Judiciary Committee
Public Hearing March 24, 2014
Testimony from
James E. Dzurenda, Commissioner, Department of Correction

RE: H.B. No. 5569, An Act Establishing a Child Nursery Facility at the Connecticut Correctional Institution, Niantic

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In response to HB 5288, AAC the Children of Incarcerated Women, raised in the 2012 Legislative session, the Department of Correction partnered with interested lawmakers, community advocates, along with many stakeholder state agencies to conduct a feasibility study regarding the establishment of a nursery facility on site at the York Correctional Institution.

As stated in testimony surrounding this issue in years past, the DOC is in strong support of providing early child-bonding in some capacity. The rationale rests upon evidence that indicates that such bonding results in positive future outcomes of both the mother and child. Examples are lower recidivism for the offender/mother and greater self-reliance and higher self esteem, successful peer relationships and better coping skills for their children.

So without restating what has already been documented and presented to you in the January 2, 2013, Prison Nursery Feasibility Report, which will I have attached to this testimony, we have presented a number of options to accomplish the intent of this legislative initiative.

With this being said, the cost analysis of options before you in the report have all shown to be fiscally out of reach and cost prohibitive. Within existing resources, we are on schedule to open the new Women and Children's Program at the CSI Johnson House on July 1, 2014, which will add 26 beds.

And while the halfway house is not physically located at the York Correctional Institution and it does not meet the exact language in the bill, it does provide a viable option as this program is already licensed and staff has been trained.

Thank you for the opportunity to submit testimony on this very important legislative initiative.

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Thank you for the opportunity to submit testimony on this very important legislative initiative.

Prison Nursery Feasibility Report
January 2, 2013

A Report from the Connecticut Department of Correction
Leo C. Arnone, Commissioner

Executive Summary

Proposed House Bill 5288, *An Act Concerning Children of Incarcerated Women*, was introduced by the Judiciary Committee on 2012 legislative session and proposed that the Commissioner of the Department of Correction examine the "feasibility costs and benefits of permitting the placement of children born to detained women at the Connecticut Correctional Institution, Niantic (York C.I.) at a nursery facility within such institution for such purpose". The proposal for the feasibility study was well received and was unanimously passed by the Judiciary Committee. Although the proposal was not passed by the legislature, it generated a lot of interest among lawmakers, the Department of Correction and community advocates. The Commissioner was asked to consider possible eligibility criteria as part of the study.

Recently, there has been an increased interest in states across the country to explore the possibility of implementing nursery programs. The resurgence in interest in this type of program is partially based on statistics indicating that over 200,000 women are in prison and jail in the United States and more than one million are under criminal justice supervision. Currently there are eight states in the United States that operate prison nurseries, with the longest running prison nursery at the Bedford Hills Correctional Facility in New York. Community based residential parenting programs offer a viable option to prison based programs due to the relatively small number of infants who can be accepted in to a prison nursery because of the criteria set for participation in the prison programs.

The rationale for investing in prison nurseries and community-based residential parenting programs is based on promising research showing that early child-bonding results in positive future outcomes for both mother and child. Additionally, lower recidivism rates have been shown among mothers who participate in this type of program.

Currently, Department of Correction policy allows for pregnant inmates to deliver their infants at the Lawrence and Memorial Hospital in New London. Social work professionals from the hospital and from the Department of Children and Families have the primary responsibility for creating a placement plan for the newborn. In addition, the Department of Correction contracts with a community halfway house for eligible female offenders in which they can reside with all of their children under the age of 5 to promote family reunification.

This report offers several options for mother: infant programs, ranging from increased utilization of existing community based residential programs for mothers and children to renovating an existing building on the grounds of the former Gates Correctional Institution to be utilized as a nursery facility.

If the Legislature chooses to pursue any of the options presented, the existing committee assembled to complete this report should remain intact and be renamed the Infant and Child Care Advisory Board in order to provide continued oversight.

Prison Nursery Feasibility Study: Acknowledgements

The following report was generated by a committee consisting of representatives from various disciplines with expertise on the subject matter contained in this report. The committee met on several occasions and each committee member was tasked with providing information to for inclusion in this report. Committee members include:

Monica Rinaldi, Department of Correction, Director of Programs & Treatment (Co-Chair)

Dr. Kathleen Maurer, Department of Correction, Director of Medical & Health Services (Co-Chair)

Constantine Alleyne, UCONN, Correctional Managed Health Care, Heath Services Administrator

Allison Black, Department of Correction, Deputy Warden, York C.I.

Jack Campaniello, Department of Correction, Supervising Accountant

Nancy Canney, Department of Correction, Staff Attorney

Stephen Faucher, Department of Correction, Warden, York C.I.

Elaine Flynn, Department of Mental Health & Addiction Services, Director, Parenting & Prevention

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Mickey Kramer, Office of the Child Advocate, Associate Child Advocate

Thomas Phillips, Department of Correction, Plant Facilities Engineer, York C.I.

Susan Quinlan, Families in Crisis, Executive Director

Susan Storey, Division of Public Defender Services, Chief Public Defender

Steven Strom, Office of the Attorney General, Assistant Attorney General

Alex Tsarkov, Judiciary Committee, Clerk

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Introduction

Proposed House Bill 5288, *An Act Concerning Children of Incarcerated Women*, was introduced by the Judiciary Committee on 2012 legislative session and proposed that the Commissioner of the Department of Correction examine the "feasibility costs and benefits of permitting the placement of children born to detained women at the Connecticut Correctional Institution, Niantic (York C.I.) at a nursery facility within such institution for such purpose". The proposal for the feasibility study was well received and was unanimously passed by the Judiciary Committee. Although the proposal was not passed by the legislature, it generated a lot of interest among lawmakers, the Department of Correction and community advocates.

Connecticut General Statute 18-69 currently states that the Warden of the Connecticut Correctional Institution, Niantic, "shall establish regulations in cooperation with the Department of Children and Families, for the placing of children born to inmates of the Connecticut Correctional Institution, Niantic, in order that an infant shall not be maintained at a said institution beyond the planning period for placement which is not to exceed 60 calendar days." Additionally, CGS 18-69a states that "the Warden of the Connecticut Correctional Institution, Niantic, shall establish regulations in cooperation with the Department of Children and Families for the placing of children born to women who are being detained at the Connecticut Correctional Institution, Niantic, awaiting disposition of pending charges, or have been committed to the Commissioner of Correction for a period of one year or less, in order that an infant may be placed directly from the facility where such infant was delivered."

In order to complete this feasibility study, the Commissioner of Correction assembled a Prison Nursery Committee whose membership included staff from the Department of Correction, Department of Children and Families, Department of Mental Health and Addiction Services, Office of the Child Advocate, Families in Crisis, Chief Public Defender's Office, Correctional Managed Health Care and the Legislature. The Office of the Attorney General was invited to participate during the course of the study, to inform this report's compliance with a pertinent stipulated agreement regarding incarcerated mothers.

Study Methodology

In conducting this study, the Prison Nursery Committee considered many elements, including reviewing material from historical national data, other states who are currently operating prison nursery programs, assessments by states considering beginning prison nursery program, impact of the program on operational factors within the facility, discussion with the contracted provider of the longest running Prison Nursery Program in the United States within the New York Department of Correction at the Bedford Hills facility, site visits to community based residential programs, review of existing community residential programs for mothers and children, impact of the program on children, liability issues associated with such a

program, physical plant considerations, staffing considerations, a cost benefit analysis and statutory changes. A historical report dated June 1985 developed by the "Connecticut Task Force for Inmate Mothers and their Children under the Age of Thirty Months" pursuant to this state's landmark case regarding rights of female inmates was also reviewed.

Historical Perspective

Although the norm rather than the exception internationally, prison nurseries have been a debated topic in the United States for decades. Results of a nationwide survey in 1948 indicated that mothers in thirteen states at that time were statutorily authorized to keep their children with them in prison, though states often transferred these women to jails or community settings.[1] Throughout the mid twentieth century however, liability concerns and child welfare advocacy resulted in repeal, and the concept of prison nurseries began to fade. Although criminal justice systems across the nation experienced a culture shift toward correctional treatment in the 1980s, an international study in 1987 identified the United States as one of only four countries that separated incarcerated mothers and their children as a matter of course.[2]

Recently, there has been an increased interest in states across the country to explore the possibility of implementing a prison nursery program. Both Wyoming and Virginia recently studied the possibility of beginning such a program. Other states such as New York, California, Illinois, Indiana, Nebraska, South Dakota, Washington and West Virginia all currently operate prison nursery programs.[3] The recent resurgence in interest in this type of program is partially based on statistics indicating that over 200,000 women are in prison and jail in the United States, and more than one million are under criminal justice supervision. The number of women in prison has grown by over 800% in the past three decades, with two-thirds of this population serving time for non-violent offenses, many for drug-related crimes.[4] At midyear 2007, approximately 65,600 women in federal and state custody reported being the mothers of 147, 400 minor children.[5]

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[1] NIH Public Access, Converging Streams of Opportunity for Prison Nursery Programs in the United States, 2009
[2] Ibid.
[3] Mothers, Infants and Imprisonment: A National Look at Prison Nurseries and Community Based Alternatives - May 2009
[4] WPA Quick Facts: Women & Criminal Justice – 2009
[5] WPA Incarcerated Mothers and their Children: Highlights from the new Federal Report

Current Perspective

There is no national policy that dictates what happens to the new born child of an incarcerated female offender. Most infants are immediately removed from the care of their mother and place in foster or kinship care. The eight states in the US that operate prison nurseries offer an alternative to mothers when a child is born while incarcerated. These programs allow a mother to care for and parent her new born child for a period up to 36 months, depending on the specific state. The prison nursery at the Bedford Hills Correctional Facility in New York allows mothers to keep their child for 12 months and up to 18 months if the mother will be discharged/paroled during that period. In Illinois, the prison nursery at the Decatur Correctional Center has a capacity for 5 infant/mother pairs and allows the infant to stay with the mother for up to 24 months. Mothers must have committed a non-violent offense and be within 2 years of release after giving birth. The prison nursery at the Washington Correctional Center for Women has a capacity for up to 20 infant/mother pairs and the infant can stay with the mother for up to 36 months. To qualify for the program, the mother's sentence must be completed within 3 years of giving birth; she must be classified as minimum security and be convicted of a non-violent offense. Generally, all programs have a detailed screening process which reviews suitability of the prospective mother for participation in the program including nature of crime, length of sentence, institutional adjustment and past incarcerations. The child must be born during the mother's incarceration to meet eligibility requirements.

These programs are usually based out of the respective state female institution, utilizing existing building resources subject to program specific renovations.

Another viable option for pregnant inmates is the community based residential parenting program. It is important to consider this option as an alternative due to the relatively small number of infants who can be accepted in to a prison nursery, while recognizing that this population is predominately non-violent and eligible for a period of community supervision. Advocates for community based nurseries over those in a prison setting cite supporting factors such as safety, cost, quality of care and concern that children might adopt a view of prisons as a normative setting, although none of these arguments are either supported or refuted by research.[6]

The rationale for investing in prison nurseries and community-based residential parenting programs rests upon the evidence that early child-bonding results in positive future outcomes for both mother and child. [7] Research published by the American Psychological Society found that infants who bond securely with their mothers became more self-reliant and have higher

[6] NIH Public Access, Converging Streams of Opportunity for Prison Nursery Programs in the United States, 2009

[7] WPA Mothers, Infants and Imprisonment, A National Look at Prison Nurseries and Community Based Alternatives – May 2009

self-esteem as toddlers. Later in life this translates into successful peer relationships and the ability to better cope with life stressors. These programs are producing positive results in terms of mother/child bonding and lower recidivism rates among the mothers who participate.[8] Additionally, children who are afforded the opportunity to bond with their mother during the first twelve to eighteen months of their lives are less likely to suffer from long term attachment issues.

Recidivism reduction after release from a nursery program has been shown to be a positive outcome of these programs. One-third of women who delivered while incarcerated in the Nebraska Correctional Center for Women in the four years before the start of their nursery returned to the facility for a new crime within three years of release, whereas the recidivism rate of nursery participants was only 9% in the first five years of their program.[9] New York and Washington State reported an approximately 50% lower three-year recidivism rate in women who had participated in the nursery when compared to women released from the general prison population.[10]

The state of prison nurseries in the US is developing whereby individual states are experimenting with innovative ideas and programs. In order for prison nurseries to realize measurable success, they need to be implemented hand in hand with community-based mother/child programming and long term family planning.

Connecticut Practice

Connecticut Department of Correction current policy allows for pregnant inmates to deliver their infants at the Lawrence and Memorial Hospital in New London. The Warden must appoint a staff member to perform liaison duties between the correctional facility, Lawrence and Memorial Hospital and the Department of Children and Families. The social work professionals from Lawrence and Memorial Hospital and the Department of Children and Families have the primary responsibility for creating a placement plan for the newborn. As part of the obstetrics and gynecology clinic, an inmate meets with a physician and a social work professional from the hospital to facilitate prenatal classes and plan for placement of the newborn.[11] Additionally, a postpartum support group is available at the facility for inmates post-delivery.

[8] Ibid.
[9] NIH Public Access, Converging Streams of Opportunity for Prison Nursery Programs in the United States, 2009
[10] Ibid.
[11] DOC Administrative Directive 8.12, Placement of Children Born to Incarcerated Women

West V. Manson

In 1982, a class action complaint known as West v. Manson was filed against the Connecticut Department of Correction alleging overcrowding and a wide variety of conditions that violated the rights of incarcerated mothers and their children. In 1984 there was a Settlement Agreement, which stayed the litigation for two years while there was a Task Force established to study the feasibility of having a nursery at CCI-Niantic (now York CI). The Task Force had representatives of DCF, DOC, the inmates, and the children as well as expert reports from distinguished experts like DMH Commissioner Dr. Albert Solnit, Sterling Professor Emeritus and Senior Research Scientist at the Child Study Center at Yale University School of Medicine, who died in 2002. Dr. Solnit was the preeminent expert in the field of child development, psychoanalysis and mental health. An advocate for the health of children, he helped form the National Center for Clinical Infant Programs in Washington, D.C. and for 10 years chaired the advisory council to the commissioner of the Connecticut Department of Children and Youth Services. Dr. Solnit wrote a report about the need for infant-mother bonding and this report[12] was the subject of detailed and hotly contested negotiations that led to the establishment of the Mother and Child Halfway House, now operated by NEON, which is part of West v. Manson. The Court approved the Consent Judgment in 1989. There is no sunset clause on this decree, and any additional services resulting from this feasibility study will be in addition to existing services created pursuant to that decree and not instead of.

Community Based Residential Programs for Female Offenders

The Women and Children's Halfway House in Waterbury is the community program that continues to be used by the Department of Correction pursuant to the West v. Manson agreement. Operated by Norwalk Economic Opportunities Now, Inc. (NEON), the program carries its own insurance and maintains all necessary licenses under Department of Public Health mandates.

Women who have served part of their sentence and are eligible for halfway house placement through the Department of Correction may be transferred from the York Correctional Institution in Niantic to the Women and Children's Halfway House. This includes women who are interested in reuniting with their children and women who are pregnant.

This program has a capacity for 19 women and up to 12 children. Children up to five years of age are allowed to reside at the program with their mothers. The average length of stay is 90 days, with a maximum length of 180 days. The program's goal is the successful reintegration of female offenders into the community as productive parents and citizens. The program focuses on family reunification, parenting skills, education, job and skills training, life skills and

[12] State of Connecticut Task Force Report: The Task Force for Inmate Mothers and Their Children under the Age of Thirty Months, June 1985.

substance abuse. In certain cases, offenders reside in the program with their children. In these cases, a family reunification component is strictly adhered to.[13]

The federal penal system utilizes a women/child halfway house in Hartford, and the Connecticut Department of Mental Health and Addiction Services also has several Women's and Children's Residential programs throughout Connecticut, noted in the chart below.

Department of Mental Health and Addiction Services SFY13 HSC Program Funding as of 11/27/12			
Program	Program Capacity (# children=per mother)	Funding	Estimate Per Capita Cost (per Mother)
Liberation Programs, Families in Recovery	(7) Women (1) Child	$415,381	$59,340
The Connection, Inc., Hallie House	(8) Women (1) Child	$386,708	$48,339
Crossroads, Inc., Amethyst House	(15) Women (1-2) child/ren	$1,067,023	$71,135
Community Prevention & Addiction Services (CPAS) - New Life Center (now CHR)	(6) Women (1) Child	$243,268	$40,545
The Connection, Inc., Mother's Retreat	(8) Women (1) Child	$482,476	$60,310
Alcohol/Drug Recovery Center (ADRC) Coventry House	(10) Women (1) Child	$708,394	$70,840
The Morris Foundation, Inc., Women & Children's Program	(8) Women (1) Child	$468,272	$58,354
Total	(62) Women (62-77) Children	$3,771,522	$60, 831
Total Single Child Programs	(47) Women (47) Children	$2,704,499	$57,543

Many other states, including Alabama, California, Illinois, North Carolina, Massachusetts and Vermont operate community based residential programs for women and children.[14] Similar to prison nursery programs, these residential community programs promote bonding between

[13] State of Connecticut Department of Correction, Parole and Community Services Division, Directory of of Contracted Community Programs, July 2012, page 50.

[14] WPA Mothers, Infants and Imprisonment, A National Look at Prison Nurseries and Community Based Alternatives – May 2009

mother and child and can often divert non-violent women from incarceration to serve our their court imposed sentences in the community.

The ability for the mother to reside with other young children in addition to the newborn is a distinct and significant advantage of the community based model. For this study, it was not possible to locate any research pertaining to siblings of infants raised in a prison nursery, and consequences of sibling reaction to the mother having greater access to another child are not known. However, all research and evidence pointing to the benefits of mother: child bonding certainly pertains to all offspring as opposed to just the one born during incarceration.

Operational Factors

Identification of a physical location for a prison nursery must include consideration of both custodial and program factors. The unit must be isolated from the general population to prevent unwarranted contact with the infants, but still afford the mothers access to programs and services on the compound. If not already existent, security fencing must be erected around the perimeter.

Residential space requirements may differ for mothers with infants. In the Bedford Hills program, pregnant participants and mothers with newborns share sleeping areas to help each other and learn, while mothers with infants six months and older are moved to single rooms to facilitate bonding activities.

Additional space is necessary for parenting and related programs and a daycare for infants while mothers are in such programs and other activities. A custodial post is mandatory, and office space is necessary for both internal staff and external partners such as DCF Social Workers and program volunteers. To ensure infant separation from the general population, a health services clinic or area is required, as is a kitchenette/dining facilities for feedings and meals.

All construction and renovation must also be conducted in compliance with the Americans with Disabilities Act (ADA), American Correctional Association (ACA) standards, and any mandates by the Department of Public Health regarding residential care of infants.

Physical Plant Options

There are two existing buildings on the compound in Niantic that may offer adequate physical capacity for a prison nursery.

Option A: Gates CI Administration Building

The Administration Building of the former Gates Correctional Institution would provide a self-contained nursery facility with space enough to accommodate both housing and program needs for approximately twenty to thirty offenders and their infants, and offer sufficient office space for staff from DOC and partnering agencies (See Attachment A, Blueprint for Gates Administration Building).

The building, however, is more than fifty years old, and will require extensive renovation to prepare it for occupancy:

1. The building must be inspected and abated for lead, asbestos, PCBs, mold and related substances.
2. The building was not designed for housing, and will need to be gutted to the exterior walls then redesigned into a self-contained nursery unit. Accommodations will include single and multiple bedrooms, kitchen and dining, bath and living areas for up to thirty inmate mothers and their infants, program and daycare space, a health services clinic, visiting room and office space for internal and external staff.
3. New heating and cooling systems will need to be installed, as will ventilation and exhaust systems.
4. The redesign to create residential space will require significant plumbing upgrades and a new fire sprinkler system will be installed.
5. A new and upgraded electrical system will be installed.
6. The stairs will require extensive repair or replacement, and an elevator will need to be installed.
7. Roof repairs will be required.
8. Doors, windows and security screens must be installed.
9. New fencing will need to be installed to create a secure perimeter.
10. Road repairs will be required.
11. Installation of Closed Circuit television (monitoring system), inmate television and telephone systems for offenders and staff will be necessary.

Overhaul of the Gates Administration building are extensive, and will likely require two years to complete.

The cost to get the building occupancy ready is approximately 7.2 million dollars to house twenty to thirty offenders and their infants.

Item Cost to remodel the Gates Administrative Building	Estimated Cost
Modify / replace exterior Doors 7	$25,000
Locks (electric) Door Control System	$150,000
Painting	$125,000
Flooring	$350,000
HVAC Replacement (A/C , Boilers and Air Handlers)	$700,000
Fire alarm & Egress issues	$35,000
Outside area repairs	$250,000
CCTV System	$80,000
Inmate TV	$4,899
Electrical	$175,009
Plumbing	$567,000
Shower replacement	$15,000
Masonry and sheet rock repairs	$600,000
Washer Dryer setups (10)	$36,000

intercom	$15,000
Dining Area	$20,000
Misc items	$5,000
HAZMAT / Demo /remediation (Lead, Asbestos, PCB's etc...)	$1,500,000
Fire alarm & Egress issues	$300,000
CO Stations	$16,000
Inmate Phones	$5,000
Inmate dayroom	$14,000
inmate rec yard	$90,000
Roof and Gutter Repairs	$300,000
Window Replacements (195) New windows and SS Security Screens	$585,000
ADA Modifications	$350,000
Staff Phones	$12,000
Exterior Lighting	$34,000
Fencing and gates	$28,000
Misc Labor	$253,000
Daycare Area Modification	$50,000
Exterior repairs / Modification	$510,000
Estimated cost for remodeling the building	$7,199,908

Option B: York CI Buildings 14 A and B

Buildings 14 A and B on the grounds of the York Correctional Institution are used for extended family visitation, a program that is infrequently utilized. Designed for prolonged visits between an offender and specified immediate family members, this site is already equipped for residential use and offers a secure area separate from the general population. Depending on the renovation, this alternative would likely provide accommodations for six offenders and their infants.

Buildings 14 A and B each contain two separate apartments, with two different sized bedrooms with three glass exterior double doors and one bathroom per apartment. (See Attachment B, Blueprint for York CI Buildings 14 A and B). In order to provide necessary space for meals and programs, one of the buildings will be converted to include a larger dayroom, with a kitchenette and space for a nursery and program area.

This option will require renovations, though not nearly as extensive as the alternative Gates Administration Building, to prepare it for occupancy:

1. The building must be inspected and abated for lead, PCBs, mold and related substances.
2. The bedrooms, two per each of two apartments in one building, will need to be redesigned into six smaller rooms.
3. Additional modifications to interior walls are necessary to create health clinic space, staff office space and an officer station. One to two large multipurpose spaces must be included in the design, with a kitchenette and dining area and room for programming.

Creating open space will require insertion of steel beams to open the walls between the two apartments.

4. Three glass exterior doors per apartment, for a total of twelve, must be replaced with brick or an equivalent solid wall.
5. New heating and cooling systems will need to be installed.
6. The redesigned unit will require plumbing and electrical upgrades.
7. The electrical system will be upgraded.
8. The exterior yard area and brick walls will require modification.
9. A gated opening to the area must be installed.
10. Carpet must be replaced with tile.
11. Installation of Closed Circuit television (monitoring system), inmate television and telephone systems for offenders and staff will be necessary.

Estimated completion time for all renovations noted above is sixty days, at an estimated cost of $430,000. Building 14A will have four bedrooms to house 4 inmate moms with child or a combination of expecting moms (two inmates per room v. Mom & child). Building 14 B will have two bedrooms to house 2 inmate moms with child or a combination of expecting moms (two inmates per room v. Mom & child) and a daycare unit separated by an inner wall.

To add three more inmate bedrooms, two for 14A and one for 14B would add an additional $150,000 to the cost, totaling $580,000. This would entail risking having minimal space per mother: child pair, however, that may prove to be insufficient or incompatible with program activities.

To leave existing walls and rooms intact and just replace the flooring ,locks, lighting, Uninterruptible Power Supply (UPSA Battery Backup), exterior doors, install CCTV, modify the HVAC systems, fix up exterior walking areas, clean and paint would reduce cost to approximately $100,000, but would result in a bare housing unit, again risking an environment not conducive to optimal program conditions.

Item Cost to modify Buildings 14 B and 14B to make into two Housing Units (6 beds) with a small day care	COST
Modify Exterior Doors 12	$60,000
Locks 30 (electric)	$25,000
Sheet rock repairs and Painting	$6,000
Flooring	$18,000
HVAC Mod	$25,000
Fire alarm & Egress issues	$15,000
Outside area repairs	$20,000
CCTV System	$10,000
Inmate TV	$1,200
Electrical	$17,500
Plumbing	$7,000
Shower replacement	$15,000
Wall openings Small 3ft	$15,000
Washer Dryer setups (4)	$3,600

Intercom	$5,000
Dining Area	$5,000
Bunks, cabinets, etc	$10,000
Mold remediation	$6,000
Lead testing	$1,000
CO Station (Gate house and covered walkway)	$160,000
Inmate Phones	$5,000
Inmate dayroom	$4,000
Inmate rec yard	$20,000
Hot Water heaters	$3,000
Closet modifications	$1,000
Bathroom Modifications	$5,000
Staff Phone	$2,000
Exterior Lighting	$4,000
Fencing and gates	$18,000
Misc Labor	$22,300
Daycare Area Modification	$10,000
Exterior walls Modification	$51,000
Estimated cost	$570,600

Option C: Expansion of Option B with Prefabricated Building

Modification to Buildings 14 A and B can be completed much more quickly and inexpensively than the alternate site, but also offers much less working and program space, and accommodates only six offenders and their infants. To remedy this, a prefabricated building could be sited on grounds for under $1,000,000, which would be added to the total cost of Option B (See Attachment C, Blueprints for Prefabricated Building).

This additional space will be used for infant daycare, program space for parenting and related classes, and for office space for internal staff and external partners. Use of the prefabricated would allow identical renovations of both Building A and B, doubling the program capacity from six to twelve.

Two sizes of prefabricated buildings were reviewed for possible use. The base cost for a 14'x60' model is $111,000. Installation of the building is expected to cost an additional $500,000 while the cost of the base 35'x 66' model is $350,000, with an additional $700,000 estimated installation cost. The additional costs include demolition, replacing the exterior courtyard wall, crane services, and installation of sewer, electrical, phone lines, closed circuit television, exterior lighting, fire alarm, fence, concrete posts and a side walk.

Option D: Expansion of Existing Contracted Community Based Services

The least costly option would be to forego establishment of a prison nursery on Department of Correction grounds in favor of increased utilization of services offered by NEON Women and Children's halfway house and possible expansion of residential services in another area of the state. (See Attachment D, NEON Women and Children's Halfway House Program Description).

The current program operated by NEON, Inc., pursuant to the West v. Manson consent judgment in 1989, can accommodate twenty women. Currently there are sixteen women living at the facility. Three babies have been born at the program since June 2012 and there is one baby there now[15]. There are six apartments, each with a full kitchen, living area, full bathroom and two bedrooms. The apartments are spacious, clean and organized.

A major focus of the program is clearly the reunification of the family, including older children and other family members. Children up to the age of five are allowed to live with their moms. Under certain circumstances, older children may be able to stay with their moms for an extended visit. Efforts are also made to reunify other family members such as custodial grandparents, in an effort to mend any strained family relationships.

As a community based model, the program emphasizes life skills and readies the residents for their move out of DOC custody. Eleven of the sixteen current residents are employed. Two of the current residents are attending college. Each apartment unit is in charge of developing a weekly menu, to be approved, and shops weekly for apartment groceries. Medical appointments, school, work and programming are coordinated and residents are taught to balance the many demands they will face once they are released from DOC custody. The opportunities to enroll in college, secure employment, and engage in actual real-life household and community activities with guidance from program staff cannot be fully emulated in a prison-based setting.

Among the many services and program goals provided for by the contract, the following is listed:

The primary goals of the program are two-fold. The first of these is to ensure the continuity of care for the child by the mother to the best extent possible given the reality of the mother's legal status consistent with above philosophy. The second primary goal is to help the mother to become a more skilled parent and to utilize the growth in her caring ability and her relationship with her child as a motivation factor in her rehabilitation as an incarcerated person. Case Managers assist residents working towards reunification by developing and maintaining relationship with Department of Children and Families, or the current caregiver to work towards eventual reunification where the child can move into the program. Additionally,

[15] As the program focuses on reunification of the family, there are two other children visiting their moms and staying at the house right now.

Residents may apply for DOC authorized weekend Family Reunification visits by proposing a sponsor who must meet with their resident's case manager and fill in required application form. To be eligible, residents must have been in the program for 30 days.

Staffing includes a Program Director, Program Manager, Case Managers first and second shift, full time and part time monitors, an Intervention Specialist, Recreational Specialist, and several part-time monitors.

The current staff at NEON and at the Women and Children's Halfway House are experienced, with several staff members working at the house since it opened approximately twenty two years ago. The staff at NEON has expressed their willingness to discuss the program, conduct tours of the facility and meet with anyone interested in learning more about the program.

Proposed Program Standards

The following standards represent a modified summary of some of the best practices that are currently in operation in US based prison nurseries:

Infant and Child Care Advisory Board

An Infant and Child Care Advisory Board shall be established to monitor the infant nursery and associated programming. In addition to representatives from the Department of Correction, this Board shall consist of, but not necessarily be limited to, representatives from the Department of Children and Families, Department of Mental Health and Addiction Services, Office of the Child Advocate, Families in Crisis, Chief Public Defender's Office, Correctional Managed Health Care and Office of the Attorney General.

Eligibility Requirements

1. The mother must be pregnant upon commitment to the Department of Correction and the child must be born while the mother is incarcerated.
2. The mother must be the legal custodian of the child.
3. The mother must be serving a sentence for a non-violent offense.
4. Mothers with convictions that include Risk of Injury, Arson, Sex Offenses, Domestic Violence and any offense involving child abuse are ineligible.
5. The mother must be serving a sentence of 18 months or less.
6. The mother must establish positive institutional adjustment with no disciplinary infractions for preceding four months.
7. The mother must meet established medical and mental health criteria for acceptance.
8. The mother must a sign a consent acknowledgement absolving the State of Connecticut from any liability for unforeseen medical issues with the child.
9. The mother must agree in writing to the rules, regulations and expectations of the program.

Eligibility requirements remain fairly standard across the country for solid reasons. To extend program participation to offenders with longer sentences, for example, will result in either an eventual traumatic and potentially damaging separation for both mother and child or in the child being raised for an indeterminate period in an institution. The standard for sentence length, in the interests of both the adult and the infant, should allow the mother to return to the community with the infant following program completion. The matter of exclusionary offenses, while questioned by some,[16] is a matter of both liability and the safety of all program participants.

Nursery Program Standards

1. The program will be 12 months in duration excepting those mothers whose discharge falls within 18 months of the program commencement date; they will be allowed to participate for a maximum of 18 months.
2. Mothers will be required to participate in programming relevant to parenting skills and developmental education.
3. Children will be examined once a month by a qualified pediatrician.
4. Whenever possible, mothers will be assigned to a single room with a single bed, a crib/bassinette, a changing table, chair and a small bureau/cabinet.
5. Mothers will be assigned common area housekeeping duties in addition to maintaining their assigned space.
6. Mothers will be permitted liberal visitation privileges with any dependent children living in the community subject to approval by DCF as appropriate.
7. Mothers will be required to enroll in the GED program if they have not already earned their GED or High School Diploma.
8. Mothers must remain free of disciplinary infractions. Violations will subject the offending mother to removal from the program.
9. Mothers must remain substance free while in the program, violations will be just cause for immediate removal.

Treatment and Educational Programs

Mothers will be expected to participate in a series of education and treatment programs. York C.I. currently offers the following related programming that will be beneficial to this population:

1. Parenting

[16] NIH Public Access, Converging Streams of Opportunity for Prison Nursery Programs in the United States, 2009

2. Parent Education Group
3. Parent-Child Topics Group
4. Mothers' Support Group
5. Childbirth Education
6. Child Development Group
7. Adolescent Topics
8. Addiction Services
9. Educational Program

Programming available at the facility will be enhanced to provide additional relevant programs to this population.

Resources

Staffing

Implementation of a prison nursery will not be possible without expansion of staff resources, both through increase in the complement of certain existing DOC positions and through creation of new positions, previously nontraditional for a correctional setting, such as infant daycare positions. Increased reliance on certain staff from partner agencies, such as the Department of Children and Families may increase the need for external resources as well.

The proposed staffing plan outlined in the following chart, reflects the option of the six offenders and six infant program in Buildings 14A and B, which is the smallest capacity option for a nursery on prison grounds. Any increase to program capacity will result in a corresponding increase in staffing.

Staffing (Mid Step on Pay Scale)		Salaries	Fringes	Annual
Correctional Counselor Supervisor-SCCC	1	$82,095	$62,392	$144,487
Correctional Counselor-CO12	1	$59,668	$45,348	$105,016
Correction Officer-CO07	7	$329,526	$250,439	$579,965
Correctional GMO-CO08	1	$54,041	$41,071	$95,112
Nurse-HC21	1	$55,441	$42,135	$97,576
Social Worker-SH24	1	$69,715	$52,983	$122,698
Children Services Assistant - HN13	6	$232,662	$176,823	$409,485
Nutrition Consultant	$49.00 / hr		3 Hours per week	$7,644
Pediatrician Consultant est.	$200.00/hr		2 Hours per week	$20,800
			TOTAL	**$1,582,785**

Custodial Staffing (DOC Positions)

Counselor Supervisor (1)
The Counselor Supervisor will act as the Program Coordinator for the Nursery Program, supervising staff and ensuring provision of program components. This will be a Monday through Friday day shift position. The Counselor Supervisor assigned to this position will also be assigned to assist the facility with other duties as needed.

Correctional Counselor (1)
The Correctional Counselor will provide case management and facilitate reentry related services as well as facilitate DOC programs.

Correctional Officer (7)
The Nursery Unit will be staffed twenty four hours a day seven days a week by a Correction Officer. This will require three permanent posts, one per shift. Additional positions are needed to cover the schedule rotation and accommodate needs of the new unit with this population's attendant increase in need for transportation, escort and rover duties.

General Maintenance Officer (1)
The addition of a unit will require an increase in maintenance staff to maintain the building and equipment.

Clinical Positions

Nurse (1)
It is expected that n nursery program will require significant duties by health services staff (RN or LPN). In addition to unit rounds, there will be the need for infant health supervision as well as some training for new mothers.

Social Worker (1)
A nursery program will also require significant involvement by a Social Worker, either from the DOC or DCF. This individual will be responsible for clinical case management.

New Positions

Children Services Assistant (up to 6)
This position will provide infant supervision while mothers are in programs and related activities. The ratio of positions will be 1:2 infants, and coverage will be necessary for either 2 existing shifts or 1 newly created split shift, Monday-Friday.

The Bedford Hills program utilizes trained inmate "nannies." This would not be the suggested route for this program.

Nutrition Consultant

The nursery program will require coordination with a nutritionist experienced in dietary care for new mothers and infants. Duties will include advising Food Services staff on ordering and preparation of meals, condiments, utensils and other materials, budget preparation for food and related supplies and development of menus; ensure the kitchenette is stocked with appropriate and adequate fare.

Pediatrician Consultant

Access to a pediatrician will be necessary, with duties to include regularly scheduled rounds and on call duties.

Additional Resources

In addition to the physical site and staffing patterns, there will be additional costs accrued in a nursery start up, as reflected in the following charts and discussed below.

Prison Nursery Other Costs- Annual				
Infant Medical Supplies	6 babies	$100	per month	$7,200
Infant Supplies: Diapers, Wipes, etc.	6 babies	$150	per month	$10,800
Food:				
Infant: Formula, etc.	6 babies	$200	per month	$14,400
Inmate Food	6 mothers	$200	per month	$14,400
Staff Training				$20,000
			TOTAL	**$66,800**

Prison Nursery One Time Start-Up Costs			
Item	**Number**	**Cost**	**Total**
Furniture:			
Couch	4	$500	$2,000
Bed	6	$800	$4,800
Dresser	4	$300	$1,200
Table & Chairs	4	$250	$1,000
Appliances:			
Refrigerator	4	$479	$1,916
Stove	4	$359	$1,436
Microwave	4	$169	$676

Item	Number	Cost	Total
Infant Furniture:			
Crib	6	$400	$2,400
Dresser	6	$400	$2,400
Bassinet	6	$120	$720
High Chair	6	$100	$600
Changing Table	6	$175	$1,050
		TOTAL	**$20,198**

Training

Training for staff will be a significant cost factor, both in terms of certifications (e.g., Infant CPR, First Aid) and population specific training with regard to infant supervision. An additional cost factor will be involved with overtime coverage during training sessions, which must be repeated on a scheduled basis.

Facility staff will require training on any pertinent mandates and guidelines set forth by the Department of Public Health regarding daycare and residential care of infants. This may or may not be limited to direct care staff but include training on physical plant standards and maintenance, record keeping, professional development records, menus, night care and monitoring, and any regulated care conditions.

General Equipment

Onetime costs for initial equipment will include

- General Furniture (couches, beds, chairs, table, etc)
- General appliances, such as refrigerator, bottle heating implement, etc.
- Infant specific furniture, such as cribs, bassinets, high chairs, baths, etc.
- Infant specific medical equipment such as thermometers, nebulizers, infant AED pads and pedals, infant scale, infant and baby blood pressure cuffs and cervical collars, pediatric O2 masks and bags, ambu (medical ventilation bag), pulse osimeter and liquid form medications.

New York's Bedford Hills Nursery Program reports receiving extensive donations of ongoing use items such as bottles, clothing, diapers, etc., but this cannot be counted on as a given, and must be included as a budgeted expense.

Accountability

There are many areas of accountability to be considered in establishing a prison nursery. In addition to state and federal regulations regarding infant residential care, there exist standards regarding physical structures, program development and participation, and correctional management.

Americans with Disabilities Act (ADA)

Project development must maintain full compliance with ADA standards with respect to any and all construction and renovation of structures.

Additionally, establishment of a prison nursery must anticipate program participation by offenders and or infants with serious medical or other disabilities to avoid discrimination.

American Correctional Association (ACA)

American Correctional Association (ACA) standards and guidelines should be adhered to in development of a prison nursery. While there are no actual standards that apply specifically to a nursery, there are guidelines regarding physical structures and occupancy as well as pregnancy management and counseling for pregnant inmates.

Federal and State Standards for Infant Residential and Day Care

The Department of Correction will work closely with representatives from the Department of Children and Families, Department of Mental Health and Addiction Services, Department of Public Health, Office of the Child Advocate, Families in Crisis, Chief Public Defender's Office, Correctional Managed Health Care and the Office of the Attorney General to ensure compliance with all federal and state operational requirements for infant residential care.

Labor Union Interests

Labor relations matters exist that will require input from affected union representatives. Consideration must be given to the fact that custodial and counseling staff has no professional background requirements or training to handle supervision of infants, yet there will likely be incidents requiring their involvement. In the Bedford Hills program, for instance, correctional staff transports the inmate mother and newborn back to the prison from the hospital. A nursery unit will include custodial posts and supervision as well, which will mandate a degree of interaction with offenders and their infants by correctional officers and other facility staff.

Liability Issues

The negotiations that led to the Mothers and Children Halfway House discussed the enormous liabilities that would arise if an infant was housed at York CI. The liabilities discussed, and still relevant today include, but are not limited to:

- The untimely and unfortunate death of a child, for example due to SIDS. Sudden infant death syndrome (SIDS) is the unexpected, sudden death of a child under age 1 in which an autopsy does not show an explainable cause of death;
- Emergency response for an infant, asthma, respiratory difficulty, allergies, etc.;

- ADA issues related to serious medical problems of the infant; discrimination against infants who have serious medical issues;
- Staff employment issues – changes in conditions of employment; increased liability for staff; outside the scope of their duties and training;
- The possibility that an infant might be taken hostage and held by an inmate in exchange for demands;
- Development of emergency response plans to deal with infant, as opposed to offender issues;
- Product Liability issues, monitoring recalls of baby products;
- Potential medical issues (refusing vaccinations, religious objections to certain treatments;
- Day care issues, liabilities associated with inmate caregivers.

Financial Aspects

The chart below represents a comparison of costs discussed throughout this report for each presented option.

FINANCIAL COMPARISON: START UP AND FIRST YEAR OPERATING COSTS OF PRISON NURSERY OPTIONS						
OPTION	**Estimated # Inmate Mother Infant Pairs**	**Physical Plant Renovation Cost**	**One Time Start Up Costs**	**STAFFING-Annual**	**Other Costs-Annual**	**TOTAL COST**
Option A: Gates Administration Building	24	$7,199,908	$40,396	$3,165,570	$267,200	$10,673,074
Option B: York CI Buildings A & B	6	$570,600	$20,198	$1,582,785	$66,800	$2,240,383
Option C: Expansion of Option B with 14'x60' Prefabricated Building	12	*$1,181,600	$20,198	$1,582,785	$113,600	$2,898,183
Option C: Expansion of Option B with 35'x66' Prefabricated Building	12	*$1,620,600	$20,198	$1,582,785	$113,600	$3,337,183

Option D: Expand Existing Community Contract	To be Determined (TBD)	TBD	TBD	Included	**$806,018	TBD
*Reflects cost of Option B plus purchase and installation of Prefabricated Building **Reflects the current contract cost per annum for Services with NEON's Women and Children's Halfway House						

In terms of cost, expenditures clearly increase in proportion to the size of the population served with regard to the proposed sites on prison grounds. It is not viable to estimate the costs of implementing Option D, expansion of the existing community contract, using the same guidelines, as it is far less costly to supervise an offender in the community than it is to incarcerate her.

The estimated annual cost to operate a second program similar to NEON's Women and Children's Halfway House in a different part of the state would likely be under $1,000,000, roughly equivalent to the current contract with NEON, Inc. Initial start up costs may increase the total, considering the need to complete the contracting process and secure a vendor. Even then, this option will likely result in the lowest cost and the most experienced program staff for the anticipated population.

While there are economic advantages to selecting the least expensive option, so there are benefits to investing funds into necessary renovations to buildings on state owned land. Maintaining the value of the properties which, in the case of Option A is the most costly, will likely offer future cost savings.

Then again, it is important to stress the high cost of over-incarceration, and the risk posed by opting for an on-grounds prison nursery rather than a community based option for low risk offenders.

The four options posed in this report were considered because each offers certain economical benefits aside from the obvious costs. To identify any one option as the selected roadmap for action will require a review of cost and benefits that exceed the scope of actual monetary cost.

Cost Benefit Analysis of Information

Although there are few studies that fully examine long term outcomes for both adult and child participants of a prison nursery program, what research is available links successful participation in such a program to both lower recidivism rates for the mothers in comparison with new inmate mothers who were separated from their children, and better long term adjustment and wellness for the child. Conversely, it is very well documented by extensive research and also common knowledge that weakened attachment is a likely consequence in the absence of bonding between mother and infant, forecasting negative outcomes in the familial and social behaviors of both mother and child.

In light of the research and the number of incarcerated mothers who will return to the community to assume primary care giving responsibility for their children, additional parenting education, training and support offered to this population would be beneficial, and evidence to date indicates that if instituted within certain eligibility and service parameters, the concept of a prison nursery is a good one.

More uncertain is the economic and custodial viability of implementing such a service in Connecticut. Any recommendations made pursuant to the information in this study will be based upon consideration of desired outcomes weighed against cost and safety factors.

Statistics regarding female offenders who have given birth while incarcerated at York CI over the past several years are a good indicator of the need for nursery services, and are provided in the following chart.

York Correctional Institute and Lawrence & Memorial Hospital Statistics Fiscal Year: July 01, 2008 - June 30, 2013					
	FY 7/1/08-6/30/09	FY 7/1/09-6/30/10	FY 7/1/10-6/30/11	FY 7/1/11-6/30/12	CURRENT FY 7/1/12-6/30/13*
Inmate/Mothers who Delivered	25	26	27	18	7
First Time Mothers	6	5	5	2	3
Inmate/Mothers who were Sentenced	19	17	13	8	3
Inmate Mothers who were Unsentenced	6	9	14	10	4
Newborns with Family Release Plan	18	15	16	5	3
Newborns Requiring DCF Involvement	6	10	11	13	4
Newborn(s) with Adoption Plan	1	0	0	0	0
Occurrence of Fetal Demise	0	1	1	0	0
Newborns with Medical Needs	3	4	6	2	0
*Data reported for 7/1/12-12/2/12					

These statistics indicate that the number of incarcerated women who have given birth in prison has decreased in recent years, commensurate with the drop in the population. Of greatest interest is the number of sentenced women who have delivered babies while incarcerated, as a prison nursery program would exclude presentence individuals from eligibility. This total dropped from 13 to 8 between FY10-11 and FY11-12, and stands at 3 halfway through the current fiscal year. Only a percentage of the total number would also meet eligibility requirements for a nursery program, which excludes those with violence and domestic convictions, sets behavioral and health guidelines to ensure safe participation and mandates that sentence length be short enough to avoid subsequent separation from the infant prior to discharge. Assuming a 50% to a generous 100% eligibility, then, the expectation for eligible participants in a nursery program at York should average four to six and not exceed twelve participants in a given year.

The data for each identified prison nursery option defined in this report was reviewed for cost and benefit, as summarized in the following paragraphs.

Option A: Gates Administration Building

The use of the Gates Administrative Building to site a prison nursery offers far more space than present research indicates the need for, and requires approximately two years and $7.2 million dollars to complete, by far the most demanding option in terms of both time and money. While the cost initially appears to be prohibitive, the committee did consider the benefits that might accompany long range planning and the possibility of a multiagency partnership. Agencies within the executive and judicial branches of Connecticut government have had historic and recent successes collaborating on criminal justice and public safety initiatives that benefit clients, government and the public at large. Successful collaborative projects such as the statewide reentry and assessment strategies represent statutory change that improved the way criminal justice agencies are doing business, doing more for less. Others, such as the DNA collection process, have actually increased public safety by solving cold cases. In the case of prison nurseries, use of the former Gates CI Administration building offers a large enough space to offer a partnership between DOC and sister agencies such as DCF, DMHAS or CSSD to further enhance options for pregnant mothers involved with these agencies. In this case, total expenditures would be shared by all partners whose clientele frequently overlap.

Additional benefits of Option A include its separateness from the York compound, ensuring the separation of program participants and infants from the general population, allowing program staff, contracted or multiagency, to function autonomously within the prison setting, and offering a greater degree of security for operational and custodial practice.

On the other hand, the separateness of this building might also be viewed as a safety and security liability, when considering the distance that must be traversed by custody staff in the event of an emergency.

Options B and C: York CI Buildings 14A and B, alone or with Prefabricated Building

As noted, estimating a generous 50-100% nursery program eligibility rate for qualified offenders, a fairly sound conclusion would be that a nursery program need not be larger than indicated in Options B and C described earlier (York Buildings A and B, alone or with an added prefabricated building), or room for six to twelve participants and their infants. The right size, this option has preconstruction qualities that offer simple conversion to a nursery program for a percentage of the total cost and in a matter of months rather than the years required for Option A. Use of this option would simplify implementation and offer a small program that might also serve as a learning base for future expansion.

Option C, increasing the square footage with a prefabricated building for program and office space is likely a better decision than going with Option B alone. Adequate program and office space is an ongoing resource need within the correctional system, and a prison nursery program will likely engender the need for extensive collaboration with professionals from many disciplines and across many agencies. To ensure establishment of a program that has the physical capability to deliver comprehensive services is critically important.

This option does not come without cost, however. Centrally located in the York CI compound, maintaining adequate separation between program participants and their infants and the general population becomes more challenging. The program is likely to attract attention from the population, with attendant safety and security risks, which will also likely be noted by staff as a distinct liability. Additional safety and security concerns are present if this option were accompanied by contracted program staff. The benefit provided by utilizing experts in childcare to increase program efficacy would be tempered by the operational safety concerns posed as they function in the direct midst of a correctional environment.

Option D: Expansion of Existing Community Services

Option D, expansion of services such as those offered in NEON's Women and Children's Halfway House, would also be a reasonable alternative with regard to size, and most likely be the best option from both an economical and experiential perspective. By far the least expensive option, costs are further reduced by the expertise of program staff, who require far less initial training and oversight, their familiarity with licensure and operating mandates, and are functioning in a familiar milieu. Costs related to securing the prison based nursery form the general population are nonexistent in this alternative, thereby negating the safety and security factor.

Replicating these existing mother: child services in a different area of the state would offer opportunities to individuals returning from prison to communities outside of the Waterbury area. It is important from a reentry perspective that individuals reintegrate into their home communities whenever possible, to benefit from existing support structures, such as family, friends, employment, childcare and community programs that form the basis of a successful

community reintegration plan. It is anecdotally acknowledged by correctional community services and counseling staff that the benefit of halfway house services is not as great for an offender who participates in a program significantly distant from the home of record. Factors such as transportation services and proximity to employment are certainly major factors to be considered, as participants must be able to access their jobs and programs once they are released.

It is important to reiterate with this option that the mothers who will be eligible for the prison nursery are generally representative of the lowest risk percentage of the incarcerated population. Assignment of these individuals to a prison nursery program may result in an otherwise extended period of incarceration to ensure program completion rather than transfer to a community setting. This may result in increased costs for a population who might better be suited to a community program.

Additional Considerations

As discussed throughout this report, the concept of prison nurseries has been a topic of debate for decades. While there exists extensive data regarding the beneficial consequences of mother: child bonding, there are a minimal amount of comprehensive recidivism studies offering hard data about statistical benefits of nurseries specifically sited in the criminal justice system.

Regardless of which option is identified, development of a review team to identify best practices in assisting incarcerated mothers with parenting their dependent children is most advisable. Considering the small size of the state and the history of outstanding collaboration between government and criminal justice agencies and their community partners, Connecticut may lend itself as an outstanding environment for evidence based practice and studies in recidivism and child development.

This venture may present opportunity for Connecticut to secure research grants, reentry funding, and technical assistance in developing or expanding nursery programs, and poise Connecticut as a frontrunner in cutting edge practice in family services.

Statutory Authorization

Updates to several sections of the Connecticut General Statutes will be necessary and are outlined below.

Statute	Summary of Required Amendment
Chapter 323	Amend to allow the Commissioner of Correction to establish a prison nursery in the [Connecticut Correctional Institution, Niantic] York Correctional Institution, and allow placement of children born to sentenced offenders for a period to be determined by the Commissioner.

Section 18-69. Placement of children born to inmates of institution.	Amend to update the name of the prison from, "Connecticut Correctional Institution, Niantic" to "York Correctional Institution" Amend to allow an infant born to certain incarcerated offenders to be maintained at said institution beyond the current sixty calendar day planning period for placement.
Section 18-69a. Placement of children born to detained women.	Amend to update the name of the prison from, "Connecticut Correctional Institution, Niantic" to "York Correctional Institution" Amend to allow an infant born to certain incarcerated offenders to be maintained at said institution beyond the current term of one year or less to determine infant placement.
Sec. 18-69b. Rehabilitative programs for incarcerated women	Amend to update the name of the prison from, "Connecticut Correctional Institution, Niantic" to "York Correctional Institution" Amend to include nursery program to type of rehabilitative programs offered
	Update any references to "Connecticut Correctional Institution, Niantic" to "York Correctional Institution" throughout the General Statutes

Conclusions and Recommendations

As discussed, this study looked at four options for increasing services for women who give birth during incarceration. The primary recommendation of this study is to reduce reliance on incarceration for pregnant women and mothers by increasing the utilization of community based programs for low risk incarcerated mothers and their children. Studies have shown that community based residential parenting programs could better reflect the range of women's family needs, which often include children born prior to the mothers' current sentence.

A review of additional available programs and identifying alternate sites across the state for such programs should be considered. At the same time, York C.I. can increase services for all new mothers during the prenatal period and work with community providers to develop early education programs for inmate mothers who will be participating in the community program. The community programs are already licensed, staff have received appropriate training and liability considerations are reduced. This recommendation can be started in the short term and requires minimal funding.

If the legislature wishes to pursue the options outlined for an onsite nursery at York C.I., the Prison Nursery Committee assembled to complete this report should remain intact and be renamed the Infant and Child Care Advisory Board in order to provide oversight to the implementation of the prison nursery. As a main duty they may further develop the plan to utilize Buildings 14a and 14b into a small onsite nursery or convert the Gates Administration Building into a family center that might be utilized as a nursery by multiple agencies to serve both sentenced offenders (DOC) and unsentenced offenders (CSSD). Additionally, the use of contracted community providers to oversee the nursery program, similar to the arrangement at the Bedford Hills facility in New York should be considered. This civilian professional expertise may help to ensure that children are raised in accord with the highest community standards possible within correctional mandates.[17]

It is evident that mothers and children both benefit from a close relationship from birth. Whether in a prison setting or a community residential setting it is imperative that women have opportunities to receive educational and parenting programming as a part of the services provided. The research has shown that prison nurseries and community-based residential parenting programs produce positive results with regard to mother/child bonding and attachment. They have also been shown to reduce recidivism rates among the mothers who participate.

[17] NIH Public Access, Converging Streams of Opportunity for Prison Nursery Programs in the United States, 2009