne Memo-
- 18 rial Justice Grant Program") and that does not have in
- 19 effect throughout the State for such fiscal year laws re-
- 20 stricting the use of restraints on pregnant individuals in
- 21 prison that are substantially similar to the rights, proce-
- 22 dures, requirements, effects, and penalties set forth in sec-
- 23 tion 4322 of title 18, United States Code, the amount of
- 24 such grant that would otherwise be allocated to such State
- 25 under such subpart for the fiscal year shall be decreased
- 26 by 25 percent.

1	(b) Reallocation.—Amounts not allocated to a
2	State for failure to comply with subsection (a) shall be
3	reallocated in accordance with subpart 1 of part E of title
4	I of the Omnibus Crime Control and Safe Streets Act of
5	1968 (34 U.S.C. 10151 et seq.) to States that have com-
6	plied with such subsection.
7	SEC. 4. CREATING MODEL PROGRAMS FOR THE CARE OF
8	INCARCERATED INDIVIDUALS IN THE PRE-
9	NATAL AND POSTPARTUM PERIODS.
10	(a) In General.—Not later than 1 year after the
11	date of enactment of this Act, the Attorney General, act-
12	ing through the Director of the Bureau of Prisons, shall
13	establish, in not fewer than 6 Bureau of Prisons facilities
14	programs to optimize maternal health outcomes for preg-
15	nant and postpartum individuals incarcerated in such fa-
16	cilities. The Attorney General shall establish such pro-
17	grams in consultation with stakeholders such as—
18	(1) relevant community-based organizations
19	particularly organizations that represent incarcer-
20	ated and formerly incarcerated individuals and orga-
21	nizations that seek to improve maternal health out-
22	comes for pregnant and postpartum individuals from
23	racial and ethnic minority groups;

1	(2) relevant organizations representing patients,
2	with a particular focus on patients from racial and
3	ethnic minority groups;
4	(3) organizations representing maternity care
5	providers and maternal health care education pro-
6	grams;
7	(4) perinatal health workers; and
8	(5) researchers and policy experts in fields re-
9	lated to maternal health care for incarcerated indi-
10	viduals.
11	(b) Start Date.—Each selected facility shall begin
12	facility programs not later than 18 months after the date
13	of enactment of this Act.
14	(c) Facility Priority.—In carrying out subsection
15	(a), the Director shall give priority to a facility based on—
16	(1) the number of pregnant and postpartum in-
17	dividuals incarcerated in such facility and, among
18	such individuals, the number of pregnant and
19	postpartum individuals from racial and ethnic mi-
20	nority groups; and
21	(2) the extent to which the leaders of such facil-
22	ity have demonstrated a commitment to developing
23	exemplary programs for pregnant and postpartum
24	individuals incarcerated in such facility.

1	(d) Program Duration.—The programs established
2	under this section shall be for a 5-year period.
3	(e) Programs.—Bureau of Prisons facilities selected
4	by the Director shall establish programs for pregnant and
5	postpartum incarcerated individuals, and such programs
6	may—
7	(1) provide access to perinatal health workers
8	from pregnancy through the postpartum period;
9	(2) provide access to healthy foods and coun-
10	seling on nutrition, recommended activity levels, and
11	safety measures throughout pregnancy;
12	(3) train correctional officers to ensure that
13	pregnant incarcerated individuals receive safe and
14	respectful treatment;
15	(4) train medical personnel to ensure that preg-
16	nant incarcerated individuals receive trauma-in-
17	formed, culturally congruent care that promotes the
18	health and safety of the pregnant individuals;
19	(5) provide counseling and treatment for indi-
20	viduals who have suffered from—
21	(A) diagnosed mental or behavioral health
22	conditions, including trauma and substance use
23	disorders;
24	(B) trauma or violence, including domestic
25	violence;

1	(C) human immunodeficiency virus;
2	(D) sexual abuse;
3	(E) pregnancy or infant loss; or
4	(F) chronic conditions;
5	(6) provide evidence-based pregnancy and child-
6	birth education, parenting support, and other rel-
7	evant forms of health literacy;
8	(7) provide clinical education opportunities to
9	maternity care providers in training to expand path-
10	ways into maternal health care careers serving incar-
11	cerated individuals;
12	(8) offer opportunities for postpartum individ-
13	uals to maintain contact with the individual's new-
14	born child to promote bonding, including enhanced
15	visitation policies, access to prison nursery pro-
16	grams, or breastfeeding support;
17	(9) provide reentry assistance, particularly to—
18	(A) ensure access to health insurance cov-
19	erage and transfer of health records to commu-
20	nity providers if an incarcerated individual exits
21	the criminal justice system during such individ-
22	ual's pregnancy or in the postpartum period;
23	and
24	(B) connect individuals exiting the criminal
25	justice system during pregnancy or in the

1	postpartum period to community-based re-
2	sources, such as referrals to health care pro-
3	viders, substance use disorder treatments, and
4	social services that address social determinants
5	maternal of health; or
6	(10) establish partnerships with local public en-
7	tities, private community entities, community-based
8	organizations, Indian Tribes and tribal organizations
9	(as such terms are defined in section 4 of the Indian
10	Self-Determination and Education Assistance Act
11	(25 U.S.C. 5304)), and urban Indian organizations
12	(as such term is defined in section 4 of the Indian
13	Health Care Improvement Act (25 U.S.C. 1603)) to
14	establish or expand pretrial diversion programs as
15	an alternative to incarceration for pregnant and
16	postpartum individuals, including—
17	(A) evidence-based childbirth education or
18	parenting classes;
19	(B) prenatal health coordination;
20	(C) family and individual counseling;
21	(D) evidence-based screenings, education,
22	and, as needed, treatment for mental and be-
23	havioral health conditions, including drug and
24	alcohol treatments;
25	(E) family case management services:

1	(F) domestic violence education and pre-
2	vention;
3	(G) physical and sexual abuse counseling;
4	and
5	(H) programs to address social deter-
6	minants of health such as employment, housing,
7	education, transportation, and nutrition.
8	(f) Implementation and Reporting.—A selected
9	facility shall be responsible for—
10	(1) implementing programs, which may include
11	the programs described in subsection (e); and
12	(2) not later than 3 years after the date of en-
13	actment of this Act, and 6 years after the date of
14	enactment of this Act, reporting results of the pro-
15	grams to the Director, including information de-
16	scribing—
17	(A) relevant quantitative indicators of suc-
18	cess in improving the standard of care and
19	health outcomes for pregnant and postpartum
20	incarcerated individuals in the facility, including
21	data stratified by race, ethnicity, sex, gender,
22	age, geography, disability status, the category
23	of the criminal charge against such individual,
24	rates of pregnancy-related deaths, pregnancy-
25	associated deaths, cases of infant mortality and

- morbidity, rates of preterm births and lowbirthweight births, cases of severe maternal morbidity, cases of violence against pregnant or postpartum individuals, diagnoses of maternal mental or behavioral health conditions, and other such information as appropriate;
 - (B) relevant qualitative and quantitative evaluations from pregnant and postpartum incarcerated individuals who participated in such programs, including measures of patient-reported experience of care; and
 - (C) strategies to sustain such programs after fiscal year 2026 and expand such programs to other facilities.
- 15 (g) Report.—Not later than 6 years after the date 16 of enactment of this Act, the Director shall submit to the 17 Attorney General and to the Congress a report describing 18 the results of the programs funded under this section.
- 19 (h) Oversight.—Not later than 1 year after the 20 date of enactment of this Act, the Attorney General shall 21 award a contract to an independent organization or inde-22 pendent organizations to conduct oversight of the pro-23 grams described in subsection (e).

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1	(i) AUTHORIZATION OF APPROPRIATIONS.—There is
2	authorized to be appropriated to carry out this section
3	\$10,000,000 for each of fiscal years 2022 through 2026.
4	SEC. 5. GRANT PROGRAM TO IMPROVE MATERNAL HEALTH
5	OUTCOMES FOR INDIVIDUALS IN STATE AND
6	LOCAL PRISONS AND JAILS.
7	(a) Establishment.—Not later than 1 year after
8	the date of enactment of this Act, the Attorney General
9	acting through the Director of the Bureau of Justice As-
10	sistance, shall award Justice for Incarcerated Moms
11	grants to States to establish or expand programs in State
12	and local prisons and jails for pregnant and postpartum
13	incarcerated individuals. The Attorney General shall
14	award such grants in consultation with stakeholders such
15	as—
16	(1) relevant community-based organizations
17	particularly organizations that represent incarcer-
18	ated and formerly incarcerated individuals and orga-
19	nizations that seek to improve maternal health out-
20	comes for pregnant and postpartum individuals from
21	racial and ethnic minority groups;
22	(2) relevant organizations representing patients
23	with a particular focus on patients from racial and
24	ethnic minority groups:

1	(3) organizations representing maternity care
2	providers and maternal health care education pro-
3	grams;
4	(4) perinatal health workers; and
5	(5) researchers and policy experts in fields re-
6	lated to maternal health care for incarcerated indi-
7	viduals.
8	(b) Applications.—Each applicant for a grant
9	under this section shall submit to the Director of the Bu-
10	reau of Justice Assistance an application at such time, in
11	such manner, and containing such information as the Di-
12	rector may require.
13	(c) USE OF FUNDS.—A State that is awarded a grant
14	under this section shall use such grant to establish or ex-
15	pand programs for pregnant and postpartum incarcerated
16	individuals, and such programs may—
17	(1) provide access to perinatal health workers
18	from pregnancy through the postpartum period;
19	(2) provide access to healthy foods and coun-
20	seling on nutrition, recommended activity levels, and
21	safety measures throughout pregnancy;
22	(3) train correctional officers to ensure that
23	pregnant incarcerated individuals receive safe and
24	respectful treatment;

1	(4) train medical personnel to ensure that preg-
2	nant incarcerated individuals receive trauma-in-
3	formed, culturally congruent care that promotes the
4	health and safety of the pregnant individuals;
5	(5) provide counseling and treatment for indi-
6	viduals who have suffered from—
7	(A) diagnosed mental or behavioral health
8	conditions, including trauma and substance use
9	disorders;
10	(B) trauma or violence, including domestic
11	violence;
12	(C) human immunodeficiency virus;
13	(D) sexual abuse;
14	(E) pregnancy or infant loss; or
15	(F) chronic conditions;
16	(6) provide evidence-based pregnancy and child-
17	birth education, parenting support, and other rel-
18	evant forms of health literacy;
19	(7) provide clinical education opportunities to
20	maternity care providers in training to expand path-
21	ways into maternal health care careers serving incar-
22	cerated individuals;
23	(8) offer opportunities for postpartum individ-
24	uals to maintain contact with the individual's new-
25	born child to promote bonding, including enhanced

visitation policies, access to prison nursery pro grams, or breastfeeding support;

- (9) provide reentry assistance, particularly to—
- (A) ensure access to health insurance coverage and transfer of health records to community providers if an incarcerated individual exits the criminal justice system during such individual's pregnancy or in the postpartum period; and
- (B) connect individuals exiting the criminal justice system during pregnancy or in the postpartum period to community-based resources, such as referrals to health care providers, substance use disorder treatments, and social services that address social determinants of maternal health; or
- (10) establish partnerships with local public entities, private community entities, community-based organizations, Indian Tribes and tribal organizations (as such terms are defined in section 4 of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 5304)), and urban Indian organizations (as such term is defined in section 4 of the Indian Health Care Improvement Act (25 U.S.C. 1603)) to establish or expand pretrial diversion programs as

1	an alternative to incarceration for pregnant and
2	postpartum individuals, including—
3	(A) evidence-based childbirth education or
4	parenting classes;
5	(B) prenatal health coordination;
6	(C) family and individual counseling;
7	(D) evidence-based screenings, education
8	and, as needed, treatment for mental and be-
9	havioral health conditions, including drug and
10	alcohol treatments;
11	(E) family case management services;
12	(F) domestic violence education and pre-
13	vention;
14	(G) physical and sexual abuse counseling
15	and
16	(H) programs to address social deter-
17	minants of health such as employment, housing
18	education, transportation, and nutrition.
19	(d) Priority.—In awarding grants under this sec-
20	tion, the Director of the Bureau of Justice Assistance
21	shall give priority to applicants based on—
22	(1) the number of pregnant and postpartum in-
23	dividuals incarcerated in the State and, among such
24	individuals, the number of pregnant and postpartum

1	individuals from racial and ethnic minority groups;
2	and
3	(2) the extent to which the State has dem-
4	onstrated a commitment to developing exemplary
5	programs for pregnant and postpartum individuals
6	incarcerated in the prisons and jails in the State.
7	(e) Grant Duration.—A grant awarded under this
8	section shall be for a 5-year period.
9	(f) Implementing and Reporting.—A State that
10	receives a grant under this section shall be responsible
11	for—
12	(1) implementing the program funded by the
13	grant; and
14	(2) not later than 3 years after the date of en-
15	actment of this Act, and 6 years after the date of
16	enactment of this Act, reporting results of such pro-
17	gram to the Attorney General, including information
18	describing—
19	(A) relevant quantitative indicators of the
20	program's success in improving the standard of
21	care and health outcomes for pregnant and
22	postpartum incarcerated individuals in the facil-
23	ity, including data stratified by race, ethnicity,
24	sex, gender, age, geography, disability status,
25	category of the criminal charge against such in-

1 dividual, incidence rates of pregnancy-related 2 deaths, pregnancy-associated deaths, cases of 3 infant mortality and morbidity, rates of preterm 4 births and low-birthweight births, cases of severe maternal morbidity, cases of violence 6 against pregnant or postpartum individuals, di-7 agnoses of maternal mental or behavioral health 8 conditions, and other such information as ap-9 propriate;

- (B) relevant qualitative and quantitative evaluations from pregnant and postpartum incarcerated individuals who participated in such programs, including measures of patient-reported experience of care; and
- (C) strategies to sustain such programs beyond the duration of the grant and expand such programs to other facilities.
- 18 (g) Report.—Not later than 6 years after the date 19 of enactment of this Act, the Attorney General shall sub-20 mit to the Congress a report describing the results of such 21 grant programs.
- 22 (h) Oversight.—Not later than 1 year after the 23 date of enactment of this Act, the Attorney General shall 24 award a contract to an independent organization or inde-

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1	pendent organizations to conduct oversight of the pro-
2	grams described in subsection (c).
3	(i) AUTHORIZATION OF APPROPRIATIONS.—There is
4	authorized to be appropriated to carry out this section
5	\$10,000,000 for each of fiscal years 2022 through 2026.
6	SEC. 6. GAO REPORT.
7	(a) In General.—Not later than 2 years after the
8	date of enactment of this Act, the Comptroller General
9	of the United States shall submit to Congress a report
10	on adverse maternal and infant health outcomes among
11	incarcerated individuals and infants born to such individ-
12	uals, with a particular focus on racial and ethnic dispari-
13	ties in maternal and infant health outcomes for incarcer-
14	ated individuals.
15	(b) CONTENTS OF REPORT.—The report described in
16	this section shall include—
17	(1) to the extent practicable—
18	(A) the number of pregnant individuals
19	who are incarcerated in Bureau of Prisons fa-
20	cilities;
21	(B) the number of incarcerated individuals,
22	including those incarcerated in Federal, State,
23	and local correctional facilities, who have expe-
24	rienced a pregnancy-related death, pregnancy-

1 associated death, or the death of an infant in 2 the most recent 10 years of available data;

- (C) the number of cases of severe maternal morbidity among incarcerated individuals, including those incarcerated in Federal, State, and local detention facilities, in the most recent 10 years of available data;
- (D) the number of preterm and low-birthweight births of infants born to incarcerated individuals, including those incarcerated in Federal, State, and local correctional facilities, in the most recent 10 years of available data; and
- (E) statistics on the racial and ethnic disparities in maternal and infant health outcomes and severe maternal morbidity rates among incarcerated individuals, including those incarcerated in Federal, State, and local detention facilities;
- (2) in the case that the Comptroller General of the United States is unable determine the information required in subparagraphs (A) through (C) of paragraph (1), an assessment of the barriers to determining such information and recommendations for improvements in tracking maternal health outcomes among incarcerated individuals, including

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- those incarcerated in Federal, State, and local detention facilities;
- (3) causes of adverse maternal health outcomes
 that are unique to incarcerated individuals, including
 those incarcerated in Federal, State, and local detention facilities;
 - (4) causes of adverse maternal health outcomes and severe maternal morbidity that are unique to incarcerated individuals from racial and ethnic minority groups;
 - (5) recommendations to reduce maternal mortality and severe maternal morbidity among incarcerated individuals and to address racial and ethnic disparities in maternal health outcomes for incarcerated individuals in Bureau of Prisons facilities and State and local prisons and jails; and
 - (6) such other information as may be appropriate to reduce the occurrence of adverse maternal health outcomes among incarcerated individuals and to address racial and ethnic disparities in maternal health outcomes for such individuals.

22 SEC. 7. MACPAC REPORT.

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- 23 (a) IN GENERAL.—Not later than 2 years after the
- 24 date of enactment of this Act, the Medicaid and CHIP
- 25 Payment and Access Commission (referred to in this sec-

- 1 tion as "MACPAC") shall publish a report on the implica-
- 2 tions of pregnant and postpartum incarcerated individuals
- 3 being ineligible for medical assistance under a State plan
- 4 under title XIX of the Social Security Act (42 U.S.C.
- 5 1396 et seq.) that contains the information described in
- 6 subsection.
- 7 (b) Information Described.—For purposes of
- 8 subsection (a), the information described in this sub-
- 9 section includes—
- 10 (1) information on the effect of ineligibility for
- 11 medical assistance under a State plan under title
- 12 XIX of the Social Security Act (42 U.S.C. 1396 et
- seq.) on maternal health outcomes for pregnant and
- postpartum incarcerated individuals, concentrating
- on the effects of such ineligibility for pregnant and
- 16 postpartum individuals from racial and ethnic mi-
- 17 nority groups; and
- 18 (2) the potential implications on maternal
- 19 health outcomes resulting from suspending eligibility
- for medical assistance under a State plan under
- such title of such Act when a pregnant or postpar-
- tum individual is incarcerated.
- 23 SEC. 8. DEFINITIONS.
- 24 In this Act:

- 1 (1) CULTURALLY CONGRUENT.—The term "culturally congruent", with respect to care or maternity
 3 care, means care that is in agreement with the pre4 ferred cultural values, beliefs, worldview, language,
 5 and practices of the health care consumer and other
 6 stakeholders.
 - (2) Maternity care provider.—The term "maternity care provider" means a health care provider who—
 - (A) is a physician, physician assistant, midwife who meets at a minimum the international definition of the midwife and global standards for midwifery education as established by the International Confederation of Midwives, nurse practitioner, or clinical nurse specialist; and
 - (B) has a focus on maternal or perinatal health.
 - (3) MATERNAL MORTALITY.—The term "maternal mortality" means a death occurring during or within a one-year period after pregnancy, caused by pregnancy-related or childbirth complications, including a suicide, overdose, or other death resulting from a mental health or substance use disorder at-

- tributed to or aggravated by pregnancy-related or childbirth complications.
 - (4) Perinatal Health Worker.—The term "perinatal health worker" means a doula, community health worker, peer supporter, breastfeeding and lactation educator or counselor, nutritionist or dietitian, childbirth educator, social worker, home visitor, language interpreter, or navigator.
 - (5) Postpartum and Postpartum Period.—
 The terms "postpartum" and "postpartum period" refer to the 1-year period beginning on the last day of the pregnancy of an individual.
 - (6) Pregnancy-associated death.—The term "pregnancy-associated death" means a death of a pregnant or postpartum individual, by any cause, that occurs during, or within 1 year following, the individual's pregnancy, regardless of the outcome, duration, or site of the pregnancy.
 - (7) Pregnancy-related death" means a death of a pregnant or postpartum individual that occurs during, or within 1 year following, the individual's pregnancy, from a pregnancy complication, a chain of events initiated by pregnancy, or the aggravation of an un-

- related condition by the physiologic effects of pregnancy.
- 3 (8) RACIAL AND ETHNIC MINORITY GROUP.—
 4 The term "racial and ethnic minority group" has the
 5 meaning given such term in section 1707(g)(1) of
 6 the Public Health Service Act (42 U.S.C. 300u–
 6 (g)(1)).
 - (9) SEVERE MATERNAL MORBIDITY.—The term "severe maternal morbidity" means a health condition, including mental health conditions and substance use disorders, attributed to or aggravated by pregnancy or childbirth that results in significant short-term or long-term consequences to the health of the individual who was pregnant.
 - (10) Social determinants of maternal health defined.—The term "social determinants of maternal health" means non-clinical factors that impact maternal health outcomes, including—
 - (A) economic factors, which may include poverty, employment, food security, support for and access to lactation and other infant feeding options, housing stability, and related factors;
 - (B) neighborhood factors, which may include quality of housing, access to transportation, access to child care, availability of

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healthy foods and nutrition counseling, availability of clean water, air and water quality, ambient temperatures, neighborhood crime and violence, access to broadband, and related factors;

- (C) social and community factors, which may include systemic racism, gender discrimination or discrimination based on other protected classes, workplace conditions, incarceration, and related factors;
- (D) household factors, which may include ability to conduct lead testing and abatement, car seat installation, indoor air temperatures, and related factors;
- (E) education access and quality factors, which may include educational attainment, language and literacy, and related factors; and
- (F) health care access factors, including health insurance coverage, access to culturally congruent health care services, providers, and non-clinical support, access to home visiting services, access to wellness and stress management programs, health literacy, access to tele-

health and items required to receive telehealth
services, and related factors.

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