



ATTORNEY GENERAL WILLIAM TONG
STATE OF CONNECTICUT

Testimony of Special Co-Counsel for Reproductive Rights Alma Nunley and Emily Gait
Senate Bill No. 295,
An Act Concerning State Law Protections for Health Care Providers and Patients Related to
the Provision of a Legally Protected Health Care Activity
Judiciary Committee
March 2, 2026

Thank you for the opportunity to submit testimony regarding S.B. No. 295, which proposes important changes to protect providers and patients of reproductive and transgender health care in Connecticut.

The Office of the Attorney General strongly recommends that the Committee move forward with these important and comprehensive provisions because the Trump administration as well as anti-choice and anti-transgender health care states continue to reach across state lines to attack providers and patients of health care that is safe and legal in Connecticut.

The attacks have increased in severity and specifically target health care that is lawful in Connecticut. Anti-access states seek to criminally prosecute, extradite, impose liability on, confuse, and intimidate providers. Those attacks come at the same time that the federal government is trying to threaten, intimidate, confuse, collect information about, and otherwise marginalize individuals who seek access to transgender healthcare. “Shield laws” provide the best defense against such attacks. Yet anti-choice states continue to seek ways to bypass states’ shield laws. This bill is responsive to those ongoing challenges and extends the existing safeguards for providers and patients of reproductive and transgender health care services that are legal in this state.

In 2022, Connecticut was the first state in the nation to pass a shield law in anticipation of the ruling in *Dobbs v. Jackson Women’s Health Organization*, which overturned decades of precedent holding that the United States Constitution protects individuals’ rights to control their own bodies, including the choice to have an abortion. Anticipating similar attacks on individuals seeking other types of reproductive health care and on transgender individuals seeking medical care, Connecticut included a broad definition of reproductive health care services that included transgender health care services.

Shield laws, including Connecticut’s, protect providers from out-of-state attacks. Among other protections, shield laws protect providers and patients by prohibiting extradition, prohibiting enforcement of out of state judgments, prohibiting the use of state resources in order to investigate or prosecute providers that offer health care that is legal in Connecticut, and prohibiting licensure denial or discipline when a provider provides health care that is legal in Connecticut. Shield laws also protect patients by prohibiting the sharing of sensitive health information. Shield laws have proved essential for protecting providers and patients in access states.

Anti-access states, however, continue to attack providers and patients. Texas obtained a \$100,000 judgment in Texas courts against a New York doctor for allegedly sending



ATTORNEY GENERAL WILLIAM TONG
STATE OF CONNECTICUT

mifepristone, a safe and legal abortion inducing drug, to a Texas woman. *See Texas v. Carpenter*, Docket No. 471-08943-2024 (Dec. 12, 2024). Texas then tried to enforce that judgment in New York, but New York’s shield law protected the doctor.¹ Louisiana tried to extradite a California doctor for allegedly providing abortion care; California’s Governor refused by invoking California’s shield law to protect the doctor.²

Providers and patients also face attacks from the Trump administration. President Trump issued executive orders seeking to eliminate transgender health care for adolescents and erase any recognition of transgender individuals.³ In furtherance of those orders, the Department of Justice issued more than 20 subpoenas nationwide to doctors and clinics that provide transgender health care.⁴ Those subpoenas demand broad swaths of information about providers and patients. In response, Connecticut joined a coalition of states to sue the President and his Department of Justice and have asked a federal court to declare that providing legal transgender health care, in and of itself, does not violate federal law.⁵ These are just a few examples of the relentless attacks that providers and patients face.

S.B. No. 295 amends a number of Connecticut statutes in a comprehensive effort to extend protections and ensure that legal care in Connecticut is not penalized. In order to protect providers and patients, the protections necessarily must touch statutory provisions related to defining the scope of the protected care, enforcing out of state judgments, application of Connecticut law, declining to extradite, declining to provide sensitive health information, preventing licensure and credentialing penalizing, preventing targeting of providers, and more.

Shield Law Terminology and Enforcement

Section 1 creates a new defined term, “legally protected health care activity,” that encompasses both reproductive health care services and gender-affirming health care services that are legal in Connecticut and provided in accordance with applicable standards of care,

¹ State Court Reporter, *New York’s Abortion Shield Law Survives First Challenge by Texas*, Alicia Bannon, Nov. 6, 2025, <https://statecourtreport.org/our-work/analysis-opinion/new-yorks-abortion-shield-law-survives-first-challenge-texas> (last visited Feb. 19, 2026).

² California State Portal, *Governor Newsom rejects Louisiana’s attempt to extradite California doctor for providing abortion care*, Jan. 14, 2026, <https://www.gov.ca.gov/2026/01/14/governor-newsom-rejects-louisianas-attempt-to-extradite-california-doctor-for-providing-abortion-care/> (last visited Feb. 19, 2026).

³ See Executive Order No. 14,168, *Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government*, 90 Fed. Reg. 8615 (Jan. 20, 2025); Executive Order No. 14,187, *Protecting Children from Chemical and Surgical Mutilation*, 90 Fed. Reg. 8771 (Jan. 28, 2025).

⁴ U.S. Department of Justice, Office of Public Affairs, *Department of Justice Subpoenas Doctors and Clinics Involved in Performing Transgender Medical Procedures on Children*, July 9, 2025, <https://www.justice.gov/opa/pr/department-justice-subpoenas-doctors-and-clinics-involved-performing-transgender-medical> (last visited Feb. 19, 2026).

⁵ *See, Mass. v. Trump*, 1:25-cv-12162.



ATTORNEY GENERAL WILLIAM TONG
STATE OF CONNECTICUT

regardless of where the patient is located. The bill then updates the various shield statutes so that the term is utilized consistently across the statutes that protect patients and providers.⁶ Because Connecticut was first to lead the charge with a shield law, it did not have the opportunity to consider other approaches taken by sister states. With this change, Connecticut will align its shield law with many other access states similarly trying to protect patients and providers.⁷ Providers should be protected from criminal and civil liability for providing care that is legal in Connecticut, even when that care is provided to someone located outside the state. Providers should also be protected, regardless of whether the attack comes from a lawsuit filed in state or federal court. Section 1 ensures those protections.

Section 1 also enables Connecticut's Attorney General to intervene on behalf of providers or individuals that face out of state civil judgments for providing or receiving health care that is legal in Connecticut, and also permits him to investigate, intervene or take other legal actions to protect patient medical records related to receiving legally protected health care. That authority should provide needed support to the providers, and their patients, on the front lines of ensuring access to safe and legal reproductive and transgender health care.

Provider Protections

In addition to the provider protections discussed above, S.B. No. 295 specifically helps ensure that Connecticut residents can access reproductive and transgender health care by extending protections to the providers of those services that are safe and legal in Connecticut. For example, Section 3 ensures that providing legally protected health care cannot serve as evidence of civil or criminal wrongdoing, even if the patient was not physically located in Connecticut at the time services were provided.

S.B. No. 295 also clarifies existing provider protections. Section 3 makes clear to providers that if they are subjected to a subpoena simply for providing legally protected health care, the provider may move to modify or quash the subpoena as unreasonable, oppressive, and inconsistent with Connecticut policy. Similarly, Section 8 amends our extradition laws to clarify protections for those engaged in legally protected health care activities by expressly prohibiting the Governor from surrendering anyone engaged in legally protected health care to another state unless the other state attests in writing that the accused was physically present in the demanding state at the time of the offense and then fled the demanding state.

S.B. No. 295 also allows providers to limit some of the information that would otherwise be publicly available that has been used to target providers.⁸ Sections 12 through 15 extend the residential address confidentiality program to protect the safety of Connecticut providers of legally protected health care, placing a roadblock in the way of those seeking to target them

⁶ For example, Sections 5, 6, and 7 incorporate the "legally protected health care" term.

⁷ See, e.g., ALM GL ch. 223A § 11 (Massachusetts); NY CLS CPL § 570.17 (New York).

⁸ Dan Haar, CT Insider, *Flyers in CT town target pediatricians, calling gender affirming care 'mutilation'* (Nov. 20, 2024), <https://www.ctinsider.com/news/article/pediatricians-targeted-for-gender-affirming-care-19929832.php> (last visited Feb. 27, 2026).



ATTORNEY GENERAL WILLIAM TONG
STATE OF CONNECTICUT

and their families. Applicants must comply with specific requirements to be admitted to the address confidentiality program. The applicant must submit documentation to the Secretary of the State, including a sworn statement that the provider is engaged in legally protected health care, that the facility where the provider works has been targeted with threats, harassment, or acts of violence for providing legally protected health care, and that the applicant fears for their safety.

Sections 16 and 17 allow a health care provider to prescribe reproductive and/or transgender health care medications by listing the name and address of the prescribing and dispensing health care practice or facility instead of the name and signature of the prescribing practitioner. Permitting health care providers to use the name and address of their health care practice or facility eliminates one avenue that could be used by anti-access states and the Trump administration to easily identify targets. That extra layer of anonymity offers protection and comfort for those who continue to offer reproductive and transgender health care services that remain legal in Connecticut, despite the risk of attack from outside the state. These changes reflect lessons learned from other states with shield laws. For example, in 2025 California amended its shield law by permitting health care providers to prescribe abortion care medication to patients anonymously.⁹

Patient and Other Individual Protections

S.B. No. 295 extends many of the provider protections not only to patients, but also to others that are engaged in legally protected health care by assisting or aiding in the receipt or attempted receipt of legally protected health care. *See* Sections 1(a)(4), 8(b). The address confidentiality provisions that apply to providers also apply to individuals who work or volunteer for entities that facilitate or promote legally protected health care. *See* Sections 13(a), 14(b).

Anti-access states and the Trump administration continue to demonstrate an unambiguous attack on women, transgender individuals, and the medical professionals that provide safe, effective, and legal health care. As anti-access states continue to find new ways to attack them, access states continue to adapt and strengthen their protections. The Office of the Attorney General has consistently fought to protect patients and providers in this state from attacks. We seek to protect providers, patients, and others engaged in legally protected health care to the fullest extent possible, which S.B. No. 295 also seeks to do. Therefore, we support passage of SB No. 295.

⁹ California State Portal, *Governor Newsom signs new landmark laws to protect reproductive freedom, patient privacy amid Trump's war on women*, Sep. 26, 2025, <https://www.gov.ca.gov/2025/09/26/governor-newsom-signs-new-landmark-laws-to-protect-reproductive-freedom-patient-privacy-amid-trumps-war-on-women/> (last visited Feb. 19, 2026).



ATTORNEY GENERAL WILLIAM TONG
STATE OF CONNECTICUT

For these reasons, the Office of the Attorney General recommends that the Committee favorably report S.B. No. 295.

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