

STATE OF CALIFORNIA  
**Budget Change Proposal - Cover Sheet**  
 DF-46 (REV 10/20)

<b>Fiscal Year</b> 2022-23	<b>Business Unit</b> 5225	<b>Department</b> California Department of Corrections and Rehabilitation	<b>Priority No.</b>
<b>Budget Request Name</b> 5225-091-BCP-2022-GB		<b>Program</b> 4530 – Adult Corrections and Rehabilitation Operations – General Security 4550 – Adult Corrections and Rehabilitation Operations – Institution Administration	<b>Subprogram</b> 4530028 – General Security Overtime 4550051 – Division of Adult Institutions

**Budget Request Description**

Tattoo Removal Program

**Budget Request Summary**

The California Department of Corrections and Rehabilitation requests \$567,000 General Fund in 2022-23 and \$1.1 million General Fund through 2025-26 to implement a tattoo removal program.

<b>Requires Legislation</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	<b>Code Section(s) to be Added/Amended/Repealed</b>	
<b>Does this BCP contain information technology (IT) components?</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <i>If yes, departmental Chief Information Officer must sign.</i>	<b>Department CIO</b>	<b>Date</b>

**For IT requests, specify the project number, the most recent project approval document (FSR, SPR, S1BA, S2AA, S3SD, S4PRA), and the approval date.**

**Project No.** Click or tap here to enter text. **Project Approval Document:**

**Approval Date:** Click or tap to enter a date.

**If proposal affects another department, does other department concur with proposal?**  Yes  No  
*Attach comments of affected department, signed and dated by the department director or designee.*

<b>Prepared By</b> Kimberlee Johnson	<b>Date</b> 1/10/2022	<b>Reviewed By</b> Madelynn McClain	<b>Date</b> 1/10/2022
<b>Department Director</b> Connie Gipson	<b>Date</b> 1/10/2022	<b>Agency Secretary</b> Kathleen Allison	<b>Date</b> 1/10/2022

**Department of Finance Use Only**

**Additional Review:**  Capital Outlay  ITCU  FSCU  OSAE  Dept. of Technology

<b>PPBA</b> Justin Adelman	<b>Date submitted to the Legislature</b> 1/10/2022
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## **A. Budget Request Summary**

The California Department of Corrections and Rehabilitation (CDCR) requests \$567,000 General Fund in 2022-23 and \$1.1 million General Fund through 2025-26 to implement a tattoo removal program.

## **B. Background/History**

CDCR enhances public safety through the safe and secure detention of incarcerated persons while implementing rehabilitative strategies to successfully reintegrate them into California communities. As part of this mission, CDCR provides incarcerated and paroled people the opportunity to disassociate themselves from criminal lifestyles, including gangs. CDCR provides programming opportunities for them to learn how to accept responsibility for the past and learn general education, vocational, and life skills for their futures to improve their chances of becoming productive members of society upon release.

Many incarcerated people became gang members when they were young and were often forced to obtain gang-related tattoos on highly visible areas such as the face, neck, and hands to show their commitment to the gang. Incarcerated people are often further encouraged to obtain highly visible tattoos while incarcerated as tattoos can signify prison social hierarchy, especially within gangs. Because these highly visible tattoos are signifiers of gang involvement or criminal history, they can interfere with the rehabilitative efforts. For example, once an incarcerated person who has disassociated from a previous gang is released back onto a General Population yard, they are at a higher risk for a violent attack due to their visible tattoos signifying hierarchy and membership, despite having renounced the gang.

These tattoos can also interfere with rehabilitative efforts once a person is released from prison. Highly visible gang or otherwise offensive tattoos can be perceived by community members as active gang participation or as a general threat to society. This can limit their ability to build healthy connections with their families and communities despite their rehabilitation.

In recognition of the barriers faced by those with visible tattoos, in 2018-19 CDCR implemented a tattoo removal service contract with funding from the California Prison Industry Authority to provide tattoo removal services at the Folsom Women's Facility and the Sacramento-based Custody to Community Transition Reentry Program facility.

The service provider brings tattoo removal equipment to the facility in a large shuttle-style van, which operates as a fully self-contained mobile service unit, allowing for multiple participants to be treated each day. Between two and four participants are escorted to the van, where they are treated one at a time in a privately partitioned section of the van, with each treatment lasting only a few minutes. Once they are finished each is escorted back to their housing unit.

The 2019 Budget Act included resources to support the tattoo removal program; however, these resources were cut in the 2020 Budget Act due to anticipated economic issues resulting from the COVID-19 Pandemic.

## **C. State Level Consideration**

This proposal is consistent with CDCR's mission of enhancing public safety by implementing rehabilitative strategies to successfully reintegrate individuals into California communities. Also, it is consistent with CDCR's Blueprint, as this program will accomplish the goals of improving access to rehabilitative programming based on identified needs, as well as implementing recommendations for gang and criminal activity management.

## D. Justification

One continued barrier preventing successful re-entry of those released into California communities is their ability to gain employment upon release. Many corporations and businesses in California communities do not allow visible tattoos, and those businesses who do allow visible tattoos, do not allow them to be gang-related or otherwise offensive. As a result, tattoo removal has become noted as a missing piece in the re-entry puzzle, as stated by Robert Hood, a reputable corrections professional and long-time national security specialist. Hood further asserts that assisting individuals in gaining employment is a key element of successful re-entry into communities (Attachment A). Combining CDCR's education-based rehabilitative programs with tattoo removal will increase opportunities for previously incarcerated people to gain lawful employment, aid in their acceptance from their community members, and provide a greater chance of success as productive members of society.

Recent studies conducted in regards to visible tattoos in the workplace continuously find stigmas still exists related to tattoos, which damages employment opportunities. For instance, one study stated of approximately 3,000 human resources managers, 31 percent cited tattoos as having a negative impact on hiring decisions and listed tattoos as a physical attribute which limits career potential (See Attachment A).

In addition to the potential post-release employment benefits, incarcerated people participating the gang debriefing process (a formal, multi-step gang disassociation process) would benefit from tattoo removal services. CDCR surveyed participants in the gang debriefing process to assess whether there was interest in a tattoo removal program. The survey found that 91 percent of Debrief Processing Unit participants (who are in the process of debriefing) and 39 percent of Transitional Housing Unit participants (who have completed the gang debriefing process) were interested in receiving tattoo removal program services. Given these results, CDCR expects that the majority of participants involved in the debriefing process would benefit from the program. In 2019, CDCR had 117 individuals participate in the debriefing process and 65 participated in 2020. This proposal includes 91 individuals annually as the average number of incarcerated people participating in the debriefing process.

In addition to those who have completed the debriefing process, CDCR will offer tattoo removal services to individuals who are nearing release to the community (within two years). CDCR estimates over 28,000 incarcerated people will be eligible for release within the next two years.

Of the current population, approximately 12 percent have highly visible tattoos, located on the face, head, ears, neck, hands, or fingers. Additionally, we assume not everyone who is eligible for participation in the program will elect to. Based on these factors, CDCR requests temporary resources to provide tattoo removal services for 1,452 participants annually. The proposal assumes a tattoo would require six treatments to remove; however, the number of treatments necessary for successful removal will vary due to the quality of ink. Therefore, individuals will receive the necessary amount of treatments as determined by the contracted Registered Nurse. CDCR estimates this will cost \$410,000 in 2022-23 and \$819,000 in 2023-24 through 2025-26 as the program ramps up across all institutions.

Implementing the program also requires additional administrative staff and funding to provide custody overtime. CDCR requests limited-term resources for one Staff Services Manager I (Specialist) (SSMI) to provide contract oversight, develop and oversee the expansion of the program, and to track and report data. The SSMI would track all resources allotted to the program and complete an evaluation of the provided services (see Attachment B for details). CDCR will also require \$49,000 in 2022-23, increasing to \$98,000 annually in 2023-24 through 2025-26 in overtime funding for Correctional Officers to escort participants and provide supervision during tattoo removal services.

Given that a statewide tattoo removal program will require time to establish, CDCR is proposing a phased approach to implement the tattoo removal program and ensure its success. The first six months of 2022-23 will be used to recruit and hire the SSMI, complete the contract process, and coordinate services statewide. Beginning January 2023, CDCR will begin tattoo removal services. By 2022-23, CDCR expects the program to be fully operational, providing services at capacity for the next three years (2023-24, 2024-25, and 2025-26). The table below summarizes the fiscal year requests and associated costs:

Fiscal Year	Institutions	Start	Participants Served	Contract	OT	SSMI	Total Cost
2022-23	Complete contract and hiring process	Jul 2022- Dec 2022					
	Begin treatments	Jan 2023- Jun 2023	726	\$408K	\$49K	\$110K	\$567K
2023-24	Continue treatment	Jul 2023- Jun 2024	1,452	\$815K	\$99K	\$145K	\$1.059M
2024-25	Continue treatment	Jul 2024- Jun 2025	1,452	\$815K	\$99K	\$145K	\$1.059M
	Complete evaluation of prior 24 months of service	Jan 2025- Jun 2025					
2025-26	Continue treatment	Jul 2025- Jun 2026	1,452	\$815K	\$99K	\$145K	\$1.059M

## E. Outcomes and Accountability

Captains at each institution will serve as the local Tattoo Removal Program Coordinators. The Coordinators will ensure individuals interested in the program meet the criteria and will schedule treatment appointments with the contractor. Correctional Officers at each institution will escort individuals to the appointment. The contractor will be required to take “before” photos, and institutional staff will take “after” photos for updated identification cards. In addition, a survey or quality control form will be required to document each participant undergoing the tattoo removal treatments to ensure tattoo removal services are successful, safe, and compliant.

CDCR will also track ongoing program data statewide, including how many people were treated, how many tattoos were treated (some individuals have more than one highly visible tattoo), how much overtime was utilized, how many people successfully completed treatment, the average number of treatments required per person, and how many treated individuals were released. In addition, the SSMI will track interest and/or waitlists at institutions statewide to determine if resources need to be realigned to meet institution-specific demand and ensure resources are appropriately and efficiently utilized.

During the third year of the program, 2024-25, CDCR will review the ongoing program data as described above to complete an evaluation of the program’s success and effectiveness. Based on the metric-tracked success and effectiveness of the program, CDCR will evaluate if a request for ongoing funding, and at what level, is appropriate to continue the Tattoo Removal Program.

## F. Analysis of All Feasible Alternatives

**Alternative 1:** Provide \$567,000 General Fund in 2022-23 and \$1.1 million General Fund in 2023-24, 2024-25, and 2025-26 to implement the tattoo removal program.

### Pros:

- CDCR will provide for the removal of tattoos to approximately 1,452 incarcerated persons per year.
- CDCR will provide a new rehabilitative strategy to further suppress criminal behavior and mentality both inside and outside of prison, including severing gang ties and decreasing gang activity.
- Potential reduction of violent altercations due to decreased gang membership and decreased visibility of gang affiliation in visible tattoos, thereby increasing institutional staff and incarcerated persons safety and increasing chances of employment and successful reintegration.
- Provides a solution in assisting individuals who renounce dangerous prison culture behaviors and mentality, including gang affiliations, by removing highly visible tattoos, thereby increasing acceptance into their communities upon release.
- Allows CDCR to compile metrics over multiple years to complete a metric-based evaluation component to determine program success and effectiveness.

### Cons:

- Results in additional General Fund expenditures.

**Alternative 2:** Provide \$567,000 General Fund in 2022-23 and \$1.1 million General Fund in 2023-24 and 2024-25, to implement a Tattoo Removal Program.

### Pros:

- CDCR will provide for the removal of tattoos for approximately 1,452 incarcerated persons per year for three years.
- CDCR will provide a new rehabilitative strategy to further suppress criminal behavior and mentality both inside and outside of prison, including severing gang ties and decreasing gang activity.
- Potential reduction of violent altercations in due to decreased gang membership and decreased visibility of gang affiliation in visible tattoos, thereby increasing institutional staff and incarcerated persons safety and increasing chances of employment and successful reintegration.
- Provides a short-term solution in assisting individuals who renounce dangerous prison culture behaviors and mentality, including gang affiliations, by removing highly visible tattoos, thereby increasing acceptance into their communities upon release.
- Allows CDCR to compile some metrics to complete a metric-based evaluation component to determine program success and effectiveness.

### Cons:

- CDCR will not be able to compile a comprehensive report of data to complete a full evaluation of the program success due to the shorter timeline.
- Reduces the total number of people receiving services.
- Results in additional General Fund expenditures.

**Alternative 3:** Provide \$567,000 General Fund in 2022-23 and \$1.1 million General Fund in 2023-24 to implement a Tattoo Removal Program.

Pros:

- CDCR will provide for the removal of tattoos for approximately 1,452 incarcerated persons per year.
- CDCR will provide a new rehabilitative strategy to further suppress criminal behavior and mentality both inside and outside of prison, including severing gang ties and decreasing gang activity.
- Potential reduction of violent altercations in due to decreased gang membership and decreased visibility of gang affiliation in visible tattoos, thereby increasing institutional staff and incarcerated persons safety and increasing chances of employment and successful reintegration.
- Provides a solution in assisting individuals who renounce dangerous prison culture behaviors and mentality, including gang affiliations, by removing highly visible tattoos, thereby increasing acceptance into their communities upon release.

Cons:

- CDCR will not be able to compile a comprehensive report of data to complete a full evaluation of the program success due to the short timeline.
- Reduces the total number of people receiving services.
- Results in additional General Fund expenditures.

**Alternative 4:** Provide \$363,000 General Fund in 2022-23 and \$651,000 General Fund in 2023-24 to implement a limited Tattoo Removal Program over the course of two years.

Pros:

- CDCR will provide for the removal of tattoos for approximately 726 incarcerated persons per year.
- CDCR will provide a new rehabilitative strategy to further suppress criminal behavior and mentality both inside and outside of prison, including severing gang ties and decreasing gang activity.
- Potential reduction of violent altercations in due to decreased gang membership and decreased visibility of gang affiliation in visible tattoos, thereby increasing institutional staff and incarcerated persons safety and increasing chances of employment and successful reintegration.
- Provides a solution in assisting individuals who renounce dangerous prison culture behaviors and mentality, including gang affiliations, by removing highly visible tattoos, thereby increasing acceptance into their communities upon release.

Cons:

- CDCR will not be able to compile a comprehensive report of data to complete a full evaluation of the program success due to the short timeline.
- A limited program will not provide services to everyone who is eligible.
- Results in additional General Fund expenditures.

## **G. Implementation Plan**

Upon approval of the request, CDCR will advertise, recruit, and hire the SSMI. Simultaneously, CDCR will develop a Scope of Work and post a bid solicitation for mobile tattoo removal services and prepare to execute a contract. Additionally, CDCR will coordinate implementation plans with institutions, develop eligibility criteria, and draft an operational procedure to safely provide tattoo removal services. Once CDCR hires the SSMI, executes the contract, and approves operational procedures, the Department will provide tattoo removal services.

During the third year of the program, CDCR will complete an evaluation of the program success and effectiveness. Based on the outcomes of the evaluation, CDCR may request additional ongoing resources to modify or expand the program.

#### **H. Supplemental Information**

Attachment A - Works Cited

Attachment B - Participants and Costs

#### **I. Recommendation**

Approve Alternative #1 which will provide \$567,000 General Fund in 2022-23 and \$1.1 million General Fund in 2023-24, 2024-25, and 2025-26 for the tattoo removal program.

Budget Change Proposal – Tattoo Removal Program

Works Cited

1. Hartwell-Walker, Marie. "Thinking of Inking? The Possible Impact of Tattoos on Your Job Search." *Psych Central*, 8 October 2018, <https://psychcentral.com/lib/thinking-of-inking-the-possible-impact-of-tattoos-on-your-job-search/>.
2. Hood, Robert. "How tattoo removal can change the face of corrections." *Corrections One*, 2017, <https://www.correctionsone.com/re-entry-and-recidivism/articles/337274187-How-tattoo-removal-can-change-the-face-of-corrections/>.
3. McMullen, Laura. "Do You Still Need to Hide Your Tattoos and Piercings for Interviews?" *U.S. News*, 18 May 2015, <https://money.usnews.com/money/careers/articles/2015/05/18/do-you-still-need-to-hide-your-tattoos-and-piercings-for-interviews>.



	Gang Debrief	Annual Releases	Total
<b>Annual Total</b>	91	14,151	14,242
<b>Eligible Participants (Assume 12% of Population has Tattoos)</b>	11	1,698	1,709
<b>Interested Participants (Assume 85% of Eligible)</b>	9	1,443	1,452

<b>Treatment Days</b>	
Annual Treatments per Participant	6
Total Annual Treatments	8,712
Treatments per Day (8 treatments x 6 hours)	48
<b>Total Treatment Days</b>	<b>182</b>

<b>Contract Cost Per Treatment Day</b>	
First 4 Hours (Flat Rate)	\$ 4,000
2 Additional Hours (\$250/hour)	\$ 500
<b>Total Contract Cost Per Treatment Day</b>	<b>\$ 4,500</b>
<b>Total Annual Contract Cost</b>	<b>\$ 819,000</b>

<b>Overtime Cost</b>	
Overtime Rate	\$ 68
<b>Overtime Cost Per Treatment Day (8 hours)</b>	<b>\$ 541</b>
<b>Total Annual Overtime Cost</b>	<b>\$ 98,411</b>

<b>Staff Services Manager I (Specialist)</b>	<b>\$ 145,980</b>
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	2022-23	2023-24	2024-25	2025-26	2026-27
Contract	409,500	819,000	819,000	819,000	-
Overtime	49,206	98,411	98,411	98,411	-
Staff Services Manager I (Specialist)	110,360	145,980	145,980	145,980	-
Rounding	(2,066)	(4,391)	(4,391)	(4,391)	-
<b>Total</b>	<b>567,000</b>	<b>1,059,000</b>	<b>1,059,000</b>	<b>1,059,000</b>	<b>-</b>

# BCP Fiscal Detail Sheet

BCP Title: Tattoo Removal Program

BR Name: 5225-091-BCP-2022-GB

Budget Request Summary

## Personal Services

Personal Services	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
Salaries and Wages Earnings - Permanent	0	70	94	94	94	0
Salaries and Wages Overtime/Other	0	49	98	98	98	0
<b>Total Salaries and Wages</b>	<b>\$0</b>	<b>\$119</b>	<b>\$192</b>	<b>\$192</b>	<b>\$192</b>	<b>\$0</b>
Total Staff Benefits	0	34	45	45	45	0
<b>Total Personal Services</b>	<b>\$0</b>	<b>\$153</b>	<b>\$237</b>	<b>\$237</b>	<b>\$237</b>	<b>\$0</b>

## Operating Expenses and Equipment

Operating Expenses and Equipment	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
5304 - Communications	0	0	1	1	1	0
5340 - Consulting and Professional Services - Interdepartmental	0	408	815	815	815	0
5368 - Non-Capital Asset Purchases - Equipment	0	6	6	6	6	0
<b>Total Operating Expenses and Equipment</b>	<b>\$0</b>	<b>\$414</b>	<b>\$822</b>	<b>\$822</b>	<b>\$822</b>	<b>\$0</b>

## Total Budget Request

Total Budget Request	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
<b>Total Budget Request</b>	<b>\$0</b>	<b>\$567</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$0</b>

## Fund Summary

### Fund Source

Fund Source	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
State Operations - 0001 - General Fund	0	567	1,059	1,059	1,059	0

Fund Source	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
<b>Total State Operations Expenditures</b>	<b>\$0</b>	<b>\$567</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$0</b>
<b>Total All Funds</b>	<b>\$0</b>	<b>\$567</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$0</b>

## Program Summary

### Program Funding

Program Funding	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
4530010 - General Security	0	50	99	99	99	0
4550051 - Division of Adult Institutions	0	517	960	960	960	0
<b>Total All Programs</b>	<b>\$0</b>	<b>\$567</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$1,059</b>	<b>\$0</b>

## Personal Services Details

### Salaries and Wages

Salaries and Wages	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
4800 - Staff Svcs Mgr I (Eff. 07-01-2023)(LT 06-30-2024)	0	0	94	0	0	0
4800 - Staff Svcs Mgr I (Eff. 07-01-2024)(LT 06-30-2025)	0	0	0	94	0	0
4800 - Staff Svcs Mgr I (Eff. 07-01-2025)(LT 06-30-2026)	0	0	0	0	94	0
4800 - Staff Svcs Mgr I (Eff. 10-01-2022)(LT 06-30-2023)	0	70	0	0	0	0
OT00 - Overtime (Eff. 07-01-2022)	0	49	0	0	0	0
OT00 - Overtime (Eff. 07-01-2023)	0	0	98	0	0	0
OT00 - Overtime (Eff. 07-01-2024)	0	0	0	98	0	0
OT00 - Overtime (Eff. 07-01-2025)	0	0	0	0	98	0
<b>Total Salaries and Wages</b>	<b>\$0</b>	<b>\$119</b>	<b>\$192</b>	<b>\$192</b>	<b>\$192</b>	<b>\$0</b>

### Staff Benefits

Staff Benefits	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
5150450 - Medicare Taxation	0	2	2	2	2	0
5150500 - OASDI	0	4	6	6	6	0
5150600 - Retirement - General	0	12	16	16	16	0
5150800 - Workers' Compensation	0	3	4	4	4	0
5150820 - Other Post-Employment Benefits (OPEB) Employer Contributions	0	2	2	2	2	0
5150900 - Staff Benefits - Other	0	11	15	15	15	0
<b>Total Staff Benefits</b>	<b>\$0</b>	<b>\$34</b>	<b>\$45</b>	<b>\$45</b>	<b>\$45</b>	<b>\$0</b>

### Total Personal Services

Total Personal Services	FY22 Current Year	FY22 Budget Year	FY22 BY+1	FY22 BY+2	FY22 BY+3	FY22 BY+4
<b>Total Personal Services</b>	<b>\$0</b>	<b>\$153</b>	<b>\$237</b>	<b>\$237</b>	<b>\$237</b>	<b>\$0</b>