

**BOARD FOR BARBERS AND COSMETOLOGY  
TENTATIVE AGENDA**

Monday, November 14, 2022 – 9:00 a.m., Board Room 4, 2<sup>nd</sup> Floor  
Department of Professional and Occupational Regulation, 9960 Mayland Drive  
Richmond, Virginia 23233 804-367-8590

**I. CALL TO ORDER**

**II. APPROVAL OF AGENDA**

1. Board for Barbers and Cosmetology Board Meeting Tentative Agenda, November 14, 2022

**III. APPROVAL OF MINUTES**

2. Board for Barbers and Cosmetology Meeting Draft Minutes, September 26, 2022
3. Board for Barbers and Cosmetology Regulatory Review Committee Draft Minutes, September 26, 2022

**IV. COMMUNICATIONS**

**V. PUBLIC COMMENT PERIOD \***

**VI. CASES**

- |  |               |
|--|---------------|
| 4. 2022-01645 Dallas Lee Brewer, T-A Tattooed In The Wild Studio                               | Consent Order |
| 5. 2021-02682 Loi Trung-Trang Nguyen DBA Empire Nails & Spa                                    | Disciplinary  |
| 6. 2022-00303 Miracle Universal Institute Inc  | Disciplinary  |
| 7. 2022-01138 Cheroly Ann Murphy   | Disciplinary  |
| 8. 2022-01596 Shawntay's School of Creative Nails Inc, DBA Shawntay's School of Creative Nails | Disciplinary  |
| 9. 2022-00936 Staci LaNea Boone  | Licensing     |
| 10. 2022-02290 Samantha Lee Cocuzzo  | Licensing     |
| 11. 2022-02629 Nhi Yen Huynh   | Licensing     |
| 12. 2022-02745 Malcolm E Barnes  | Licensing     |
| 13. 2023-00191 Rebecca Ann Hildebrand  | Licensing     |

**VII. EXAMINATIONS**

**A. STATISTICS**

**VIII. REGULATORY ACTION AND BOARD GUIDANCE**

**A. REGULATORY REPORT**

**B. COSMETOLOGY CURRICULUM AND HOURS**

**C. TEMPORARY PERMIT FOR APPRENTICESHIP COMPLETERS**

**D. GUIDANCE DOCUMENT - SYNCHRONOUS INSTRUCTION FOR ONLINE TRAINING**

**IX. NEW BUSINESS**

**X. ADJOURN**

\* 5-minute public comment, with the exception of any open disciplinary files. Persons desiring to attend the meeting and requiring special accommodations and/or interpretive services should contact the Board Office at (804) 367-8590 at least ten (10) days before the meeting so that suitable arrangements can be made for an appropriate accommodation. The Department and Board fully comply with the Americans with Disabilities Act.

**2023 MEETING DATES:**

**January 9, 2023**

**March 13, 2023**

**May 15, 2023**

**July 10, 2023**

**September 25, 2023**

**November 13, 2023**

Materials contained in this agenda are proposed topics for discussion and are not to be construed as regulation or official Board position.

# BOARD FOR BARBERS AND COSMETOLOGY

## MINUTES OF MEETING

The Board for Barbers and Cosmetology met on Monday, September 26, 2022, at the Offices of the Department of Professional and Occupational Regulation, 9960 Mayland Drive, 2<sup>nd</sup> Floor, Board Room 2, Richmond, Virginia. The following board members were present:

Marques Blackmon  
Oanh “Tina” Dang  
Gregory Edwards  
Claudia Espinoza  
Emmanuel Gayot  
Renee’ Gilanshah  
Margaret B. LaPierre  
Matthew D. Roberts  
Sandra G. Smith

The following board member was not present:

Bo Machayo

DPOR staff present for all or part of the meeting included:

Demetrios J. Melis, Director  
Steve Kirschner, Deputy Director, Licensing & Regulatory Programs  
Tom Payne, Deputy Director, Compliance & Investigations  
Tamika Rodriguez, Regulatory Operations Administrator  
Amy Goobic, Executive Assistant

Representative from the Office of the Attorney General was present for all or part of the meeting:

Elizabeth Peay, Assistant Attorney General

Mr. Roberts, Chair, determined a quorum was present and called the meeting to order at 9:13 a.m.

**Call to Order**

The Board took the agenda under consideration.

**Approval of  
Agenda**

Ms. LaPierre moved to approve the agenda. Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

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The Board took the minutes of the July 11, 2022 Board Meeting under consideration.

**Approval of Minutes**

Ms. Gilanshah moved to approve the minutes as presented. Ms. LaPierre seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

Board members were provided several pieces of communication to review. Mr. Kirschner stated that there were two items he would like to highlight.

**Communication**

The first pertains to textured hair education. The Professional Beauty Association (PBA) is working with Louisiana to include this in cosmetology training. The PBA would like other states to join. Mr. Kirschner stated that advised the PBA that the Board will be going through regulatory review and the Board could include a discussion of these items then.

Mr. Kirschner also highlighted a public comment received on Town Hall regarding the in-person CPR class requirement for tattooers.

There was no public comment

**Public Comment**

**Cases**

In the matter of **File Number 2016-03220, Thuat Thi Vo**, Board members reviewed the record of the Informal Fact-Finding Conference, which consisted of the transcripts and exhibits, and the Summary of the Informal Fact-Finding Conference as well as the Presiding Officer's recommendation. Alex Gordon, attorney for Ms. Vo, was present to address the Board.

**File Number 2016-03220, Thuat Thi Vo**

Ms. Gilanshah moved to accept the recommendation which cites the following violations of the Board's regulations: 18 VAC 41-20-280.A.3 (Count 1). Ms. LaPierre seconded the motion which was approved by members: Blackmon, Dang, Edwards, Espinoza, Gilanshah, LaPierre, Roberts, and Smith. Mr. Gayot voted 'no.'

Ms. LaPierre moved to accept the Summary of the Informal Fact-Finding Conference as to the sanctions and impose the following: \$2,250.00 for the violation contained in Count 1; and revocation of license. Mr. Edwards seconded the motion.

Materials contained in this agenda are prepared for discussion and are not to be construed as regulation or official Board position.

**Closed Session**

At 9:30 am, Ms. Gilanshah moved that the meeting be recessed and that the Board immediately reconvene in closed meeting for the purpose of deliberation on disciplinary cases resulting from Informal or Formal Hearings in order to reach a decision as permitted by § 2.2-3711.A.27 of the Code of Virginia. The following non-members will be in attendance to reasonably aid in the consideration of the topic: Demetrios Melis, Steve Kirschner, Tom Payne, and Elizabeth Peay. This motion is made with respect to the matters identified as agenda item #19: File Number 2016-03220, Thuat Thi Vo. Ms. LaPierre seconded the motion which was approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

At 10:05 am, Mr. Roberts read the Certification of Closed Meeting:

**Open Session**

WHEREAS, the Board for Barbers and Cosmetology has convened a closed meeting on this date pursuant to an affirmative recorded vote in accordance with the provisions of the Virginia Freedom of Information Act; and

WHEREAS, § 2.2-3712 of the *Code of Virginia* requires a certification by this Board for Barbers and Cosmetology that such closed meeting was conducted in conformity with Virginia law;

NOW, THEREFORE, BE IT RESOLVED that the Board for Barbers and Cosmetology hereby certifies that, to the best of each member's knowledge, (i) only public business matters lawfully exempted from open meeting requirements by Virginia law were discussed in the closed meeting to which this certification resolution applies and (ii) only such public business matters as were identified in the motion convening the closed meeting were heard, discussed or considered by the Board for Barbers and Cosmetology.

**ROLL CALL VOTE**

AYES: Mr. Edwards, Ms. LaPierre, Mr. Gayot, Ms. Dang, Ms. Gilanshah, Mr. Roberts, Ms. Smith, Mr. Edwards, Mr. Blackmon, Ms. Espinoza.

NAYS: 0

The motion on sanctions was approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

**File Number 2016-03220, Thuat Thi Vo**

In the matter of **File Number 2022-01223, Jasmine DeShawn Baker**, Board members reviewed the Consent Order as seen and agreed to by Jasmine DeShawn Baker. Ms. Baker was present to address the Board.

**File Number 2022-01223, Jasmine DeShawn Baker**

Ms. LaPierre moved to accept the Consent Order which cites the following violation of the Board's regulations: 18VAC41-20-280.1 (Count 1). For this violation Jasmine DeShawn Baker agrees to the following sanctions: there was no monetary penalty for the violation contained in Count 1; \$150.00 in Board Costs; for a total monetary penalty of \$150.00.

Further, for violation of Count 1, Baker agrees to provide to the Board, on a quarterly basis for a period of one (1) year and in a form acceptable to the Board, a written statement from Baker verifying that Baker is following all manufacturer directions, including strand/patch tests, for all her services.

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

In the matter of **File Number 2022-Kieu Tran & Oanh Tran t/a Elegant Nails**, Board members reviewed the Consent Order as seen and agreed to by Kieu Tran and Oanh Tran. Kieu Tran and Oanh Tran was present to address the Board.

**File Number 2022-Kieu Tran & Oanh Tran t/a Elegant Nails**

Ms. LaPierre moved to accept the Consent Order which cites the following violations of the Board's regulations: 18VAC41-20-270.B.2 (Count 1); and 18VAC41-20-280.4 (Count 2). For these violations Kieu Tran and Oanh Tran agree to the following sanctions: \$300.00 for the violation contained in Count 1; \$1,400.00 for the violation contained in Count 2; and \$150.00 in Board Costs; for a total monetary penalty of \$1,850.00.

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

Ms. LaPierre moved to consider Consent Order agenda items 8, 9, 11, 13, and 14 as a block. Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

**Consent Orders Considered as a Block**

In the matter of **File Number 2021-02846, Kiara Dominican Hair Style, Inc.** Board members reviewed the Consent Order as seen and agreed to by Kiara Dominican Hair Style, Inc. No representative of Kiara Dominican Hair Style, Inc. was present at the meeting.

**File Number 2021-02846, Kiara Dominican Hair Style, Inc.**

Ms. LaPierre moved to accept the Consent Order which cites the following violation of the Board's regulations: 18VAC41-20-280.4 (Count 1). For this violation Kiara Dominican Hair Style, Inc agrees to the following sanctions: \$1,400.00 for the violation contained in Count 1; and \$150.00 in Board Costs; for a total monetary penalty of \$1,550.00.

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

In the matter of **File Number 2022-00304, Thomas Tyrone Robertson, Jr.**, Board members reviewed the Consent Order as seen and agreed to by Mr. Robertson. Mr. Robertson was not present at the meeting.

**File Number 2022-00304, Thomas Tyrone Robertson, Jr.**

Ms. LaPierre moved to accept the Consent Order which cites the following violation of the Board's regulations: 18VAC41-20-280.3 (Count 1). For this violation Thomas Tyrone Robertson, Jr. agrees to the following sanctions: \$2,000.00 for the violation contained in Count 1; and \$150.00 in Board Costs; for a total monetary penalty of \$2,150.00.

In addition, Robertson agrees to complete the remaining required education hours referenced in the attached Report of Findings within six (6) months of the effective date of this order and to provide to the Board, in a manner acceptable to the Board, of proof of completion.

Further, the Board shall waive imposition of the \$2,000.00 fine upon proof of successful completion of the required education hours.

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

In the matter of **File Number 2022-01047, Mina Jafari**, Board members reviewed the Consent Order as seen and agreed to by Mina Jafari. Ms. Jafari was not present at the meeting.

**File Number 2022-01047, Mina Jafari**

Ms. LaPierre moved to accept the Consent Order which cites the following violation of the Board's regulations: 18VAC41-20-280.4 (Count 1 – two violations). For these violations Mina Jafari agrees to the following sanctions: \$1,400.00 each for the violations contained in Count 1; and \$150.00 in Board Costs; for a total monetary penalty of \$2,950.00.

In addition, Jafari agrees to revocation of her Cosmetologist Instructor Certificate (No. 1204018698).

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

In the matter of **File Number 2022-01421, Diva Nails Spa & Beauty Academy, LLC**, Board members reviewed the Consent Order as seen and agreed to by Diva Nails Spa & Beauty Academy, LLC. No representative of Diva Nails Spa & Beauty Academy, LLC was present at the meeting.

**File Number 2022-01421, Diva Nails Spa & Beauty Academy, LLC**

Ms. LaPierre moved to accept the Consent Order which cites the following violation of the Board's regulations: 18VAC41-20-280.9 (Count 1); 18VAC41-20-280.4 (Count 2); and 18VAC41-20-280.4 (Count 3). For these violations Diva Nails Spa & Beauty Academy, LLC, agrees to the following sanctions: \$2,000.00 for the violation contained in Count 1; \$1,400 for the violation contained in Count 2; \$1,400.00 for the violation contained in Count 3; and \$150.00 in Board Costs; for a total monetary penalty of \$4,950.00. In addition, Diva Nails Spa & Beauty Academy LLC agrees to revocation of its license.

Further, the Board shall waive imposition of the \$2,000.00 monetary penalty for Count 1 and shall waive imposition of the \$1,400.00 monetary penalty for Count 2 and shall waive imposition of the \$1,400.00 monetary penalty for Count 3.

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.



In the matter of **File Number 2022-01943, Thuong Tiffany Pham**, Board members reviewed the Consent Order as seen and agreed to by Thuong Tiffany Pham. Ms. Pham was not present at the meeting.

**File Number 2022-01943, Thuong Tiffany Pham**

Ms. LaPierre moved to accept the Consent Order which cites the following violation of the Board's regulations: 18VAC41-20-820.4 (Count 1). For this violation Thuong Tiffany Pham agrees to the following sanctions: \$1,350.00 for the violation contained in Count 1; and \$150.00 in Board Costs; for a total monetary penalty of \$1,500.00.

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

In the matter of **File Number 2021-02736, Gai Thi Bach**, the Board reviewed the record which consisted of the application file, transcript, exhibits, and the Summary of the Informal Fact-Finding Conference. Ms. Bach was present to address the Board.

**File Number 2021-02736, Gai Thi Bach**

Upon a motion by Mr. Gayot and seconded by Ms. LaPierre, the Board voted to accept the recommendation in the Summary of the Informal Fact-Finding Conference and deny Gai Thi Bach's nail technician license application.

The members voting 'yes' were: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

In the matter of **File Number 2022-00126, Habibah Hanan Yasin**, the Board reviewed the record which consisted of the application file, transcript, exhibits, and the Summary of the Informal Fact-Finding Conference. Habibah Hanan Yasin did not appear at the meeting in person, by counsel, or by any other qualified representative.

**File Number 2022-00126, Habibah Hanan Yasin**

Upon a motion by Ms. LaPierre and seconded by Ms. Gilanshah, the Board voted to accept the recommendation in the Summary of the Informal Fact-Finding Conference and approve Ms. Yasin's cosmetology instructor license renewal application.

The members voting 'yes' were: Blackmon, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.. The motion passed. Ms. Dang was not present for the discussion or vote.

In the matter of **File Number 2022-00126, Hai Tuan Tran**, the Board reviewed the record which consisted of the application file, transcript, exhibits, and the Summary of the Informal Fact-Finding Conference. Hai Tuan Tran did not appear at the meeting in person, by counsel, or by any other qualified representative.

**File Number 2022-00126, Hai Tuan Tran**

Upon a motion by Ms. Gilanshah and seconded by Ms. LaPierre, the Board voted to accept the recommendation in the Summary of the Informal Fact-Finding Conference and approve Mr. Tran's cosmetology license application.

The members voting 'yes' were: Blackmon, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.. The motion passed. Ms. Dang was not present for the discussion or vote.

The Board recessed from 10:26 am until 10:34 am.

**Recess**

In the matter of **File Number 2017-02300, Sonita Chea**, Mr. Kirschner informed the Board that File Number 2017-02300, was a prima facie case previously considered at the March 20 Board meeting. Mr. Kirschner asked the Board to reconsider, as the attorney for Sonita Chea attempted to appeal, and due to extenuating circumstances was unable to do so. Sonita Chea is requesting an Informal Fact-Finding Conference. Ms. LaPierre moved to reconsider File Number 2017-02300, and allow Sonita Chea the opportunity for an IFF.

**File Number 2017-02300, Sonita Chea**

Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

**EXAMINATIONS**

Ms. Rodriguez provided a report on exam statistics.

**Statistics**

Mr. Kirschner reported that the one year extension with exam vendor PSI will expire December 30, 2023. He then provided information regarding the procurement process for an exam vendor.

**Exam Vendor Contract**

Mr. Kirschner stated that the Board could renew for an additional one year extension, to December 31, 2024, or request DPOR procurement to put out a Request for Proposal (RFP) for a new vendor. Discussion was held on the

benefits or downsides to each. The Board discussed the merits of bringing exam application review in-house rather than contracted to the exam vendor. Mr. Kirschner responded to questions, indicating it would be easier to transition application review to DPOR if the contract was extended one more year.

Ms. Gilanshah moved to extend the contract with PSI for an additional one year. Mr. Edwards seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

**REGULATORY  
ACTION AND  
BOARD  
GUIDANCE**

Ms. Rodriguez informed the Board that the Guidance Document regarding awarding credit hours is no longer needed as it has been resolved through amended regulations for transfer students effective March 7, 2022. She reported that staff recommend the Board repeal the Guidance Document. Ms. LaPierre moved to repeal the Guidance Document. Mr. Gayot seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

**Guidance  
Document Repeal  
– Awarding Credit  
Hours**

Ms. Rodriguez informed the Board that the Guidance Document regarding substantial equivalence for endorsement and exam eligibility, incorporates the 80% hours rule for esthetics and tattooing professions. She reported that staff recommend the repeal of the substantial equivalent section for barbering, cosmetology, nails, and wax, as the issue addressed in the document has been rectified by revised regulations that will allow experience to substitute training hours as of October 1, 2021.

**Guidance  
Document  
Amendment –  
Substantial  
Equivalence**

Ms. LaPierre moved to repeal the Guidance Document. Mr. Gayot seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

Mr. Kirschner recommended the Board issue a Guidance Document regarding the reporting of student rosters by licensed schools pursuant to board regulations. Ms. Rodriguez summarized the recommended provisions, as listed in the draft guidance provided in the board agenda.

**New Guidance  
Document –  
Frequency of**

Materials contained in this agenda are proposed topics for discussion and are not to be construed as regulation or official Board position.

**Providing School Rosters**

Mr. Edwards suggested adding information on students that have dropped out of the school. Ms. Gilanshah moved to approve the Guidance Document as amended. Ms. LaPierre seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

**Regulatory Report**

Ms. Rodriguez provided a report on current regulatory actions:

- Tattoo Regulations are in the final stages at the Governor's Office and The Amendment to the Instructor Training Program is in the proposed stages at the Governor's office. We are expecting the Governor's comments on both regulatory actions.
- The two regulatory actions- Elimination of Antibacterial Soap Requirement and Bathroom Requirements for Facilities will start their public comment period on October 10, 2022. If there is no opposition, they will be effective on November 9, 2022.
- Lowering Cosmetology Training to 1000 hours is in the public comment period in the NOIRA stage. The deadline for public comment is October 12, 2022.
- The Fee Reduction exempt regulatory action became effective on September 1, 2022.

**NEW BUSINESS**

Mr. Kirschner directed the Board's attention to the memo dated September 12, 2022, regarding the apprentice supervisor ratio.

**Apprenticeship Supervisor Ratio**

Mr. Kirschner stated that the Board currently utilizes Registered Apprenticeships under the Department of Labor and Industry (DOLI) for cosmetology, barber, nail technician, esthetics, and master esthetics apprenticeships, which required two supervisors for every one apprentice. The Board administers its own apprenticeships for tattooing and body piercing, which allow two apprentices for every sponsor.

Mr. Kirschner reported that staff are requesting the Board consider easing the DOLI apprenticeship supervisor requirements.

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After discussion, Mr. Gayot moved to change the requirement to two apprentices to every one supervisor. Mr. Blackmon seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

Mr. Kirschner directed the Board's attention to his memo dated September 12, 2022, regarding cosmetology apprenticeship hours.

**Cosmetology  
Apprenticeship  
Hours**

Mr. Kirschner reported that, currently, the cosmetology apprenticeship requires 3,000 hours of on-the-job training, including related technical instruction. He stated that at the July 11, 2022 meeting, the Board voted to reduce the cosmetology school training hours from 1,500 to 1,000 hours, and staff recommend the Board consider making a corresponding change to the cosmetology apprenticeship hours.

The Board will take this under advisement during its regulatory review.

Mr. Kirschner directed the Board's attention to his memo dated September 12, regarding board policy on continuances. He stated that from time to time, Board staff are contacted by individuals or attorneys requesting a continuance of their disciplinary case going before the board. Staff recommends the Board adopt a policy governing continuances for disciplinary cases to ensure everyone in similar situations is treated the same way.

**Board Policy on  
Continuances**

Board members were provided the recommended policy.

1. All requests for a continuance of a disciplinary case must be in writing.
2. Requests for a continuance of a licensing case may be granted administratively by the Board's Executive Director or designee.
3. Requests for a continuance for disciplinary cases where the recommended sanction does not include license revocation may be granted administratively by the Board's Executive Director or designee. The Executive Director may only grant one continuance to the next meeting for any case. Any further requests for a continuance may only be granted by vote of the Board at the meeting in which the meeting was scheduled.
4. Requests for a continuance for disciplinary cases where the recommended sanction includes license revocation may only be granted by vote of the Board at the meeting in which the meeting was scheduled.

Ms. LaPierre moved to approve the recommended board policy on continuances. Mr. Edwards seconded the motion which was unanimously

approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

Mr. Kirschner informed the Board that new Chair and Vice-Chair needed to be elected. Ms. Gilanshah nominated Mr. Roberts. There were no other nominations. Mr. Edwards nominated Ms. LaPierre as Vice-Chair. There were no other nominations.

**Board Elections**

Mr. Blackmon moved to elect Mr. Roberts as Chair and Ms. LaPierre as Vice-Chair. Ms. Dang seconded the motion which was unanimously approved by members: Blackmon, Dang, Edwards, Espinoza, Gayot, Gilanshah, LaPierre, Roberts, and Smith.

Board members were provided financial statements for informational purposes.

**Financial Statements**

Mr. Kirschner reminded the Board of the Board Member Training Conference that will take place October 13 – 14 in Williamsburg

**Other Business**

There being no further business, the meeting adjourned at 12:09 p.m.

**Adjourn**

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Matthew Roberts, Board Chair

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Demetrios J. Melis, Board Secretary

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DRAFT AGENDA

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STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

1. Name: Emmanuel Gayot
2. Title: Board Member
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

\_\_\_\_\_  
Nature of Personal Interest Affected by Transaction: \_\_\_\_\_

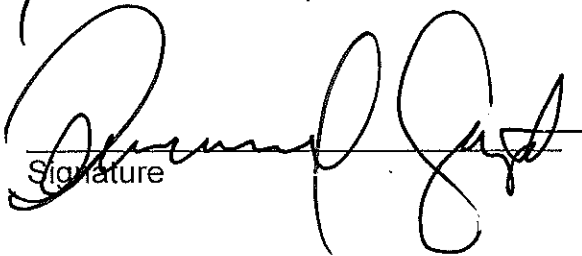
\_\_\_\_\_  
I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

I am able to participate in this transaction fairly, objectively, and in the public interest.

or

I did not participate in the transaction.

6.  I do not have a personal interest in any transactions taken at this meeting.

  
Signature

10 - 13 - 22  
Date

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DRAFT AGENDA

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STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

1. Name: Renee' H. Gilanshah
2. Title: Board Member
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

\_\_\_\_\_

Nature of Personal Interest Affected by Transaction: \_\_\_\_\_

\_\_\_\_\_

I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

\_\_\_\_\_

I am able to participate in this transaction fairly, objectively, and in the public interest.

or

I did not participate in the transaction.

6.  I **do not** have a personal interested in any transactions taken at this meeting.

  
\_\_\_\_\_  
Signature

9/26/22  
\_\_\_\_\_  
Date

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DRAFT AGENDA

DRAFT AGENDA



STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

1. Name: Margaret B. LaPierre
2. Title: Board Member
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

\_\_\_\_\_

Nature of Personal Interest Affected by Transaction: \_\_\_\_\_

\_\_\_\_\_

I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

\_\_\_\_\_

I am able to participate in this transaction fairly, objectively, and in the public interest.

or

I did not participate in the transaction.

6.  I **do not** have a personal interested in any transactions taken at this meeting.

Margaret B LaPierre  
Signature

9/26/2022  
Date

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STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

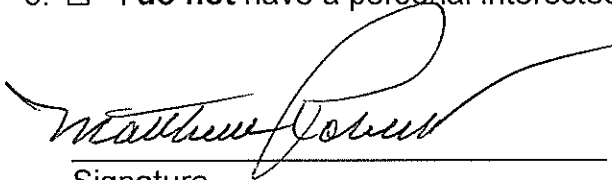
1. Name: Matthew D. Roberts
2. Title: Board Chair
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

Nature of Personal Interest Affected by Transaction: \_\_\_\_\_

I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

- I am able to participate in this transaction fairly, objectively, and in the public interest.
- or
- I did not participate in the transaction.

6.  I **do not** have a personal interested in any transactions taken at this meeting.

  
\_\_\_\_\_  
Signature

9-26-22  
\_\_\_\_\_  
Date

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DRAFT AGENDA

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STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

1. Name: Oanh Pham Kim "Tina" Dang
2. Title: Board Member
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

\_\_\_\_\_

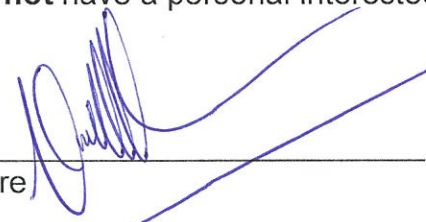
Nature of Personal Interest Affected by Transaction: \_\_\_\_\_

\_\_\_\_\_

I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

\_\_\_\_\_

- I am able to participate in this transaction fairly, objectively, and in the public interest.
- or
- I did not participate in the transaction.
6.  I **do not** have a personal interested in any transactions taken at this meeting.

  
\_\_\_\_\_  
Signature

9/26/2022  
\_\_\_\_\_  
Date

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DRAFT AGENDA  
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STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

1. Name: Sandra Smith
2. Title: Board Member
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

na

Nature of Personal Interest Affected by Transaction: na

I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

\_\_\_\_\_

- I am able to participate in this transaction fairly, objectively, and in the public interest.
- or
- I did not participate in the transaction.

6.  I **do not** have a personal interested in any transactions taken at this meeting.

Sandra Smith  
Signature

9/26/2022  
Date

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DRAFT AGENDA

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STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

1. Name: Marques Blackmon
2. Title: Board Member
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

\_\_\_\_\_

Nature of Personal Interest Affected by Transaction: \_\_\_\_\_

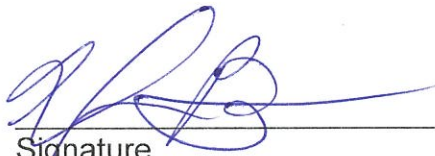
\_\_\_\_\_

I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

\_\_\_\_\_

- I am able to participate in this transaction fairly, objectively, and in the public interest.
- or
- I did not participate in the transaction.

6.  I do not have a personal interested in any transactions taken at this meeting.

  
Signature

9-26-2022  
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STATE AND LOCAL GOVERNMENT  
CONFLICT OF INTERESTS ACT

TRANSACTIONAL DISCLOSURE STATEMENT  
for Officers and Employees of State Government

1. Name: Claudia Espinoza
2. Title: Board Member
3. Agency: Board for Barbers and Cosmetology
4. Meeting/IFF Date: September 26, 2022
5. I have a personal interest in the following transaction:

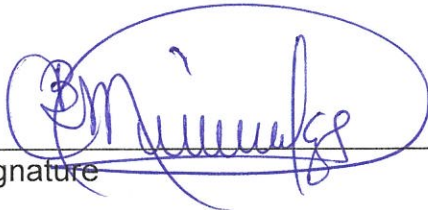
Nature of Personal Interest Affected by Transaction: \_\_\_\_\_

I declare that I am a member of the following business, profession, occupation or group, the members of which are affected by the transaction:

- I am able to participate in this transaction fairly, objectively, and in the public interest.
- or
- I did not participate in the transaction.

6.  I **do not** have a personal interested in any transactions taken at this meeting.

Signature



Date

09/26/2022

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**BOARD FOR BARBERS AND COSMETOLOGY  
REGULATORY REVIEW COMMITTEE**

**MINUTES OF MEETING**

The Board for Barbers and Cosmetology Regulatory Review Committee met on Monday, September 26, 2022, at the Offices of the Department of Professional and Occupational Regulation, 9960 Mayland Drive, 2<sup>nd</sup> Floor, Board Room 2, Richmond, Virginia. The following board members were present:

Marques Blackmon  
Gregory Edwards  
Claudia Espinoza  
Emmanuel Gayot  
Renee' Gilanshah  
Margaret B. LaPierre  
Matthew D. Roberts

The following board members were not present:

Oanh "Tina" Dang  
Bo Machayo  
Sandra Smith

DPOR staff present for all or part of the meeting included:

Demetrios J. Melis, Director  
Steve Kirschner, Deputy Director, Licensing & Regulatory Programs  
Tamika Rodriguez, Regulatory Operations Administrator  
Amy Goobic, Executive Assistant

There was no representative from the Office of the Attorney General present for the meeting.

Mr. Roberts, Chair, called the meeting to order at 12:25 p.m.

**Call to Order**

There were no public comments.

**Public Comment**

Mr. Kirschner provided a detailed presentation on the regulatory review process. The Regulatory Review Committee agreed to meet following the November 14, 2022, Board meeting.

**Overview of the  
Regulatory  
Review Process**

Mr. Melis informed the Committee members that Mr. Kirschner was promoted to Deputy Director of Licensing and Regulatory Programs.







**TO:** VIRGINIA BOARD FOR BARBERS AND COSMETOLOGY  
**FROM:** STEPHEN KIRSCHNER, DEPUTY DIRECTOR OF LICENSING AND REGULATORY PROGRAMS  
**SUBJECT:** COSMETOLOGY CURRICULUM HOURS  
**DATE:** OCTOBER 31, 2022

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At the July 11, 2022 meeting, the Board approved a Notice of Intended Regulatory Action to lower the cosmetology training hours from 1,500 to 1,000 hours. The public comment period on the NOIRA is complete, and it is now time for the Board to consider public comments and adopt proposed regulations.

Below you will find the recommended cosmetology curriculum from the Board's Standing Committee on Training, as well as hour recommendations for each topic from the Regulatory Advisory Panel. Please note that you will be filling in the "Board" columns during the meeting, with the goal of assigning all 1,000 hours. Following the hours recommendations, you will find the public comments on the cosmetology hour change.

During November's meeting, the Board will need to assign specific hours of instruction to each curriculum topic or area. Staff will then incorporate the changes into the regulations and provide the Board proposed language for adoption at the January meeting. Please come to the meeting prepared to discuss the cosmetology curriculum.

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# SURVEY RESULTS

GENERAL PORTION -						SKIN PORTION -						WAX PORTION						
	Low	High	Avg.	Median	Board		Low	High	Avg.	Median	Board		Low	High	Avg.	Median	Board	
<b>1. Orientation</b>						<b>0</b>						<b>0</b>						<b>0</b>
a. School policies;	0	50	11.25	4.5			1	50	11.1	5			0	40	9.5	3.5		
b. Management;	0	20	7.25	4			1	100	16.8	4.5			0	20.8	1.5	1		
c. Sales, inventory and retailing;	0	10	3.25	3			0	50	13	5			0	21	2.5	2		
d. Taxes and payroll;	0	5	2	2.5			0	25	6.375	3.5			0	21	2.85	3.5		
e. Insurance;	0	3	1.5	2			0	50	9.5	4.5			0	21	1.7	1		
f. Client records and confidentiality; and	0	20	4.25				1	25	8.4	5.5			0	21	5.1	2		
g. Professional ethics and practices.	0	100	16.5	3			0	50	13.1	5.5			<b>Totals</b>	<b>0</b>	<b>145</b>	<b>23.15</b>	<b>13</b>	
<b>2. Laws and regulations -</b>	<b>3</b>	<b>100</b>	<b>17</b>	<b>5</b>	<b>0</b>		<b>3</b>	<b>35</b>	<b>12.1</b>	<b>5.5</b>								
<b>3. General sciences -</b>					<b>0</b>		<b>2</b>	<b>35</b>	<b>14</b>	<b>6.25</b>								
a. Bacteriology;	0	25	6.5	4.5			j. General procedures and safety measures.	0	20	5.1	2.5							
b. Microorganisms;	0	25	5.3	2.5			<b>6. Makeup -</b>					<b>0</b>						
c. Infection control, disinfection, sterilization;	5	100	24.8	16			a. Setup, supplies and implements;	0	15	4	3							
d. Occupational Safety and Health Administration (OSHA) requirements;	0	15	4.1	3			b. Color theory;	0	5	1.375	0.5							
e. Material Safety Data Sheet (MSDS);	0	20	4.75	3.5			c. Consultation;	0	10	1.875	1							
f. General procedures and safety measures;							d. General and special occasion application;	0	9	2.9	2							
g. Cosmetic chemistry;	0	25	6.5	5.5			e. Camouflage;	0	6	1.75	1							
h. Products and ingredients; and	0	12.5	5	4.5			f. Application of false lashes and lash extensions;	2	17	10	10							
i. Nutrition.	0	3	1.1	0			g. Lash and eyebrow tinting;	2	25	7.25	4.5							
<b>4. Applied sciences -</b>					<b>0</b>		h. Lash perming;	0	15	6.3	6							
a. Anatomy and physiology;	0	25	9.75	10			i. Lightning of the hair on body except scalp; and	0	10	4.25	3							
b. Skin structure and function;	0	40	10.25	5.5			j. General procedures and safety measures.	0	10	2	1							
c. Skin types;	0	20	6.25	2.5			<b>7. Body and other treatments -</b>					<b>0</b>						
d. Skin conditions; and	0	15	5.25	4.5			a. Body treatments;	0	25	7.25	4							
e. Diseases and disorders of the skin and scalp.	0	20	6.25	5			b. Body wraps;	0	15	3.5	2							
f. personal hygiene	0	6	1.75	0.5			c. Body masks;	0	15	3.125	2							
<b>Totals</b>	<b>8</b>	<b>660</b>	<b>160.55</b>	<b>94.5</b>	<b>0</b>		d. Body scrubs;	0	15	3.875	1							
							e. Aromatherapy; and	0	6	1.75	1							
<b>NAIL PORTION -</b>							f. General procedures and safety measures.	0	25	6.75	2.5							
<b>5. Manicuring and Pedicuring</b>							<b>Totals</b>	<b>12</b>	<b>663</b>	<b>177.425</b>	<b>92.25</b>	<b>0</b>						
a. Nail Procedures (manicuring, pedicuring, and nail extensions)	0	80	41	40														
b. Nail theory and nail structure and composition	4	100	23.5	12.5														
c. Electric Filing	1	20	11	8														
<b>Totals</b>	<b>5</b>	<b>200</b>	<b>75.5</b>	<b>60.5</b>	<b>0</b>													

Hours	Low	High	Average	Median	Board Approved
<b>Total for All Items</b>	<b>32</b>	<b>3361</b>	<b>892</b>	<b>542</b>	<b>0</b>

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# VIRGINIA

REGULATORY TOWN HALL



Agency

Department of Professional and Occupational Regulation

Board

Board for Barbers and Cosmetology

Chapter

Barbering and Cosmetology Regulations [\[18 VAC 41 - 20\]](#)

<b>Action</b>	<u><a href="#">Lower Cosmetology Training to 1,000 Hours</a></u>
<b>Stage</b>	<u><a href="#">NOIRA</a></u>
<b>Comment Period</b>	Ends 10/12/2022

44 comments

[All comments for this forum](#)[Back to List of Comments](#)**Commenter:** LaFarn Burton

9/12/22 2:29 pm

**Change in cosmetology hours**

The deduction in cosmetology hours should also include the deduction in subject matters under cosmetology. I suggest that nails (150 hours), wax/threading (115 hours), makeup, and eyelash extensions be removed from the curriculum. Cosmetology should include hair only for the proposed 1000 hours.

Thanks.

CommentID: **128553****Commenter:** Stephanie J Smith

9/14/22 8:44 pm

**NOIRA**

I do not agree with lowering the Cosmetology hours to 1000. Cosmetology is the umbrella that house all disciplines and changing the hours to less than 1500 would not do our industry any justice. If we were to eliminate disciplines from the cosmetology program ie. nails, wax, facials, etc., yes it would be more conducive; but still not to 1000.

Barbering has been reduced to 1100 hours and that is strictly hair with no chemicals. So you are wanting to make Cosmetology less hours than Barbering?, where Cosmetology is able to work with chemically treated hair ie. hair color, permanents and relaxers.

Again I do not agree with the changing of Cosmetology hours to 1000.

CommentID: **128644****Commenter:** Cian

9/18/22 4:13 pm

**Cosmetology Hours**

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Cosmetology in the state has a much wider curriculum than the barbering license has at this time. The number of hours required would be lower than their license if this change were to occur. In order to allow for proper and complete understanding of all content required to prosper as a cosmetologist in this state the hours required should not be lowered.

CommentID: 128870

**Commenter:** Zachary Ramsey

9/18/22 10:54 pm

### Do not reduce hours

Our industry is already inundated with newly graduated cosmetologists who are unable to perform basic haircuts, color, and texture services. I am a manager of a franchise salon, located within the nation's largest retailer, and I see these cosmetologists regularly. When they enter the work force, the onus falls to us to complete the basic education of new graduates. Frankly it is unsafe, and uneconomical.

I do not say this lightly. Our industry is suffering from post-pandemic scarcity. It is difficult to find stylists who are willing to risk taking a commission-based job in the current economic climate. But to license under-educated people would, to me, be unwise indeed.

The 'Milady' textbook is comprehensive, but students are seldom given the opportunity to practice the theory they've been taught. As a result, they exit school perfectly able to pass the PSI nonsense exam, but are woefully unprepared to service actual clients.

If any new regulations are passed, it should be to increase the practical education of cosmetologists and barbers. Reducing hours will pile additional burdens on an already struggling industry.

CommentID: 128871

**Commenter:** Geraldine Burgess

9/19/22 11:48 am

### Cosmetology

Do not reduce their hours. If that is done you are risking their Education and proper training. Essentially you are setting them up for FAILURE. WAY TO GO TRUMP/KIN

CommentID: 128873

**Commenter:** Kristina NeCollins

9/19/22 4:32 pm

### Vote No

Reducing the hours for Cosmetology instruction is a disservice to the industry. There are so many students that come fresh out of school needing another 6 months to a year to learn the hands-on chemical and technical things for just hair services, let alone the nails, waxing, and facial portions. It's not going to help by reducing the hours of education. We see more people leave the industry because they are not technically adept and able to build a clientele. Quality education requires time, if anything there should be an apprenticeship requirement prior to full licensing.

CommentID: 128881

**Commenter:** Jodi Gist

9/20/22 7:38 pm

### Negative Vote

There are many professions who are currently understaffed, however, lowering education requirements only means we have a more difficult time finding a qualified hair dresser. I do not think that people who want to become licensed are not doing so because of the 500 hour time difference. Vote no.

CommentID: 128895

**Commenter:** Tabbitha Bowler

9/21/22 12:09 pm

### Hours requirement for cosmetology

Good day, the required hours for cosmetology should not be lowered, contrarily more hours should be required. I also think that continued education be required with each renewal. The scope of practice for cosmetology deems the need for more hours. Barbers are required 1100 hours with a very limited scope of practice. That is absolutely ridiculous. It is obvious that the ones proposing these changes have no idea as to what we as professionals or educators have to know in order do our chosen practices. This decision should definitely be reconsidered and overturned. This is not acceptable and it makes a mockery of those who have paid their dues and set the foreground for up and coming professionals.

CommentID: 128920

**Commenter:** Amanda Pickering

9/21/22 7:32 pm

### Cosmetology Hours

Good evening,

As being a stylist and an instructor for years 1500 hours just gets stylists to pass theory and practical exams. Stylists still need more education when coming into the salon to become better at there craft. Lessening the hours for students would be difficult with all material and practical work that is needed to be an industry professional. The students already feel they don't learn enough in 1,500 hours when leaving school. At 1,000 hours students will feel uneducated in certain areas of the field, unconfident in their work, have more customer complaints and not to mention law suits that these stylist can't afford to pay for. So, lowering the cosmetology hours to 1,000 should not even be a topic of discussion.

CommentID: 128924

**Commenter:** Roman's Hair Empire & Beauty Academy

9/21/22 10:03 pm

### No change in Cosmetology hours

As a Instructor I don't think it would be wise to lower cosmetology hours. I feel we are already moving quickly just to make sure everything done before 1500 hours! Lowering the hours will be a mess for many schools and instructors. Please take the advice of the front line workers and DO NOT DECREASE COSMETOLOGY HOURS!

CommentID: 128926

**Commenter:** Sajer Guy

9/22/22 1:56 am

### **Lower hours**

Please lower the hour requirement to give young workers better opportunity to enter this field without paying onerous fees to schools. Allow the marketplace to decide if their skills are adequate rather than setting a state requirement.

CommentID: **128927**

**Commenter:** Sharpen Your Skillz Continuing Education And Salon LLC

9/22/22 8:57 am

### **Cosmetology Training Hours Need To Remain At 1500**

The training hours to obtain a license in cosmetology needs to remain at **1500 hours**. Currently students and graduates have consistently given feedback verbally, and shown in their lack of proficiency in their knowledge and practical skill set that **they are not prepared to work in the industry**. Lowering the initial training hours will make this current problem even worse. Future cosmetology professionals who are not adequately trained hurts not only the industry but most of all the general public.

CommentID: **128928**

**Commenter:** Fusions School of Cosmetology

9/22/22 12:27 pm

### **No Reduction in Hours for Cosmetology Training**

Students need the 1500 hours of training to complete not only the Theory portion of the training, but also the Practical training required to work in the industry.

As it currently stands, students are required to perform 525 performances in order to become proficient as licensed Cosmetologists. 1000 hours is not ample time to complete these performances.

Students need to be prepared to work in the industry upon graduation, practice hours makes them more prepared when they graduate.

CommentID: **128931**

**Commenter:** Bonita Pines

9/22/22 2:43 pm

### **Do not lower the Cosmetology program**

I do not agree with the lowering of the cosmetology hours from 1500 to 1000 hours. Some students need additional practice and training upon completion of the cosmetology course. By lowering the hours The program will be rushed and students will not be fully prepared in their area of expertise. Also grants will have to be altered to accommodate lowering the hours. As an educator/owner a lot of work and preparation is required to teach the students. I do not want my staff to curtail the curriculum and feel rushed preparing the students.

CommentID: **128936**

**Commenter:** Shamecca Sawyer

9/22/22 3:09 pm

### **Cosmetology hours**

As a student I think the hours should change. I see a lot of comments speaking on practice with chemicals but most schools work with mock product which to me is not my idea of real practice anyway it seems that actual experience will help more plus lots of the comments against it seem to be from school representatives and of course it's hard to believe there ultimate goal is not to make money. More hours more money. If that's not the case please prove me wrong by reducing tuition cost please. Lots of people drop out of beauty school because of money issues.

CommentID: 128937

**Commenter:** Julie Garcia

9/22/22 5:54 pm

### **Separate Hair Stylist program**

Rather than reducing the training hours of cosmetology license, I think it will be more efficient if we have separate hair stylist license like Maryland state. Many of my friends study cosmetology to become hair stylist, but they all think they waste time and money learning uninterested nails and skin together.

Please come to a reasonable conclusion

CommentID: 128938

**Commenter:** Maggie Marciniak

9/24/22 9:49 am

### **Keep 1500 hours**

As a licensed cosmetologist for 16 years and now a Cosmetology Instructor I oppose dropping Cosmetology hours to 1000. At 1500 hours students are just starting to feel comfortable with the idea of getting behind the chair on their own. If they graduated and went behind the chair with only 1000 hours, their speed, technical skills, and business knowledge aren't strong enough to sustain a livable income, especially with this field being commission based. Many graduates at 1000 hours would need to be hired as assistants, so they would more then likely need to have another part time job in order to live comfortably. If stylists get behind the chair before they are ready then they will end up making mistakes, losing money and confidence and ultimately quit. We owe it to them to give them the proper education to be able to have a sustainable income and a great foundation to build on and 1000 hours will hinder that process. At 1000 hours they haven't even worked with enough guests to fully understand all client safety, protection, and sanitation. It's not just about skill, it's about knowing how to keep their guest safe and protected from chemicals, tools, infection at all times without us watching them and they need the time in a safe school environment to build those habits and knowledge.

CommentID: 128942

**Commenter:** Val Pennington

9/24/22 5:48 pm

### **Reducing training hours**

As a licensed nail tech I would've lost money if someone had bet me that the word anus was in my nail tech study guide because I would've been wrong having to have learned the 10 systems of the body in order to be licensed it is definitely part of the digestive system . At the time I thought it was silly and not going to make me a better nail tech but 30 years later I realized that it actually probably did make me a better nail tech and more aware of my clients and how important it is to keep their safety in mind when you're working on them cosmetology has a much broader spectrum and they need to be very very careful using all the chemicals so reducing their training hours to

1000 is absolutely absurd reducing the training by 2000 hours would be tricky enough I say leave it as is and let people get all the training they can get thank you for your consideration.

CommentID: 128943

**Commenter:** Viktoria Ivanova

9/25/22 11:49 am

### **Do Not Reduce Hours**

Cosmetology has such a wide variety of subjects, specialties, and styles. Lowering the required amount of hours from 1,500 to a mere 1,000 would substantially impact the skill level of future cosmetology professionals. Less education is never the answer.

CommentID: 128945

**Commenter:** Esther Lawson

9/26/22 1:20 pm

### **Keep Cosmology at 1500 Hours**

Good afternoon

I have been an Practicing cosmetologist in Va. For 30 years or more. I feel the hours should stay where it is. This Profession has become very non professional at the hands of the state regulators board. You all never inspect salons. you don't regulate licensing of stylists . and you allow hair to be practiced in residential housing. and allow non- licensed people to advertise on booking sites such as style seat- and Groupon. Further hurting the industry. The public deserves Qualified and well Educated Professionals to insure a quality product. Changing the curriculum and hours would not ensure the best Educated Professional ready to hit the ground running . A prepared stylist need floor hours and proper application techniques. And a high quality of theory hours To Be ready to serve our Public. I feel the process we have in place fits and address the needs to Embark into a successful Cosmetology Career.

Thanks

CommentID: 131031

**Commenter:** Anonymous

9/27/22 10:43 am

### **Do not reduce hours**

I did my 1500 hours and realized I could have used more to be better prepared in my field. Many enter the work force still not ready/confident in their skill and do not thrive because of this. I've also seen mistakes with chemicals happen because of in experience with actual chemicals on humans.

CommentID: 146127

**Commenter:** Edward Timmons, West Virginia University

9/27/22 12:52 pm

### **Trimming Cosmetologist Regulation Will Not Harm Consumers**

I appreciate the opportunity to comment on the regulation of cosmetologists licensed by the Board for Barbers and Cosmetology in Virginia. I am an associate professor of economics and director of the Knee Center for the Study of Occupational Regulation at West Virginia University. I am also a senior research



fellow with the Archbridge Institute. This comment is not submitted on behalf of any party or interest group.

My own research and the research of other scholars has shown that licensing restricts entry into professions and leads to higher prices for consumers.<sup>[1]</sup> The main takeaways of my comments are the following:

1. More than 100 million residents in the United Kingdom and Spain and half of the member states of the European Union have lived without barber and cosmetologist licensing for decades, and there is no evidence that consumers have suffered as a result.
2. A recent research paper finds that consumers are much more interested in online ratings from peers than in state-issued licenses when choosing service providers.
3. Virginia will not be unique if it reduces cosmetology licensing requirements from 1,500 to 1,000 hours.

Occupational licensing is not the only way to regulate a service, but it is the most onerous way.

The United Kingdom, Spain, and half of the members of the European Union do not require barbers or cosmetologists to obtain a license to work.<sup>[2]</sup> Barbers and cosmetologists in the United Kingdom can obtain certification if they choose to do so—it is completely voluntary. Barber and cosmetology schools continue to exist, and the market functions well. There is no evidence that the more than 100 million consumers in the United Kingdom, Spain, and other European nations have been harmed as a result of a lack of occupational licensing.

There are several other services at least as important as barber and cosmetology services whose providers are not subject to licensing. Chefs and waitstaff at restaurants and auto mechanics are not required to be licensed. Chefs and waitstaff are regulated by random inspections and complete basic food safety training, and mechanics can obtain voluntary certification. All service providers are regulated by market discipline—poor-quality providers will not be in business for long.

I have never asked to see my barber's state-issued license. Instead, I ask my friends or go online to learn about provider reputation and quality.

A recent research paper more formally documents this behavior: on an online platform for home repair contracting services, consumers are much more interested in the online ratings of service providers than in state-issued licenses.<sup>[3]</sup> Recent research also shows that licensing has no measurable impact on consumer perceptions of the quality of service.<sup>[4]</sup>

If Virginia reduces cosmetology licensing requirements from 1,500 to 1,000 hours, it will be joining 15 other states that have made similar changes in the last 10 years. New York state, as an example, has required 1,000 hours for decades. There is no evidence of consumer harm resulting from this less burdensome entry requirement.

Today, it is hard to justify requiring licenses for barbers and cosmetologists in Virginia. The market has dramatically changed since many of these licensing laws were written. This proposed reform is an important first step toward recognizing this fact, but it is also time to more carefully reassess the costs of these regulations.

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[1] Edward J. Timmons and Robert Thornton, "The Licensing of Barbers in the USA," *British Journal of Industrial Relations* 48, no. 4 (2010): 740–57; US Department of the Treasury, Council of Economic Advisers, and US Department of Labor, *Occupational Licensing: A Framework for Policymakers*, July 2015.

[2] EU Single Market Regulated Professions Database, "Hairdresser / Barber / Wig-Makers," European Commission, accessed April 28, 2021, [https://ec.europa.eu/growth/tools-databases/regprof/index.cfm?action=profession&id\\_profession=12019](https://ec.europa.eu/growth/tools-databases/regprof/index.cfm?action=profession&id_profession=12019).

[3] Chiara Farronato et al., "Consumer Protection in an Online World: An Analysis of Occupational Licensing" (NBER Working Paper No. 26601, National Bureau of Economic Research, Cambridge, MA, January 2020).

[4] Darwyn Deyo, "Testing Licensing and Consumer Satisfaction for Beauty Services in the United States," Kleiner Koumenta, eds. 2022. Grease or Grit? International Case Studies of Occupational Licensing and Its Effects on Efficiency and Quality. Kalamazoo, MI: W.E. Upjohn Institute for Employment Research.

CommentID: 147062

**Commenter:** Tamara Lewis Salon Voss, Inc.

9/27/22 4:33 pm

### DO NOT REDUCE HOURS

Reducing hours would not benefit our industry. We are already struggling to get everything the apprentices need to know taught. If you reduce the hours even further we are going to have a lot of messed up hair walking around. You would be doing an injustice to the apprenticeship program.

CommentID: 148663

**Commenter:** Anonymous

9/28/22 9:51 am

### DO NOT REDUCE HOURS

Hours need to remain as is

CommentID: 156759

**Commenter:** Staunton School of Cosmetology

9/30/22 11:49 am

### Cosmetology Hours

The Cosmetology Industry and the reputation of Stylists and Educators has changed through the years to a more professional industry. As a stylist, educator, salon and school owner reducing the hours required would be a **serious mistake to our industry.**

**The students graduating from school are in need of more support than we have ever encountered.** Reducing the hours that would give them the confidence to secure a stable and successful future **will cause a serious decline in stylists leaving the profession.**

Salon owners do not have the time to continue to train students and build their confidence. As a salon owner with commissioned and independent stylist I can say with surety this will not solve a problem. Graduates want to be confident and successful, their greatest fear is not being ready for the salon. **Our school was in operation when the hours were reduced from 2000 to 1500.**

**This did not benefit the salons, or the students.** If a student graduates at 1000 hours they will not be able to successfully work independently and salon owners will not be able to employ them and train them to be successful. Our industry should never lower our standards only work to raise them. **This reduction will not solve a "workforce shortage".** It will create problems for those salons who feel they need to fill their chairs. It will cause a loss of clients, fellow stylists already established that have to invest more time in salon operation and the reputation of the salon will suffer. A solution for those salons who have a shortage is to implement the apprentice program into your salon, this gives prospective stylists a choice in how they want to be educated. Let your salon leaders be the educators (you will have to employ anyway) if the hours are reduced. It will also give you a different perspective of what is involved in giving a student a good education.

To address the cost of educating a student: there are few that know the expense that it takes for operating a school. The school has many required fees and certifications that impact the cost of a student's education. Schools must maintain high standards to operate and the standards and regulations have increased. **The purpose of these standards is to make sure we give the students what they are paying for, a good education and to become successfully employed in the industry.** I question, why would we want to lower standards for those entering our profession? **This reduction will not make a student's education more affordable.** A student's funding (Pell & Grants) would be impacted and it would increase the out-of-pocket expenses to the student, therefore making it impossible for some students to come to school. **The result of reducing the hours will be: FEWER STUDENTS who can afford to come to school and FEWER STUDENTS to help fill the "workforce shortage" and MORE GRADUATES leaving the industry because of lack of training and confidence.**

CommentID: 182131

**Commenter:** Anonymous

9/30/22 1:24 pm

**do not reduce hours!**

Virginia is already one of the lower required hour states for cosmetology! Please this is a safety hazard to have poorly trained individuals!

CommentID: 182263

**Commenter:** Anonymous

9/30/22 2:18 pm

**Do not reduce hours**

The current number of hours required is adequate to ensure proper training. By reducing the training, especially by such a significant amount, providers may not have the appropriate level of skill to safely provide for their client's needs.

CommentID: 182354

**Commenter:** Anonymous

10/1/22 6:54 pm

**Do No Reduce Cosmetology Hours**

I began earning my cosmetology license when I was in my junior year of high school. I finished my licensure in my senior year of high school, and was able to find a career at a local hair salon. Yet, I do not feel I was trained enough, even with the 1,500 hour minimum, especially with chemical processes! Please do not add stress on educators/staff who are still being burdened by COVID. Please keep the number of hours the same for cosmetology at least!

CommentID: 183426

**Commenter:** Anonymous

10/4/22 1:36 pm

**Cosmetology training hours**

Do not reduce hours

CommentID: 185065

**Commenter:** Ms. Williams

10/5/22 7:13 pm

### **I am against the reduction of Cosmetology Hours for a Cosmetology License in Virginia**

As a part time Cosmetology Student, I feel that the hours should not be reduced from 1500 to 1000. It is necessary for each student to be properly trained on procedures, how to safely execute chemical services, cutting, infection control, salon business and how to handle electric instruments. If I were a customer, I would be concerned about my stylist having the proper training to execute the salon services requested.

While there is a great need for additional cosmetologists in the field, competency should be the focus as opposed to producing a revolving door of improperly trained students through various cosmetology schools. Those improperly trained students will then be serving the public. This puts salons at risk as this could be a liability issue. The reduction of the hours will not benefit the salons, stylists, consumers or the industry as a whole.

CommentID: 185809

**Commenter:** J. Jones

10/6/22 9:58 am

### **I Support a Reduction of Cosmetologist Regulation/Hours Contingent that Public Health is Not at Risk**

I am grateful for the opportunity to comment on the regulation of Barbering and Cosmetology Regulations which are licensed by the Board for Barbers and Cosmetology in Virginia.

My understanding of this policy is limited to information found online and within public forums. However, it appears that a reduction of hours would not have a significant impact on consumer satisfaction nor the health of the public. Additionally, more hours can result in higher prices for consumers. Although 1,500 hours appears to be the normal hours across several state requirements, there are states that are already set at 1,000 hours. Virginia would not be "paving" the way for less Cosmetology requirements. I was not able to find any research that would suggest that the services provided in New York are any less of quality than in Virginia.

Many of the comments on this thread focus on the concept of "hair styles." Styles have changed over the years and will continue to change. The state does not require these cosmetologists to return and retrain on "styles" so why have such an emphasis on training for style. Let the independent organizations hiring stylists train them on how to "style" hair. My main concern is for the state to continue to focus on training that revolves around the health and safety practices involved with cutting hair.

Additionally, other countries, such as the UK, do not require a governmentally issued license to cut hair. It is optional. While researching this topic, I was not able to find any research that suggested that the quality of services were any worse due to the lack of governmental licensing for cosmetology.

If this regulation passes, I would recommend keeping the same amount of training that is focused on the cleanliness of the workplace, sanitation efforts, hygiene, and the health/safety of both the cosmetologist and customer.

This comment is not suggested on behalf of any political party or interest group.

Thank you.

CommentID: 186991

**Commenter:** Jacqueline Anderson

10/6/22 8:24 pm

### **Support**

This change will help the students enrolled in the cosmetology program at Powhatan High School. I welcome this change.

CommentID: 187472

**Commenter:** Tanya Lumsden

10/7/22 9:22 am

**I am against the reduction of training hours for cosmetology.**

As someone who has just started working in a Cosmetology school I am against the reduction of hours. I have been working as a receptionist and now am in Admissions and I have seen that 1500 hours in my opinion is not enough. We have students that are having trouble getting the required amount of clinicals. I think that it would be detrimental not only to the student but also their clients. Barbers have to have 1100 hours and they do not work with the chemicals that Cosmetologists do. If there is a reduction of hour's it will be very bad for this industry, we will see a decline in capable cosmetologist and open up them and their salons to lawsuits. Again I am against the reduction of hours!!!!!!

CommentID: 187611

**Commenter:** James Taylor

10/7/22 9:32 am

**I support.**

I believe the reduction in hours will make it possible for more students to participate and finish while in high school.

CommentID: 187621

**Commenter:** Kim Hymel

10/7/22 12:59 pm

**Support**

More students at Powhatan High School would be able to participate in the Cosmetology Program with this change.

CommentID: 187724

**Commenter:** Joyce Worrall

10/11/22 11:20 am

**Do Not Reduce Hours**

Do not reduce the Cosmetology training hours from 1500 to 1000.

This change would not benefit the Cosmetology student for numerous reasons. Education is valuable in all fields. By taking away education from students/graduates, we are taking away their value and the chance to change the world. Nelson Mandela said: "Education is the most powerful weapon you can use to change the world." Cosmetology students deserve an education that allows for time to develop not only their practical skills, but also their soft skills. Cosmetology students want to not only graduate, get licensed, work in the field, but most importantly to make a living supporting their families. By reducing the hours you are devaluing our students education, which we fear will lead to devalued pay, i.e minimum wage paying jobs.

Reducing the hours will impact the ability of our military student/graduate to transfer their license to a bordering state since all are 1500 hours or higher.

For students using Title IV funds, the Pell grant will be reduced by thousands of dollars, therefore increasing the out-of-pocket costs. Reducing federal aid money will reduce enrollment, leading to a workforce shortage.

The workforce will be impacted by this change as enrollment will be halted as schools seek program approval through DPOR, and SCHEV, then their acceditor, as well as the Department of Education, all of which take considerable time .

Small businesses need and want graduates prepared to work immediately behind the chair. The Regulatory Advisory Panel was only asked questions about what time is necessary for the safety of the general public, but were not asked about the time needed to be skilled at cosmetology services. Cosmetology students deserve 1500 hours to learn, and develop their skill in school, so they can be confident & successful behind the chair and remain in this beautiful industry for many years.

**DO NOT REDUCE THE COSMETOLOGY HOURS!**

CommentID: **188886**

**Commenter:** Kristen Kent

10/11/22 12:00 pm

**A reduction in education is not the answer**

**I do not support this reduction in education for several reasons.**

1. **There are other avenues to licensure in Virginia** through the apprenticeship program and the high school program. No one is forced into the school avenue, so why is the school avenue to licensure the one being targeted for reduction? Most students choose a school because they want a higher quality of education. Limiting that education is not fair to the student.
2. **It will reduce license portability drastically** (especially important for military or transient areas and schools close to a bordering state since Maryland, Tennessee, Kentucky, and North Carolina all require 1500 hours and West Virginia requires 1800 hours.). There are only 6 states as low as 1000. Over 40 states are at 1500 or higher. When training hours are not equivalent, most states require proof of work experience or additional school hours to make up the difference. Right now it is fairly easy to transfer to other states since the hours requirement is on par. Dropping to 1000 hours would put Virginia licensees at a disadvantage when attempting to transfer their license.
3. **It limits career options** like opening a salon or working in a high-end salon because the likelihood of needing to assist or work for lower wages increases with less training. There is value in education. Removing education will lead to devalued pay and an increase in industry attrition at a time when there is already a workforce shortage. 500 hours can make a huge difference between a graduate working for minimum wage at a chain salon versus starting their career making 35-50% commission. Which one do you think will remain in the industry long-term?
4. **It increases the burden on salon owners** to provide education to make up for the missing hands-on training as well as increased cost to fix mistakes from lack of practical experience. Small business owners need graduates who are prepared to work behind the chair immediately. The RAP was not asked what graduates need to be successful, only what is necessary for safety of the general public. However, if a licensed stylist cannot perform a quality cut and color, the industry will see a dramatic increase in attrition, at a time when the **industry is in desperate need of more workers due to attrition.**
5. **A reduction in hours will not fix the workforce shortage problem** or reduce barriers to entry. This profession requires passion, creativity, people skills and long hours on your feet. People don't enter this profession on a whim. Reducing the program from 11 months to 7 months will

not increase the number of people desiring a career in Cosmetology. Less than 1 year is considered short to graduate with a career when most colleges require 4 years.

6. **It will reduce the amount of Pell grant eligibility for students** by thousands of dollars, increasing out-of-pocket costs for students by the same amount. Without a change in scope, schools will be unable to lower tuition because they are required to teach the same program in a shorter amount of time, which will increase costs to achieve similar outcomes, especially during a period of soaring inflation.

If, despite the reasons above, the Board continues to move forward with this hour reduction, I urge the Board to consider the following when writing the regulations:

- In order to lower Cosmetology hours to 1000, will there be a reduction in scope of practice? Waxing, nails, skin, and a broad scope of hair services must be taught all in 1000 hours when the barbering program is 1100 with a much lower scope and esthetics is 600 on its own? If no, then will this change the scope of practice for esthetics and barbering? Barbering does not include waxing, nail care, wig care, perming, relaxing, bleaching, or thermal styling. If barbering requires 1100 hours to ensure safety, then the additional of so many chemical services to the cosmetology program, should increase its required training hours, not lower them.
- Accredited schools should be consulted regarding the time frame for implementation. Updating curriculum and submitting the required documents for such a significant program change to SCHEV, DPOR, the accreditor, and USED all take substantial manpower and time waiting for agencies to approve the new program before moving on to the next step. This can take months to a year. Rushing the timeline for implementation will halt enrollment, which will create barriers to entry rather than eliminate them.
- Students must be left with the option to choose a program at higher hours to meet their needs. Students should be allowed to decide whether they want more education and hands-on practice in a 1500 hour program, or are content with the bare minimum of training to ensure safety at 1000 hours. Schools must continue to be allowed to offer programs above the minimum state requirement, as is the case now. This is very important and must be written into the language of the new regulations so there is no confusion as to it being allowed.
- And finally, I urge you to consider adding a Hairstylist license at 1000 hours, rather than lowering Cosmetology hours. This would be in line with many states and would provide options for students without compromising the industry.

CommentID: 188901

**Commenter:** Treasure Spinner

10/11/22 3:24 pm

**Cosmetology hours**

I support

CommentID: 188972

**Commenter:** Christina Stocks

10/11/22 4:21 pm

**DO NOT REDUCE THE COSMETOLOGY HOURS**

I oppose reducing the cosmetology hours. I am a former cosmetology instructor and I have seen the benefits of being able to attend school for 1500 hours. The students get more hands on training, they are not rushed through the basics of their learning and it allows us time to prep them

with salon readiness classes. I am currently in Admissions at a cosmetology school and since the news broke that DPOR would be reviewing the hours for cosmetology, we have had people reaching out wanting to get into school before that reduction. A question I have also received is if they will be allowed to attend for 1500 hours over a reduced amount of hours. I think that speaks volumes! Not only do our students not want the hours reduced but people wanting to attend cosmetology school are not wanting their education hours reduced. I greatly oppose the reduction of cosmetology hours in Virginia.

CommentID: 188998

**Commenter:** Ben Knotts, Americans for Prosperity Virginia

10/12/22 9:54 am

### Support

AFPVA supports reducing the regulatory barriers inhibiting professionals to earn a living with a skill customers are waiting to trade for. In short, these barriers are largely utilized to keep newcomers from the market who, especially in the cosmetology space, are often practicing on the black market. Lowering the barrier to practice is prudent.

CommentID: 189174

**Commenter:** Debra Sawyer

10/12/22 12:16 pm

### Please support lowering the hours to 1000 hours

As a salon owner in Virginia, I fully support lowering the hours down to 1,000 hours. Over the last 16 years, I have hired numerous stylists who graduated from the beauty schools with the 1,500 hours and numerous stylists who graduated from our high school tech schools with only a required 840 hours of instruction. I have found no difference between the level of preparedness to be on the floor servicing clients between the two programs. Furthermore, if I had to pick who was better prepared, I would pick the student who graduated from the high school tech school with 840 hours.

If a high school student can graduate in 840 hours and take their board exams to get their license, why does a student going to a beauty school have to go almost twice as long to qualify to get the same license? We need to let these students graduate and start earning a living and supporting their family. The extra hours are not needed and only lead to bigger student loans that they will have to repay.

Please vote to support lowering the hours down to 1,000 hours to allow these students to start their career.

Thanks you!

CommentID: 189220

**Commenter:** Daniel Greenberg

10/12/22 2:30 pm

### Comment in support of proposed rule

I am pleased to hear that the education requirements for cosmetologists may be lowered from 1,500 to 1,000 hours, and I write in support of this rule. In my view, the only justification for cosmetology licensing requirements is the advancement of health and safety for laborers and consumers, and 1,000 hours of training is more than enough to advance these policy goals. Any



review of the typical curriculum for cosmetology students will demonstrate that a relatively small amount of instruction is devoted to health and safety concerns as such, while a relatively large amount of instruction is devoted to various crafts and practices intended to improve the beauty of the consumer. Ideally, in addition to reducing the number of hours of education required for a cosmetology license, Virginia regulations in this area will emphasize and increase the portion of content in the cosmetology curriculum that focuses on education in health and safety issues and concerns .

CommentID: 189255

**Commenter:** Riley Smith (SMIHA) Cosmetology Instructor

10/12/22 5:04 pm

### Education Cosmetology Curriculum Hours

My name is Riley Smith and I am a Cosmetology Instructor of SMIHA. I am responding in reference to the upcoming hour changes for a future cosmetology student.

My thoughts on the change is that it will harm the cosmetology industry more than help it. I teach courses such as Anatomy, Skin Structure, Nail Structure, Facials, and even Nail Curriculum and my experience with students is that they absolutely want the theory part of the curriculum due to helping with understanding the practical portion. It is already difficult now to engage students into doing practical activities if they don't understand the underlying education. For example, when a student is attempting to do a haircut and I reference a bone on the skull to part at, the student doesn't understand what that is if the underlying knowledge is not taught.

This industry deserves stylists who are more than happy to perform services with confidence but confidence in this industry comes from not only practice but knowing what you're doing. You can only know what you're doing if you understand underlying education and context clues.

CommentID: 189305

**Commenter:** Peter Eriks

10/12/22 5:19 pm

### Keeping Hours

Excellence in efficiency regarding both mental and tactile education is ideal for an industry that operates apart of everyone's daily lives. The current wake of understanding that the completion time for Cosmetology Licensure/Education is dropping puts into question the quality of disease control, physical safety (regarding implements, service providers physical ergonomic health, and the recipients safety), and mental knowledge (regarding how to comprehend pathogens, understanding the full body so that it can be operated on from a macro and micro scale, additionally the how and why to educate the public so that a higher standard of life can be achieved). The full understanding and application of the current material requires maximum time possible to master and take into hand the physical ramifications of removing the education time yielding the inability of people to fend for themselves as stylists, colorists, educators, and the like providing a down play in an already booming industry to suffer regardless of "quick fix" or "social media" based models.

Truly, having educated many student and being in the grind of education with them after working abroad for the past several years immediatly demands that education be not only taught but fostered and administered to a motor skill as the industry provides the removal of physical appendages and the prevention of diseases to spread. This mastery of information further allows a more uniformed and well educated group of industry workers to build up the economy and provide for the local community stretching onto the national level. Removing the how to's, and concrete facts of the body and science of chemistry in which the chemicals (not just hair dye, or bleach) are applied to another being protects a way of allowing this service to be for all. Removing any aspect will add to the detriment of those who will receive services. Having friends in other countries who

do hair in an unlicensed portion of the world, it further shows the needs and quality already established so that all can receive a suscent and quality service at the risk of damaging the mental or physical health of those in the community.

CommentID: 189312

Materials contained in this agenda are proposed topics for discussion and are not to be contrued as regulation or official Board position.

DRAFT AGENDA

DRAFT AGENDA

# SYLVAIN MELLOUL

## INTERNATIONAL HAIR ACADEMY

Governor Youngkin  
Governor's Office Commonwealth of Virginia  
P.O. Box 1475  
Richmond, Virginia 23218  
(804) 786-2211

October 12<sup>th</sup>, 2022

CC: Department of Professional and Occupational Regulation Board for Barbers and Cosmetology,  
Career Education Colleges and Universities, Professional Beauty Association

**RE: Proposed Regulation Reduction – Removing DPOR Oversight of Education**

Dear Governor Youngkin,

First and foremost, thank you for your service to the Commonwealth. Your efforts to keep campaign promises, and to quite frankly get business done quickly, has been very impressive and inspiring to see.

I am writing this letter to make a proposal I hope you will consider that falls in line with your goal of reducing regulatory burdens by 25% or more in Virginia.

I own and operate a nationally accredited post-secondary career school in Virginia, we offer certificate programs in Cosmetology, Barbering, Esthetics, Master Esthetics and Massage Therapy. All programs are regulated by the State Council on Higher Education for Virginia (SCHEV) – as **THE STATE AUTHORIZING AGENCY** for higher education in Virginia. The education related to Cosmetology, Barbering, Esthetics, and Master Esthetics programs are **ALSO** regulated by DPOR's Board for Barbers & Cosmetology.

Recently, it has been celebrated as a win that DPOR's Board of Barbers and Cosmetology reduced the training hour requirement for cosmetologists from 1500 hours to 1000 hours – which at first glance can be interpreted as a 33% regulatory reduction. I also saw in the related Press Release that tuition and loan debt for students in these schools will decrease – however that is false information. The regulation does not speak to tuition, and loan debt may actually increase for these students as they may have institutional debt in addition to the Department of Education debt. The regulatory process, requirements, and standards for the schools and for DPOR remain the same – this hour reduction does nothing to reduce the administrative/regulatory burden on schools or on DPOR. Furthermore, this reduction also does not reduce the amount of information a cosmetologist must know in order to pass their licensing exam.

All of this said, I propose that **ALL EDUCATION BE REGULATED BY SCHEV** in Virginia and to **remove DPOR's regulatory oversight on education entirely**. This model is currently working successfully for Massage Therapy education and profession.

# SYLVAIN MELLOUL

## INTERNATIONAL HAIR ACADEMY

Massage Therapy Licensees are regulated by the Board of Nursing in Virginia, however the Board of Nursing DOES NOT REGULATE the education related to Massage Therapy. SCHEV is the only state body that regulates massage therapy education.

DPOR requires licensure for Cosmetologists, which would remain the same and the standard for said test is maintained by DPOR, ensuring they are fulfilling their duty to protect the public.

In order to TRULY REDUCE REGULATIONS BY 25%+, I implore you to consider **eliminating the DPOR oversight of education**. Currently, our school is regulated by four (4) different agencies (below), so eliminating one agency that is not necessary [as evidence through Massage Therapy] will effectually have a 25% regulatory reduction and allow a more free market in the state which will allow both schools & students to make their choices – emphasizing the importance of student choice. This model also allows schools to innovate on delivery models (i.e. Competency-Based Education). Lastly, this proposal reduces a massive regulatory burden for DPOR itself – and will have a much greater regulatory reduction impact than the current 1500 to 1000 hour reduction.

1. Virginia's DPOR
2. Virginia's SCHEV
3. Accreditation Agency (COE)
4. US Department of Education.

I also served on the Regulatory Advisory Panel for DPOR Board of Barbers & Cosmetology aimed at analyzing the training requirements for the industry in order to shape the new requirements. I am happy to provide further feedback on this process, however my concerns with the process and the results have lead me to stand strongly behind my proposal. The process was methodical until it was arbitrary, which leads me to believe the state, the schools, and the students would be best served by eliminating regulatory redundancies and letting the agencies focus on their CORE. SCHEV's core is education, while DPOR's core is Professional Occupations (students do not become professionals until they obtain their licensure).

Thank you kindly and please let me know if you have any questions, concerns, or would like to discuss this further.



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Mr. Stephen Kirschner  
Virginia Board for Barbers and Cosmetology  
Department of Professional Occupation and Regulations  
Perimeter Center  
9960 Mayland Drive  
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**Re: Public Comment Regarding NOIRA on Cosmetology Training Hours**

On behalf of the Aveda Arts & Sciences Institute Arlington, I am pleased to provide comments regarding the Board for Barbers and Cosmetology's notice of intended regulatory action (NOIRA) on cosmetology training hours.

Aveda Arts & Sciences Institute has seen similar actions to revise cosmetology hours in other states. Drawing on this experience, we ask the Board to consider the following when drafting proposed regulations:

- 1.) Creating a FAQ to provide information on the rulemaking process
- 2.) Allow flexibility for cosmetology schools to offer curriculum beyond the state's required hours
- 3.) Curriculum priorities

*Information on New Regulations*

Aveda Arts & Sciences Institute has 18 campuses across the country and observed other states amending training requirements for cosmetologists. In Texas, 2019 legislature lowered cosmetology training to 1,000 hours.<sup>1</sup> During this transition, our students and prospective students had various questions regarding the future of the education. The Texas Department of Licensing and Regulation acknowledged the confusion for students and published a robust "frequently asked questions" (FAQ) on the change in statute and regulations.<sup>2</sup> The Department's Education and Examination Director also released videos answering questions from schools on the hour reduction.<sup>3</sup>

Because Virginia regulatory actions typically take 18-24 months to become effective, students and schools will need resources to address questions and permissible practices during the rulemaking process. We ask the Board to release a similar FAQ to Texas. This information should include at a minimum:

- Whether schools can continue to enroll students in a 1,500-hour curriculum
- Anticipated timeline for adoption of regulations<sup>4</sup>
- Appropriate contact for questions
- When schools can start enrolling students in the 1,000-hour curriculum

This resource should be easily accessible to schools and students on the Board's website.

<sup>1</sup> TX House Bill 2847 (2019), available at <https://capitol.texas.gov/BillLookup/Text.aspx?LegSess=86R&Bill=HB2847>.

<sup>2</sup> Texas Department of Licensing & Regulation, *Reduction of the Cosmetology Operator 1500-Hour Course to 1000-Hour Course*, available at

<https://www.tdlr.texas.gov/cosmet/cosmetfaq.htm#1500-to-1000>.

<sup>3</sup> Texas Department of Licensing & Regulation, *Video: Reduction of Cosmetology Hours from 1500 hours to 1000 hours*, available at <https://www.tdlr.texas.gov/cosmet/cosmetfaq.htm?type=schools#video>.

<sup>4</sup> Aveda Arts & Sciences Institute understands the Virginia regulatory process has variable stages that depend on executive branch review, and the Board may not be able to establish a specific date for the regulations to become effective.

### *Flexibility on Curriculum Length*

Aveda Arts & Sciences Institute understands the priority of the Board is to protect public safety through licensing. As educators of future licensed cosmetologists in Virginia, we see ourselves as partners in the Board's efforts. However, many of our students strive for more than just minimum competency. Students want the opportunity to master their craft and obtain the education necessary for a successful career in cosmetology. Advanced skills on hair, makeup, and esthetics cannot be accomplished in a 1,000-hour curriculum. We ask that the Board authorize schools to offer curriculums that exceed the state's requirements for licensure in the proposed regulations.

Other states that require 1,000 hours allow educational choice for students. For example, California<sup>5</sup>, Massachusetts<sup>6</sup>, and Texas<sup>7</sup> allow schools to offer programs beyond the mandatory training hours. In Massachusetts and California, policy and regulations specify that programs may be offered so long as the school discloses to students the program exceeds state licensure requirements.

The Code of Virginia provides the Board discretion to establish the requirements for licensure for cosmetologists and does not prohibit allowing schools to provide programs beyond the licensure requirements.<sup>8</sup> Students should have the opportunity to further their professional education to help ensure career longevity and quality of services provided to the public. In the proposed regulations, Virginia should specify schools may offer programs beyond the state standard of 1,000 hours.

### *Curriculum Priorities*

With a reduction in curriculum hours, the scope of material taught in cosmetology schools should be career focused and industry driven. A 1,000-hour cosmetology program should be hair focused, supported by subjects preparing the student to be a successful business professional. With this intent in mind, joined with current program experience in Texas and New York, Aveda Arts and Sciences Institutes would like to provide the following recommendations for consideration.

- *Require texture hair theory and a portion of hair styling, cutting and color applications to be performed on curly or textured hair.* It is fundamental for stylists within the industry to understand how hair textures and types are affected when performing technical services. Data reflects that 65% of the population has either wavy, curly, or coily hair, underlying the importance of student understanding to address the needs of various hair types. With several states approving *The Crown Act* and many more pushing for federal protection, textured hair is a prominent, growing segment within the industry.

<sup>5</sup> CA Educ Code § 94905 ("If the minimum course requirements of the institution exceed the minimum requirements for state licensure, the institution shall disclose this information, including a list of those courses that are not required for state licensure.").

<sup>6</sup> Massachusetts Division of Occupational Licensure, *Policy on School Programs over Minimum Hour Length*, available at

<https://www.mass.gov/doc/policy-on-school-programs-over-minimum-program-length/download> (

("All schools and post-secondary institutions licensed by the Board...may offer courses of study or a curriculum or programs more than the minimum number of clock hours required for licensure...").

<sup>7</sup> Texas Department of Licensing & Regulation, *Reduction of the Cosmetology Operator 1500-Hour Course to 1000-Hour Course*, available at

<https://www.tdlr.texas.gov/cosmet/cosmetfaq.htm?type=schools#1500-to-1000> ("Cosmetology schools may continue offering 1500-hour cosmetology operator courses. However, beginning May 1, 2020, TDLR certificates of approval for cosmetology operator courses will only reflect approval for 1,000 hours of instruction as outline in 16 Texas Administrative Code Chapter 83, §83.120.").

<sup>8</sup> VA Code §54.1-706(A).



- *To eliminate the Nail portion of all state requirements OR to require minimal theory hours (40 hours based on New York standards) and basic natural nail practical applications to maximize the focus of the Cosmetology program.* Nail skills, chiefly artificial nail skills, seen in the industry require a skill level and training beyond a student. Students wanting to perform nail services, or artificial nails at the least, should seek additional training or a Manicurist program.
- *To remove the Body Treatment segment in totality, require a maximum of 60 hours for the instruction of Skin, Makeup, and Waxing portions, and only require practical application requirements for facial waxing, basic facials, and makeup.* Understandably, Cosmetology students should have a basic understanding of skin as it is an extension of the scalp and relates to hair. Many Cosmetologists provide basic facial waxing, makeup and sometimes skin services for clients; however, the inclusion of body treatments and facials with machines more aligns with an Esthiology student's scope of practice. In addition, lash and brow tinting or perming is not advisable for a student learner within the 1000-hour scope. These skills require chemicals to be used in proximity of the eye and should be considered beyond the acceptable range of technical ability as it presents safety concerns. If these segments are instructed, we request the requirement of theory only.
- *Remove the practical requirements for wig and hair addition styling.* Wig and hair addition theory is an important part of a cosmetologist's educational experience as it relates to a growing field in the industry. We recommend the practical application not be a requirement and allow cosmetology programs to focus on the student's ability to understand the complexity of wig care theory and be introduced through demonstrations by knowledgeable, licensed individuals.
- *Overall, we make the following hour recommendations for each category based on curriculum requirements of other states, Aveda Arts & Sciences Institutes' 1000-hour program experience, and the needs of today's Cosmetology student:*

Orientation	24 Hours
Laws and Regulations	26 Hours
General Sciences	45 Hours
Applied Sciences	25 Hours
Skin Care	40 Hours
Makeup	10 Hours
Waxing	10 Hours
<u>Hair Portion</u>	<u>820 Hours</u>
Total	1000 Hours

Respectfully Submitted,

Kalli Blackwell Peterman  
General Manager

CC: Kassie Schroth, McGuireWoods Consulting  
Sydney Green, McGuireWoods Consulting

Materials compiled by General Manager, Proposed Curriculum and are not to be construed as regulation or official Board position.



INSTITUTE FOR JUSTICE

October 11, 2022

Mr. Stephen Kirschner  
Executive Director  
Board for Barbers and Cosmetology  
Department of Professional and Occupational Regulation  
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Email: [barbercosmo@dpor.virginia.gov](mailto:barbercosmo@dpor.virginia.gov)

NOIRA Stage ID: 9708  
VAC: 18 VAC 41-20  
Action: Reduce cosmetology training hours to 1,000  
Position: SUPPORT

Dear Mr. Kirschner:

Thank you for the opportunity to comment on the proposed rule that reduces the education required to become a licensed cosmetologist in Virginia from 1,500 to 1,000 hours. The Institute for Justice<sup>1</sup> (IJ) supports the reduction as an important step toward greater opportunities for aspiring beauty-service providers.

In Virginia, and nationwide, cosmetology licensing is broken. The proposed rule's adoption of the reduced hours enacted in California and other states<sup>2</sup> is a start toward repair in Virginia.

IJ's research, *Beauty School Debt and Drop-Outs*<sup>3</sup> shows that:

- Nationwide, the average cosmetology program costs \$16,104. This is a significant amount of money for a program that offers training of about only one year. In Virginia, the average cost is even higher, \$17,264.<sup>4</sup>

<sup>1</sup> IJ is a nonprofit public interest law firm. It litigates to secure constitutional rights that allow all Americans to pursue their dreams. Among other activities, IJ also engages in legislative advocacy and original research. See [www.ij.org/about-us](http://www.ij.org/about-us)

<sup>2</sup> California SB 803 reduced required training hours for cosmetology and barbering from 1,600 and 1,500, respectively, to 1,000 effective Oct. 7, 2021, [www.tinyurl.com/SB-803](http://www.tinyurl.com/SB-803). New York and Vermont also require only 1,000 hours.

<sup>3</sup> Mindy Menjou et al., Inst. For Just., *Beauty School Debt and Drop-Outs*, (2021), <https://ij.org/report/beauty-school-debt-and-drop-outs>

<sup>4</sup> *Ibid.*, Table A1. These cosmetology program costs are six-year averages covering the academic years 2011-2012 through 2016-2017. It is noteworthy that the \$17,264 average cost for cosmetology school in Virginia is greater than the cost of an associate degree earned at community colleges in Virginia. For the 2022-2023 academic year, the in-state tuition and mandatory fees for the state's community colleges is approximately \$2,310 for a semester of full-time study (15 credit hours). Virginia's Community Colleges, [www.tinyurl.com/vcu-tuition](http://www.tinyurl.com/vcu-tuition)



- On average across all 50 states, cosmetology students borrow \$7,368 in federal student loans to complete the education required for cosmetology licensure. In Virginia, the average amount borrowed is more, \$7,456.<sup>5</sup>
- On average nationwide, only about 27% of students graduate on time from cosmetology schools. In Virginia, the average graduate rate is only 20%.<sup>6</sup>
- Those students who do graduate and become licensed face a low return on their investment. Nationally, in 2019, they could expect to earn just \$26,270 annually on average. In Virginia, they could expect to earn a little more, \$26,510.<sup>7</sup> With such low wages, many cosmetologists may find it difficult to repay their student debt.

The study's findings suggest state licensure requirements drive cosmetology program lengths. Although licensure requirements vary widely, nearly all cosmetology program lengths in the study exactly match local licensure requirements. And program lengths in Virginia are no exception.<sup>8</sup> Moreover, when states reduce requirements, cosmetology schools usually make identical changes to their programs.<sup>9</sup>

Meanwhile, cosmetology licensure requirements often bear little relation to public health and safety. Many of the services cosmetologists provide pose little or no risk to the public, and yet, as other IJ research has found, cosmetologists face greater average licensing requirements than entry-level emergency medical technicians.<sup>10</sup> Not only that, but other recent research has found that, nationwide, the cosmetology curricula mandated by state governments generally spend little time on health and safety.<sup>11</sup>

Given the tenuous links between cosmetology licensure and public safety, the proposed rule's reduction in required training hours is unlikely to affect consumer protection in Virginia. It is likely, however, to relieve some of the burden on aspiring cosmetologists.

### **CONCLUSION**

Based on the findings from IJ's study and other research, my colleagues and I support the proposed change in Virginia's rule.

### **LOOKING FORWARD**

The Board for Barbers and Cosmetology and the Department of Professional and Occupational Regulation should consider repealing completely Virginia's occupational licensing and, instead, bolstering the Commonwealth's inspection regimes.

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<sup>5</sup> Ibid., Table A5.

<sup>6</sup> Ibid., Table A6.

<sup>7</sup> Ibid., Table 1.

<sup>8</sup> Ibid., Table 2.

<sup>9</sup> Ibid., Figure 8.

<sup>10</sup> Dick M. Carpenter II et al., Inst. for Just., *License to Work* 7 (2d ed. 2017), <https://ij.org/report/license-to-work-2/>

<sup>11</sup> See generally Daniel Greenberg, *Regulating Glamour: A Quantitative Analysis of the Health and Safety Training of Appearance Professionals*, 54 UIC J. Marshall L. Rev. 123 (2021), [www.tinyurl.com/Regulating-Glamour](http://www.tinyurl.com/Regulating-Glamour)

The United Kingdom and other European countries do not license cosmetologists, and there is no reason to believe consumers are worse off.<sup>12</sup>

Closer to home, Virginia's Department of Health uses only inspections to regulate restaurants. It does not license chefs, wait staff or purchasing managers. It inspects food establishments based on the risks associated with their activities and their compliance history.<sup>13</sup> VDH's approach may be exportable to the regulation of cosmetologists and barbers in Virginia.

To that end, the Institute for Justice has developed model regulation<sup>14</sup> that replaces barber and cosmetology occupational licenses with salon facility licenses and inspections.

My colleagues from IJ's headquarters in Arlington would be pleased to meet with you to discuss this alternative approach. Thank you.

Sincerely,



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<sup>12</sup> Testimony of Professor Edward Timmons before the Ohio Senate, Small Business and Economic Opportunity Committee, May 5, 2021, [www.tinyurl.com/Timmons-Ohio-Senate](http://www.tinyurl.com/Timmons-Ohio-Senate)

<sup>13</sup> Virginia Dept. of Health's Inspection of 31,000 food establishments, including restaurants and mobile food units, <https://inspections.myhealthdepartment.com/virginia>

<sup>14</sup> Institute for Justice's model Salon Inspection Act, [www.ij.org/legislation/salon-inspection-act](http://www.ij.org/legislation/salon-inspection-act)

# Beauty School Debt and Drop-Outs

How State Cosmetology Licensing Fails  
Aspiring Beauty Workers

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DRAFT AGENDA

By Mindy Menjou,  
Michael Bednarczuk, Ph.D.,  
and Amy Hunter

July 2021

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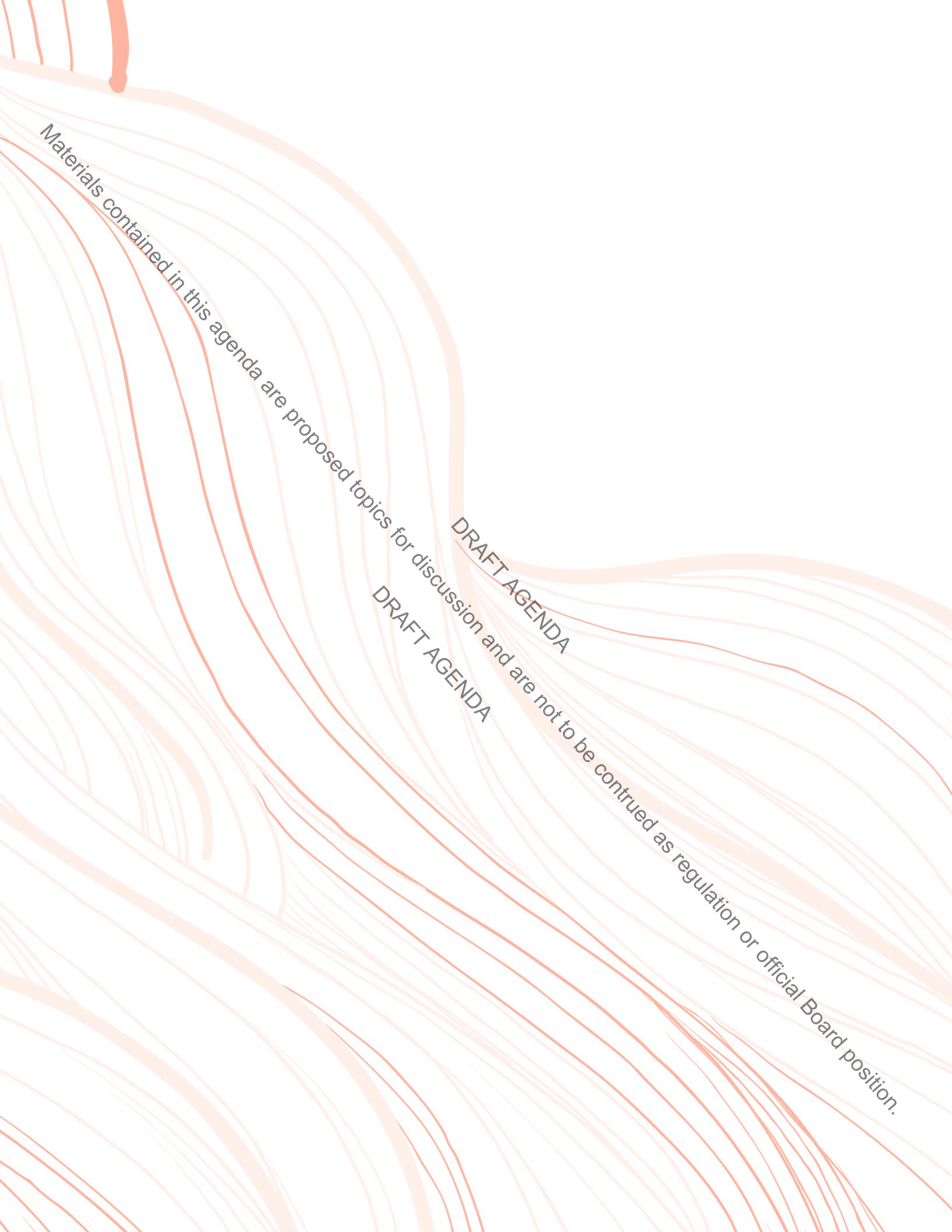
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# Executive Summary

In recent years, policymakers and scholars have focused increasing attention on overly burdensome occupational licensing laws. But while much research has examined the costs and benefits of occupational licensing in general, little work has systematically analyzed the experiences of people pursuing careers in cosmetology—one of the most widely and onerously regulated fields for lower-income workers. This study of federal educational data, including a deep dive into a large, and largely untapped, dataset on nondegree credentials and work experience programs, aims to fill that void.

## Key findings include:

1

Cosmetology school costs more than  
**\$16,000**  
on average

On average, the education required for cosmetology licensure costs more than \$16,000 and takes about a year to complete for students graduating on time, and aspirants typically incur significant student loan debt to finance it. Cosmetology students borrowed over \$7,300 on average.

2

Less than  
**1/3**  
of cosmetology students graduate on time

Cosmetology programs rarely graduate students on time, delaying—or even blocking—aspiring cosmetologists' entry into the workforce and increasing their debt burden. In the year with the highest on-time graduation rates, at least 15% of cosmetology schools graduated no students on time. On average, less than a third of cosmetology students graduate on time. And less than two-thirds graduate even with another year in school.

3

Cosmetologists earn only around  
**\$26,000**  
a year on average

If aspiring cosmetologists graduate and become licensed, they frequently end up in jobs where they earn low wages and work long hours with very little time off, likely making it difficult to repay loans. On average, cosmetologists earn around \$26,000 a year—less than restaurant cooks, janitors and concierges—occupations without burdensome state licensure or state-mandated education requirements.



Our data also suggest state licensure requirements largely explain why cosmetology school takes as long as it does. State-mandated instructional hours vary widely across the states, yet nearly all cosmetology program lengths in our dataset exactly match the hours required for licensure locally. When states have lowered hours requirements, cosmetology schools have generally followed suit.

Prior research indicates state cosmetology schooling requirements bear little relation to public health and safety—the justification for restricting occupational entry through licensing. Not only do many of the services cosmetologists provide, such as shampooing, conditioning, blow drying, curling and styling hair, pose little or no risk to the public, but average licensing requirements for cosmetologists outstrip those for other occupations that present greater inherent risks. Moreover, state-mandated cosmetology school curricula typically devote little time to health and safety.

Given the steep costs associated with completing the education required for cosmetology licensure, state lawmakers should look hard at whether cosmetology license requirements are justified—or whether they are, instead, unnecessarily preventing people from entering the field. At a minimum, states should exempt obviously safe niche services and

reduce required hours for cosmetology licensure, as some states have already done. States should also expand the range of settings where haircuts and other traditional salon services may be offered. This could create job opportunities while helping meet demand for such services at home or outdoors, which have grown in popularity due to the COVID-19 pandemic.

An even better approach would be to consider whether cosmetology licensure is needed at all. As in the food service field, facility or salon licenses subject to inspections may protect the public just as well without serving as a barrier to occupational entry. People would still be free to attend cosmetology school to build their skills and marketability. Best of all, it would leave consumers, not the government, in charge of deciding whether a person is good at cutting hair or doing nails—as they should be.



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# Introduction

Overnight in 2018, hundreds of Minnesotans who made a living styling hair and applying makeup for weddings and proms were forced underground or out of business altogether. Their services were safe and popular and had been around for years without issue, but the Minnesota Board of Cosmetology suddenly decided they needed to be strictly regulated. To do so, the board reinterpreted the state's cosmetology licensing law to require a license—for the first time—for on-site hair and makeup for weddings, proms and other special events.<sup>1</sup>

Just to legally style hair and apply makeup, artists would have needed to become licensed cosmetologists. In Minnesota, that endeavor requires spending about a year in cosmetology school—and thousands of dollars in tuition—learning how to cut and color hair and provide other services that hair and makeup artists do not customarily provide. It also requires passing three exams and paying \$285 in fees. On top of that, to provide services on location at wedding venues or other special events, artists would also have needed to become licensed salon managers—requiring three years of salon work experience, another exam and more fees—and obtain

**Just to legally style hair and apply makeup, special event hair and makeup artists would have needed to become licensed cosmetologists.**

special event services permits. Before the board's reinterpretation, all that a special event hair and makeup artist needed to work was a kit, a mode of transport and a willing client.<sup>2</sup>

Minnesota special event hair and makeup artists are far from the only beauty industry workers required to attend cosmetology school before they can work. For example, nearly a dozen states require full cosmetology licensure for shampooers, including states like Iowa, Nebraska and South Dakota that have some of

the most burdensome cosmetology licenses in the country.<sup>3</sup> Several states require the same for natural hair braiders, among them Idaho, Montana

and Wyoming, which also have some of the most burdensome licenses.<sup>4</sup> And every state licenses cosmetologists, with cosmetology school being the primary route to licensure.<sup>5</sup>

In recent years, cosmetology licensing has attracted concern from across the ideological spectrum due to the costs it imposes on both workers and consumers.<sup>6</sup> But while much research has been done on the costs and benefits of occupational licensing in general,<sup>7</sup> little work has been done to systematically analyze the experiences of people pursuing cosmetology careers.



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This study of federal educational data, including a deep dive into a large, and largely untapped, dataset on nondegree credentials and work experience programs, aims to change that. Key findings include:

- The education required for cosmetology licensure is expensive and time-consuming, and students typically incur significant student loan debt to finance it.
- Cosmetology programs rarely graduate students on time, delaying aspiring cosmetologists' entry into the workforce and increasing their debt burden.
- If aspiring cosmetologists graduate and become licensed, they frequently end up in jobs where they earn low wages with little time off, likely making it difficult to repay loans.

Our data also suggest state licensure requirements largely explain why cosmetology school takes as long as it does. State-mandated instructional hours vary widely across the states, and nearly all cosmetology program lengths in our dataset exactly match the hours required for licensure locally; schools generally do not offer more training than required. And when states have lowered hours requirements, cosmetology schools have typically followed suit.

Unfortunately, state cosmetology schooling requirements appear disconnected from the government's interest in protecting public health and safety—the justification for restricting occupational entry through licensing.<sup>8</sup> Many niche cosmetology services—like shampooing, conditioning, blow drying, curling, styling and braiding hair, as well as applying makeup—pose little or no health risk to the public. On average, licensing requirements for cosmetologists outstrip those for other occupations that present greater inherent risks. And, as mentioned, cosmetology license requirements vary greatly across the states, even though any risks are unlikely to vary geographically.

This study explores the costs associated with completing the education required for cosmetology licensure and finds they are steep. Given these costs, state lawmakers should take a hard look at whether cosmetology license requirements are justified—or whether they are, instead, unnecessarily holding back people trying to enter the field. As the economy recovers from the COVID-19 pandemic, removing needless regulatory barriers will help more people get back to productive work more quickly.



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# Background

Cosmetology is a vast and highly regulated industry in the United States. In 2019, almost three-quarters of a million people were working as cosmetologists nationwide.<sup>9</sup> And every single one of those people needed a license to do their job: Cosmetology is licensed by all 50 states and the District of Columbia.<sup>10</sup>

Requirements for cosmetology licensure are not trivial. Previous Institute for Justice research has found state licensing laws cost aspiring cosmetologists over a year—386 days—in education and experience on average (assuming a course of full-time study and on-time graduation). They also require aspirants to pass two exams and pay \$177 in fees.<sup>11</sup> Among average licensing requirements for 102 lower-income occupations I studied for the 2017 edition of *License to Work*, these requirements ranked as the 30th most burdensome. And because cosmetologists are licensed everywhere in the United States, the occupation ranked as the fourth most widely and onerously licensed.<sup>12</sup>

Cosmetology licenses' education requirements impose heavy burdens, far heavier than those for some other occupations with far greater relevance to public health and safety. For perspective, entry-level emergency medical technicians are considered qualified to administer lifesaving first aid after only about a month's worth of training on average. This means the average cosmetologist must, to legally cut hair for pay, complete 11 times as much training as the average EMT.<sup>13</sup> In another example, tattooing is arguably riskier and more invasive than anything cosmetologists do, but some states (Alabama, California and Florida, for instance<sup>14</sup>) approve tattooists for work after only a few hours of training in bloodborne pathogens and communicable diseases.

Moreover, a recent review of state cosmetology licensing laws in 37 states and the District of Columbia finds, on average, only about 25% of mandated cosmetology training hours directly address health and safety concerns.<sup>15</sup> A report commissioned by a beauty industry trade group, the Professional Beauty Association, finds that several states' formal curricula devote less than 10% of required hours to health and safety, with some specifically mandating as little as 1%.<sup>16</sup>

In addition, cosmetology schooling requirements are applied so inconsistently as to call into question how narrowly targeted they are to protecting public health and safety. First, hours of required schooling vary greatly across the states even though risks associated with the occupation are unlikely to vary geographically. Education requirements range from 1,000 clock hours (about eight months) in New York<sup>17</sup> to 2,300 (nearly 18 months) in Oregon.<sup>18</sup> And in recent years, a few states have modestly trimmed required education hours for cosmetologists without apparent ill effect. Utah cut hours from 2,000 to 1,600 in 2013; West Virginia from 2,000 to 1,800 in 2013; Wisconsin from 1,800 to 1,550 in 2013; Nevada from 1,800 to 1,600 in 2015; Idaho from 2,000 to 1,600 in 2018; and Nebraska from 2,100 to 1,800 in 2018.<sup>19</sup>

Internationally, some jurisdictions do not rely on licensing to regulate cosmetologists at all. Among them are the United Kingdom<sup>20</sup> and 12 of the 27 members of the European Union, including Spain and Poland.<sup>21</sup> Instead of licensing, the United Kingdom has voluntary certification,<sup>22</sup> which is when workers, of their own accord, earn credentials that are not required by the government as a condition of legal employment in an occupation.

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Usually, these credentials are offered by private professional associations or other non-governmental organizations. In the United Kingdom, voluntary cosmetology certification is offered through the Hair and Barber Council, which maintains the UK Register of Qualified Hairdressers, a state-recognized list of hairdressers and barbers who have obtained certain qualifications and applied for membership on the list.<sup>23</sup> Membership allows workers to call themselves State Registered Hairdressers. Most SRHs earn the required qualifications by completing a cosmetology program.<sup>24</sup>

Second, state laws differ in the types of services that require a cosmetology license or another license administered by cosmetology boards, such as an esthetics or specialty license. This is particularly true of services distinct from cutting and chemically treating hair, such as shampooing, blow drying and styling, makeup artistry, eyebrow threading, eyelash extensions and natural hair braiding.<sup>25</sup>



Increasingly, states are recognizing that such niche services are obviously safe and do not require licenses. For example, as of 2021, 12 states have exempted eyebrow threaders from licensure as a cosmetologist or esthetician: Arizona, California, Colorado, Indiana, Louisiana, Maine, Minnesota, Mississippi, Nevada, North Dakota, Texas and Wisconsin.<sup>26</sup> Other states that have recently reformed cosmetology laws to de-license niche services include:

- Arizona (shampooers and hair stylists<sup>27</sup>; makeup artists<sup>28</sup>).
- Arkansas (shampooers, hair stylists and blow dry bars<sup>29</sup>).
- Minnesota (shampooers, hair stylists and makeup artists<sup>30</sup>); see “Cosmetology School Makes a Bad Match for Aspiring Makeup Artists” on page 14.
- Mississippi (makeup application and eyelash extensions<sup>31</sup>).
- Tennessee (shampooers<sup>32</sup>).
- Utah (shampooers and hair stylists<sup>33</sup>).
- Virginia (shampooers and hair stylists working in a licensed salon<sup>34</sup>; makeup artists<sup>35</sup>).
- West Virginia (shampooers<sup>36</sup>).

As of this writing, 30 states have exempted natural hair braiders from full cosmetology licensure, while a few have created separate—albeit less burdensome—licensing schemes for braiders.<sup>37</sup> Some states with separate braiding licenses have even begun to scale those back. For instance, Virginia created its braiding license in 2003<sup>38</sup> and then repealed it in 2012.<sup>39</sup> And in June 2020, Florida eliminated its braiding license as part of a broader effort to reduce licensing requirements imposed on many occupations. Now, in Florida, anyone can provide braiding services, free from unnecessary government interference.<sup>40</sup>

Third, cosmetology laws sometimes treat the same services differently depending on where they are performed. For example, when Minnesota started regulating special event hair and makeup artists, it did not change its exemption for “services for theatrical, television, film, fashion, photography, or media productions or media appearances.”<sup>41</sup> Nor did it attempt to regulate retail makeup.<sup>42</sup> Put differently, hair and makeup artists needed a license to work on brides or prom attendees but not to work on news anchors, retail customers or models in bridal magazines. Such exemptions from makeup artistry licensing are common.<sup>43</sup>

In short, not only do cosmetology licensing requirements vary greatly across states, but so do the types of activities that require a license. In some states, an aspiring makeup artist, natural hair braider, hair stylist or shampooer might be required to attend thousands of hours of cosmetology school—hours that may not teach the services in which they want to specialize<sup>44</sup>—while in other states, these activities are fully exempt from licensing. That some states are beginning to recognize that, at a minimum, services like these do not require a license further calls into question the steep burdens imposed by cosmetology licensing schemes.

But despite modest reductions in cosmetology licensing hours, and greater exemptions for people providing niche services, licensing burdens remain high. And while previous research has estimated average hours, very few studies have quantified how much time and money it actually costs to complete required education or whether that investment pays off in the form of earnings.<sup>45</sup> This study takes advantage of a large, and largely untapped, data source to do just that.

# Data and Analysis

The primary data sources for this study are the National Center for Education Statistics' 2016 National Household Education Surveys Program's Adult Training and Education Survey<sup>46</sup> and the NCES' Integrated Postsecondary Education Data System.<sup>47</sup> ATES provided data on people working as cosmetologists, while IPEDS provided data on cosmetology schools and their students. (See Appendix B for more details on the data sources, samples and variables.)

## ***ATES Data***

ATES gathered data on adults' training and education in the United States as of 2016, with a focus on nondegree credentials and work experience programs. The ATES data contain information on cosmetologists (n=226) that allow us to draw general conclusions about the education and employment of people working in the cosmetology occupation.

## ***IPEDS Data***

IPEDS collects data from Title IV schools—that is, schools that accept federal loans and Pell Grants.<sup>48</sup> Such schools must provide the federal government with information about costs and programs, among other things. The IPEDS data used in this study cover the years 2011–2012 through 2016–2017 and contain information on Title IV schools with cosmetology programs.

The number of schools in the dataset varied by year<sup>49</sup> and the research question. Data about program costs, credit hours and months to complete education (n=1,025–1,205 schools) are reported at the program level for a school's largest program, while data about graduation rates and financial aid (n=202–347 schools) are reported at the school level.<sup>50</sup> For research questions using

data reported at the program level, we limited our dataset to schools where cosmetology was the largest program or the only program. For questions using data reported at the school level, our dataset includes schools whose *only* program was cosmetology.

Limiting the datasets in these ways ensures we are always looking only at data specific to cosmetology programs and students.<sup>51</sup> However, it also means our data represent only a subset—and, in some cases, a subset of a subset—of schools with cosmetology programs.<sup>52</sup> Nevertheless, the larger of the two IPEDS datasets—comprising program-level data—includes the majority of schools that have cosmetology programs in IPEDS (between 65% and 70%, depending on the year) and are likely representative of the schools attended by most cosmetology students.<sup>53</sup>

Analyzing these data allowed us to answer questions about how long it takes and how much it costs to complete cosmetology school, how much school debt aspiring cosmetologists take on, and how much cosmetologists earn and work. It also allowed us to draw inferences about what drives cosmetology curriculum requirements. While we focus on national findings, we also provide findings by state, averaged across the years of our study, in Table 1. Appendix A provides annual figures.

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**Table 1: Key Results by State, 6-Year Averages, 2011–2012 to 2016–2017**

	BLS	IPEDS Program Sample		IPEDS School Sample							
	Median Annual Wage (2019)	Program Cost	No. of Programs	Percent of Students with Pell Grants	Average Pell Grant Award	Percent of Students with Federal Student Loans	Average Federal Student Loan	Percent of Students Who Graduated On Time	Percent of Students Who Graduated Within 18 Months	Percent of Students Who Graduated Within 24 Months	No. of Schools
Alabama	\$20,900	\$14,437	84	65.3%	\$4,070	68.1%	\$8,578	18.7%	65.5%	68.4%	2.5
Alaska	\$25,420	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
Arizona	\$26,340	\$17,019	28.7	70.7%	\$4,164	71.5%	\$8,590	15.6%	55.3%	57.1%	6.2
Arkansas	\$20,430	\$14,149	19.2	71.5%	\$4,352	53.0%	\$7,809	37.7%	65.3%	66.0%	4.5
California	\$27,770	\$17,144	100.3	60.5%	\$4,073	58.0%	\$7,337	18.7%	67.7%	69.0%	15.8
Colorado	\$29,800	\$17,479	22.2	66.0%	\$4,118	67.7%	\$8,166	14.4%	49.8%	50.9%	6.8
Connecticut	\$30,610	\$19,357	9.5	56.7%	\$3,934	64.5%	\$6,709	23.7%	76.5%	78.7%	4.7
Delaware	\$31,510	\$16,447	3.0	47.3%	\$3,732	45.7%	\$8,758	1.7%	74.3%	74.3%	3.8
District of Columbia	\$31,960	\$15,583	1.0	NA	NA	NA	NA	NA	NA	NA	NA
Florida	\$24,640	\$14,016	66.2	63.7%	\$3,893	67.1%	\$7,256	18.5%	63.5%	64.5%	11.2
Georgia	\$22,970	\$17,569	20.7	72.7%	\$4,201	69.4%	\$7,852	25.0%	63.7%	65.3%	8.2
Hawaii	\$30,970	\$21,829	1.0	NA	NA	NA	NA	NA	NA	NA	NA
Idaho	\$26,040	\$16,243	17.0	61.0%	\$4,320	58.7%	\$7,033	51.6%	78.0%	80.4%	5.7
Illinois	\$27,040	\$17,658	62.5	69.7%	\$3,978	75.3%	\$7,705	29.4%	51.4%	53.3%	9.5
Indiana	\$22,280	\$15,723	32.5	69.2%	\$4,117	67.8%	\$7,491	24.7%	52.4%	56.5%	7.7
Iowa	\$25,990	\$19,508	19.0	63.8%	\$4,353	72.1%	\$6,369	42.3%	66.5%	67.3%	4.0
Kansas	\$20,700	\$16,860	13.8	60.1%	\$4,096	65.5%	\$8,363	21.1%	66.7%	68.6%	5.3
Kentucky	\$23,460	\$15,662	24.8	70.2%	\$4,749	17.5%	\$6,124	61.1%	71.2%	75.5%	2.7
Louisiana	\$19,680	\$14,308	27.3	63.4%	\$4,128	46.3%	\$8,787	29.8%	68.5%	71.3%	5.7
Maine	\$25,490	\$15,279	4.0	64.0%	\$3,946	65.0%	\$6,814	16.0%	51.0%	51.0%	1.0
Maryland	\$28,110	\$18,226	20.5	71.9%	\$3,735	73.1%	\$6,398	35.0%	61.5%	62.0%	11.8
Massachusetts	\$37,670	\$13,378	18.5	62.6%	\$3,931	67.8%	\$6,423	19.6%	61.0%	72.9%	11.2
Michigan	\$25,510	\$14,793	38.7	73.3%	\$4,447	62.1%	\$8,322	19.9%	50.4%	57.3%	6.5
Minnesota	\$29,600	\$17,398	18.7	63.6%	\$4,008	66.8%	\$7,693	23.8%	55.4%	56.9%	10.2
Mississippi	\$24,110	\$12,371	13.2	75.4%	\$3,944	41.9%	\$4,972	49.7%	78.3%	81.7%	1.7
Missouri	\$23,760	\$14,629	30.8	67.6%	\$4,065	69.6%	\$7,793	28.0%	61.3%	62.3%	5.5
Montana	\$23,570	\$12,933	7.0	59.5%	\$4,483	54.2%	\$5,840	65.1%	76.3%	78.0%	4.8



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	BL	IPEDS Program Sample		IPEDS School Sample							
		Program Cost	No. of Programs	Percent of Students with Pell Grants	Average Pell Grant Award	Percent of Students with Federal Student Loans	Average Federal Student Loan	Percent of Students Who Graduated On Time	Percent of Students Who Graduated Within 18 Months	Percent of Students Who Graduated Within 24 Months	No. of Schools
Nebraska	\$24,220	\$19,058	10.8	61.2%	\$4,786	63.2%	\$9,443	56.8%	60.3%	60.3%	1.5
Nevada	\$19,480	\$20,443	10.8	54.9%	\$4,043	62.6%	\$8,363	12.0%	75.3%	76.1%	5.8
New Hampshire	\$23,670	\$19,413	8.5	43.9%	\$4,230	64.3%	\$7,166	20.2%	71.8%	72.1%	2.0
New Jersey	\$33,510	\$16,531	24.3	64.8%	\$4,353	72.6%	\$6,082	31.9%	71.2%	71.7%	2.7
New Mexico	\$21,070	\$16,630	4.8	53.5%	\$4,410	64.5%	\$9,300	20.5%	62.0%	62.0%	1.0
New York	\$28,220	\$13,381	40.3	57.9%	\$3,992	55.8%	\$6,735	26.9%	72.4%	73.2%	23.3
North Carolina	\$22,690	\$17,083	26.0	70.4%	\$4,087	57.9%	\$7,280	33.2%	61.3%	64.8%	10.8
North Dakota	\$25,650	\$15,639	7.0	47.6%	\$4,231	54.7%	\$6,955	32.5%	59.3%	61.3%	2.3
Ohio	\$22,250	\$16,592	43.5	73.8%	\$4,201	66.4%	\$7,632	26.2%	55.1%	58.2%	13.2
Oklahoma	\$23,430	\$12,459	24.8	54.2%	\$4,254	38.6%	\$7,617	17.5%	66.3%	66.3%	1.3
Oregon	\$25,940	\$19,362	22.0	NA	NA	NA	NA	NA	NA	NA	NA
Pennsylvania	\$21,570	\$16,802	46.3	66.6%	\$4,442	75.8%	\$7,331	17.4%	72.6%	72.6%	2.5
Rhode Island	\$28,130	\$18,320	4.7	57.6%	\$3,713	68.5%	\$7,442	3.4%	78.1%	78.1%	2.3
South Carolina	\$20,230	\$16,994	21.7	68.7%	\$4,127	54.1%	\$6,732	27.3%	62.7%	63.7%	5.8
South Dakota	\$29,650	\$14,537	3.0	47.0%	\$4,111	54.5%	\$6,387	17.5%	66.8%	71.0%	2.8
Tennessee	\$24,430	\$15,742	34.3	70.6%	\$4,002	64.8%	\$7,569	20.4%	52.9%	56.1%	12.0
Texas	\$22,240	\$15,274	90.7	71.9%	\$4,201	68.0%	\$7,817	26.8%	56.2%	58.5%	13.8
Utah	\$26,060	\$14,393	21.7	52.4%	\$4,064	39.0%	\$5,410	55.9%	78.0%	80.6%	9.7
Vermont	\$26,830	\$17,409	1.3	NA	NA	NA	NA	NA	NA	NA	NA
Virginia	\$26,510	\$17,264	17.8	66.9%	\$4,021	67.7%	\$7,456	20.0%	57.6%	60.7%	12.0
Washington	\$38,380	\$16,077	21.7	59.6%	\$4,490	64.8%	\$7,505	33.9%	73.5%	74.8%	4.3
West Virginia	\$20,830	\$14,281	6.7	53.0%	\$4,100	50.0%	\$4,569	7.0%	61.0%	71.0%	1.0
Wisconsin	\$26,420	\$17,669	23.0	64.0%	\$4,227	65.4%	\$8,765	33.3%	63.1%	64.4%	9.0
Wyoming	\$30,900	\$16,775	1.0	NA	NA	NA	NA	NA	NA	NA	NA
<b>Average</b>	<b>\$26,270</b>	<b>\$16,104</b>	<b>22.8</b>	<b>65.4%</b>	<b>\$4,021</b>	<b>63.2%</b>	<b>\$7,456</b>	<b>27.2%</b>	<b>63.0%</b>	<b>65.0%</b>	<b>7.0</b>

Note: NA indicates unavailable data. Information was not available at the school level for several states. This often occurred where schools had multiple programs, as it was often unclear which data could be associated with a school's cosmetology program. Information was not available at either the program or school level for Alaska, as IPEDS does not contain data on Alaska cosmetology schools for any of the school years in our study period.

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Cristina Ziemer is a Twin Cities-area hair and makeup artist.  
Photo by Chelsea Photography LLC

# Cosmetology School Makes a Bad Match for Aspiring Makeup Artists



Debbie Carlson founded the first dedicated makeup school in the Upper Midwest.

Cristina Ziemer is one of the hundreds of entrepreneurs, most of them women, whose small businesses were imperiled when Minnesota began requiring cosmetology school for makeup artists. Cristina, who specializes in bridal and special event hair and makeup, took her Twin Cities-area business underground to avoid fines and criminal penalties.

But, and as Cristina knows all too well, cosmetology school does not prepare people to work as makeup artists. Indeed, she is a cosmetology school graduate.

Cristina hoped cosmetology school would prepare her for an exciting career in makeup. But while she learned all about hair, nails and even waxing, Cristina estimates the one-year, \$20,000 program spent only about a week on makeup. Her disappointment was compounded when an instructor recommended she take a separate \$400 makeup artist certification course, saying it would teach her much more about makeup than her cosmetology program.

Nevertheless, Cristina finished the program. She also took—and passed—Minnesota's three cosmetology licensing exams. But she could not afford the state's \$100 licensing fee. To save for it, she got a job selling, and applying, makeup at a department store

beauty counter. In the meantime, she began freelancing as a makeup artist, eventually building a successful small business.<sup>a</sup>

Since she didn't need a license to do what she was doing, Cristina never ended up paying the fee. When she tried to pay it later, she was told too much time had elapsed. She would need to repeat cosmetology school and once again learn all about cutting and coloring hair and doing other things special event hair and makeup artists do not do.<sup>b</sup>

Debbie Carlson, during her 40 years in the beauty industry, has met many women like Cristina who have been ill served by cosmetology school. She knows better than most that makeup is an afterthought in cosmetology curricula. Herself a licensed cosmetologist, Debbie worked for years as an instructor and later education director for a large chain of cosmetology schools. As she describes it, cosmetology school just teaches students how to touch up clients' makeup.

Debbie has also seen firsthand how cosmetology schools, hungry for financial aid money, reel in aspiring makeup artists. "They tell them, 'Everything you want is on the other side of this contract,'" she says. Such students would often ask Debbie how they could build a career in makeup like hers. It gave her no pleasure to tell them they would not learn the necessary skills in cosmetology school.

This experience inspired Debbie to open Faces Etc, the first dedicated makeup school in the Upper Midwest and the only licensed makeup school in Minneapolis. When the state started requiring cosmetology school for makeup artists, Face Etc's enrollment plummeted since graduates could no longer legally work unless they also had a cosmetology license.<sup>c</sup>

Unwilling to let the state destroy their livelihoods, Cristina and Debbie decided to fight back. In October 2019, they sued the state cosmetology board.<sup>d</sup> They also joined with the Institute for Justice to push for a bill to explicitly exempt special event hair and makeup artists from cosmetology licensure.<sup>e</sup>

Despite opposition from the cosmetology lobby,<sup>f</sup> the bill became law in May 2020.<sup>g</sup> The new law restores special event hair and makeup artists' right to work freely as they always

had, with one change: Now, they must complete a four-hour course on health, safety and infection control. And the new law goes even further. It also frees shampooers and hair stylists to work in blow dry bars after taking the same short course.<sup>h</sup> Just one day after the law went into effect, Debbie offered the first such class to eager students who had signed up in advance.<sup>i</sup>

This is important progress, and it will help Minnesota's special event hair and makeup artists get back to work once the pandemic ends. But cosmetology licensing in Minnesota and other states remains burdensome, requiring aspiring cosmetologists and, in some cases, other beauty industry workers to spend over a year of education and experience on average.<sup>j</sup>

If hair stylists and makeup artists can safely do their jobs with just four hours of education, it is worth asking whether cosmetologists truly need so much more time in school to do theirs.

**If hairstylists and makeup artists can safely do their jobs with just four hours of education, it is worth asking whether cosmetologists truly need so much more time in school to do theirs.**

a Civil Rights Complaint for Declaratory and Injunctive Relief, *Ziemer v. Minn. Bd. of Cosmetologist Exam'rs*, Case No. 62-CV-19-7607 (Minn. Dist. Ct. Oct. 22, 2019).

b *Id.*

c *Id.*

d *Id.*

e *Hairstyling and Makeup Application Exempted from Licensing*; Hearing on H.F. 3202 Before the H. Gov't Operations Comm., 91st Leg., Reg. Sess. (Minn. Feb. 27, 2020), <https://www.youtube.com/watch?v=Lz1H58hGzNo>; Sibilla, N. (2020a, May 19). Minnesota bill would untangle red tape for freelance hair and makeup artists [Press release]. Arlington, VA: Institute for Justice. <https://ij.org/press-release/minnesota-bill-would-untangle-red-tape-for-freelance-hair-and-makeup-artists/>

f McClallen, S. (2020, Mar. 2). Committee okays bill seeking to exempt Minnesota hairstylists and makeup artists from licensing laws. *The Minnesota Sun*. <https://theminnosotasun.com/2020/03/02/committee-okays-bill-seeking-to-exempt-hairstylists-and-makeup-artists-from-licensing-laws/>. See also Hearing on H.F. 3202, *supra* note e, at 23:30 (statement of Jim Hirst, Minnesota Salon & Spa Professional Association).

g Minn. H.J., 91st Leg., Reg. Sess. 8955 (May 27, 2020); Sibilla, N. (2020b, May 27). Minnesota ends licenses for freelance makeup artists and hairstylists, preserves over 1,000 jobs [Press release]. Arlington, VA: Institute for Justice. <https://ij.org/press-release/minnesota-ends-licenses-for-freelance-makeup-artists-and-hairstylists-preserves-over-1000-jobs/>

h SF 2898, 91st Leg., Reg. Sess. (Minn. 2020); <https://www.revisor.mn.gov/bills/bill.php?b=Senate&f=SF2898&ssn=0&y=2019>

i Debbie Carlson (personal communication, Apr. 27, 2021); Faces Etc. of MN – Professional Makeup School. (2020, June 26). Are you signed up? 4 hour sanitation class [Facebook update]. <https://www.facebook.com/facesetcofmn/photos/a.224234632844/10158862714442845>

j Carpenter, D. M., Knepper, L., Sweetland, K., & McDonald, J. (2017). *License to work: A national study of burdens from occupational licensing* (2nd ed.) Arlington, VA: Institute for Justice.

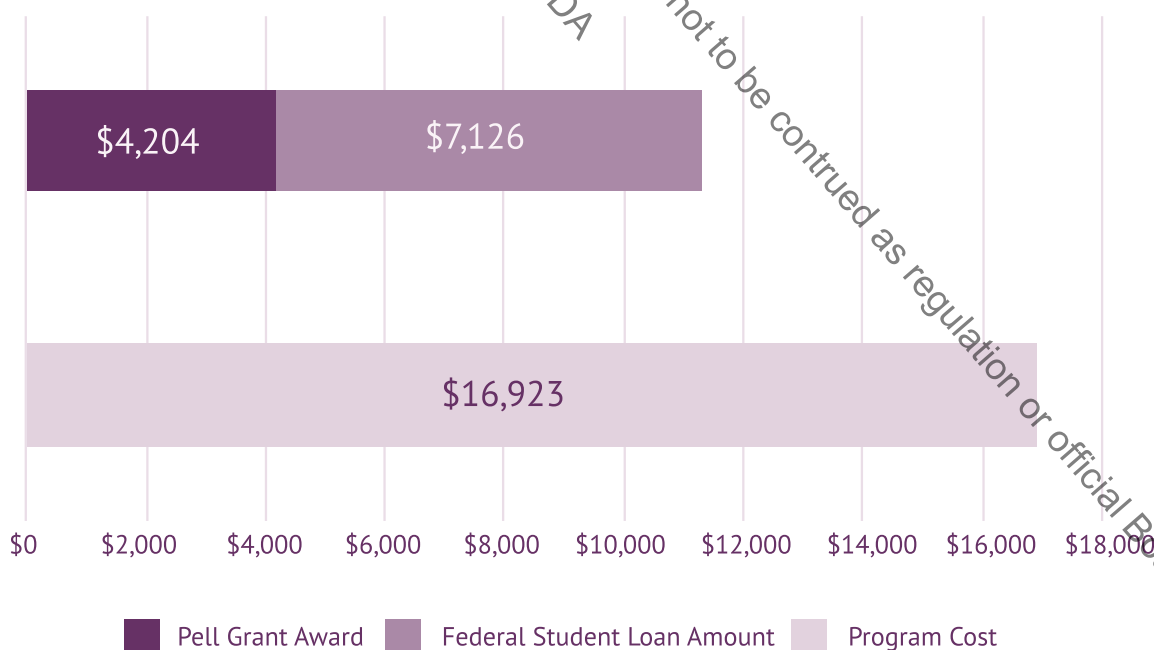
# Results

**Key Finding 1: The education required for cosmetology licensure is expensive and time-consuming, and students typically incur significant student loan debt to finance it.**

Cosmetology programs are expensive in terms of both time and money. The median program length in our sample is 1,500 hours, and most schools reported that their programs took about 12 months to complete<sup>54</sup>—though, as discussed below, this does not reflect student experience as many students did not, in fact, graduate within 12 months. This finding is in line with IJ's previous estimate that state cosmetology licenses require nearly 13 months of education and experience on average.<sup>55</sup>

**Figure 1: Financing Cosmetology School**

1A: Average Costs vs. Average Pell Grant Awards and Federal Student Loan Amounts for Awardees, 2016–2017



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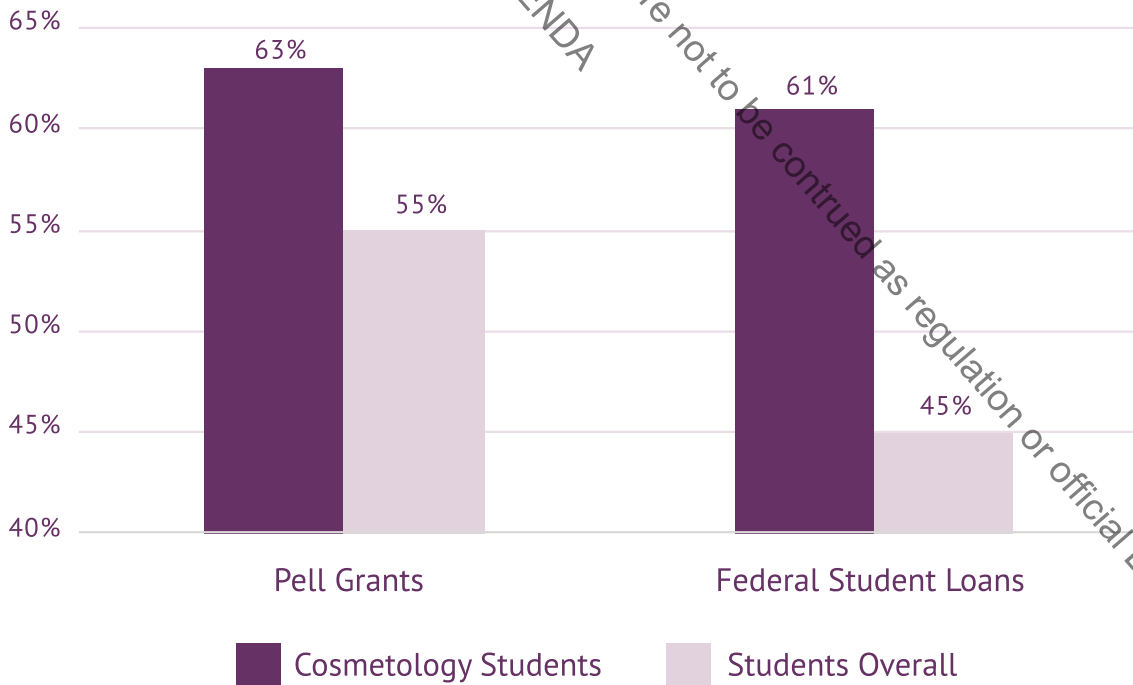
For this education, students can expect to pay thousands of dollars. Across the six years of our study period, cosmetology program costs averaged \$16,104 for students finishing within about 12 months. (See Table 1 on pp. 12–13.) Program costs rose slightly during that time, reaching nearly \$17,000 by the 2016–2017 school year. (See Figure 1 and, for costs by year, Appendix A, Table A1.) These costs include tuition and school fees as well as books and supplies, but not room and board or other expenses that students may incur during their time in school.

Compared to a four-year degree, cosmetology school may appear to be a bargain, but most cosmetology students come from lower-income backgrounds and most must finance their education with the help of financial aid. The income profile of students is illustrated by federal Pell Grant data. Pell Grants are a form of need-based aid intended

to help lower-income students access postsecondary education and vocational programs.<sup>56</sup> Most cosmetology students rely on Pell Grants, and they are more likely to receive them than the average student across all schools. During the 2016–2017 school year, around 63% of cosmetology students received Pell Grants compared to about 55% of students overall.

Cosmetology students are also more likely to take out student loans and to take out larger loans than the average student. During the 2016–2017 school year, for instance, about 61% of cosmetology students took out federal student loans versus 45% of students overall. And cosmetology students borrowed over \$7,100 on average, while student loans overall averaged about \$6,500. Though Pell Grants generally do not need to be repaid,<sup>57</sup> student loans do and can represent a substantial burden for students of lesser means.

1B: Percent of Cosmetology Students with Pell Grants and Federal Student Loans vs. Students Overall, 2016–2017



Sources: Costs are derived from the IPEDS Program Sample. Pell Grant and federal student loan amounts and percentages are derived from the IPEDS School Sample. See Appendix B for details.

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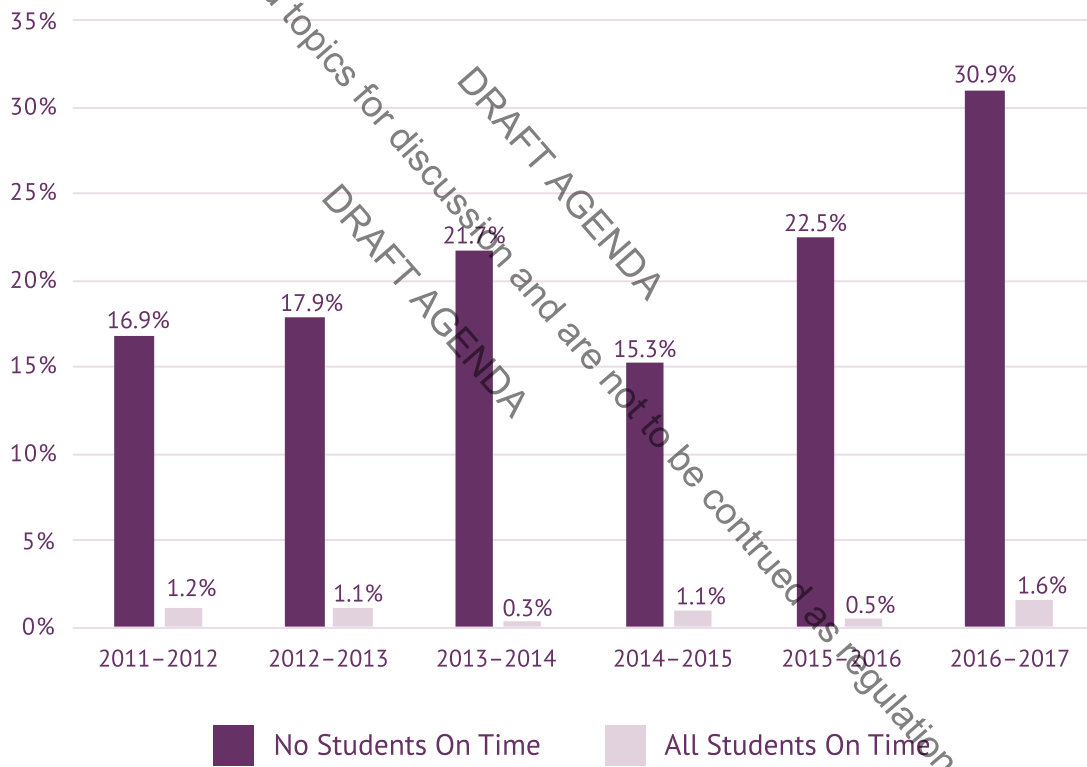
**Key Finding 2: Cosmetology programs rarely graduate students on time, delaying aspiring cosmetologists' entry into the workforce and increasing their debt burden.**

The actual cost of completing cosmetology school is often much higher than the total program costs reported for any given year, even leaving aside room and board and other costs not accounted for in IPEDS data. This is because schools in our sample (whose only program was cosmetology) often failed to graduate students

on time, or within the 12 months they reported their programs took to complete.

Indeed, during our study period, many schools graduated no students on time. (See Figure 2.) In the year with the highest on-time graduation rates, around 15% of cosmetology schools in our dataset failed to graduate any students on time; in the worst year covered by our data—that is, the year with the highest rate of schools that graduated no students on time (2016–2017)—that figure was nearly 31%. Across our study period, only around 1% of schools in our sample graduated all students on time.

**Figure 2: Percent of Cosmetology Schools that Graduated No Students On Time vs. All Students On Time, 2011–2012 to 2016–2017**

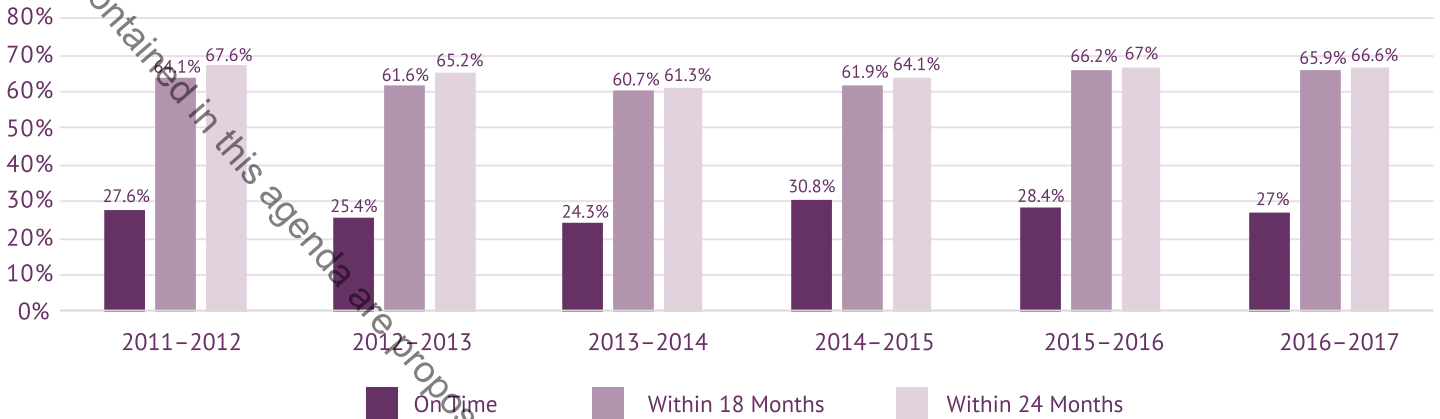


Source: IPEDS School Sample. See Appendix B.

In general, only a minority of students at schools in our sample—between 24% and 31%—finished their schooling on time, or within one year. Given six extra months, or 18 months total in cosmetology school, only 60% to 66% of students finished. And data indicate students who did not finish within 18 months were unlikely to finish within 24 months either.<sup>58</sup> (See Figure 3.)

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**Figure 3: Average Percent of Students Per School Who Gradated On Time, Within 18 Months and Within 24 Months, 2011–2012 to 2016–2017**



Source: IPEDS School Sample. See Appendix B.

Students who do not graduate on time may be forced to pay additional money. Some cosmetology schools require students to complete their programs within a certain amount of time and increase their tuition if they fail to do so.<sup>58</sup> All of this means some students may end up with debt substantially greater than the average student loan reported for any one school year.

Several factors likely contribute to cosmetology schools' poor on-time graduation rates. Some may have to do with their students' personal circumstances; for example, lower-income students may find it especially hard to spend so much time in school instead of working. However, given cosmetology schools' exceedingly low on-time graduation rates, school policies and practices may play an important role.

For example, La' James International College, a chain of cosmetology schools in Iowa, has been accused of a number of practices that made it difficult for students to graduate on time, including "provid[ing] an understaffed, chaotic educational environment." The chain also allegedly "fail[ed] to provide adequate numbers of walk-in salon clients" for students to practice on and, unlike most other cosmetology schools, would not allow students to practice on mannequins or other students when clients were lacking, which was often.<sup>60</sup> According to a lawsuit filed by the Iowa attorney general, these and other practices caused "many students to become frustrated and stop attending classes on a regular basis."<sup>61</sup> See "Beauty Schools Use Ugly Practices to Boost Profits" on page 28 for more on La' James' alleged practices.



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State mandates—specifically the often large number of education hours required for licensure—may also play a role. Most states require aspiring cosmetologists to complete a mix of theoretical and practical education—that is, of classroom instruction and hands-on training, typically in a school’s salon. Iowa, for example, requires 765 hours of classroom instruction (150 hours of core life sciences and 615 hours of cosmetology theory) and 1,335 hours of applied practical instruction, for a total of 2,100 hours.<sup>62</sup> That is over 10 months just of practical instruction—more than some states require for classroom instruction and practical instruction combined.<sup>63</sup> Where a school’s salon has plenty of clients, that time might be usefully spent. But anecdotal evidence suggests that students spend much of this time standing around—and that some get tired of the waiting and leave.

As one former cosmetology student from Iowa told *The New York Times*, “I would say probably 60 percent of our time was sitting around waiting for people. There were times where I personally had met all my goals that I needed to meet. I was literally just waiting. I had to finish my clock hours.”<sup>64</sup> Another reported business at her school’s salon was slow except on Fridays and Saturdays. Despite the boredom, she would stick around, knowing she would get credit even if she failed to work on a single customer. Other students, though, would go home. “That only works against you,” she said. “You have to stay here and do absolutely nothing or you can go home and lose the hours.”<sup>65</sup>

Though it may be in a student’s best interest financially to stay and get credit for standing

around, the temptation to leave when there are no customers is understandable. And it is unclear what public interest is served by requiring students to “do absolutely nothing,” especially in a state like Iowa, where education requirements are already so much steeper than those of most other states.

**Key Finding 3: If aspiring cosmetologists graduate and become licensed, they frequently end up in jobs where they earn low wages and work long hours with very little time off, likely making it difficult to repay loans.**

Aspiring cosmetologists presumably assume these burdens because they believe going to cosmetology school will prepare them for well-paying work. Unfortunately, the reality is often less rosy. The cosmetologists in our sample reported earning an annual median personal income of between \$20,001 and \$30,000 in 2016. This is in line with the Bureau of Labor Statistics’ most recent estimate, which was \$26,090 in May 2019.<sup>66</sup>

For comparison, according to BLS estimates, restaurant cooks,<sup>67</sup> janitors<sup>68</sup> and concierges<sup>69</sup> all had higher 2019 median incomes (\$27,790, \$27,430 and \$31,390, respectively). None of those occupations have burdensome state licensure or state-mandated education requirements,<sup>70</sup> meaning people working in those occupations face far fewer barriers to entry than do cosmetologists. (See Figure 4.)

**Figure 4: Median Salaries of Cosmetologists, Restaurant Cooks, Janitors and Concierges, 2019**



\*No burdensome state licensure or education requirements.

Source: Bureau of Labor Statistics.



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Department of Education College Scorecard data paint an even bleaker picture, putting median first-year earnings at \$16,554 and median student debt at \$9,934 for 2014–2015 and 2015–2016 cosmetology graduates. Cosmetology programs generated the fifth largest share of student loan borrowers among all programs—including not only certificate and undergraduate degree programs but also master’s and professional degree programs. At the same time, cosmetology graduates’ first-year earnings were far lower than those of graduates of any other program in the top 20 for borrowers.<sup>71</sup> Cosmetology education therefore seems to offer a low return on investment and may make it hard for graduates to make ends meet—and repay their student loans.

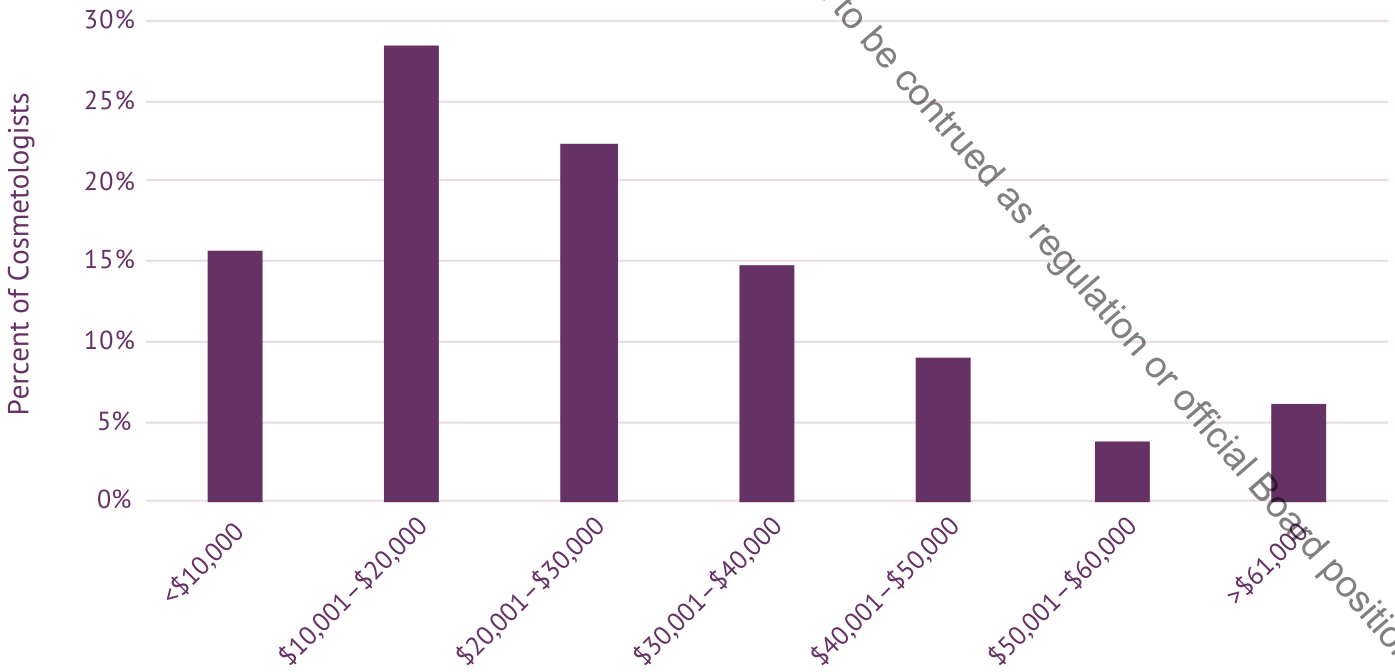
Not only do cosmetologists earn less than many other entry-level workers, but they have not seen the kind of wage growth many other Americans have. While median personal income in the United States has increased steadily in recent years,<sup>72</sup> median income for cosmetologists has not kept pace: Both wages and wage growth are lower and slower for cosmetologists than for the rest of the population.<sup>73</sup> Moreover, many cosmetologists earn far less than the median. Over 28% of cosmetologists—the largest group in our sample—earned only between \$10,001 and \$20,000. (See Figure 5.)

Cosmetologists earn such low wages despite working full time with little time off. Among those working in 2016, cosmetologists averaged about 35 hours a week, and 62% reported they worked between 50 and 52 weeks a year. Over 17% reported working over 40 hours a week.

Many cosmetologists simply may not be able to afford to take time off. Some are hourly tipped employees, which means that in many states they can be paid a lower minimum wage, similar to restaurant servers. If their wages and tips do not add up to the regular minimum wage, their employers must make up the difference.<sup>74</sup> Many others are independent contractors who rent booths in salons.<sup>75</sup> If these independent contractors do not see clients, they do not get paid—but they must still pay the salon owner. Independent contractors are also responsible for self-employment tax, and they must typically provide their own equipment and supplies. In either case, cosmetologists have an incentive to work as much as possible.

Many cosmetologists also work second jobs, perhaps by choice but likely, given low average wages, often by economic necessity. At slightly more than 15%, the percentage of cosmetologists who worked more than one job in 2016 was three times the percentage of all U.S. workers who did so.<sup>76</sup> (See Figure 6.)

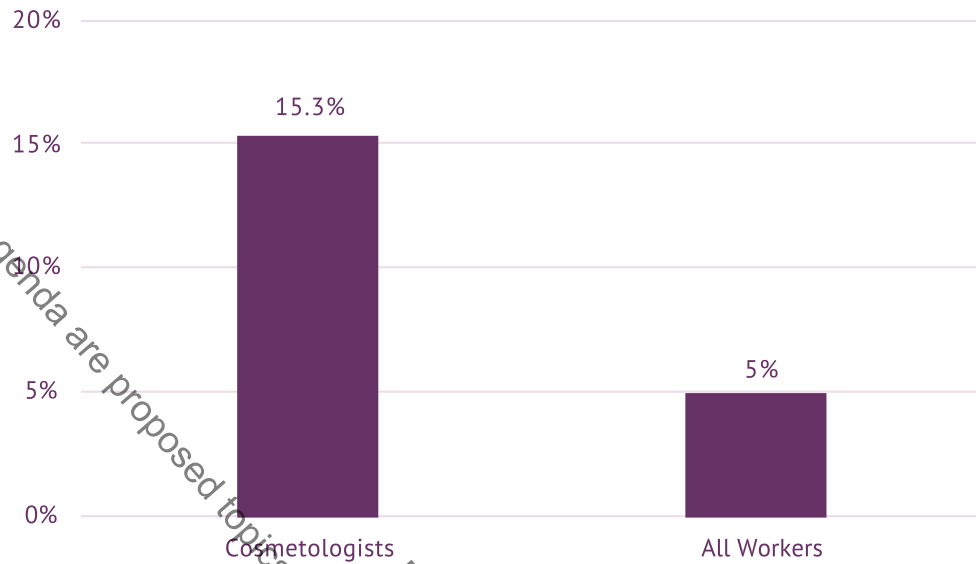
**Figure 5: Cosmetologists Annual Earnings, 2016**



Source: ATEs. See Appendix B.

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**Figure 6: Percent of Cosmetologists and Other Workers Working More Than One Job, 2016**



Sources: ATES and Bureau of Labor Statistics.

In short, the data indicate very few cosmetologists can command celebrity-stylist wages. Yet given the expense of attending cosmetology school, it seems likely many aspirants enter the field expecting a better return on their investment. And cosmetology schools are keen to encourage these great expectations. Their websites frequently assert that a career in cosmetology comes with unlimited earning potential.<sup>77</sup> “Depending on the location of employment, the number of hours worked, and the building of a clientele, persons in the field of cosmetology and barbering have unlimited potential for personal annual earnings,” declares one.<sup>78</sup> Proclaims another, “With a lot of hard work and a little bit of talent, the sky’s the limit when it comes to making money in the beauty industry!”<sup>79</sup>

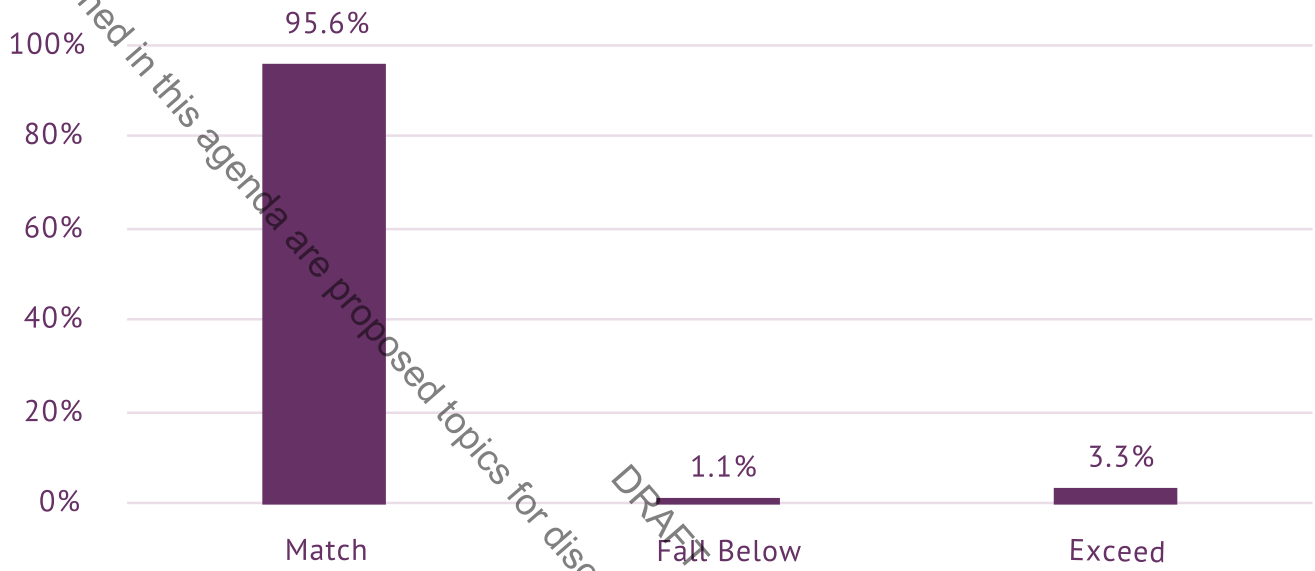
Beyond marketing copy, some students have claimed they were misled into enrolling in cosmetology school with inflated estimates of what they could expect to earn. For example, one cosmetologist complained to the Iowa attorney general that she borrowed \$20,000 to attend cosmetology school after the school told her “for

certain” she would make between \$40,000 and \$60,000 as a hairstylist. But in six years working as a stylist, she never earned more than \$28,000 a year. “The whole program is a scam and it has ruined my credit and has [a]ffected our lives greatly,” she wrote. “It was one of the biggest mistakes I’ve ever made. I want my money back.”<sup>80</sup>

**Key Finding 4: State licensing mandates largely explain cosmetology program length.**

A close look at the data suggests state licensure requirements largely explain why cosmetology school takes as long (and costs as much) as it does. During the 2016–2017 school year, over 95% of cosmetology programs reported program lengths that exactly matched the hours of education required for state licensure, while only about 3.3% of schools had program hours that exceeded their state’s licensure requirements. (See Figure 7 and Table 2.)

**Figure 7: Percent of Cosmetology Programs That Match, Fall Below or Exceed State Mandates, 2016–2017**



Sources: IPEDS Program Sample and Carpenter, D. M., Knepper, L., Sweetland, K., & McDonald, J. (2017). *License to work: A national study of burdens from occupational licensing* (2nd ed.) Arlington, VA: Institute for Justice. <http://ij.org/report/license-work-2/>. See Appendix B.

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**Table 2: Educational Hours Required for Licensure and Median Cosmetology Program Hours by State, 2016–2017**

	Educational Hours Required for Licensure	Median Program Credit Hours	Programs Where Credit Hours=Hours Required for Licensure	Programs Where Credit Hours<Hours Required for Licensure	Programs Where Credit Hours>Hours Required for Licensure	Total Programs
Alabama	1,500	1,500	9	0	0	9
Alaska	1,650	NA <sup>81</sup>	NA	NA	NA	NA
Arizona	1,600	1,600	24	0	0	24
Arkansas	1,500	1,500	16	0	0	16
California	1,600	1,600	89	0	0	89
Colorado	1,800	1,800	12	5	0	17
Connecticut	1,500	1,500	10	0	0	10
Delaware	1,500	1,500	3	0	0	3
District of Columbia	1,500	1,500	1	0	0	1
Florida	1,200	1,200	59	1	6	66
Georgia	1,500	1,500	19	0	0	19
Hawaii	1,800	1,800	1	0	0	1
Idaho	2,000	2,000	15	0	0	15
Illinois	1,500	1,500	53	0	2	55
Indiana	1,500	1,500	27	0	0	27
Iowa	2,100	2,100	17	0	0	17
Kansas	1,500	1,500	9	0	0	9
Kentucky	1,800	1,800	19	0	0	19
Louisiana	1,500	1,500	28	0	0	28
Maine	1,500	1,500	3	0	0	3
Maryland	1,500	1,500	19	0	0	19
Massachusetts	1,000	1,000	15	0	0	15
Michigan	1,500	1,500	34	0	2	36
Minnesota	1,550	1,550	12	0	1	13
Mississippi	1,500	1,500	12	0	0	12
Missouri	1,500	1,500	27	0	1	28
Montana	2,000	2,000	6	0	0	6
Nebraska	2,100	2,100	7	0	0	7
Nevada	1,600	1,600	8	0	0	8
New Hampshire	1,500	1,500	8	0	1	9
New Jersey	1,200	1,200	24	0	0	24
New Mexico	1,600	1,600	5	0	0	5
New York	1,000	1,000	39	0	1	40
North Carolina	1,500	1,500	20	1	0	21
North Dakota	1,800	1,800	7	0	0	7

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	Educational Hours Required for Licensure	Median Program Credit Hours	Programs Where Credit Hours=Hours Required for Licensure	Programs Where Credit Hours<Hours Required for Licensure	Programs Where Credit Hours>Hours Required for Licensure	Total Programs
Ohio (cosmetology program)	1,500	1,500	15	0	0	15
Ohio (advanced cosmetology program <sup>82</sup> )	1,800	1,800	19	0	0	19
Oklahoma	1,500	1,500	21	2	0	23
Oregon	2,300 <sup>83</sup>	2,300	21	1	0	22
Pennsylvania	1,250	1,250	43	0	0	43
Rhode Island	1,500	1,500	4	0	0	4
South Carolina	1,500	1,500	20	0	0	20
South Dakota	2,100	2,100	3	0	0	3
Tennessee	1,500	1,500	28	0	0	28
Texas	1,500	1,500	84	0	0	84
Utah	1,600	1,600	19	0	2	21
Vermont	1,500	1,500	1	0	0	1
Virginia	1,500	1,500	13	0	2	15
Washington	1,600	1,600	14	0	6	20
West Virginia	1,800	1,800	6	1	0	7
Wisconsin	1,550	1,550	1	0	10 <sup>84</sup>	21
Wyoming	2,000	2,000	1	0	0	1
Total Programs			979	11	34	1,025
% of Total Programs			95.6%	1.1%	3.3%	

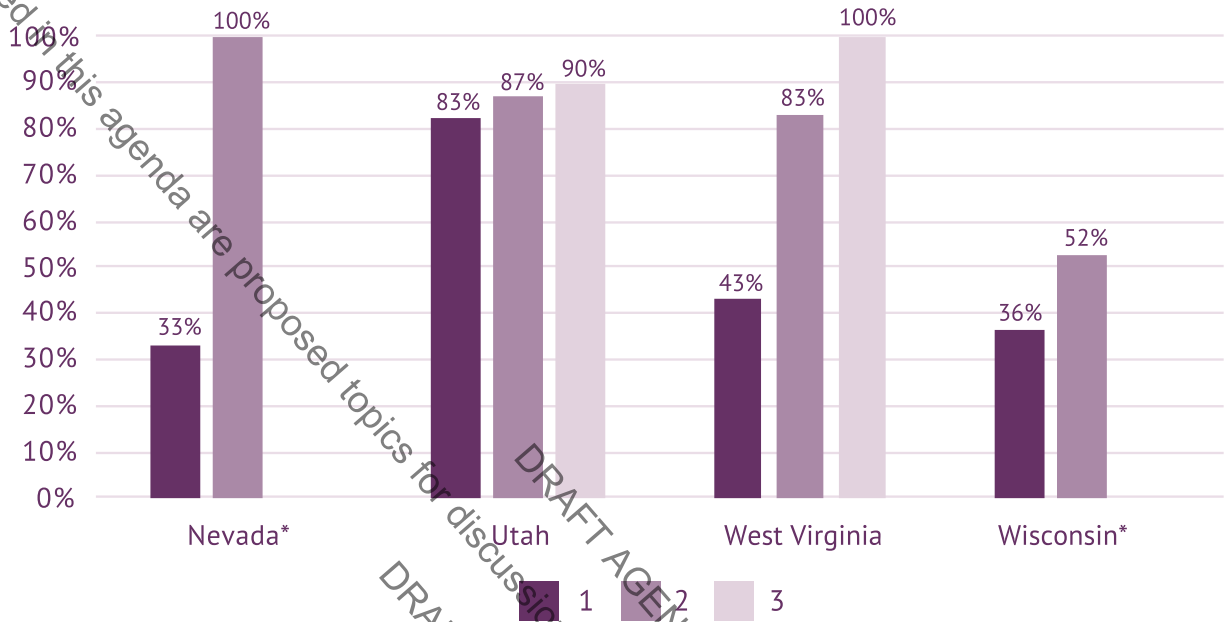
Sources: IPEDS Program Sample and Carpenter, D. M., Knepper, L., Sweetland, K., & McDonald, J. (2017). *License to work: A national study of burdens from occupational licensing* (2nd ed.) Arlington, VA: Institute for Justice. <http://ij.org/report/license-work-2/>. See Appendix B.

And even in those few exceptions, program length appears to be driven by state mandates. In some cases, schools are serving students seeking licensure in a nearby state with more mandated hours. For instance, the one school in Minnesota whose curriculum hours exceeded the state required 1,550<sup>85</sup> licensure hours has a 2,100-hour program. Per the school's website, that program is geared toward meeting minimum licensing standards in neighboring Iowa and South Dakota, both of which require 2,100 hours.<sup>86</sup> In other cases, schools appear to be adapting to regula-

tory changes. Wisconsin, for example, decreased required education hours during the study period. Some schools may have had longer curriculum requirements for the last year in our dataset because they were still adjusting.

Indeed, data from three of the four states that have reduced cosmetology licensing requirements in recent years show that after required education hours for licensing were reduced, corresponding reductions in the length of cosmetology programs quickly followed. (See Figure 8.)

**Figure 8: Percent of Cosmetology Programs That Reduced Hours Within One, Two and Three Years of Reduced State Mandates**



\*Year 3 is outside our study period for Nevada and Wisconsin.  
 Source: IPEDS Program Sample. See Appendix B.

After Nevada lowered the hours required for licensure in May 2015, one-third of the schools in our sample lowered their curriculum hours to match for the 2015–2016 school year. The remaining schools lowered hours for the next school year. After Utah lowered its educational requirements for licensure in March 2013, more than 80% of schools decreased their hours to match for the 2013–2014 school year. By the following school year, almost 90% of schools had lowered their hours, and that percentage continued to increase. And when West Virginia decreased its required educational hours effective June 1, 2013, over 40% of schools decreased their program hours to match by the end of the 2012–2013 school year. More than 80% of schools decreased their program hours for the 2013–2014 school year, and the remainder decreased their program hours the following year.

The fourth state that reduced educational hours required for cosmetology licensure during the study period, Wisconsin, did not see an immediate decrease in cosmetology curriculum hours. However, this was likely due to a regulatory roadblock. In 2013, the Wisconsin Legislature modestly decreased the cosmetology licensing hours from 1,800 to 1,550.<sup>87</sup> However, the state Cosmetology Examining Board's regulations for schools continued to require 1,800 curriculum hours. The board moved to change the regulations, but those changes did not become final until August 2015.<sup>88</sup> Once the board changed its regulations, about 36.4% of schools decreased their curriculum hours to 1,550 for the 2015–2016 school year. By the following year, the last covered by the data, over 50% of schools had decreased their hours to 1,550. More schools have likely fallen in line in the intervening years.

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The experience in these four states suggests that schools will rapidly reduce their curriculum hours in response to reduced licensure requirements (at least when not prevented from doing so by other state rules). From students' perspective, this makes sense. Aspiring cosmetologists need to meet state licensure requirements to work legally. Training beyond that is a waste of time and money—unless employers seek job candidates with more advanced credentials. The near-universal match between state mandates and cosmetology program hours suggests employers are not demanding additional training. Furthermore, given how rapidly programs were able to reduce curriculum hours, there may be nothing inherent to cosmetology that requires a certain number of hours. Cosmetology did not suddenly become less dangerous or less sophisticated, yet programs were able to shed hundreds of hours in requirements almost overnight. Instead, it appears that government mandates drive cosmetology school program hours.

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# Beauty Schools Use Ugly Practices to Boost Profits

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Cosmetology schools have been called the “biggest scam in higher education” because of the way they make money.<sup>a</sup> Cosmetology students essentially pay for the privilege of working for their schools. Here is how it works: Students pay the schools tuition—as this study shows, often going deep into debt to do so—and customers pay the schools for services they receive from students working for free in the schools’ salons. And this double-dipping is only the most obvious way that cosmetology schools arguably take advantage of students.

Cosmetology schools around the country stand accused of using shady practices to make even more money off their students. Take La’ James International College, a chain of cosmetology schools in Iowa, for example. In 2014, the state attorney general filed a consumer fraud lawsuit against the chain, alleging it engaged in deceptive, omissive and unfair practices.<sup>b</sup>

**Cosmetology schools around the country stand accused of using shady practices to make even more money off their students.**

Among other things, the state’s lawsuit alleged La’ James “failed to disclose important information to prospective students,” such as the fact that they would get credit only for practicing skills on paying customers of the schools’ salons, not mannequin heads or even fellow students when customers were lacking; that students themselves would have to recruit those customers and pay for the services themselves if customers could not or would not pay; and that they would have to sell products and be penalized for not doing so.<sup>c</sup>

The upshot of these practices, the lawsuit alleged, was that many students became frustrated and stopped attending school regularly. This, together with alleged understaffing and other problems at the chain’s schools, meant students had difficulty completing school by the agreed-upon—yet entirely arbitrary—completion deadline. And for every hour they attended past the deadline, the chain required students to pay additional tuition. The chain refused to waive these “overage fees” even for students with

reasonable excuses, such as illness, pregnancy and other circumstances beyond their control. La’ James also allegedly imposed higher overage fees than advertised to students and kept poor records that resulted in students being overcharged.<sup>d</sup>

Arbitrary completion deadlines paired with overage fees are common with cosmetology schools. The specific policies and amounts vary widely, but overage fees can add thousands of dollars to the cost of cosmetology education. Indeed, in less than three and a half years, La’ James levied over \$631,000 in overage fees on the 254 graduates who did not graduate on time—over 25% of the chain’s students during the period—a per-student average of nearly \$2,500.<sup>e</sup>

Without admitting any wrongdoing, La’ James entered a consent judgment with Iowa in 2016. Among other things, the judgment required the chain to provide students with a

one-page disclosure form clearly laying out all costs and other key information and to stop forcing students to recruit customers or pay the school for services provided to nonpaying customers. The judgment also required that La’

James forgive \$2.16 million in debt from former students and pay to clear the students’ credit reports of those debts.<sup>f</sup>

The consent decree is good news for current and former students of La’ James and should serve as a warning to other cosmetology schools that might engage in such practices.

However, the judgment did nothing to address the fact that students in Iowa—and across the country—still essentially pay their schools for the privilege of working for free. Nor did it address the steep licensing requirements that force students to spend far longer in cosmetology school than can be justified by the demands of public health and safety. Indeed, even if La’ James’ alleged practices were an extreme example, the basic structure they exploited are core to cosmetology licensing laws nationwide.

a Editorial board. (2019, Jan. 11). Beauty schools may be biggest scam in higher education [Editorial]. *Des Moines Register*. <https://www.desmoinesregister.com/story/opinion/editorials/2019/01/11/beauty-schools-may-biggest-scam-higher-education-lajames-cosmetology/2450697002/>; see also Kolodner, M., & Butrymowicz, S. (2018, Dec. 26). A \$21,000 cosmetology school debt, and a \$9-an-hour job. *The New York Times*. <https://www.nytimes.com/2018/12/26/business/cosmetology-school-debt-iowa.html> and Editorial board. (2013a, Mar. 31). Irrational licensing law: 2,100 hours to cut hair; 150 hours for EMTs [Editorial]. *Des Moines Register*. <https://www.pulitzer.org/files/2014/editorial-writing/dominick0311dominick2014.pdf>  
b Petition, *State v. La’ James College of Hairstyling, Inc.*, Equity No. EQCE077018 (Iowa Dist. Ct. Aug. 28, 2015), [https://www.iowaattorneygeneral.gov/media/cms/La\\_James\\_petition\\_359CF3F6B381F.pdf](https://www.iowaattorneygeneral.gov/media/cms/La_James_petition_359CF3F6B381F.pdf); see also Iowa Department of Justice Office of the Attorney General. (2014, Aug. 28). *Attorney general files consumer fraud lawsuit against La’ James International College* [News release]. Des Moines, IA. <https://www.iowaattorneygeneral.gov/newsroom/attorney-general-files-consumer-fraud-lawsuit-against-la-james-international-college> and Leys, T. (2014, Aug. 28). State: La’ James cosmetology schools defraud students. *Des Moines Register*. <https://www.desmoinesregister.com/story/news/crime-and-courts/2014/08/28/la-james-cosmetology-schools-defraud-students-iowa-authorities-say-in-lawsuit/14740907/>. For more background on the allegations against La’ James, see Editorial board. (2013b, May 5). Claims about La’ James need to be investigated [Editorial]. *Des Moines Register*. <https://www.pulitzer.org/files/2014/editorial-writing/dominick0311dominick2014.pdf>. In recent decades, large cosmetology chains in California and New York have shuttered in the wake of allegations of fraud. Masunaga, S., & Kirkham, C. (2016, Feb. 5). Marinello Schools of Beauty abruptly shuts down after federal allegations. *Los Angeles Times*. <https://www.latimes.com/business/la-fi-marinetto-closing-20160205-story.html> and Rueb, E. S. (2013, July 28). Beauty school students left with broken promises and large debts. *The New York Times*. <https://www.nytimes.com/2013/07/29/nyregion/promised-better-life-by-beauty-schools-graduates-have-little-training-and-lasting-debt.html>  
c Petition, *supra* note b.  
d *Id.*  
e *Id.*  
f Consent Judgment, *State v. La’ James College of Hairstyling, Inc.*, Equity No. EQCE077018 (Iowa Dist. Ct. June 29, 2016), [https://www.iowaattorneygeneral.gov/media/cms/La\\_James\\_Consent\\_Judgment\\_8C15E94DDA285.pdf](https://www.iowaattorneygeneral.gov/media/cms/La_James_Consent_Judgment_8C15E94DDA285.pdf). Although the document is styled “Proposed Consent Judgment,” the court approved the proposed judgment as submitted. See *id.* at 36. See also Iowa Department of Justice Office of the Attorney General. (2016, June 30). La’ James International College to forgive \$2.1m in student debts, change business practices through consumer fraud settlement [News release]. Des Moines, IA. <https://www.iowaattorneygeneral.gov/newsroom/la-james-international-college-settlement> and Clayworth, J. (2016, June 30). La’ James to forgive \$2m in student debt as part of settlement. *Des Moines Register*. <https://www.desmoinesregister.com/story/news/crime-and-courts/2016/06/30/la-james-forgive-2m-student-debt-part-settlement/86557382/>. In 2020, La’ James was sued again, this time for allegedly withholding students’ financial aid. First Amend. Class Action Petition & Jury Demand, *Detmer v. La’ James College of Hairstyling, Inc.*, Law & Equity No. 05771 LACL147597 (May 12, 2020), <https://www.defendstudents.org/cases/detmer-v-lajames/amended-complaint-5-13-2020>. See also Student Defense. (2020, Mar. 20). Student Defense sues La’ James International College for lying to students and withholding financial aid funds [Press release]. Des Moines, IA. <https://www.defendstudents.org/news/student-defense-sues-lajames-for-withholding-funds> and Kolodner, M., & Butrymowicz, S. (2020, Mar. 26). “It almost broke us”: Lawsuit accuses for-profit cosmetology college of withholding student financial aid. *The Hechinger Report*. <https://hechingerreport.org/it-almost-broke-us-lawsuit-accuses-for-profit-cosmetology-college-of-withholding-student-financial-aid/>

# Discussion

Our findings suggest the current licensing and training system is not serving aspiring cosmetologists. To legally enter the field, they generally must pay for lengthy and expensive schooling that often fails to graduate students on time, delaying their entry into the workforce and increasing costs. If they graduate and secure a job, pay will typically be low with little time off. A sizable number will need a second job to make ends meet. And they may have a difficult time repaying the loans that financed their education. Especially given that most cosmetology students come from lower-income backgrounds, these findings are concerning.

The current system may also fail to serve consumers of beauty services. It is not at all clear that cosmetology licensing mandates are tightly linked to protecting public health and safety. Not only is there wide variation—such as 1,000 hours in New York compared to 2,500 in Oregon—but small portions of required training explicitly address health and safety. Meanwhile, EMT training requirements nationally focus on health, and state licensing requirements max out at about 81 days' worth of training, with most being much shorter.<sup>89</sup> And, as discussed above, in some states, required training for tattooists focuses entirely on health and can be completed in only a few hours.<sup>90</sup> To the extent curricular mandates go beyond legitimate health and safety goals, additional training may serve only to limit entry into the field, suppress competition and innovation and increase prices for consumers. In fact, cosmetology licensing regimes often act as a barrier to niche services popular with customers, such as natural hair braiding, eyebrow threading, blow dry bars and makeup artistry, as well as special event services.

In addition, the current system is likely a bad deal for taxpayers—the funders of Pell Grants and guarantors of government loans used to finance pricey cosmetology schools. Indeed, prior research has found evidence that Title IV—that

is, federal aid-eligible—for-profit cosmetology schools raise tuition above the actual cost of providing education to capture federal aid dollars. Using data from Florida, the study found Title IV for-profit cosmetology schools charge almost 70% more for tuition than their non-Title IV counterparts. The study also determined school quality, as measured by pass rates on state licensing exams, was not a driver of price differences.<sup>91</sup>

This suggests cosmetology schools may charge more without providing higher quality because taxpayer-financed federal student aid allows students to pay higher prices. Another study lends further support to this proposition: It found that more generous student aid encourages entry into for-profit institutions—such as those that educate most cosmetology students—particularly in counties where more students are eligible for aid due to high levels of adult poverty.<sup>92</sup> Put differently, taxpayer support may encourage students to choose more expensive schools and take on more debt while also encouraging schools to raise tuition. Taxpayers foot the bill, students are left with more debt and schools reap the rewards—without providing a better education.

Who is served by the current system of state-mandated cosmetology schooling? Considerable scholarship suggests licensing policy is dominated by occupational insiders, who may use regulation to limit competition and keep prices high.<sup>93</sup> In the case of cosmetology, state licensing requirements give cosmetology schools a captive audience—and likely subject that audience to longer, costlier schooling than they would experience absent licensing laws.

In short, the high costs of cosmetology school appear disconnected from the rewards cosmetologists can expect to reap, to say nothing of any risks the occupation might pose to the public. Instead, the entire system may be a failed model of professional development that primarily works to transfer wealth from students and taxpayers to cosmetology schools.

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**State licensing requirements give cosmetology schools a captive audience—and likely subject that audience to longer, costlier schooling than they would experience absent licensing laws.**

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# Conclusion

In recent years, a wide array of scholars and institutions have called attention to the need for licensing reform.<sup>94</sup> Unnecessary or unnecessarily high burdens force aspiring workers to waste resources earning a license rather than earning a living while needlessly blocking others from working in an occupation entirely. This raises prices for consumers without ensuring a concomitant increase in quality. Moreover, research suggests licensing is of limited importance to consumers: Consumers care far more about reviews and prices.<sup>95</sup> And licensure's costs ripple throughout the wider economy.<sup>96</sup>

Among the widely agreed-upon principles of sound licensing policy are that less restrictive alternatives should be preferred and that, if an occupation is licensed, requirements should be narrowly tailored to, as an Obama White House report put it, "address legitimate public health and safety concerns to ease the burden of licensing on workers."<sup>97</sup>

Policymakers should closely examine cosmetology licensing laws to determine whether they are truly protecting public health and safety—or whether they are simply keeping would-be workers out of work.

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## Among the questions policymakers should ask:

1

Are there obviously safe niche practices that could be exempted from licensure altogether, such as applying makeup and shampooing, blow drying, styling and braiding hair?

2

How much of state-mandated curricula addresses the government's interest in public health and safety—and is the rest necessary?

3

All states already regulate cosmetology practices to protect public health with safety and sanitation mandates, typically enforced through inspections. How much does licensure add to these regulations?<sup>98</sup>

At a minimum, states should exempt obviously safe niche services and reduce required hours for cosmetology licensure, as some states have already done. But more must be done to support aspiring workers—and to help them get back to productive work as the pandemic continues and after it ends, when consumer demand for cosmetology and related services is likely to explode.<sup>99</sup> In the meantime, with continued social distancing and salon closures, expanding the range of settings where such services may be offered could create job opportunities quickly while helping to meet demand for haircuts and other traditional salon services at home or outdoors.<sup>100</sup> And to the extent states are loosening, or simply not enforcing, the rules about where services may be offered during the pandemic, they should make these changes permanent. Reforms like these can help aspiring cosmetologists, consumers and the economy recover.

But policymakers can think bigger still: A year after freeing Minnesota makeup artists from unnecessary cosmetology licensing, the Minnesota Legislature considered a trailblazing bill that would have repealed all cosmetology licenses in the state and replaced them with facility or salon licenses subject to municipal inspections, similar

**Consumers, not the government, should be in charge of deciding whether a person is good at cutting hair or doing nails.**

to how restaurants are regulated.<sup>101</sup> Importantly, aspiring workers would still have been able to attend cosmetology school if they wished to learn skills and signal to potential employers and customers that they had obtained training.

Indeed, that is precisely what some hairdressers and barbers do in the United Kingdom, where they are not licensed but can instead voluntarily become certified by earning certain qualifications—which usually involves completing a cosmetology program.<sup>102</sup> That voluntary certification allows workers to advertise themselves as State Registered Hairdressers, which could make them more marketable.<sup>103</sup>

Similarly, and for similar reasons, many aspiring chefs choose to attend culinary school even though no state requires it as a condition for working in the occupation.

Minnesota's bill has since been watered down.<sup>104</sup> However, had it become law in its earlier form, it would have advanced the state's interest in protecting public health and safety without barring entry to cosmetology and related occupations. This first-of-its-kind reform would have left consumers, not the government, in charge of deciding whether a person is good at cutting hair or doing nails—as they should be.

# Appendix A: State-by-State Results

**Table A1: Average Cosmetology Program Cost  
by State, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Programs
Alabama	\$14,044	\$14,390	\$14,247	\$14,236	\$14,523	\$15,085	\$14,437	8.3
Alaska	NA	NA	NA	NA	NA	NA	NA	NA
Arizona	\$16,569	\$16,727	\$16,863	\$17,334	\$17,273	\$17,529	\$17,019	28.7
Arkansas	\$12,695	\$13,531	\$14,006	\$14,633	\$14,937	\$15,737	\$14,149	19.2
California	\$16,184	\$16,551	\$17,371	\$17,632	\$17,547	\$17,807	\$17,146	100.3
Colorado	\$16,796	\$17,274	\$17,520	\$17,777	\$17,578	\$18,141	\$17,474	22.2
Connecticut	\$17,896	\$19,456	\$18,911	\$19,776	\$19,488	\$20,559	\$19,357	9.5
Delaware	\$14,990	\$16,000	\$16,056	\$17,000	\$17,000	\$17,546	\$16,432	3.0
District of Columbia	\$12,000	\$14,000	\$15,500	\$17,000	\$17,000	\$18,000	\$15,583	1.0
Florida	\$13,484	\$13,672	\$13,788	\$14,182	\$14,416	\$14,547	\$14,021	66.2
Georgia	\$15,682	\$16,452	\$17,015	\$17,807	\$19,126	\$19,735	\$17,569	20.7
Hawaii	\$21,150	\$21,150	\$22,050	\$22,208	\$22,208	\$22,208	\$21,829	1.0
Idaho	\$15,517	\$15,570	\$15,853	\$16,658	\$17,011	\$16,902	\$16,243	17.0
Illinois	\$16,891	\$17,214	\$17,401	\$17,971	\$18,248	\$18,443	\$17,661	62.5
Indiana	\$14,433	\$14,749	\$15,737	\$16,215	\$16,487	\$17,204	\$15,723	32.5
Iowa	\$18,687	\$19,329	\$19,472	\$19,844	\$19,946	\$20,034	\$19,508	19.0
Kansas	\$15,878	\$16,346	\$16,869	\$17,706	\$17,203	\$17,509	\$16,860	13.8
Kentucky	\$14,156	\$14,619	\$15,287	\$16,244	\$17,528	\$17,611	\$15,662	24.8
Louisiana	\$13,182	\$13,784	\$14,048	\$14,615	\$15,196	\$15,095	\$14,307	27.3
Maine	\$14,528	\$14,804	\$14,763	\$15,389	\$15,451	\$17,401	\$15,279	4.0
Maryland	\$17,666	\$17,847	\$18,381	\$17,784	\$18,593	\$19,152	\$18,226	20.5
Massachusetts	\$12,503	\$12,791	\$13,053	\$13,654	\$13,990	\$14,939	\$13,378	18.5
Michigan	\$13,487	\$14,053	\$14,549	\$15,308	\$15,226	\$16,258	\$14,793	38.7
Minnesota	\$16,415	\$16,954	\$17,254	\$18,111	\$17,859	\$18,560	\$17,398	18.7
Mississippi	\$10,752	\$10,965	\$11,844	\$13,031	\$13,521	\$14,652	\$12,371	13.2
Missouri	\$13,848	\$14,299	\$14,858	\$15,499	\$15,085	\$14,484	\$14,633	7.8
Montana	\$11,707	\$12,355	\$12,896	\$13,074	\$13,935	\$13,955	\$12,933	7.0
Nebraska	\$17,251	\$17,660	\$18,264	\$18,439	\$21,306	\$21,430	\$19,058	7.0

Materials contained in this agenda are proposed topics for discussion and are not to be considered as regulatory or official Board position.

	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	6-Year Average	Average No. of Programs
Nevada	\$20,151	\$20,290	\$20,091	\$20,971	\$20,753	\$20,558	\$20,443	10.8
New Hampshire	\$17,978	\$18,986	\$19,718	\$19,682	\$19,818	\$20,125	\$19,413	8.5
New Jersey	\$15,546	\$15,681	\$16,271	\$17,024	\$17,110	\$17,455	\$16,531	24.3
New Mexico	\$14,989	\$16,077	\$17,123	\$17,078	\$17,118	\$17,168	\$16,630	4.8
New York	\$12,269	\$12,887	\$13,368	\$13,487	\$13,933	\$14,235	\$13,381	40.3
North Carolina	\$15,852	\$15,966	\$17,634	\$17,760	\$17,873	\$18,112	\$17,083	26.0
North Dakota	\$14,177	\$14,487	\$15,100	\$16,452	\$16,776	\$16,892	\$15,644	7.0
Ohio	\$15,572	\$16,175	\$16,288	\$17,207	\$17,084	\$17,870	\$16,592	43.5
Oklahoma	\$11,435	\$11,659	\$11,851	\$13,358	\$13,656	\$12,953	\$12,461	24.8
Oregon	\$18,687	\$19,255	\$19,422	\$19,687	\$19,375	\$19,572	\$19,350	22.0
Pennsylvania	\$15,709	\$16,075	\$16,548	\$17,316	\$17,417	\$17,870	\$16,802	46.3
Rhode Island	\$17,715	\$18,678	\$18,253	\$18,753	\$18,265	\$18,365	\$18,320	4.7
South Carolina	\$16,394	\$16,603	\$16,792	\$17,130	\$17,477	\$17,869	\$16,994	21.7
South Dakota	\$13,493	\$14,361	\$14,511	\$14,874	\$14,991	\$14,991	\$14,537	3.0
Tennessee	\$14,434	\$15,174	\$15,782	\$16,406	\$16,146	\$16,751	\$15,733	34.3
Texas	\$14,390	\$14,890	\$15,040	\$15,839	\$15,812	\$15,793	\$15,274	90.7
Utah	\$13,707	\$13,688	\$13,856	\$14,695	\$15,435	\$15,081	\$14,393	21.7
Vermont	\$16,500	\$17,000	\$17,500	\$17,800	\$18,350	\$18,625	\$17,409	1.3
Virginia	\$16,211	\$17,037	\$17,247	\$17,435	\$17,884	\$17,882	\$17,264	17.8
Washington	\$15,112	\$15,448	\$16,116	\$16,200	\$16,716	\$17,191	\$16,078	21.7
West Virginia	\$13,343	\$13,832	\$14,633	\$14,885	\$15,112	\$14,269	\$14,281	6.7
Wisconsin	\$16,749	\$17,342	\$17,688	\$18,152	\$18,270	\$17,971	\$17,669	23.0
Wyoming	\$15,500	\$15,550	\$16,025	\$17,025	\$17,750	\$18,800	\$16,775	1.0
<b>Average</b>	<b>\$15,126</b>	<b>\$15,566</b>	<b>\$16,540</b>	<b>\$16,540</b>	<b>\$16,667</b>	<b>\$16,923</b>	<b>\$16,104</b>	<b>22.8</b>
<i>Minimum</i>	<i>\$10,752</i>	<i>\$10,965</i>	<i>\$11,844</i>	<i>\$13,031</i>	<i>\$13,521</i>	<i>\$12,953</i>	<i>\$10,752</i>	<i>1.0</i>
<i>Maximum</i>	<i>\$21,150</i>	<i>\$21,150</i>	<i>\$22,050</i>	<i>\$22,208</i>	<i>\$22,208</i>	<i>\$22,208</i>	<i>\$22,208</i>	<i>100.3</i>

Source: IPEDS Program Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the program level for Alaska.

**Table A2: Percent of Cosmetology Students Who Received Pell Grants by State, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Alabama	72.0%	67.7%	73.3%	55.5%	56.0%	63.0%	65.3%	2.5
Arizona	73.7%	73.3%	74.6%	70.6%	61.7%	60.0%	70.7%	6.2
Arkansas	65.5%	69.4%	72.3%	67.8%	75.0%	82.5%	71.5%	4.5
California	54.5%	54.7%	63.9%	61.4%	63.7%	63.1%	60.3%	15.8
Colorado	66.7%	66.6%	64.8%	65.9%	62.0%	74.5%	66.0%	6.8
Connecticut	48.6%	32.0%	51.8%	61.6%	67.3%	66.0%	56.7%	4.7
Delaware	41.0%	43.0%	58.0%	NA	NA	NA	47.3%	3.8
Florida	61.6%	64.5%	64.6%	69.6%	57.2%	61.9%	63.7%	11.2
Georgia	54.5%	76.5%	76.6%	71.4%	76.4%	79.3%	72.7%	8.2
Idaho	40.7%	69.4%	57.3%	60.0%	58.5%	66.3%	61.0%	5.7
Illinois	68.4%	73.2%	68.9%	69.0%	62.5%	74.3%	69.7%	9.5
Indiana	68.1%	64.2%	73.0%	72.4%	67.0%	67.0%	69.2%	7.7
Iowa	59.8%	76.8%	71.3%	61.8%	61.6%	52.0%	63.8%	4.0
Kansas	58.0%	61.3%	62.6%	61.0%	57.3%	56.3%	60.1%	5.3
Kentucky	65.8%	93.7%	60.3%	82.0%	58.0%	48.0%	70.2%	2.7
Louisiana	52.2%	58.6%	71.2%	68.7%	73.0%	67.0%	63.4%	5.7
Maine	NA	64.0%	NA	NA	NA	NA	64.0%	1.0
Maryland	72.5%	71.5%	77.0%	66.8%	74.1%	67.8%	71.9%	11.8
Massachusetts	58.5%	61.4%	65.1%	70.9%	57.3%	64.1%	62.6%	11.2
Michigan	73.1%	72.1%	78.7%	73.4%	66.6%	85.6%	73.3%	6.5
Minnesota	61.1%	65.9%	68.1%	63.2%	60.0%	56.2%	63.6%	10.2
Mississippi	62.0%	82.0%	76.0%	89.0%	83.0%	60.0%	75.4%	1.7
Missouri	67.6%	65.8%	67.2%	70.0%	66.3%	68.3%	67.6%	5.5
Montana	51.7%	66.0%	63.5%	62.3%	53.3%	54.0%	59.5%	4.8



Materials contained in this agenda are proposed topics for discussion and are not to be controlled as regulation or official Board position.

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Nebraska	NA	NA	65.0%	57.0%	64.5%	55.0%	61.2%	1.5
Nevada	60.3%	53.0%	53.0%	57.0%	57.0%	58.0%	54.9%	5.8
New Hampshire	43.0%	50.0%	49.5%	44.0%	38.3%	47.0%	43.9%	2.0
New Jersey	61.3%	55.0%	67.5%	86.0%	63.5%	61.0%	64.8%	2.7
New Mexico	60.0%	47.0%	NA	NA	NA	NA	53.5%	1.0
New York	59.1%	64.4%	58.9%	52.6%	55.4%	58.1%	57.9%	23.3
North Carolina	63.5%	72.5%	74.7%	74.2%	68.4%	68.8%	70.4%	10.8
North Dakota	51.7%	48.0%	53.7%	47.7%	41.5%	38.0%	47.6%	2.3
Ohio	67.3%	75.4%	77.6%	77.6%	70.2%	71.3%	73.8%	13.2
Oklahoma	NA	66.0%	51.0%	NA	56.0%	47.0%	54.2%	1.3
Pennsylvania	63.3%	77.0%	63.7%	73.5%	69.3%	53.7%	66.6%	2.5
Rhode Island	33.0%	43.0%	64.0%	52.0%	76.0%	53.0%	57.6%	2.3
South Carolina	68.1%	64.6%	73.6%	70.3%	66.4%	68.0%	68.7%	5.8
South Dakota	55.0%	40.0%	39.0%	45.0%	57.0%	46.0%	47.0%	2.8
Tennessee	70.2%	69.1%	74.6%	70.8%	73.3%	58.8%	70.6%	12.0
Texas	66.9%	73.2%	78.2%	75.8%	66.1%	61.8%	71.9%	13.8
Utah	49.5%	55.9%	69.5%	49.6%	42.1%	49.6%	52.4%	9.7
Virginia	58.2%	70.1%	71.9%	70.8%	60.7%	66.6%	66.9%	12.0
Washington	75.2%	48.8%	62.0%	57.0%	52.0%	62.0%	59.6%	4.3
West Virginia	NA	NA	53.0%	NA	NA	NA	53.0%	1.0
Wisconsin	58.2%	56.7%	67.4%	69.3%	67.7%	66.0%	64.0%	9.0
<b>Average</b>	<b>62.2%</b>	<b>66.4%</b>	<b>69.0%</b>	<b>67.0%</b>	<b>62.9%</b>	<b>63.1%</b>	<b>65.4%</b>	<b>7.0</b>
<i>Minimum</i>	33.0%	32.0%	39.0%	44.0%	38.3%	38.0%	32.0%	1.0
<i>Maximum</i>	75.2%	93.7%	78.7%	89.0%	83.0%	85.0%	81.7%	23.3

Source: IPEDS School Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the school level for Alaska, Hawaii, Oregon, Vermont, Wyoming or the District of Columbia.

Materials contained in this agenda are proposed for discussion and are not to be construed as regulation or official Board position.

**Table A3: Average Pell Grant Awards Received by Cosmetology Students by State, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Alabama	\$3,152	\$3,611	\$4,433	\$3,846	\$4,374	\$4,723	\$4,070	2.5
Arizona	\$4,209	\$3,215	\$4,090	\$4,182	\$4,447	\$4,530	\$4,164	6.2
Arkansas	\$4,117	\$4,069	\$4,131	\$4,255	\$5,052	\$4,676	\$4,352	4.5
California	\$3,889	\$3,773	\$3,901	\$4,281	\$4,283	\$4,253	\$4,073	15.8
Colorado	\$4,253	\$4,109	\$3,764	\$4,392	\$4,372	\$4,166	\$4,118	6.8
Connecticut	\$3,275	\$3,859	\$3,516	\$4,315	\$3,981	\$4,533	\$3,934	4.7
Delaware	\$3,969	\$3,543	\$3,685	NA	NA	NA	\$3,732	3.8
Florida	\$3,852	\$3,834	\$3,828	\$3,915	\$4,041	\$3,954	\$3,893	11.2
Georgia	\$4,235	\$3,949	\$3,930	\$4,231	\$4,497	\$4,306	\$4,201	8.2
Idaho	\$3,898	\$4,447	\$4,026	\$4,071	\$4,415	\$4,982	\$4,320	5.7
Illinois	\$4,125	\$3,868	\$3,930	\$3,866	\$3,749	\$4,686	\$3,978	9.5
Indiana	\$4,533	\$4,105	\$3,981	\$3,973	\$3,753	\$4,113	\$4,117	7.7
Iowa	\$4,165	\$4,182	\$4,272	\$4,587	\$4,641	\$4,200	\$4,353	4.0
Kansas	\$4,071	\$4,158	\$4,084	\$4,000	\$3,993	\$4,331	\$4,096	5.3
Kentucky	\$4,588	\$4,612	\$4,333	\$5,688	\$5,051	\$4,571	\$4,749	2.7
Louisiana	\$4,028	\$4,297	\$3,894	\$4,214	\$4,301	\$4,134	\$4,128	5.7
Maine	NA	\$3,946	NA	NA	NA	NA	\$3,946	1.0
Maryland	\$3,802	\$3,632	\$3,432	\$3,985	\$3,742	\$3,917	\$3,735	11.8
Massachusetts	\$4,049	\$3,965	\$3,757	\$3,991	\$4,037	\$3,751	\$3,931	11.2
Michigan	\$4,288	\$4,347	\$4,454	\$4,479	\$4,762	\$4,694	\$4,447	6.5
Minnesota	\$4,277	\$3,764	\$3,886	\$4,023	\$4,299	\$3,943	\$4,008	10.2
Mississippi	\$3,835	\$3,711	\$4,496	\$4,031	\$2,673	\$4,368	\$3,944	1.7
Missouri	\$4,188	\$3,876	\$4,064	\$4,020	\$4,104	\$4,372	\$4,065	5.5
Montana	\$4,436	\$4,282	\$4,641	\$4,711	\$4,510	\$4,144	\$4,483	4.8

Materials contained in this agenda are proposed for discussion and are not to be considered as regulation or official Board position.

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Nebraska	NA	NA	\$4,619	\$5,392	\$4,651	\$4,620	\$4,786	1.5
Nevada	\$3,897	\$3,712	\$3,806	\$4,355	\$4,495	\$4,285	\$4,043	5.8
New Hampshire	\$4,500	\$3,330	\$4,681	\$3,702	\$4,403	\$4,276	\$4,230	2.0
New Jersey	\$4,487	\$4,322	\$4,279	\$4,189	\$4,205	\$4,558	\$4,353	2.7
New Mexico	\$4,288	\$4,532	NA	NA	NA	NA	\$4,410	1.0
New York	\$3,946	\$3,675	\$4,012	\$3,981	\$4,169	\$4,130	\$3,992	23.3
North Carolina	\$4,021	\$4,052	\$3,853	\$4,096	\$4,108	\$4,601	\$4,087	10.8
North Dakota	\$4,439	\$4,458	\$4,179	\$3,529	\$4,459	\$4,483	\$4,231	2.3
Ohio	\$4,315	\$4,229	\$4,088	\$4,152	\$4,389	\$4,098	\$4,207	13.2
Oklahoma	NA	\$3,972	\$4,134	NA	\$4,658	\$4,373	\$4,254	1.3
Pennsylvania	\$4,150	\$4,098	\$4,654	\$4,708	\$4,816	\$4,024	\$4,442	2.5
Rhode Island	\$3,554	\$3,945	\$3,660	\$4,086	\$3,275	\$4,249	\$3,713	2.3
South Carolina	\$3,993	\$4,190	\$3,938	\$4,327	\$4,153	\$4,239	\$4,127	5.8
South Dakota	\$3,679	\$3,765	\$3,819	\$4,407	\$4,365	\$4,631	\$4,111	2.8
Tennessee	\$3,904	\$3,850	\$3,784	\$4,207	\$4,416	\$4,258	\$4,002	12.0
Texas	\$4,019	\$4,259	\$4,390	\$4,193	\$4,287	\$3,976	\$4,201	13.8
Utah	\$4,319	\$4,019	\$4,195	\$3,883	\$4,165	\$3,731	\$4,064	9.7
Virginia	\$3,887	\$3,850	\$3,876	\$4,036	\$4,506	\$4,089	\$4,021	12.0
Washington	\$5,053	\$4,333	\$4,573	\$4,155	\$3,935	\$4,337	\$4,490	4.3
West Virginia	NA	NA	\$4,100	NA	NA	NA	\$4,100	1.0
Wisconsin	\$4,000	\$4,095	\$4,140	\$4,559	\$4,369	\$4,391	\$4,227	9.0
<b>Average</b>	<b>\$4,093</b>	<b>\$4,003</b>	<b>\$4,000</b>	<b>\$4,146</b>	<b>\$4,260</b>	<b>\$4,204</b>	<b>\$4,101</b>	<b>7.0</b>
<i>Minimum</i>	<i>\$3,152</i>	<i>\$3,330</i>	<i>\$3,432</i>	<i>\$3,529</i>	<i>\$2,673</i>	<i>\$3,731</i>	<i>\$2,673</i>	<i>1.0</i>
<i>Maximim</i>	<i>\$5,053</i>	<i>\$4,612</i>	<i>\$4,681</i>	<i>\$5,688</i>	<i>\$5,052</i>	<i>\$4,982</i>	<i>\$4,688</i>	<i>23.3</i>

Source: IPEDS School Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the school level for Alaska, Hawaii, Oregon, Vermont, Wyoming or the District of Columbia.

Materials contained in this agenda are proposed for discussion and are not to be considered as regulation or official Board position.

**Table A4: Percent of Cosmetology Students Who Borrowed Federal Student Loans, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Alabama	61.0%	70.7%	79.3%	60.0%	60.5%	69.7%	68.1%	2.5
Arizona	74.0%	73.9%	73.7%	68.9%	68.3%	60.5%	71.5%	6.2
Arkansas	45.8%	44.6%	55.3%	52.8%	59.3%	66.3%	53.0%	4.5
California	54.1%	59.2%	57.1%	57.7%	62.0%	57.1%	58.0%	15.8
Colorado	71.2%	68.1%	65.0%	64.3%	65.0%	79.0%	67.6%	6.8
Connecticut	51.2%	50.0%	63.5%	66.4%	71.2%	74.2%	63.9%	4.7
Delaware	59.0%	14.0%	64.0%	NA	NA	NA	45.7%	3.8
Florida	65.6%	69.2%	67.6%	70.6%	62.6%	65.8%	67.3%	11.2
Georgia	57.9%	68.6%	73.4%	67.2%	72.5%	76.8%	69.4%	8.2
Idaho	53.7%	67.6%	50.0%	48.0%	61.0%	61.0%	58.7%	5.7
Illinois	78.7%	79.8%	74.3%	78.6%	68.5%	79.8%	75.5%	9.5
Indiana	67.8%	65.0%	70.0%	71.7%	62.5%	54.0%	67.8%	7.7
Iowa	72.8%	84.5%	67.5%	66.3%	74.4%	66.5%	72.1%	4.0
Kansas	64.3%	72.4%	63.6%	62.7%	62.7%	60.0%	65.5%	5.3
Kentucky	19.3%	17.7%	26.0%	0.0%	27.5%	0.0%	17.5%	2.7
Louisiana	40.5%	61.0%	56.7%	50.3%	21.5%	39.0%	47.9%	5.7
Maine	NA	65.0%	NA	NA	NA	NA	65.0%	1.0
Maryland	71.5%	71.7%	77.9%	66.8%	79.1%	70.7%	73.1%	11.8
Massachusetts	66.3%	69.0%	65.6%	74.6%	62.6%	69.3%	67.9%	11.2
Michigan	76.0%	62.9%	65.0%	62.5%	45.2%	22.6%	62.1%	6.5
Minnesota	65.1%	66.3%	71.3%	67.2%	63.5%	63.8%	66.8%	10.2
Mississippi	0.0%	0.0%	30.0%	75.0%	90.0%	68.0%	41.9%	1.7
Missouri	77.4%	73.3%	75.4%	59.0%	40.7%	77.0%	69.6%	5.5
Montana	51.7%	54.5%	56.5%	58.0%	47.7%	54.5%	54.2%	4.8

Materials contained in this agenda are proposed topics for discussion and are not to be construed as regulation or official Board position.

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Nebraska	NA	NA	58.0%	64.0%	68.0%	58.0%	63.2%	1.5
Nevada	69.3%	58.0%	57.0%	61.0%	60.0%	57.0%	62.6%	5.8
New Hampshire	61.0%	71.0%	93.0%	60.0%	47.5%	67.5%	63.6%	2.0
New Jersey	70.3%	66.7%	70.8%	88.5%	72.5%	72.7%	72.6%	2.7
New Mexico	67.0%	62.0%	NA	NA	NA	NA	64.5%	1.0
New York	56.0%	64.3%	56.6%	47.8%	54.9%	55.5%	55.7%	23.3
North Carolina	53.3%	64.6%	56.8%	55.4%	56.3%	58.5%	57.9%	10.8
North Dakota	61.0%	56.0%	56.3%	51.0%	46.0%	50.0%	54.1%	2.3
Ohio	60.7%	72.3%	67.9%	67.8%	60.7%	63.1%	66.4%	13.2
Oklahoma	NA	85.0%	28.0%	NA	52.0%	0.0%	38.6%	1.3
Pennsylvania	76.3%	93.5%	68.7%	81.0%	74.0%	65.3%	75.8%	2.5
Rhode Island	60.0%	65.0%	67.5%	62.0%	80.5%	65.0%	68.5%	2.3
South Carolina	52.3%	46.3%	65.3%	51.6%	60.6%	49.0%	54.1%	5.8
South Dakota	91.0%	42.0%	42.0%	48.0%	50.0%	54.0%	54.5%	2.8
Tennessee	67.4%	66.6%	67.3%	62.8%	58.4%	59.0%	64.8%	12.0
Texas	63.1%	73.3%	78.3%	68.3%	59.0%	50.6%	68.0%	13.8
Utah	33.8%	44.5%	60.2%	37.1%	20.0%	38.4%	38.7%	9.7
Virginia	61.5%	70.8%	71.6%	69.6%	60.3%	67.4%	67.3%	12.0
Washington	71.8%	54.2%	68.3%	62.3%	70.5%	69.0%	64.8%	4.3
West Virginia	NA	NA	50.0%	NA	NA	NA	50.0%	1.0
Wisconsin	67.5%	65.3%	63.6%	69.2%	69.0%	51.5%	65.4%	9.0
<b>Average</b>	<b>61.5%</b>	<b>65.7%</b>	<b>66.1%</b>	<b>62.5%</b>	<b>60.0%</b>	<b>60.8%</b>	<b>63.1%</b>	<b>7.0</b>
<i>Minimum</i>	0.0%	0.0%	26.0%	0.0%	20.0%	0.0%	0.0%	1.0
<i>Maximum</i>	91.0%	93.5%	93.0%	88.5%	90.0%	79.8%	75.5%	23.3

Source: IPEDS School Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the school level for Alaska, Hawaii, Oregon, Vermont, Wyoming or the District of Columbia.

Materials contained in this agenda are proposed for discussion and are not to be considered as registration or official Board position.

**Table A5: Average Federal Student Loans Borrowed by Cosmetology Students by State, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Alabama	\$6,701	\$6,914	\$9,808	\$9,818	\$9,832	\$8,602	\$8,578	2.5
Arizona	\$8,597	\$8,369	\$8,688	\$8,844	\$8,521	\$8,513	\$8,590	6.2
Arkansas	\$7,150	\$7,720	\$8,636	\$7,906	\$7,317	\$8,332	\$7,809	4.5
California	\$6,688	\$7,527	\$7,880	\$7,463	\$7,051	\$7,467	\$7,337	15.8
Colorado	\$8,347	\$8,394	\$7,883	\$8,189	\$7,930	\$8,162	\$8,166	6.8
Connecticut	\$6,667	\$7,547	\$6,607	\$6,773	\$5,782	\$7,369	\$6,709	4.7
Delaware	\$6,852	\$11,195	\$8,228	NA	NA	NA	\$8,758	3.8
Florida	\$6,917	\$7,236	\$7,216	\$7,699	\$7,082	\$7,310	\$7,256	11.2
Georgia	\$7,304	\$7,914	\$7,972	\$7,437	\$7,839	\$8,797	\$7,852	8.2
Idaho	\$7,491	\$6,857	\$6,897	\$6,785	\$6,980	\$7,508	\$7,033	5.7
Illinois	\$8,141	\$7,581	\$7,638	\$8,089	\$6,736	\$6,308	\$7,705	9.5
Indiana	\$7,679	\$8,155	\$7,685	\$7,033	\$5,668	\$6,250	\$7,491	7.7
Iowa	\$6,658	\$5,677	\$6,494	\$6,228	\$6,657	\$6,368	\$6,359	4.0
Kansas	\$8,314	\$8,375	\$8,993	\$8,122	\$8,191	\$7,729	\$8,363	5.3
Kentucky	\$5,370	\$6,264	\$5,325	\$0	\$8,953	\$0	\$6,124	2.7
Louisiana	\$8,424	\$9,507	\$10,752	\$7,050	\$6,717	\$5,214	\$8,787	5.7
Maine	NA	\$6,814	NA	NA	NA	NA	\$6,814	1.0
Maryland	\$5,792	\$6,262	\$5,872	\$6,744	\$6,553	\$7,352	\$6,398	11.8
Massachusetts	\$6,094	\$6,148	\$6,844	\$6,218	\$6,692	\$6,793	\$6,423	11.2
Michigan	\$8,620	\$7,983	\$9,663	\$8,036	\$8,446	\$5,374	\$8,322	6.5
Minnesota	\$8,069	\$7,558	\$7,615	\$8,009	\$7,772	\$6,501	\$7,693	10.2
Mississippi	\$0	\$0	\$6,160	\$5,911	\$3,020	\$4,798	\$4,972	1.7
Missouri	\$8,527	\$7,773	\$7,400	\$8,150	\$7,531	\$6,791	\$7,793	5.5
Montana	\$6,345	\$5,808	\$6,340	\$5,714	\$5,233	\$5,311	\$5,840	4.8

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	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	6-Year Average	Average No. of Schools
Nebraska	NA	NA	\$10,234	\$9,754	\$9,237	\$8,753	\$9,443	1.5
Nevada	\$7,335	\$8,668	\$9,322	\$8,951	\$9,323	\$8,633	\$8,363	5.8
New Hampshire	\$6,707	\$6,256	\$6,180	\$7,735	\$7,629	\$7,343	\$7,166	2.0
New Jersey	\$5,758	\$5,964	\$6,316	\$5,862	\$5,583	\$6,691	\$6,082	2.7
New Mexico	\$8,445	\$10,154	NA	NA	NA	NA	\$9,300	1.0
New York	\$6,076	\$6,530	\$7,245	\$7,145	\$6,848	\$6,447	\$6,735	23.3
North Carolina	\$6,760	\$7,062	\$7,496	\$7,493	\$8,215	\$7,164	\$7,280	10.8
North Dakota	\$7,688	\$7,026	\$6,715	\$5,445	\$7,030	\$8,300	\$6,955	2.3
Ohio	\$7,553	\$7,425	\$7,698	\$7,685	\$7,850	\$7,896	\$7,632	13.2
Oklahoma	NA	\$6,790	\$7,737	NA	\$8,323	\$0	\$7,617	1.3
Pennsylvania	\$6,570	\$5,551	\$6,349	\$8,047	\$8,463	\$7,170	\$7,331	2.5
Rhode Island	\$8,044	\$9,145	\$8,605	\$8,869	\$4,954	\$6,364	\$7,442	2.3
South Carolina	\$7,459	\$7,306	\$7,081	\$6,709	\$5,710	\$5,085	\$6,732	5.8
South Dakota	\$6,361	\$5,368	\$5,543	\$5,734	\$7,333	\$7,981	\$6,387	2.8
Tennessee	\$7,427	\$7,590	\$7,418	\$8,312	\$7,147	\$7,266	\$7,569	12.0
Texas	\$7,758	\$8,156	\$8,152	\$7,982	\$6,648	\$7,073	\$7,817	13.8
Utah	\$5,482	\$5,506	\$4,987	\$5,671	\$5,296	\$5,261	\$5,410	9.7
Virginia	\$7,441	\$7,553	\$7,723	\$7,329	\$7,110	\$7,508	\$7,456	12.0
Washington	\$6,327	\$7,285	\$9,823	\$7,986	\$6,834	\$7,438	\$7,505	4.3
West Virginia	NA	NA	\$4,569	NA	NA	NA	\$4,569	1.0
Wisconsin	\$8,163	\$8,420	\$9,198	\$9,232	\$8,771	\$8,440	\$8,765	9.0
<b>Average</b>	<b>\$7,234</b>	<b>\$7,383</b>	<b>\$7,604</b>	<b>\$7,538</b>	<b>\$7,149</b>	<b>\$7,126</b>	<b>\$7,368</b>	<b>7.0</b>
<i>Minimum</i>	\$0	\$0	\$4,569	\$0	\$3,020	\$0	\$0	1.0
<i>Maximum</i>	\$8,620	\$11,195	\$10,752	\$9,818	\$9,832	\$8,797	\$11,195	23.3

Source: IPEDS School Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the school level for Alaska, Hawaii, Oregon, Vermont, Wyoming or the District of Columbia.

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**Table A6: Percent of Cosmetology Students  
Who Graduated on Time, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Alabama	14.5%	69.0%	19.5%	22.0%	5.5%	8.5%	18.7%	2.5
Arizona	21.2%	16.1%	17.5%	16.5%	5.3%	10.0%	15.6%	6.2
Arkansas	48.8%	19.2%	29.3%	36.5%	53.8%	45.0%	37.7%	4.5
California	21.2%	19.1%	24.1%	20.5%	15.8%	12.0%	18.7%	15.8
Colorado	8.8%	10.2%	19.9%	30.9%	0.7%	0.0%	14.7%	6.8
Connecticut	20.0%	26.7%	18.0%	15.3%	34.3%	30.4%	24.0%	4.7
Delaware	0.0%	0.0%	5.0%	NA	NA	NA	1.7%	3.8
Florida	15.0%	14.9%	14.7%	32.7%	8.4%	9.3%	16.8%	11.2
Georgia	29.0%	29.3%	43.0%	27.9%	20.6%	4.4%	25.0%	8.2
Idaho	26.3%	56.5%	51.3%	45.7%	60.0%	64.3%	51.6%	5.7
Illinois	22.4%	21.9%	23.6%	38.5%	40.3%	41.0%	28.1%	9.5
Indiana	35.0%	17.1%	20.0%	22.3%	53.5%	0.0%	24.7%	7.7
Iowa	29.8%	34.5%	51.8%	57.5%	43.8%	36.3%	42.3%	4.0
Kansas	21.0%	26.2%	27.7%	27.5%	9.3%	3.0%	21.1%	5.3
Kentucky	65.3%	45.0%	62.7%	72.0%	44.0%	100.0%	61.1%	2.7
Louisiana	23.8%	19.3%	13.2%	46.7%	32.7%	26.0%	24.2%	5.7
Maine	NA	16.0%	NA	NA	NA	NA	16.0%	1.0
Maryland	28.0%	22.4%	37.9%	44.1%	33.8%	41.7%	35.0%	11.8
Massachusetts	14.9%	13.8%	14.9%	30.2%	16.6%	14.4%	18.5%	11.2
Michigan	11.2%	29.4%	11.5%	13.4%	39.8%	0.0%	19.9%	6.5
Minnesota	23.3%	20.5%	19.4%	33.4%	25.2%	21.0%	23.8%	10.2
Mississippi	2.0%	0.0%	46.5%	89.0%	64.0%	100.0%	49.7%	1.7
Missouri	30.0%	11.3%	19.9%	37.3%	37.7%	56.3%	28.0%	5.5
Montana	56.0%	69.7%	74.0%	71.3%	69.0%	35.5%	51.1%	4.8



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	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	6-Year Average	Average No. of Schools
Nebraska	NA	NA	68.0%	54.0%	53.0%	52.0%	56.8%	1.5
Nevada	29.7%	1.0%	1.0%	1.0%	2.0%	2.0%	12.0%	5.8
New Hampshire	26.0%	26.0%	8.5%	20.0%	29.0%	19.0%	21.9%	2.0
New Jersey	3.0%	32.7%	19.8%	42.5%	54.5%	34.7%	31.9%	2.7
New Mexico	41.0%	0.0%	NA	NA	NA	NA	20.5%	1.0
New York	25.8%	23.9%	21.9%	30.0%	23.7%	27.8%	26.1%	23.3
North Carolina	55.8%	38.3%	18.2%	26.9%	27.5%	32.6%	33.7%	10.8
North Dakota	40.0%	19.0%	22.7%	35.5%	49.0%	35.5%	32.5%	2.3
Ohio	23.1%	26.7%	27.1%	22.7%	34.9%	26.4%	26.2%	13.2
Oklahoma	NA	0.0%	30.5%	NA	0.0%	9.0%	17.5%	1.3
Pennsylvania	7.7%	31.5%	15.0%	12.5%	23.0%	15.0%	17.4%	2.5
Rhode Island	1.0%	4.0%	4.0%	11.0%	0.0%	0.0%	3.4%	2.3
South Carolina	34.0%	24.4%	22.0%	28.4%	29.5%	28.6%	27.3%	5.8
South Dakota	42.0%	20.0%	0.0%	9.0%	8.0%	26.0%	17.5%	2.8
Tennessee	18.2%	17.9%	17.7%	17.1%	25.4%	36.0%	20.4%	12.0
Texas	29.6%	18.3%	27.3%	31.5%	32.5%	22.2%	27.1%	13.8
Utah	61.8%	64.9%	54.6%	45.3%	61.1%	53.7%	57.2%	9.7
Virginia	17.2%	25.8%	14.5%	26.0%	17.5%	17.5%	20.0%	12.0
Washington	30.3%	13.3%	35.0%	53.3%	43.5%	29.0%	33.9%	4.3
West Virginia	NA	NA	7.0%	NA	NA	NA	7.0%	1.0
Wisconsin	37.4%	47.6%	16.8%	39.2%	23.8%	41.3%	33.3%	9.0
<b>Average</b>	<b>27.6%</b>	<b>25.4%</b>	<b>24.3%</b>	<b>30.8%</b>	<b>28.4%</b>	<b>27.0%</b>	<b>27.2%</b>	<b>7.0</b>
<i>Minimum</i>	0.0%	0.0%	0.0%	1.0%	0.0%	0.0%	0.0%	1.0
<i>Maximum</i>	65.3%	69.7%	74.0%	89.0%	69.0%	100.0%	100.0%	23.3

Source: IPEDS School Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the school level for Alaska, Hawaii, Oregon, Vermont, Wyoming or the District of Columbia.

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**Table A7: Percent of Cosmetology Students Who Graduated Within 18 Months, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Alabama	85.5%	85.0%	60.5%	22.0%	71.0%	57.0%	65.5%	2.5
Arizona	50.0%	56.4%	48.3%	57.2%	60.7%	64.8%	55.3%	6.2
Arkansas	77.3%	61.0%	56.5%	65.3%	68.5%	64.3%	65.3%	4.5
California	65.4%	66.4%	73.6%	70.6%	68.2%	60.5%	67.7%	15.8
Colorado	46.2%	51.7%	53.9%	51.3%	46.7%	40.3%	49.8%	6.8
Connecticut	65.8%	76.3%	76.5%	75.7%	77.0%	87.2%	76.5%	4.7
Delaware	87.0%	66.0%	70.0%	NA	NA	NA	74.3%	3.8
Florida	66.0%	55.3%	62.8%	59.5%	70.6%	68.3%	63.5%	11.2
Georgia	74.3%	72.9%	76.0%	63.6%	56.6%	44.0%	63.7%	8.2
Idaho	73.7%	78.0%	75.0%	52.7%	95.5%	80.3%	78.0%	5.7
Illinois	49.4%	50.4%	48.5%	52.5%	59.7%	59.5%	51.4%	9.5
Indiana	55.3%	50.8%	50.4%	46.0%	74.1%	63.0%	52.4%	7.7
Iowa	67.0%	58.5%	73.5%	69.5%	73.4%	55.5%	66.5%	4.0
Kansas	62.5%	56.8%	71.3%	66.6%	74.3%	80.0%	66.7%	5.3
Kentucky	88.3%	45.0%	62.7%	78.5%	67.5%	100.0%	71.2%	2.7
Louisiana	72.0%	65.5%	74.0%	71.3%	65.7%	56.7%	68.5%	5.7
Maine	NA	51.0%	NA	NA	NA	NA	51.0%	1.0
Maryland	60.3%	60.2%	58.4%	63.7%	63.5%	63.9%	61.5%	11.8
Massachusetts	65.7%	73.2%	72.5%	77.1%	70.8%	88.0%	71.0%	11.2
Michigan	63.0%	53.5%	40.5%	42.6%	56.0%	0.0%	50.4%	6.5
Minnesota	53.2%	54.8%	55.5%	60.2%	54.0%	52.4%	55.4%	10.2
Mississippi	81.0%	66.0%	74.0%	89.0%	64.0%	100.0%	78.3%	1.7
Missouri	63.4%	52.9%	58.6%	59.9%	80.0%	71.7%	61.3%	5.5
Montana	70.7%	76.3%	85.5%	79.0%	75.0%	63.0%	73.3%	4.8

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	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Nebraska	NA	NA	68.0%	60.0%	53.0%	60.0%	60.3%	1.5
Nevada	68.0%	90.0%	80.0%	76.0%	77.0%	75.0%	75.3%	5.8
New Hampshire	91.0%	91.0%	60.3%	85.5%	63.5%	72.5%	71.8%	2.0
New Jersey	61.0%	68.7%	66.0%	65.0%	85.0%	79.0%	71.2%	2.7
New Mexico	59.0%	65.0%	NA	NA	NA	NA	62.0%	1.0
New York	72.5%	70.3%	72.2%	72.6%	70.0%	75.3%	72.4%	23.3
North Carolina	74.8%	66.7%	60.3%	55.8%	50.3%	55.4%	61.3%	10.8
North Dakota	58.7%	53.3%	65.0%	56.7%	63.5%	60.0%	59.3%	2.3
Ohio	58.3%	57.1%	51.2%	48.5%	61.2%	62.4%	55.1%	13.2
Oklahoma	NA	86.0%	57.5%	NA	0.0%	64.0%	66.3%	1.3
Pennsylvania	74.3%	78.0%	72.0%	69.3%	82.5%	64.7%	72.6%	2.5
Rhode Island	87.0%	86.0%	71.0%	92.0%	73.0%	67.0%	78.1%	2.3
South Carolina	66.8%	63.4%	57.9%	64.6%	73.8%	53.2%	62.7%	5.8
South Dakota	67.0%	79.0%	71.0%	68.0%	58.0%	58.0%	66.8%	2.8
Tennessee	52.0%	52.3%	50.9%	47.4%	59.7%	64.2%	52.9%	12.0
Texas	55.3%	47.3%	50.1%	59.5%	62.6%	66.4%	56.2%	13.8
Utah	74.9%	84.0%	71.2%	74.6%	84.7%	79.0%	78.0%	9.7
Virginia	51.9%	54.1%	51.7%	61.2%	65.7%	62.0%	57.6%	12.0
Washington	70.5%	73.7%	76.0%	78.3%	67.0%	66.0%	73.5%	4.3
West Virginia	NA	NA	71.0%	NA	NA	NA	71.0%	1.0
Wisconsin	72.1%	68.9%	58.0%	62.1%	46.0%	68.3%	63.1%	9.0
<b>Average</b>	<b>64.1%</b>	<b>61.6%</b>	<b>60.7%</b>	<b>61.9%</b>	<b>66.2%</b>	<b>65.9%</b>	<b>63.0%</b>	<b>7.0</b>
<i>Minimum</i>	46.2%	45.0%	40.5%	22.0%	46.0%	40.3%	22.0%	1.0
<i>Maximum</i>	91.0%	91.0%	85.5%	92.0%	95.5%	100.0%	100.0%	23.3

Source: IPEDS School Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the school level for Alaska, Hawaii, Oregon, Vermont, Wyoming or the District of Columbia.

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**Table A8: Percent of Cosmetology Students Who Graduated Within 24 Months, 2011–2012 to 2016–2017**

	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Alabama	100.0%	85.0%	60.5%	22.0%	71.0%	57.0%	68.4%	2.5
Arizona	53.0%	60.0%	48.8%	58.7%	60.7%	64.8%	57.1%	6.2
Arkansas	77.3%	61.8%	56.5%	68.3%	68.5%	64.3%	66.0%	4.5
California	67.4%	68.3%	74.8%	71.7%	69.6%	60.9%	69.0%	15.8
Colorado	49.2%	53.6%	53.9%	51.6%	46.7%	45.5%	51.4%	6.8
Connecticut	73.6%	74.7%	76.5%	76.7%	77.0%	87.2%	77.9%	4.7
Delaware	87.0%	66.0%	70.0%	NA	NA	NA	74.3%	3.8
Florida	69.5%	59.6%	62.8%	60.3%	66.9%	68.3%	63.8%	11.2
Georgia	81.0%	74.0%	77.2%	65.1%	56.7%	44.0%	65.3%	8.2
Idaho	84.7%	80.5%	75.0%	73.3%	95.5%	80.3%	80.4%	5.7
Illinois	53.2%	50.0%	48.8%	54.0%	59.7%	59.5%	52.5%	9.5
Indiana	60.3%	54.8%	50.8%	55.0%	74.1%	63.0%	56.5%	7.7
Iowa	67.0%	60.3%	73.5%	72.5%	73.4%	55.5%	67.3%	4.0
Kansas	65.0%	59.2%	71.3%	69.7%	74.3%	82.3%	68.6%	5.3
Kentucky	89.5%	53.3%	62.7%	94.0%	69.5%	100.0%	75.5%	2.7
Louisiana	74.2%	75.8%	74.0%	75.0%	65.7%	56.7%	71.6%	5.7
Maine	NA	51.0%	NA	NA	NA	NA	51.0%	1.0
Maryland	60.6%	60.2%	58.7%	66.3%	63.5%	63.9%	62.0%	11.8
Massachusetts	69.1%	75.5%	71.4%	79.2%	72.9%	68.0%	72.6%	11.2
Michigan	75.2%	64.5%	42.8%	48.0%	56.0%	0.0%	57.3%	6.5
Minnesota	55.7%	57.6%	56.2%	61.4%	54.3%	52.4%	56.9%	10.2
Mississippi	84.0%	68.0%	83.5%	89.0%	64.0%	100.0%	81.7%	1.7
Missouri	67.0%	59.1%	58.6%	61.3%	80.0%	71.7%	63.3%	5.5
Montana	73.7%	76.3%	85.5%	84.8%	75.0%	63.0%	78.0%	4.8

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	2011–2012	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	6-Year Average	Average No. of Schools
Nebraska	NA	NA	68.0%	60.0%	53.0%	60.0%	60.3%	1.5
Nevada	69.0%	90.0%	80.0%	76.0%	81.0%	75.0%	76.1%	5.8
New Hampshire	91.0%	95.0%	53.0%	85.5%	63.5%	72.5%	71.8%	2.0
New Jersey	61.0%	71.0%	66.3%	65.0%	85.0%	79.0%	71.7%	2.7
New Mexico	59.0%	65.0%	NA	NA	NA	NA	62.0%	1.0
New York	74.1%	71.9%	75.5%	73.4%	70.3%	76.1%	73.1%	23.3
North Carolina	78.8%	74.8%	64.0%	54.8%	50.3%	60.4%	64.6%	10.8
North Dakota	59.7%	56.3%	65.0%	61.3%	63.5%	63.5%	61.3%	2.3
Ohio	64.6%	63.5%	51.2%	51.6%	61.2%	62.4%	58.2%	13.2
Oklahoma	NA	86.0%	57.5%	NA	0.0%	64.0%	66.3%	1.3
Pennsylvania	74.3%	78.0%	72.0%	69.5%	82.5%	64.7%	72.6%	2.5
Rhode Island	87.0%	86.0%	71.0%	92.0%	73.0%	67.0%	78.1%	2.3
South Carolina	67.4%	65.4%	57.9%	65.3%	74.8%	54.4%	63.7%	5.8
South Dakota	67.0%	80.0%	71.0%	71.0%	63.0%	74.0%	71.0%	2.8
Tennessee	63.0%	56.2%	54.3%	47.9%	59.7%	66.0%	56.1%	12.0
Texas	58.1%	52.3%	51.1%	61.8%	64.5%	67.7%	58.6%	13.8
Utah	80.1%	85.9%	71.2%	80.0%	85.4%	79.7%	80.9%	9.7
Virginia	55.2%	59.6%	52.0%	63.9%	71.9%	62.0%	60.7%	12.0
Washington	73.3%	75.3%	76.0%	79.7%	67.5%	76.0%	74.8%	4.3
West Virginia	NA	NA	71.0%	NA	NA	NA	71.0%	1.0
Wisconsin	72.7%	71.8%	58.7%	64.3%	46.0%	68.3%	64.4%	9.0
<b>Average</b>	<b>67.6%</b>	<b>65.2%</b>	<b>61.3%</b>	<b>64.1%</b>	<b>67.0%</b>	<b>66.6%</b>	<b>65.0%</b>	<b>7.0</b>
<i>Minimum</i>	49.2%	50.0%	42.8%	22.0%	46.0%	44.0%	22.0%	1.0
<i>Maximum</i>	100.0%	95.0%	85.5%	94.0%	95.5%	100.0%	100.0%	23.3

Source: IPEDS School Sample. See Appendix B for details. NAs indicate a lack of data availability. Information was not available at the school level for Alaska, Hawaii, Oregon, Vermont, Wyoming or the District of Columbia.

# Appendix B: Methods

This report was guided by the broad question: What are the economics of the cosmetology occupation and the training cosmetologists complete?

For each part of the primary question, we analyzed a series of sub-questions. Those relevant to the economics of the cosmetology occupation included:

- What are the wages (including tips) of cosmetologists?
- How many hours per week do cosmetologists typically work?
- How many weeks per year do cosmetologists typically work?
- How many jobs do cosmetologists typically have?
- Do cosmetologists typically work part time or full time?

Questions specific to the economics of cosmetology training included:

- In what kind of setting do most cosmetologists complete their job training?
- What is the average program length, in credit hours, of cosmetology programs?
- How long does it take to complete a cosmetology program?
- What is the cost of attending a cosmetology school?
- What percentage of cosmetology students receive Pell Grants?
- How much financial aid do cosmetology students receive in the form of Pell Grant funds?
- What percentage of cosmetology students receive federal student loans?
- How much financial aid do cosmetology students receive in the form of federal student loans?
- What percentage of students complete their education within normal time?
- What percentage of students take 150% or 200% of normal time to complete their education?
- What is the relationship between program length and state licensing requirements?

## Data Sources

To answer these questions, we used several sources of readily available public data. We drew cosmetology program, student financial aid and student program completion data from the Integrated Postsecondary Education Data System. IPEDS is an annual survey administered by the National Center for Education Statistics to collect data from every postsecondary academic, technical and vocational institution. This is in accordance with the Higher Education Act of 1965, which, among other things, requires any institution that participates in federal student aid programs to report data on topics such as graduation rates and student financial aid.<sup>105</sup> However, institutions that do not participate in federal student aid programs, but that want to be included on the Department of Education's College Navigator website, can voluntarily report data for IPEDS.<sup>106</sup>

The 2016 Adult Training and Education Survey provided cosmetologist demographic and

employment data for this study. Fielded by the NCES in 2016, ATES collected responses from almost 50,000 individuals.<sup>107</sup> This survey uniquely focused on gathering data about nondegree credentials and work experiences and was sufficiently detailed to allow identification of cosmetologists among respondents.<sup>108</sup>

In addition to the IPEDS and ATES data, we used wage data for various occupations from the Bureau of Labor Statistics. We also used data on state cosmetology licensure requirements from the second edition of the Institute for Justice's report *License to Work*.<sup>109</sup>

All ATES data were collected in 2016 and represent a point-in-time portrait of respondents. Although IPEDS contains some data components dating back to the 1980s, the data of most interest and utility for this study were more recent. Specifically, we used IPEDS data for school years 2011–2012 through 2016–2017.

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## Sample

For this study’s analyses, we used data samples specific to cosmetologists and cosmetology schools from our two main data sources. Details on specific samples, their limitations and uses are contained in Table B1.

**Table B1: Samples by Data Source and Use**

Source	Sample Size	Sample Detail
ATES	n=226	These cosmetologist data answer questions about cosmetology wages, average hours worked per week, weeks worked per year, number of jobs worked, age and level of education.  The dataset covers individuals who reported both having a cosmetology credential and using that credential in their current job.
IPEDS Program Sample	2011–2012: n=1,159 2012–2013: n=1,205 2013–2014: n=1,201 2014–2015: n=1,201 2015–2016: n=1,059 2016–2017: n=1,025	These cosmetology school data answer questions about program credit hours, months to complete education and program costs.  These data are reported at the program level for a school’s largest program. For this reason, the dataset used in this study covers only those schools where the largest (or the only program) offered was a cosmetology program under Classification of Instructional Program code 12.0401. <sup>110</sup> Schools where cosmetology was a smaller program, as well as schools that did not report any data by program, are excluded.
IPEDS School Sample	2011–2012: n=312 2012–2013: n=347 2013–2014: n=339 2014–2015: n=313 2015–2016: n=227 2016–2017: n=202	These cosmetology school data answer questions about percent of students who received Pell Grants, average Pell Grant awards, percent of students who took out student loans, average student loans taken, and graduation rates within 100%, 150% and 200% of normal time. <sup>111</sup>  These data are reported at the school level and represent averages across all a school’s programs. For this reason, this dataset covers schools whose only program was cosmetology.

## Variables

We used various variables from both ATES and IPEDS in our analyses. These variables, their definitions and a description of any ways they may have been filtered or transformed follow.

### ATES

CNFIELD1 captured the certification that respondents reported as their most important. CNFIELD1 was equal to 13 if cosmetology was reported as the field of a respondent’s most important certification. This variable was not transformed, but it was applied, in conjunction with CNCURRJOB1, to all other ATES data so that only responses from individuals who reported both having a cosmetology certification and using that certification in their current job were considered.

CNFIELD2 captured the certification that respondents reported as their second most important. CNFIELD2 was equal to 13 if cosmetology was reported as the field of a respondent’s second most important certification. This variable was not transformed, but it was applied, in conjunction with CNCURRJOB2, to all other ATES data so that only responses from individuals who reported both having a cosmetology certification and using that certification in their current job were considered.

CNCURRJOB1 captured whether respondents’ most important certification was for their current job. CNCURRJOB1 was equal to 3 if CNFIELD1 was a respondent’s most important certification.

CNCURRJOB2 captured whether respondents’ second most important certification was for their current job. CNCURRJOB2 was equal to 3 if CNFIELD2 was a respondent’s most important certification.

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EEEARN captured respondents' earnings over the 12 months preceding the survey. Values for this variable ranged from 1 to 9. Values 1 through 6 equated to \$10,000 income bands (e.g., 1 = \$0 to \$10,000, 2 = \$10,001 to \$20,000), 7 equaled \$60,001 to \$75,000, 8 equaled \$75,001 to \$150,000, and 9 equaled \$150,000 or more.

EEHRS captured the number of hours per week (1 through 80 hours) that respondents reported working.

EEWKS\_TRANSFORMED was created from ATES' EEWKS variable, which recorded the number of weeks respondents worked in the 12 months preceding the survey. Original values of EEWKS ranged from 1 to 6 with 1 equaling 50 to 52 weeks of the year, 2 equaling 48 or 49 weeks, 3 equaling 40 to 47 weeks, 4 equaling 27 to 39 weeks, 5 equaling 14 to 26 weeks, and 6 equaling 13 weeks or fewer. To make this variable more intuitive (so that higher values equaled more weeks worked during the year), a new variable, EEWKS\_TRANSFORMED, was created and the variable values were flipped. For example, in rows where EEWKS equaled 1, EEWKS\_TRANSFORMED equaled 6.

EEJOB captured how many jobs respondents had in the week preceding the survey. Values for this variable ranged from 1 to 5 and represented the number of jobs reported (e.g., EEJOB = 1 if a respondent had one job, EEJOB = 2 if a respondent had 2 jobs).

In general, our analyses did not consider ATES survey responses marked as valid skips. The circumstances that would lead to a question in the survey being marked thusly vary but in general depend on the question being a valid one only for respondents who answered other survey questions affirmatively. For instance, a survey question asking about wages earned during the past 12 months would be valid only for respondents who reported working during the past 12 months.

**IPEDS**

FEEDBACK\_AGG was created from IPEDS' DTA\_FDBK\_COMPR\_GRP to capture the institutional type for each institution in our IPEDS data. DTA\_FDBK\_COMPR\_GRP disaggregated institutions into over 200 classifications, far too many to be useful for analysis. FEEDBACK\_AGG therefore aggregated these classifications into six categories. FEED-

BACK\_AGG has values of 1 = public degree-granting institution, 2 = public nondegree-granting institution, 3 = private, not-for-profit degree-granting institution, 4 = private, not-for-profit nondegree-granting institution, 5 = private, for-profit degree-granting institution and 6 = private, for-profit nondegree-granting institution. A small number of schools were excluded from FEEDBACK\_AGG because descriptions of those schools' groupings in the original IPEDS variable were insufficiently detailed to allow those schools to be matched to categories in FEEDBACK\_AGG with any precision. The excluded schools fell into DTA\_FDBK\_COMPR\_GRP classifications 1, 177, 178, 179, 180, 181, 183, 186, 192, 193, 225, 226, 227, 239, 247, 248, 249, 250, 251, 252, 253, 254, 255, 256 and 257.

*IPEDS Program Sample*

LGST\_PROG\_LNGTH\_CRDTHRS measured program credit hours. It captured the length in months of the largest program. LGST\_PROG\_LNGTH\_CRDTHRS measured the average number of months required for program completion.

TUITIONFEES\_LGST\_PROG measured tuition and fees at the program level. BOOKSSUPPLIES\_LGST\_PROG measured books and supply costs at the program level. COSTS was a created variable that summed the values of TUITIONFEES\_LGST\_PROG and BOOKSSUPPLIES\_LGST\_PROG.

*IPEDS School Sample*

PRCNTSTUD\_AWRD\_PELLGRNT captured the percentage of students attending a school who received Pell Grant funds.

AVRGSTUD\_AWRD\_PELLGRNT captured the average Pell Grant, in nominal dollars, received by students.

PRCNTSTUD\_AWRD\_STUDLN captured the percentage of students attending a school who received federal student loans.

AVRGSTUD\_AWRD\_STUDLN captured the average student loan amount, in nominal dollars, received by students.

RATECMLPT\_100PRCNT captured the percentage of students attending a school who completed their education within normal time.



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RATECMPLT\_150PRCNT captured the percentage of students attending a school who completed their education within 150% of normal time. RATECMPLT\_200PRCNT captured the percentage of students attending a school who completed their education within 200% of normal time.

## Analysis

We used descriptive statistics to analyze the IPEDS and AATES data. We analyzed these data both discretely and together with data drawn from other sources. We answered most questions solely using our two main data sources. However, to answer the question “What is the relationship

between program length and state licensing requirements?” it was necessary to compare the median institutional program credit hours by state with some measure of educational hours required by states for licensure. The data for that comparison came from the list of licensure requirements in the second edition of the Institute for Justice’s report *License to Work*.

Finally, the data used in this study have some limitations. Most of these limitations are intrinsic to the data samples and are noted in Table B1. However, as shown in Table B2, the descriptive statistics for schools reasonably approximate the descriptive statistics for programs. This suggests that the school sample findings are indicative of program sample characteristics.

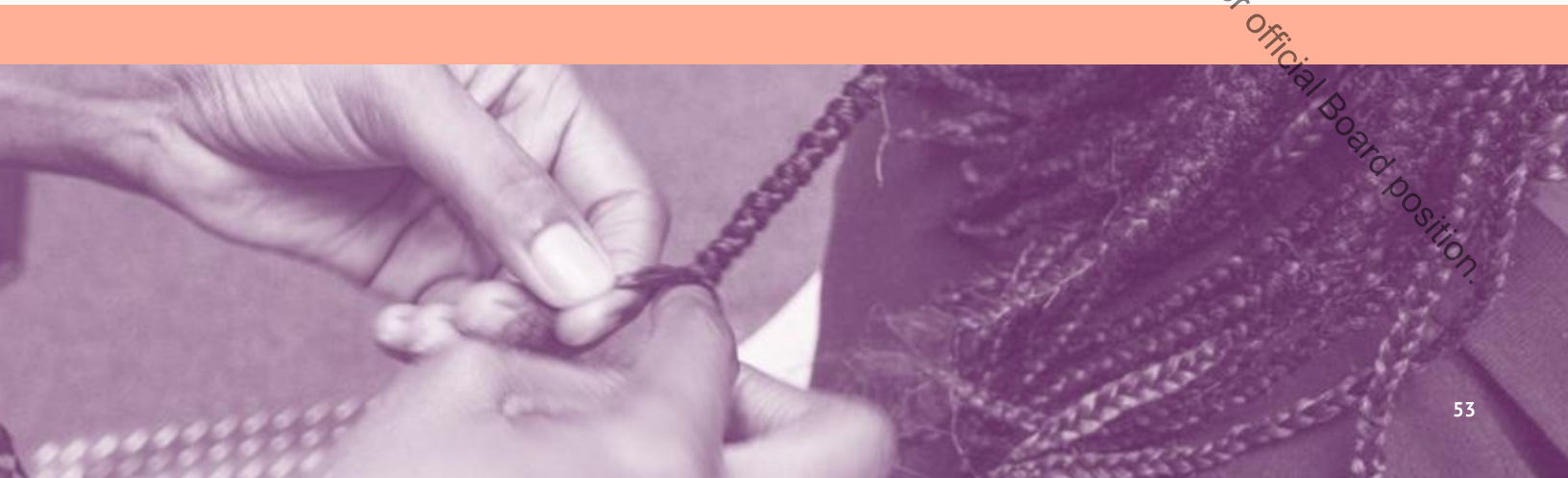
**Table B2: Comparison of IPEDS Program and School Samples on Key Metrics, 6-Year Averages, 2011–2012 to 2016–2017**

	No. of Programs/ Schools in Sample	Median Credit Hours	Median Credit Months	Average Cost Per School	Percent of Students Per Program/ School with Pell Grants	Average Pell Grant Award	Percent of Students Per Program/ School with Federal Stu- dent Loans	Average Federal Student Loan	Percent of Students Per Program/ School Graduated On Time	Percent of Students Per Program/ School Grad- uated Within 18 Months	Percent of Students Per Program/ School Grad- uated Within 24 Months
Program Sample	6,848	1500	12	\$16,104	61.0%	\$4,000	55.2%	\$6,677	31.1%	66.4%	68.4%
School Sample	1,740	1500	12	\$16,472	65.4%	\$4,100	63.1%	\$7,368	27.2%	63.0%	65.0%

Note: The column “Number of Programs/Schools in Sample” sums programs/schools per year.

There are two additional limitations. First, institutions in IPEDS report average student charges either at the school level or by program. Most public institutions report student charges at the school level, making it impossible to determine costs for cosmetology students specifically. We therefore could not include data from such institutions in our calculation of aggregate program costs.

And second, aggregate total student program costs reported here likely underestimate the actual total costs that cosmetology students incur. IPEDS does not collect data on room and board costs. Thus, only the costs for the four categories of expenses that IPEDS does collect (i.e. tuition, fees, books and supplies) are reported here.



# Endnotes

- 1 Civil Rights Complaint for Declaratory and Injunctive Relief, *Ziemer v. Minn. Bd. of Cosmetologist Exam'rs*, Case No. 62-CV-19-7607 (Minn. Dist. Ct. Oct. 22, 2019).
- 2 *Id.* Effective March 2, 2020, the board repealed the salon manager requirement for all licensees through rulemaking. 44 Minn. Reg. 941 (Feb. 24, 2020).
- 3 The other states are Delaware, Kansas, Massachusetts, Michigan, Mississippi, Missouri, North Dakota and Rhode Island. Carpenter, D. M., Knepper, L., Sweetland, K., & McDonald, J. (2017). *License to work: A national study of burdens from occupational licensing* (2nd ed.) Arlington, VA: Institute for Justice. <http://ij.org/report/license-work-2/>. See also Sullivan, A. (2020, June 22). Why do licensed shampooers in Iowa undergo more training than police officers? *The Gazette*. <https://www.thegazette.com/subject/opinion/staff-columnist/iowa-occupational-professional-licensing-universal-recognition-reform-police-20200622>
- 4 At press time, the other states were Hawaii, New Mexico, North Dakota, Rhode Island and Wisconsin, though Wisconsin legislators were considering bills to exempt braiders. Institute for Justice. (n.d., b). *Braiding freedom*. <http://braidingfreedom.com/>; Carpenter et al., 2017. See also Green, A. (2016, Aug. 2). Braiding without a license. *The Atlantic*. <https://www.theatlantic.com/business/archive/2016/08/hair-braider/494084/>; AB 121, 105th Leg., Gen. Sess. (Wis. 2021); SB 261, 105th Leg., Gen. Sess. (Wis. 2021).
- 5 Twenty states and the District of Columbia permit an apprenticeship alternative to schooling. However, not every salon offers a state-approved apprenticeship program, so finding an apprenticeship can be difficult. CPT Guru. (2019, Nov. 23). Should you do a cosmetology apprenticeship instead of going to beauty school? [Blog post]. <https://cosmetologypracticetest.guru/blog/cosmetology-apprenticeship-or-beauty-school/>. Anecdotal, it seems very few take the apprenticeship route, leaving cosmetology school as the main path to licensure. For more on apprenticeships as an alternative to schooling, see Beauty Schools Directory. (n.d., a). *Cosmetology apprenticeship: An alternative to traditional beauty school*. <https://www.beautyschoolsdirectory.com/programs/cosmetology-school/apprenticeships>; Cosmetology-License.com. (n.d.). *How to decide if a cosmetology apprenticeship is right for you*. <https://www.cosmetology-license.com/cosmetology-apprenticeships/>
- 6 Pethokoukis, J. (2014, Apr. 21). The terrible economic burden of occupational licensing. [Blog post]. <https://www.aei.org/publication/the-terrible-economic-burden-of-occupational-licensing/>; Carpenter, D. M. (2018, Aug. 13). You'll need a license for that job. *Summer 2018 Insider*. Washington, DC: The Heritage Foundation. <https://www.heritage.org/insider/summer-2018-insider/youll-need-license-job>; Kearney, M. S., Hershbein, B., & Boddy, D. (2015, Jan. 28). Nearly 30 percent of workers in the U.S. need a license to perform their job: It is time to examine occupational licensing practices [Blog post]. <http://www.hamiltonproject.org/blog/nearly-30-percent-of-workers-in-the-u.s.-need-a-license-to-perform-their-job>; Trump, D. J. (2019, June 13). *Remarks by President Trump in working lunch with governors on workforce freedom and mobility*. <https://trumpwhitehouse.archives.gov/briefings-statements/remarks-president-trump-working-lunch-governors-workforce-freedom-mobility/>; Department of the Treasury Office of Economic Policy, Council of Economic Advisers, & Department of Labor. (2015). *Occupational licensing: A framework for policymakers*. Washington, DC: White House. [https://obamawhitehouse.archives.gov/sites/default/files/docs/licensing\\_report\\_final\\_nonembargo.pdf](https://obamawhitehouse.archives.gov/sites/default/files/docs/licensing_report_final_nonembargo.pdf)
- 7 See, e.g., Kleiner, M. M., & Vorotnikov, E. S. (2018). *At what cost? State and national estimates of the economic costs of occupational licensing*. Arlington, VA: Institute for Justice. <https://ij.org/report/at-what-cost/>; Kleiner, M. M., & Vorotnikov, E. (2017). Analyzing occupational licensing among the states. *Journal of Regulatory Economics*, 52, 132–158; Kleiner, M. M., & Krueger, A. B. (2013). Analyzing the extent and influence of occupational licensing on the labor market. *Journal of Labor Economics*, 31(S1, pt. 2), S173–S202; Kleiner, M. M., & Krueger, A. B. (2010). The prevalence and effects of occupational licensing. *British Journal of Industrial Relations*, 48(4), 676–687.
- 8 See, e.g., Ross, J. (2017). *The inverted pyramid: 10 less restrictive alternatives to occupational licensing*. Arlington, VA: Institute for Justice. <https://ij.org/report/the-inverted-pyramid/>; Hemphill, T. A., & Carpenter, D. M. (2016). Occupations: A hierarchy of regulatory options. *Regulation*, 39(3), 20–24. [https://object.cato.org/sites/cato.org/files/serials/files/regulation/2016/9/regulation-v39n3-5\\_0.pdf](https://object.cato.org/sites/cato.org/files/serials/files/regulation/2016/9/regulation-v39n3-5_0.pdf); Little Hoover Commission. (2016). *Jobs for Californians: Strategies to ease occupational licensing barriers* (Report #234). Sacramento, CA. <http://www.lhc.ca.gov/sites/lhc.ca.gov/files/Reports/234/Report234.pdf>; Kleiner, M. M. (2015). *Reforming occupational licensing policies* (Discussion Paper 2015-01). Washington, DC: The Hamilton Project, Brookings Institution. [https://www.brookings.edu/wp-content/uploads/2015/06/THP\\_KleinerDiscPaper\\_final.pdf](https://www.brookings.edu/wp-content/uploads/2015/06/THP_KleinerDiscPaper_final.pdf); Carpenter, D. M., & McGrath, L. (2014). *The balance between public protection and the right to earn a living* (Resource brief). Lexington, KY: Council on Licensure, Enforcement and Regulation. <https://ij.org/report/the-balance-between-public-protection-and-the-right-to-earn-a-living/>
- 9 U.S. Bureau of Labor Statistics (2020e, Sept. 1). *Occupational outlook handbook: Barbers, hairstylists, and cosmetologists*. <https://www.bls.gov/ooh/personal-care-and-service/barbers-hairstylists-and-cosmetologists.htm>
- 10 Carpenter et al., 2017.
- 11 Carpenter et al., 2017.
- 12 Carpenter et al., 2017.
- 13 Like cosmetologists, EMTs are licensed in every state and the District of Columbia. Accordingly, EMT ranks as the 15th most widely and onerously licensed occupation. Carpenter et al., 2017.
- 14 Ala. Admin. Code r. 420-3-23.01 to -23.18; County of Los Angeles Public Health, *Body Art*, <http://publichealth.lacounty.gov/eh/areas/interest/body-art.htm> (July 11, 2014); Florida Health, *Tattoo Artist Licensure*, <http://www.floridahealth.gov/environmental-health/tattooing/tattooartist.html> (last modified Feb. 8, 2021).
- 15 Greenberg, D. (2021). Regulating glamour: A quantitative analysis of the health and safety training of appearance professionals. *UIC John Marshall Law Review*, 54(1), 2.
- 16 Simpson, K. M., Hendrickson, C., Dwayne Norris, C. D., Vander Molen, R. J., Vestal, D., Kavanagh, K., Lilly, S., Rege, G. & Smith, D. (2016). *Examination of cosmetology licensing issues*. Washington, DC: American Institutes for Research. The report notes that it can be difficult to compare curriculum topics, as health and safety may be taught in conjunction with techniques such as cutting and styling. Furthermore, if there is a justification for the overall number of hours required for a license, it is not well known. In a national survey of cosmetology state board administrators conducted as part of the PBA-commissioned report, a majority were unable to answer the question, "How was the number of curriculum hours decided upon for your state?" At just 14 respondents total, the sample size was very small, however. Simpson et al., 2016.
- 17 Massachusetts also requires 1,000 clock hours of education. However, it also requires two years of experience, for a total of about 963 days—or close to three years—lost to education and experience. Carpenter et al., 2017.
- 18 A previous IJ study reports Oregon's required hours for cosmetology licensure as 1,700. Carpenter et al., 2017. However, that study was looking at requirements for Oregon's hair design license only. In practice, it appears aspiring cosmetologists in the state typically complete the requirements for licensure in three fields: hair design, nail technology and esthetics. In other states, part or all of those fields typically fall under cosmetology licensure. See Beauty Schools Directory. (n.d., b). *Oregon license requirements*. <https://www.beautyschoolsdirectory.com/faq/license-requirements/oregon>

- 19 H.B. 238, 60th Leg., Gen. Sess. (Utah 2013); W. Va. Code R. §§ 3-1-1 to 3-1-12 (2013) and H.B. 2777, 82d Leg., Gen. Sess. (W. Va. 2015); S.B. 395, 101st Leg., Reg. Sess. (Wis. 2013); A.B. 246, 78th Leg., Reg. Sess. (Nev. 2015) and 218 Nev. Reg. Admin Regs. R064-15A (Dec. 21, 2015); S.B. 1324, 64th Leg., Reg. Sess. (Idaho 2018); 2018 Neb. Laws L.B. 731.
- 20 Hair Council. (n.d., a). *About the Hair Council*. <https://www.haircouncil.org.uk/pages/about.html>; Conway, L. (2019). *Regulation of hairdressers* (Briefing Paper No. 8592). House of Commons Library, UK Parliament. <https://commonslibrary.parliament.uk/research-briefings/cbp-8592/>
- 21 See the EU Single Market regulated professions database: [https://ec.europa.eu/growth/tools-databases/regprof/index.cfm?action=profession&id\\_profession=12019&tab=countries&qid=2&mode=asc&pagenum=1&maxrows=15#top](https://ec.europa.eu/growth/tools-databases/regprof/index.cfm?action=profession&id_profession=12019&tab=countries&qid=2&mode=asc&pagenum=1&maxrows=15#top)
- 22 Hair Council, n.d., a; Conway, 2019. The Hair and Barber Council, which administers the voluntary certification, would like to see it become mandatory; however, its campaign for licensure has so far been unsuccessful. See Hair Council, n.d., a; Conway, 2019; Timmons, E. (2019, Mar. 30). Texas barbers and cosmetologists do not need to spend time and money on state licensing. *The Dallas Morning News*. <https://www.dallasnews.com/opinion/commentary/2019/03/30/texas-barbers-and-cosmetologists-do-not-need-to-spend-time-and-money-on-state-licensing/>
- 23 Hair Council, n.d., a; Conway, 2019; Hair Council. (n.d., b). *Hairdressing training and education*. <https://www.haircouncil.org.uk/about-us/training/>
- 24 Hair Council, n.d., b.
- 25 This is sometimes a matter of statute and other times one of board interpretation.
- 26 Ten states specifically exempt threading from the practice of cosmetology: Ariz. Rev. Stat. § 32-506(11); Cal. Bus. & Prof. § 7316(d)(3); Ind. Code § 25-9-5(c)(1); Me. Stat. tit. 32, § 14203(1-A)(B); Minn. Stat. § 155A.27(9)(b); Miss. Code § 73-7-2(b); Nev. Rev. Stat. § 644A.030(2); N.D. Cent. Code § 42-11-01(4)(b); Tex. Occ. Code § 1602.0025; Wis. Stat. § 454.04(1m). Colorado does not specifically include threading in its definition of cosmetology (see Colo Rev. Stat. § 12-8-103(9), and in an earlier position statement affirmed that threading “is not the Practice of Cosmetology.” Office of Barber and Cosmetology Licensure, Division of Registrations, Director’s Position Statement #3: Threading Service is not the Practice of Cosmetology (Apr 12, 2010), available at [https://web.archive.org/web/20110725074830/http://www.dora.state.co.us/barbers\\_cosmetologists/rules/ThreadingPositionStatement3.pdf](https://web.archive.org/web/20110725074830/http://www.dora.state.co.us/barbers_cosmetologists/rules/ThreadingPositionStatement3.pdf). While Louisiana specifically includes threading within the definition of esthetics, La. Rev. Stat. § 37-563(6), the State Board of Cosmetology issues a separate Threading Permit that requires payment of \$50 and passing a 15-question examination. Louisiana Board of Cosmetology, Threading Application, <http://www.lsbclouisiana.gov/pdfs/threading.pdf>
- 27 Both must complete a short course on infection control and applicable law. S.B. 1401, 54th Leg., 1st Reg. Sess. (Ariz. 2019).
- 28 S.B. 1320, 52d Leg., 1st Reg. Sess. (Ariz. 2015). See also Winer, M. (2015, June 30). Arizona makeup artists no longer need cosmetology license. *Azcentral.com*. <https://www.azcentral.com/story/news/arizona/politics/2015/06/30/arizona-makeup-artists-license/29546205/>
- 29 2021 Ark. Acts 957.
- 30 SF 2898, 91st Leg., Reg. Sess. (Minn. 2020).
- 31 H.B. 1312, 2021 Leg., Reg. Sess. (Miss. 2021).
- 32 2017 Tenn. Pub. Acts 227. Tennessee previously had a specialty license for shampoos.
- 33 Both must complete a short course on hair safety. S.B. 87, 64th Leg., Gen. Sess. (Utah 2021).
- 34 HB 790, 2018 Reg. Sess. (Va. 2018).
- 35 2005 Va. Acts 289.
- 36 2020 W. Va. Acts 245.
- 37 See Institute for Justice, n.d., b. See also Institute for Justice. (n.d., a). *Braider freedom act* [Model legislation]. <https://ij.org/activism/legislation/model-legislation/model-braiding-law/> and Avelar, P., & Sibilla, N. (2014). *Untangling regulations: Natural hair braiders fight against irrational licensing*. Arlington, VA: Institute for Justice. <https://ij.org/report/untangling-regulations/>. At press time, Wisconsin legislators were considering bills to exempt braiders. AB 121, 105th Leg., Gen. Sess. (Wis. 2021); SB 261, 103rd Leg., Gen. Sess. (Wis. 2021).
- 38 H 1941, 2003 Reg. Sess. (Va. 2003). Virginia’s braiding license required 170 hours of education. On a showing of competence, this could be reduced to 40 hours. 18 Va. Admin. Code § 41-30-190.
- 39 The state repealed its hair braiding license on the recommendation of the Commission on Government Reform and Restructuring. Governor McDonnell’s Commission on Government Reform and Restructuring, Report to the Governor 16 (2012). S. J. Res. 66, 2012 Reg. Sess. (Va. 2012); H 1291, 2012 Reg. Sess. (Va. 2012).
- 40 CS/HB 1193, 2020 Leg., Reg. Sess. (Fla. 2020). See also Office of Governor Ron DeSantis. (2020, June 30). Governor Ron DeSantis signs “The Occupational Freedom and Opportunity Act” to remove unnecessary barriers to unemployment [News release]. Tallahassee, FL. <https://www.flgov.com/2020/06/30/governor-ron-desantis-signs-the-occupational-freedom-and-opportunity-act-to-remove-unnecessary-barriers-to-employment/> and Wimer, A. (2020, June 30). Governor signs bill making it easier for Floridians to work [Press release] Arlington, VA: Institute for Justice. <https://ij.org/press-release/governor-signs-bill-making-it-easier-for-floridians-to-work/>
- 41 Minnesota Board of Cosmetology. (n.d.). *Makeup services in Minnesota* [Infographic]. [https://web.archive.org/web/2020051113702/https://mn.gov/boards/assets/Makeup%20Services%20Infographic\\_tcm21-363163.pdf](https://web.archive.org/web/2020051113702/https://mn.gov/boards/assets/Makeup%20Services%20Infographic_tcm21-363163.pdf)
- 42 Ziemer Complaint, *supra* note 1.
- 43 See Carpenter et al., 2017.
- 44 Complaint, *Waugh v. Nev. State Bd. of Cosmetology*, Case No. 2:12-cv-01039 (June 19, 2012), ECF No. 1; Complaint, *Bukvic-Bhayani v. Mitchell*, Case No. 3:17-cv-00508 (Aug. 23, 2017), ECF No. 1; Petition, *Patel v. Tex. Dep’t of Licensing & Regul.*, 469 S.W.3d 69 (Tex. 2015) (Dec. 8, 2009); Petition, *Choudasama v. La. State Bd. of Cosmetology*, Case No. 650,359, Section 24 (La. 19th Jud. Dist. Ct. Aug. 2, 2016); *Hearings before the Committee on Consumer Affairs*, 92nd Leg., Reg. Sess. 8 (Wis. 1998) (statement of Taalib-Din Abdul Uqadah); Avelar and Sibilla, 2014.
- 45 One exception is a study that estimated the impact of for-profit college attendance on employment rates and earnings. Cellini, S. R., & Turner, N. (2019). Gainfully employed? Assessing the employment and earnings of for-profit college students using administrative data. *Journal of Human Resources*, 54(2), 342–370. That study found that for-profit cosmetology programs generated higher returns relative to their public-sector counterparts. The authors speculate this may be because “several for-profit schools are directly linked to high-end salons and enjoy name-brand recognition.” Cellini and Turner, 2019, p. 359. They also note that total returns for for-profit cosmetology schools were negative. This may be because so many students drop out, leading to a negative earnings effect that negates the wage premium enjoyed by students who graduate. See Lam, B. (2016, June 1). Most for-profit students wind up worse off than if they had never enrolled in the first place. *The Atlantic*. <https://www.theatlantic.com/business/archive/2016/06/for-profit-earnings/485141/>. Another exception is Simpson et al., 2016. That report, commissioned by a beauty industry trade group, attempts to identify correlations between curriculum hours mandated by state law and various educational, employment and public safety outcomes. However, it contains several notable limitations. All analyses are correlational, and none control for variables that could influence the relationship between curriculum hours and outcomes. Several analyses examine only 11 states “of particular interest” without further explanation. And many analyses use a sample of schools from an accrediting organization, the National Accrediting Commission of Career Arts and Sciences, that includes non-cosmetology programs, such as barbering, esthetics, manicuring, massage therapy and cosmetology instruction—all of which have vastly different state-mandated curriculum hours.

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- 46 McPhee, C., Jackson, M., Bielick, S., Masterton, M., Battle, D., McQuiggan, M., Payri, M., Cox, C., & Medway, R. (2018). *National Household Education Surveys Program of 2016: Data file user's manual* (NCES 2018-100). Washington, DC: National Center for Education Statistics, Institute of Education Sciences, U.S. Department of Education.
- 47 Institute of Education Sciences, National Center for Education Statistics. (n.d., a). *About IPEDS*. Washington, DC. <https://nces.ed.gov/ipeds/about-ipeds>
- 48 To be eligible for Title IV funds, a school must (1) offer at least one program "leading to a degree or preparing a student for gainful employment in a recognized occupation;" (2) be "licensed or otherwise legally authorized to operate in the state in which it is physically located;" (3) be "accredited or preaccredited by an agency recognized for that purpose by the Department of Education;" and (4) "certified by ED as eligible to participate in Title IV programs." Hegji, A. (2019). *Institutional eligibility for participation in Title IV student financial aid programs* (CRS Report No. R43159). Congressional Research Service. <https://crsreports.congress.gov/product/pdf/R/R43159>, summary and p. 3.
- 49 The number of data points varies by year for several reasons; for example, in a given year, some schools may close and stop reporting information to the federal government. Others may opt out of Title IV funding, even though they remain open, and therefore stop reporting. And still others may become newly eligible for Title IV funding.
- 50 Limiting the data to schools where cosmetology is the largest program omits the experiences of students at schools where cosmetology is a smaller program.
- 51 We compared programs and schools across all metrics and found them to be similar. For example, median credit hours and median credit months were identical. Slightly more students per school received Pell Grants and borrowed student loans than per program, and those Pell Grants and loans were slightly larger by school than by program. Graduation rates differed by no more than four percentage points. See Appendix B.
- 52 Not covered at all are non-Title IV schools. And not covered for the purposes of questions pertaining to graduation rates or financial aid are Title IV schools that offer programs in addition to cosmetology. Those data are reported at the school level, making it impossible to know the graduate rates or financial aid statistics for cosmetology students specifically where a school has programs other than cosmetology.
- 53 In the program-level data set, over 90% of schools were private, for-profit schools during the study period. Specifically, almost 98% were private, for-profit nondegree-granting institutions, while less than half a percent were private, for-profit degree-granting institutions. The remaining schools fell into the following four categories: (1) public degree-granting institutions, (2) public nondegree-granting institutions, (3) private, not-for-profit degree-granting institutions and (4) private, not-for-profit nondegree-granting institutions. This is similar to the results of another study, which found that a majority of cosmetology students are educated in a private, for-profit Title IV setting. Cellini, S. R., & Goldin, C. (2014). Does federal student aid raise tuition? New evidence on for-profit colleges. *American Economic Journal*, 6(4), 174–206.
- 54 This is referred to as "normal time" in IPEDS. Normal time is defined as the length of time a full-time student would take to graduate. See Appendix B for more details.
- 55 Carpenter et al., 2017.
- 56 Federal Student Aid. (n.d.). *Federal Pell Grants are usually awarded only to undergraduate students*. <https://studentaid.gov/understand-aid/types/grants/pell/>
- 57 Federal Student Aid, n.d.
- 58 A report commissioned by a beauty industry trade group reports higher graduation rates for NACCAS-accredited schools, ranging from 55% to 86% by state for the 2012–2013 school year. Simpson et al., 2016. However, as noted above, the NACCAS sample includes non-cosmetology programs. More important, the report counts as graduates students scheduled to graduate in 2013 who actually graduated as late as November 30, 2014, thus including students who graduated as many as 18 months late. Given the average program length of 12 months, a student graduating 18 months late could have taken up to 30 months to complete cosmetology school.
- 59 Avenue Five Institute. (2014, Mar. 24). What you should know about cosmetology school enrollment agreement [Blog post]. <https://www.avenuefive.edu/what-you-should-know-about-cosmetology-school-enrollment-agreement/>; Ramig, A. (2020, June 19). 8 things I wish I knew before I went to cosmetology school. *Medium*. <https://medium.com/@chararraig/8-things-i-wish-i-knew-before-i-went-to-cosmetology-school-4d9695759815>
- 60 *Petition, State v. La' James College of Hairstyling, Inc.*, Equity No. EQCE077018 (Iowa Dist. Ct. Aug. 28, 2015).
- 61 *Id.*
- 62 Iowa Admin. Code r. 645-61.14 (2009).
- 63 Florida (1,200 hours), New Jersey (1,200 hours), New York (1,000 hours) and Pennsylvania (1,250 hours) all require less time in cosmetology school for licensure. So does Massachusetts (1,000 hours), though it also requires two years of experience. Carpenter et al., 2017.
- 64 Kolodner, M., & Butrymowicz, S. (2018, Dec. 26). A \$21,000 cosmetology school debt, and a \$9-an-hour job. *The New York Times*. <https://www.nytimes.com/2018/12/26/business/cosmetology-school-debt-iowa.html>
- 65 Kolodner and Butrymowicz, 2018.
- 66 U.S. Bureau of Labor Statistics. (2020c, July 6). *Occupational employment and wages, May 2019: 39-5012 hairdressers, hairstylists, and cosmetologists*. <https://www.bls.gov/oes/current/oes395012.htm>. Other research has found that graduates of only six of 671 cosmetology programs earn more than \$20,000 a year on average. For 60% of programs, average graduate earnings were between \$10,000 and \$15,000. Graduates of one typical school earned just \$12,487 on average but had \$10,702 in student loans. Wessel, D. (2015, June 25). How to find out how much graduates of that cosmetology program actually make [Blog post]. <https://www.brookings.edu/blog/up-front/2015/06/25/how-to-find-out-how-much-graduates-of-that-cosmetology-program-actually-make/>. See also *Reauthorizing the Higher Education Act: Strengthening Accountability to Protect Students and Taxpayers*: Hearing Before the S. Comm. on Health, Educ., Labor and Pensions, 116th Cong. (Apr. 10, 2019) (statement of Adam Looney).
- 67 U.S. Bureau of Labor Statistics. (2020a, July 6). *Occupational employment and wages, May 2019: 35-2014 cooks, restaurant*. <https://www.bls.gov/oes/current/oes352014.htm>
- 68 U.S. Bureau of Labor Statistics. (2020b, July 6). *Occupational employment and wages, May 2019: 39-2011 janitors and cleaners*. <https://www.bls.gov/oes/current/oes372011.htm>
- 69 U.S. Bureau of Labor Statistics. (2020d, July 6). *Occupational employment and wages, May 2019: 39-6012 concierges*. <https://www.bls.gov/oes/current/oes396012.htm>
- 70 Several municipalities do require at least one person on site at a restaurant to possess a food handling permit, but these requirements can be satisfied in a few hours, often online, at very low cost. Moreover, they are specifically targeted to food safety. See, e.g., Krook, D. (n.d.). How to get (and keep) a food handlers permit [Blog post]. <https://www.touchbistro.com/blog/how-to-get-and-keep-a-food-handlers-permit/> and WebrestaurantStore. (2019, Apr. 7). *Food handling certification: How to obtain a food handling certificate*. <https://www.webrestaurantstore.com/article/126/food-handling-certification-how-to-obtain-a-food-handling-certificate.html>

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71 Looney, A. (2020, Nov. 10). *Dept. of Education's College Scorecard shows where student loans pay off... and where they don't*. Washington, DC: Brookings Institution. <https://www.brookings.edu/research/ed-depts-college-scorecard-shows-where-student-loans-pay-off-and-where-they-dont/>

72 U.S. Bureau of Labor Statistics. (n.d.). *Real median personal income in the United States* (MEPAINUSA672N). Retrieved from FRED, Federal Reserve Bank of St. Louis. <https://fred.stlouisfed.org/series/MEPAINUSA672N>

73 U.S. Bureau of Labor Statistics, 2020c.

74 U.S. Department of Labor. (2021). *Tips*. <https://www.dol.gov/general/topic/wages/wagestips>

75 Covert, B. (2015, June 3). Why your beauty salon likely doesn't have any employees. *ThinkProgress*. <https://archive.thinkprogress.org/why-your-beauty-salon-likely-doesnt-have-any-employees-dcb01d801bc4/>

76 U.S. Bureau of Labor Statistics. (2018, July 19). 4.9 percent of workers held more than one job at the same time in 2017. *Ted: The Economics Daily*. <https://www.bls.gov/opub/ted/2018/4-point-9-percent-of-workers-held-more-than-one-job-at-the-same-time-in-2017.htm>

77 See, e.g., Avenue Five Institute. (2015, Apr. 30). Cosmetologist demand is projected to grow 13 percent from now until 2022 [Blog post]. <https://www.avenuefive.edu/cosmetologist-demand-is-projected-to-grow-13-percent-from-now-until-2022/>; Academy of Hair Design. (n.d.). *Top 10 reasons to enter the beauty business*. <https://www.ahdvegas.com/top-10-reasons/>; State College of Beauty Culture. (n.d.). *Business expected to continue booming in the beauty industry*. <https://www.statecollegeofbeauty.com/business-expected-to-continue-booming-in-the-beauty-industry>

78 Bevell State Community College. (n.d.). *Salon & spa management*. <https://www.bscc.edu/programs/career-tech/salon-spa-management>

79 Aveda Institute Las Vegas. (2019, Oct. 30). *Top 5 reasons to become a cosmetologist*. <https://avedalasvegas.com/2019/10/30/top-5-reasons-to-become-a-cosmetologist/>

80 Email from Pamela Lovola to Iowa Attorney General (OnLine Consumer Complaint Form) (June 30, 2016, 5:08 CST) (on file with authors).

81 IPEDS does not contain data on Alaska cosmetology schools for any of the school years in our study period.

82 Since 2016, which falls during the study period, Ohio has had both a cosmetology license and an advanced cosmetology license (both reported in IPEDS under the same code). The standard cosmetology license requires 1,500 hours of education (Ohio Rev. Code § 4713.28), while the advanced license requires an additional 300 hours of education for a total of 1,800 hours (Ohio Rev. Code § 4713.30).

83 As explained above, aspiring cosmetologists in Oregon typically complete the requirements for licensure in hair design, nail technology and esthetics, part or all of which typically fall under cosmetology licensure in other states. All of the Oregon cosmetology programs in the IPEDS data fulfill the requirements for licensure in all three of those fields. During the 2016–2017 school year, all but one of the Oregon schools required 2,300 hours of training, consistent with the state-required hours for licensure in the three fields. The remaining school required only 1,150 hours for its competency-based program, which the Higher Education Coordinating Commission has approved as equivalent to the other schools' longer fixed-hour programs. Or. Admin. R. 715-045-0220 (2019). Because the school's program is equivalent to the other schools' longer programs, it is counted in the column for programs where credit hours equal required hours for licensure.

84 Wisconsin schools appear to be in the process of adjusting to lower licensure requirements. The percentage of schools requiring 1,550 hours is likely to have increased in the school years after the study period.

85 Carpenter et al., 2017.

86 Avalon School of Cosmetology. (n.d.). *Cosmetology 2100 course*. <https://www.avaloncosmetologyschool.com/cosmetology2100.html>; Carpenter et al., 2017.

87 S.B. 395, 101st Leg., Reg. Sess. (Wis. 2013).

88 715B Wis. Admin. Reg. CR 15-020 (July 27, 2015).

89 U.S. Department of Transportation, National Highway Traffic Safety Administration. (1996). *Emergency medical technician-basic: National standard curriculum*. [https://www.ems.gov/pdf/education/Emergency-Medical-Technician/EMT\\_Basic\\_1996.pdf](https://www.ems.gov/pdf/education/Emergency-Medical-Technician/EMT_Basic_1996.pdf); Carpenter et al., 2017.

90 See *supra* note 14.

91 Cellini and Goldin, 2014.

92 Cellini, S. R. (2010). Financial aid and for-profit colleges: Does aid encourage entry? *Journal of Policy Analysis and Management*, 29(3), 526–552.

93 Mellor, W., & Carpenter, D. M. (2016). *Bottlenecks: Gaming the government for power and private profit*. New York, NY: Counter Books; Kleiner and Vorotnikov, 2018. For an example of cosmetology licensing board “capture” by occupational insiders, see Editorial board (2013, June 2). Salon laws and rules need scrutiny [Editorial]. *Des Moines Register*. <https://www.pulitzer.org/files/2014/editorial-writing/dominick/dominick2014.pdf>

94 Pethokoukis, 2014; The Heritage Foundation, 2018; Kearney et al., 2015; Trump, 2019; Department of the Treasury Office of Economic Policy et al., 2015; Little Hoover Commission, 2016; Kleiner, 2015; National Conference of State Legislatures, National Governors Association, & The Council of State Governments. (2020). *Occupational licensing final report: Assessing state policies and practices: Project overview and lessons learned from the Occupational Licensing Learning Consortium*. Washington, DC: National Conference of State Legislatures. <https://www.ncsl.org/research/employment/occupational-licensing-final-report-assessing-state-policies-and-practices637425196.aspx>; Ross, 2017; Hemphill and Carpenter, 2016; Carpenter and McGrath, 2014.

95 Farronato, C., Fradkin, A., Larsen, B., & Brynjolfsson, E. (2020). *Consumer protection in an online world: An analysis of occupational licensing* (NBER Working Paper 26601). Cambridge, MA: National Bureau of Economic Research.

96 Kleiner and Vorotnikov, 2018, 2017; Kleiner and Krueger, 2013, 2010.

97 Department of the Treasury Office of Economic Policy et al., 2015. See also National Conference of State Legislatures, 2020; Schmitt, K. (2018). *Questions a legislator should ask* (3rd ed). Nicholasville, KY: Council on Licensure, Enforcement and Regulation; Ross, 2017; Hemphill and Carpenter, 2016; Little Hoover Commission, 2016; Kleiner, 2015; Carpenter and McGrath, 2014.

98 See, generally, Schmitt, 2018. This book provides a framework for examining licensing policy.

99 Farr, M. K. (2021, Mar. 1). Investor Michael Farr: Inflation worries are rising, but there may be a happily ever after for markets in sight. *CNBC*. <https://www.cnbc.com/2021/03/01/investor-michael-farr-inflation-worries-are-rising-but-there-may-be-a-happily-ever-after-for-markets-in-sight.html>

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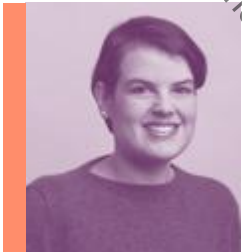
101 SF 691, 92d Leg., Reg. Sess. (Minn. 2021). In 2020, the Tennessee General Assembly considered but ultimately failed to pass a bill that would have allowed people to work in a variety of occupations, including cosmetology, without a license provided customers acknowledged service providers were unlicensed and waived claims against them. HB 1945, 111th Leg., Reg. Sess. (Tenn. 2020).

- 102 Hair Council, n.d., a, b; Conway, 2019.
- 103 Hair Council, n.d., a.
- 104 SF 691, 92d Leg., Reg. Sess. (Minn. 2021). The House version—HF 554—was not amended. HF 554, 92d Leg., Reg. Sess. (Minn. 2021).
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- 107 National Household Education Surveys Program. (n.d.). *Sample and methods: Adult Training and Education Survey (ATES)* [Infographic]. [https://nces.ed.gov/nhes/pdf/ates\\_infographic.pdf](https://nces.ed.gov/nhes/pdf/ates_infographic.pdf)
- 108 Institute of Education Sciences, National Center for Education Statistics. (n.d., b). *Adult training and education*. <https://nces.ed.gov/nhes/ates.asp>
- 109 Carpenter et al., 2017.
- 110 NCES created the Classification of Instructional Programs, which it calls “a taxonomic scheme that supports the accurate tracking and reporting of fields of study and program completions activity.” Institute of Education Sciences, National Center for Education Statistics. (n.d., e). *What is the CIP?* <https://nces.ed.gov/ipeds/cipcode/default.aspx?y=55.12.0401>, in the CIP 2010, is defined as “[a] program that generally prepares individuals to cut, trim, and style scalp, facial, and body hair; apply cosmetic preparations; perform manicures and pedicures; massage the head and extremities; and prepare for practice as licensed cosmetologists in specialized or full-service salons. Includes instruction in hair cutting and styling, manicuring, pedicuring, facial treatments, shampooing, chemical applications, esthetics, shop management, sanitation and safety, customer service, and applicable professional and labor laws and regulations.” Institute of Education Sciences, National Center for Education Statistics. (n.d., c). *Cosmetology/cosmetologist, general*. In *CIP: The Classification of Instructional Programs*. <https://nces.ed.gov/ipeds/cipcode/searchresults.aspx?y=55&aw=12.0401&sw=1,2,3&ct=1,2,3&ca=1,2,5,3,4>
- 111 Normal time is defined as the length of time a full-time student would take to graduate. Normal time to complete a bachelor’s degree program, for instance, would be four years. Normal time for an associate degree program would be two years. Normal time for students in certificate programs, like cosmetology school, will vary by program length. Normal time for this sample was, on average, 12 months.

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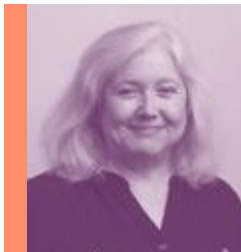
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The Institute for Justice is a nonprofit, public interest law firm that litigates to secure economic liberty, educational choice, private property rights, freedom of speech and other vital individual liberties and to restore constitutional limits on the power of government. Founded in 1991, IJ is the nation's only libertarian public interest law firm, pursuing cutting-edge litigation in the courts of law and in the court of public opinion on behalf of individuals whose most basic rights are denied by the government. The Institute's strategic research program produces social science and policy research to inform public policy debates on issues central to IJ's mission.

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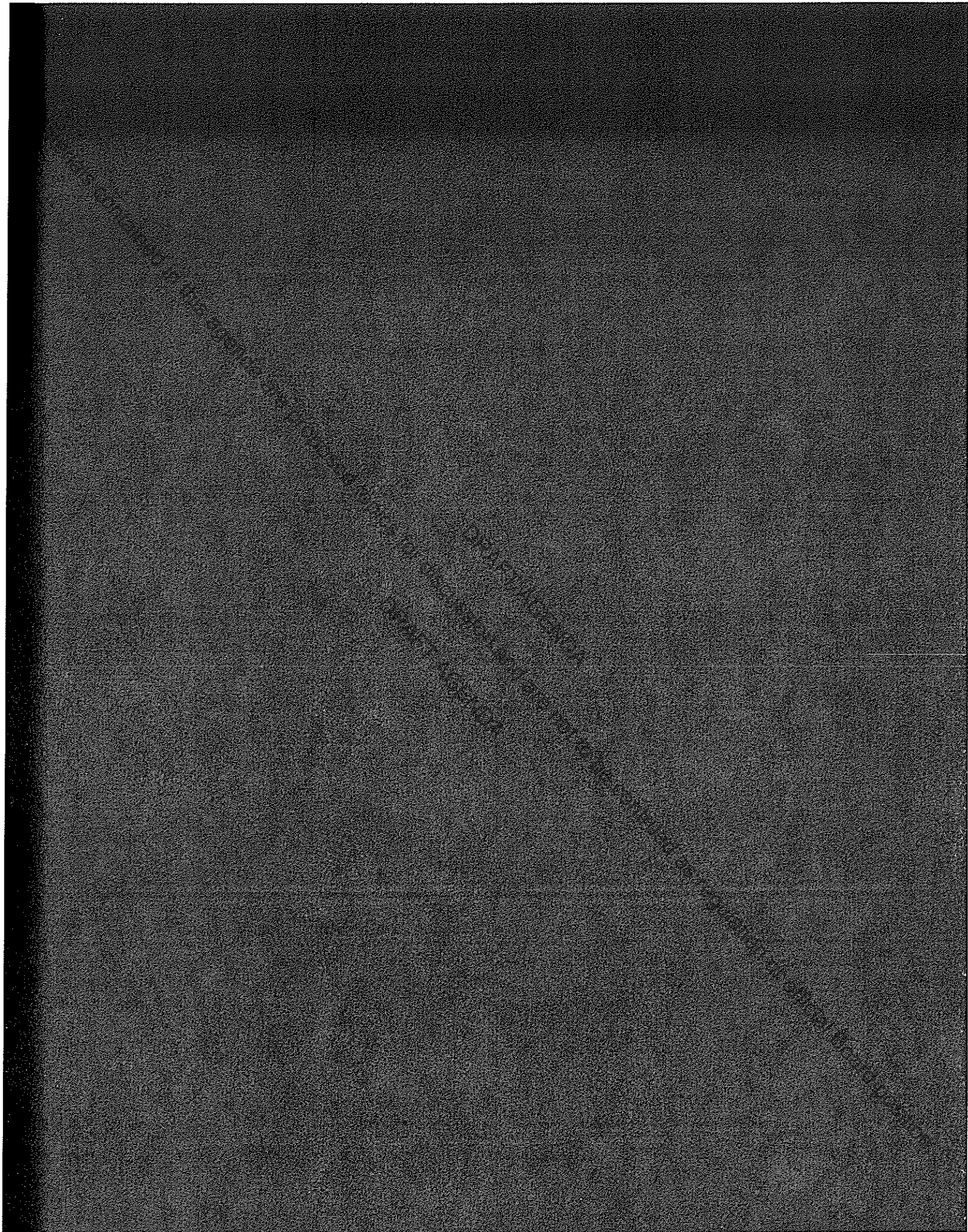
# Raising Barriers, Not Quality

Occupational Licensing Fails to Improve Services

By Kyle Sweetland and  
Dick M. Carpenter II, Ph.D.

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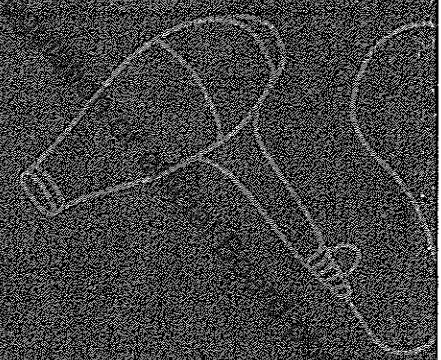
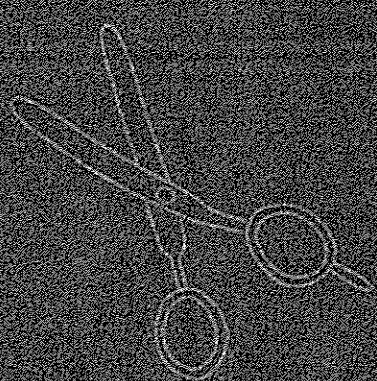
## Executive Summary

About a quarter of the American workforce must get a permission slip from the government—known as an occupational license—to legally work in their chosen occupations. Getting a license can be costly and time-consuming, requiring fees, exams and many hours—sometimes amounting to several years—of education and experience. Steep licensing requirements serve as a barrier to occupational entry, imposing costs on workers, consumers and the wider economy. But proponents claim they improve service quality by screening out workers likely to provide inferior service.

This study tests proponents' claims by comparing consumer Yelp ratings for

service providers in neighboring states with different regulatory regimes. For four types of service providers—interior designers, locksmiths, manicurists and tree trimmers—we compare quality in licensed states with that in unlicensed states. For two other types of service providers—barbers and cosmetologists, which are both universally licensed—we compare quality in states with more and less burdensome licenses. In all, across the six occupations, we look at nine sets of state pairings.

We limit our analyses to providers located within a certain narrow distance from either side of state borders, which helps ensure that the primary difference between providers is the regulatory



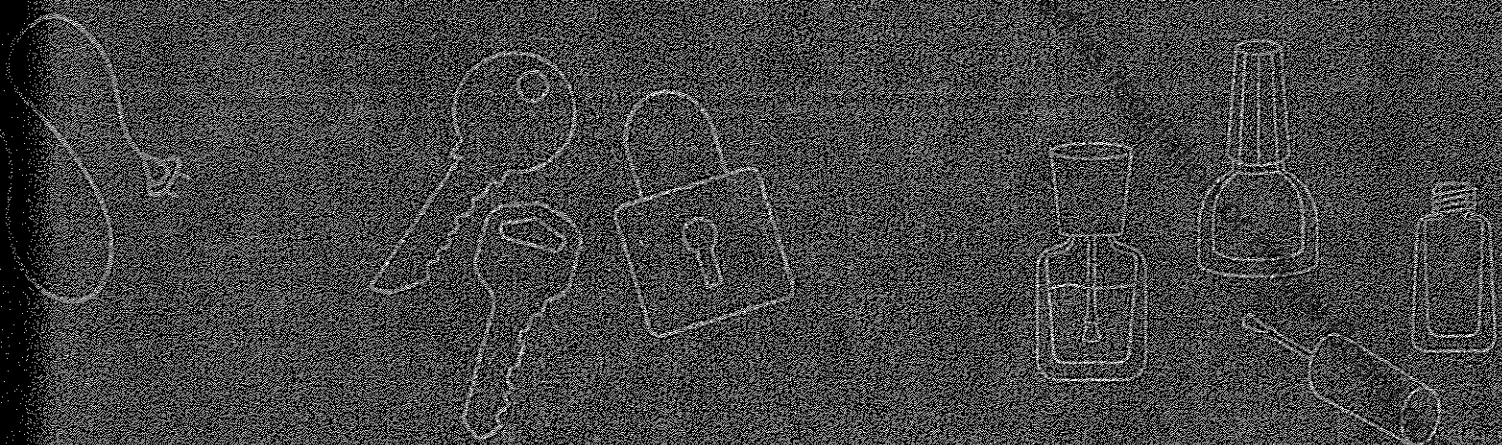


regime under which they operate. This creates an apples-to-apples comparison.

Our results run counter to the theory that licensing improves service quality. Licensing, and progressively stricter forms of it, is not associated with greater service quality across any of our nine comparisons. In fact, in eight of the nine comparisons, we find no statistically significant difference in quality at all. In the ninth—our comparison of tree trimmers in licensed Maryland and unlicensed Virginia—quality is higher in unlicensed Virginia and statistically significantly so.

These results add to mounting research suggesting the benefits of licensing are overstated and licensing may even be counterproductive. In light of this research and an even larger body of evidence showing licensing's negative effects,

policymakers should be highly skeptical of occupational licensing. To ensure licenses are not needlessly shutting workers out of occupations, policymakers should carefully consider whether proposed and existing licenses are necessary to protect the public and reject or repeal those that are not. They should also ensure requirements for any licenses deemed essential are only as burdensome as necessary to protect the public. To do otherwise is only to raise barriers, not quality.



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## Introduction

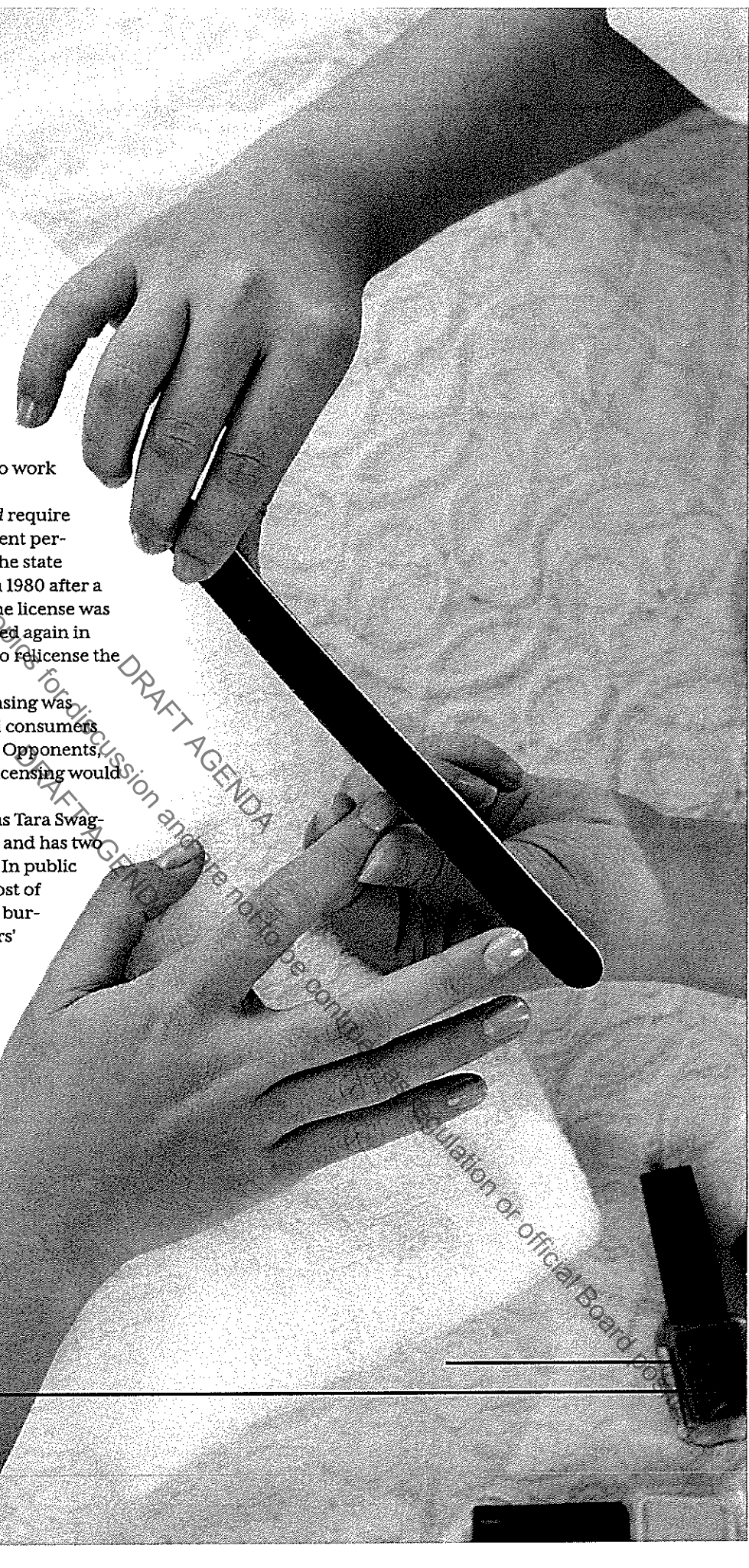
Until recently, Connecticut held a unique, although little-known, distinction among the 50 states: For nearly 40 years, it allowed manicurists—also known as nail technicians—to work without an occupational license.

For many years, Connecticut *did* require manicurists to obtain a government permission slip to work.<sup>1</sup> However, the state repealed its manicurist license in 1980 after a government review concluded the license was unnecessary.<sup>2</sup> Then things changed again in 2019 when the legislature voted to relicense the occupation.<sup>3</sup>

Advocates argued nail tech licensing was necessary to protect workers and consumers and ensure safe, quality service.<sup>4</sup> Opponents, meanwhile, argued the costs of licensing would outweigh any benefits.<sup>5</sup>

One opponent of relicensing was Tara Swagger, who owns a salon in Putnam and has two decades of industry experience.<sup>6</sup> In public testimony, Swagger argued the cost of licensing would add a significant burden to her and other salon owners' operations.<sup>7</sup>

Swagger, who estimates she has served more than a thousand clients over her career, also pointed out that licensing is no guarantee of customer safety or satisfaction: "Licensed trades have plenty of lousy technicians and improper work resulting in bad experiences. Many people have stories for just about any industry and beauty is no exception."<sup>8</sup>



She said that in her experience, bad experiences at nail salons are an issue “not . . . of untrained or unlicensed technicians but [of] simple mistakes or unforeseen reactions or allergies that are part of the risk in this business.”

Swagger also noted that the state already had mechanisms in place to protect customers. “The health department is already in charge of regulating these businesses for the purpose of public health.” She pointed out that the state’s salon inspection format already checked for proper sanitation.

The debate over nail tech licensing in Connecticut is, in many ways, representative of the ongoing national debate over occupational licensing, which now affects about 1 in 4 American workers compared to 1 in 20 in the 1950s.

On one side of the debate are those who argue licensing protects the public and keeps service quality high. It does this, the argument goes, by shutting out service providers who have not met certain minimum standards and who are therefore likely to provide low-quality service. On the other side are those who argue licensing comes at too high a cost—to workers, to consumers, and to society and the economy at large. Critics say that licensing burdens often appear arbitrary and that other, less onerous, regulations—and often just ordinary market competition—can protect the public and keep quality high without licensing’s costs.

But which side is right? Does licensing, in fact, promote safe, quality service?

We are not, of course, the first to ask this question, but our research is unique in that we examine occupations that others have not. Specifically, we explore differences in service quality—as measured by average consumer Yelp ratings of businesses—for six occupations. For four of the occupations—interior designer, locksmith, manicurist and tree trimmer—we compare quality in an unlicensed state with that in a bordering licensed one. For example, we compare manicurists in Connecticut before they were licensed with neighboring states that have long required licenses. For the other two occupations—barber and cosmetologist—we compare quality in a licensed state with that in a bordering one with stricter licensing requirements. If licensing produces better, safer service in these occupations, we would expect to see higher Yelp ratings in licensed states or in states with more stringent licensing requirements.

Our results cast doubt on the notion that licensing increases quality. Licensing is not associated with greater service quality in any of the occupations or states we studied. In all but one of our comparisons, state licensing—and progressively stricter forms of it—fails to produce statistically significant differences in quality. And in the one comparison where we do see a significant difference, the state without licensing has *higher* consumer ratings than the neighboring state with licensing. These results suggest policymakers and the public should be skeptical of the argument that licensing is necessary to ensure service quality.

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## Prior Research Findings: A Mixed Picture

Studies examining the relationship between licensing and service quality date back to the 1970s and cover occupations including physicians,<sup>16</sup> nurse practitioners,<sup>17</sup> pilots,<sup>18</sup> florists,<sup>19</sup> tour guides,<sup>20</sup> massage therapists<sup>21</sup> and many others. The results have been mixed, but most studies have found licensing to share either no relationship or a mixed relationship with service quality. Appendix C lists relevant studies since the 1970s and shows what relationship, if any, they found between licensing and quality.

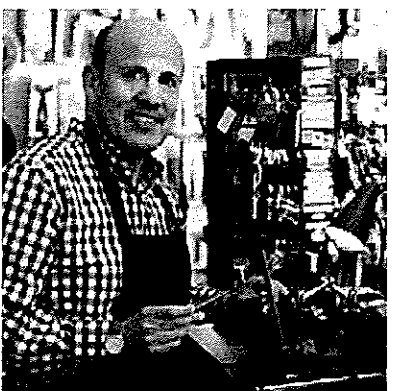
Of those studies, the most relevant to the occupations we analyzed are four examining general services (florists and tour guides), home improvement services, and personal care services (barbers, cosmetologists, manicurists and massage therapists). These studies provide some indication of what we might expect to find in our own analyses.

Three of the four studies suggest licensing has no effect on service quality. The first is another Institute for Justice study. It used a field experiment to examine whether Louisiana's florist license resulted in better floral arrangements.<sup>22</sup> For the experiment, IJ procured arrangements from licensed Louisiana florists and unlicensed Texas florists. We then asked judges—randomly selected florists from both states who possessed

no knowledge of the study's purpose—to score them. The results showed no difference in quality between the states.

The second study, also from IJ, used a measure of quality similar to the one we use here—consumer reviews.<sup>23</sup> Exploiting a change in a licensing law, the research compared Tripadvisor reviews of tour guides in the District of Columbia before and after the city repealed its mandatory licensing exam. The results showed no significant difference in quality after the exam requirement ended.

The third study used consumer hiring decisions to examine licensing and perceived service quality in home improvement occupations (e.g., painters and interior designers).<sup>24</sup> Using data from an online platform that allows consumers to find home improvement service providers, the study measured quality based on whether a consumer hired a tradesperson for a job. The platform does not require service providers to provide proof of licensure, but consumers can use the platform to verify licensure. Exploiting this verification tool, the study compared (1) the number of consumers who hired a provider after verifying their license to (2) the number of consumers who hired a provider without verifying their license. If licensure really mattered to con-



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sumers, it would be reasonable to expect more consumers to hire service providers after verifying their license. Yet this was not the case—licensure appeared to play no significant role in consumers' hiring decisions. The study did, however, find that positive reviews had a significant influence on consumers' decisions. The researchers conducted an independent survey of recent consumers of home improvement services, which confirmed both findings. When the researchers asked consumers to list up to three reasons why they selected a particular service provider, 13% mentioned reviews, while less than 1% mentioned licensing.

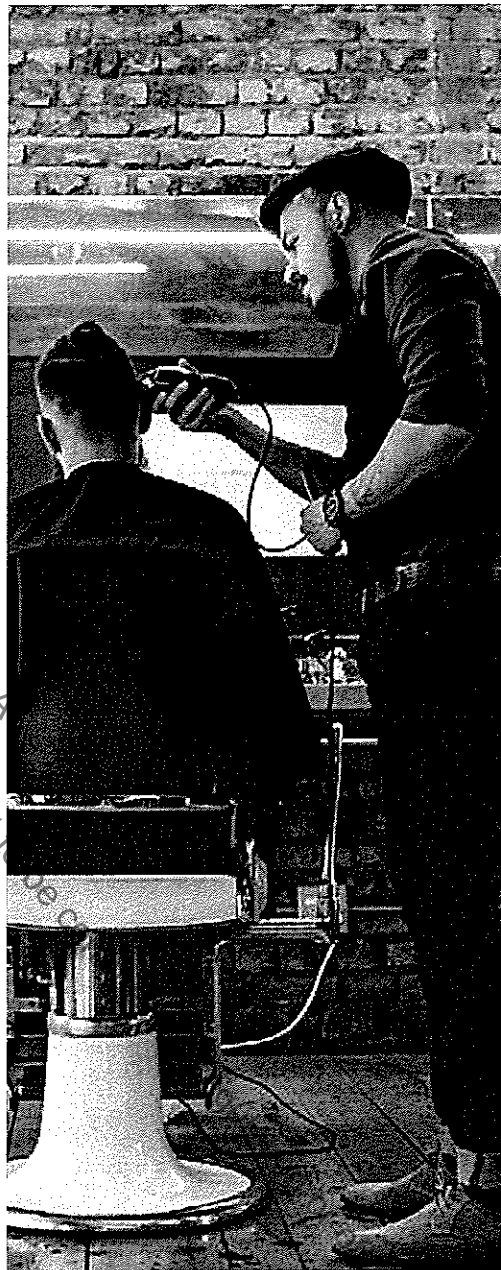
Unlike the first three studies, the fourth yielded mixed results.<sup>25</sup> The study used the same measure of quality as our analyses here—consumer Yelp ratings—and examined whether more stringent licensing requirements (fees, minimum education and experience, minimum age, minimum grade, exams, and the sum of all these) produced greater service quality among barbers, cosmetologists, manicurists and massage therapists. The effects of the licensing requirements were considered separately and then together. Some requirements—specifically fees, minimum education and experience, and minimum age—appeared associated with greater quality when

studied in isolation. Conversely, minimum grade and mandatory exams—the requirements with the greatest influence—were associated with lower quality. With all the requirements considered together, stricter licensing was related to lower Yelp ratings.<sup>26</sup> (The study did not present results for each occupation separately.)

Thus, among occupations similar to those we studied, licensing and service quality more often appear unrelated, whether quality is measured by practitioners, consumer reviews or consumer hiring decisions. To the extent there is a relationship, licensing appears to produce lower service quality except where requirements like minimum education and experience are the primary drivers of licenses' stringency.

These earlier studies suggest that, in our analyses of states with and without licensing, we might find no difference in Yelp ratings across states. Such results would contradict licensing proponents' claims.

On the other hand, in our analyses of states with more stringent and less stringent licensing requirements—especially minimum education and experience requirements—the past studies suggest we might see greater quality in states with stricter requirements. Those results would align with licensing proponents' assertions.



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## Methods

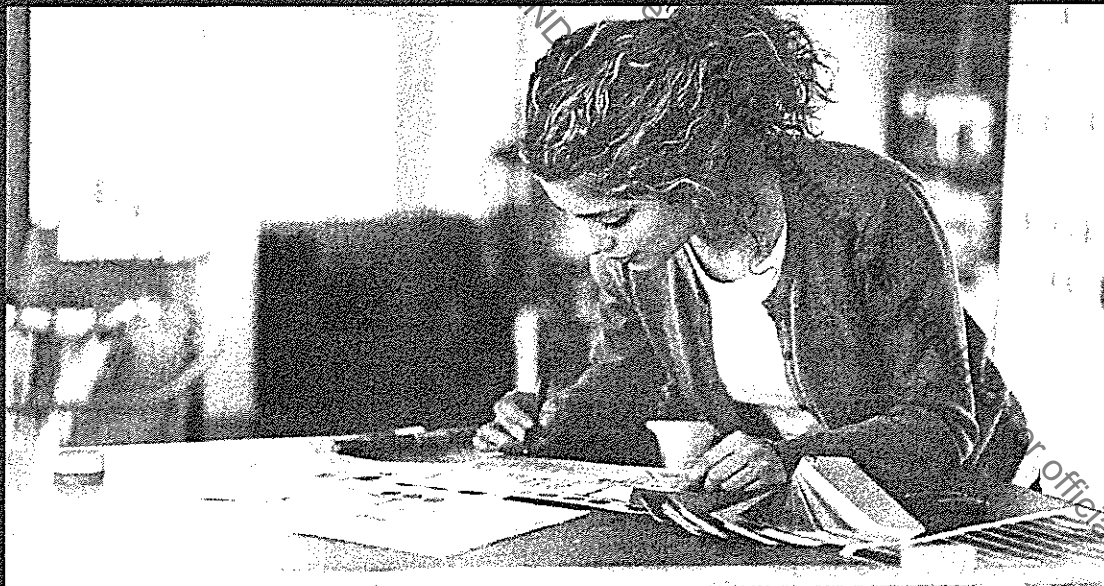
To study licensing's impact on quality, we used regressions to compare average consumer Yelp ratings for individual businesses in bordering states with different licensing schemes. More specifically, for each set of comparison states, we looked at Yelp ratings for businesses located within a certain narrow distance, or "bandwidth," from either side of the border.

Because such businesses are geographically close, they should be similar, with the primary difference being that they operate under different regulatory regimes. However, to further ensure the similarity of the communities in which the businesses operate, we controlled for total population, percentage of the population with a bachelor's degree or higher, and median household income, three variables similar studies have found to be important controls. This allowed us to attribute differences in Yelp ratings to the regulatory regime as strongly as possible.

We used businesses' Yelp ratings in our regressions because they represent a widely known and

used measure of service quality. Because Yelp's platform relies on consumer input, it harnesses the power of crowdsourcing. In addition, the five-point rating scale is an easy-to-understand measure of quality, and its quantitative nature makes it ideal for analyses like ours. Finally, past studies have shown Yelp ratings to be a valid measure of quality.

We chose occupations and states with widely divergent regulatory regimes to have the best chance of uncovering the relationship—if any—between licensing and quality. We compared ratings across nine sets of state pairings and six occupations. The specific occupations and states we studied, as well as the licensing requirements for each state, are presented in Table 1. The ratings spanned October 2004 through October 2020 for locksmiths and October 2004 through June/July 2019 for the other five occupations. (For more details on our methodology, including the number of businesses in each comparison, see Appendix A.)



**Table 1: Licensing Requirements for States Observed in Comparisons**

Occupation/State	Fees	Estimated Days Lost to Education and Experience	Exams	Min Grade	Min Age
<b>Barber</b>					
NJ (less burdensome)	\$80	210	2	12	17
PA (more burdensome)	\$150	292	2	8	16
<b>Cosmetologist</b>					
NY (less burdensome)	\$70	233	2	0	17
CT (more burdensome)	\$100	350	1	9	0
NJ (more burdensome)	\$119	280	2	12	17
<b>Interior Designer</b>					
CA (unlicensed)*	--	--	--	--	--
NV (licensed)	\$1,215	2,190	1	0	0
<b>Locksmith</b>					
PA (unlicensed)	--	--	--	--	--
NJ (licensed)	\$217	732	1	12	18
<b>Manicurist</b>					
CT (unlicensed)†	--	--	--	--	--
MA (licensed)	\$188	23	2	0	0
NY (licensed)	\$70	58	2	0	17
<b>Tree Trimmer</b>					
NV (unlicensed)	--	--	--	--	--
CA (licensed)	\$529	1,460	2	0	18
VA (unlicensed)	--	--	--	--	--
MD (licensed)	\$30	1,095	1	0	18

\* Though California does not license interior designers, it does offer title protection to those who hold certification with the California Council for Interior Design Certification. Cal. Bus. & Prof. Code §§ 5800-12.

† As of January 1, 2021, Connecticut licenses manicurists. H.B. 7424, 2019 Gen. Assemb., Reg. Sess. (Conn. 2019); Connecticut State Department of Public Health. (n.d.). *Nail technician*. <https://portal.ct.gov/DPH/Practitioner-Licensing--Investigations/Nailtechs/Nail-Technician>. However, it did not do so during our study period.

Note: Any education captured in estimated days lost to education and experience is postsecondary education, or training, required for licensure. Estimated days lost does not include any minimum K-12 grade requirement for licensure.

# Findings: Licensing Consistently Has No Positive Effect on Service Quality

The primary findings from this study are two-fold.

First, across the multiple occupations and states, licensing (or stricter forms of it) consistently does not appear to produce greater service quality. In eight of the comparisons, there are no statistically significant differences in Yelp ratings. Quality in unlicensed or less burdensomely licensed states is essentially equivalent to that in licensed or more burdensomely licensed states.

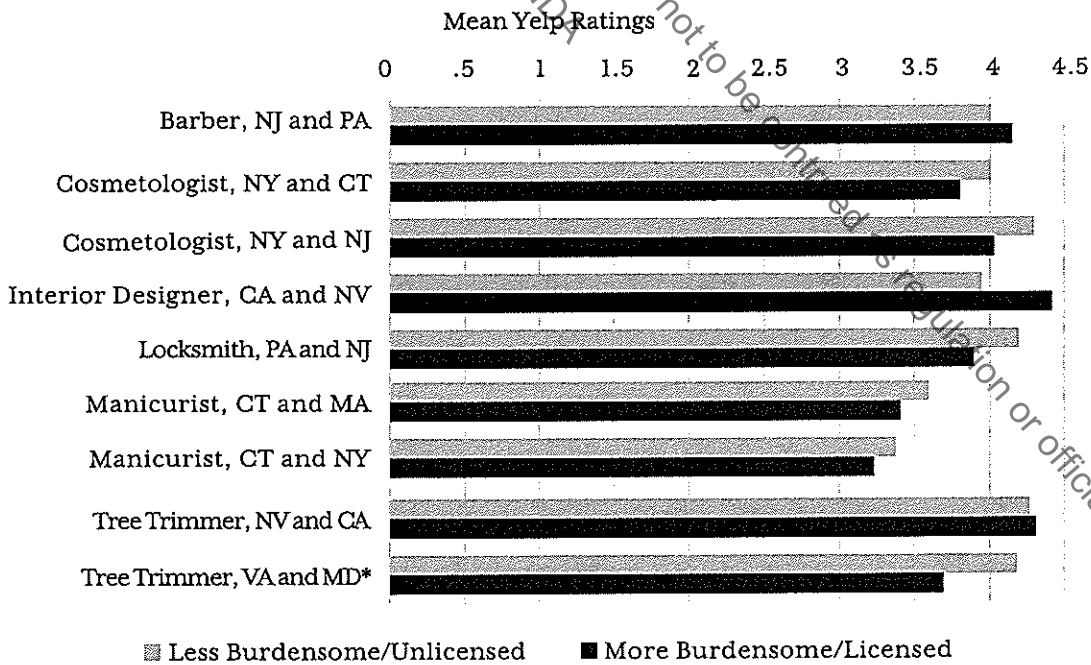
Second, where there is a measurable difference between states as indicated by statistical significance, the state with no regulation has higher quality. Specifically, tree trimmers in unlicensed Virginia receive higher Yelp ratings than those in licensed Maryland.

If we look at the results in more detail, based on the average Yelp ratings for businesses on either side of state borders, licensing regime does not appear to make a meaningful difference in service quality. As Figure 1 illustrates,

the differences are small, never exceeding a half point in the five-point Yelp scale. On average, the absolute difference in businesses' ratings between unlicensed or less burdensomely licensed states and their licensed or more burdensomely licensed counterparts comes to approximately 0.25 points.

We also observe no consistent patterns in the states with higher or lower Yelp ratings. In six of the nine comparisons, businesses in unlicensed or less burdensomely licensed states receive higher ratings, while in the other three comparisons, businesses in licensed or more burdensomely licensed states do. If licensing, or stricter forms of it, truly produces greater service quality, we would expect businesses in licensed, or more burdensomely licensed, states—the red bars in Figure 1—to consistently receive higher Yelp ratings. Yet our results show no such consistent pattern.

**Figure 1: Across Nine Comparisons, Licensing Never Produces Statistically Greater Quality**



\*Difference is statistically significant at  $p < 0.05$ .



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Even stronger evidence comes from our statistical analysis. All but one of the differences shown in Figure 1 are no greater than what we might expect to see through random chance. Across eight of nine comparisons in which businesses were effectively alike, save for their regulatory environments, licensing is not associated with differences in quality that exceed what we would expect from chance alone. And because the nine comparisons cover six occupations and nine states, our findings are unlikely to be an artifact of any particular occupation, type of occupation or state.

Where we do find a statistically significant difference—the comparison with an asterisk in Figure 1—the state with no license requirement has higher quality. After controlling for communi-

ty characteristics such as population, percentage of the population with a bachelor's degree or higher, and median household income, we find tree trimmer ratings in unlicensed Virginia are, on average, approximately 1.2 points higher than those in licensed Maryland. (Appendix B provides our full results.)

If licensing proponents are right and licensing leads to greater service quality, we should see higher tree trimmer ratings in Maryland—and with a clear, statistically significant difference. That we find precisely the opposite—plus no statistically significant differences in our eight other comparisons—strongly suggests licensing's purported benefits for consumers are overstated for at least the occupations we studied and perhaps for others.



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## Discussion: Why Licensing Fails

Our finding that licensing has no effect on quality is similar to results from other studies of licensing and service quality that looked at different states and occupations, including the studies of florists,<sup>31</sup> tour guides<sup>32</sup> and home improvement occupations<sup>33</sup> discussed above.

One area of difference between our study and many others is that, in one of our comparisons—Virginia and Maryland tree trimmers—we find quality to be higher in the unlicensed state than in the licensed one. To our knowledge, only one other study, of barbers, cosmetologists, manicurists and massage therapists, has found similar results. As described above, that study, which also measured service quality by consumer Yelp ratings, found licensing, and stricter licensing requirements, were related to lower quality.<sup>34</sup>

All of our findings run counter to licensing proponents' argument that licensing improves service quality. There are several plausible reasons why licensing and progressively stricter forms of it might fail to generate better quality—and, in some cases, produce lower quality.

First, licensing could produce muted effects on service quality because other voluntary (i.e., non-regulatory) factors are already working to promote quality. For example, strong market competition can give businesses incentives to improve service quality as they seek to differentiate themselves and win customers.<sup>35</sup> Consumer reviews also keep companies accountable, helping promote safe, quality service.<sup>36</sup>

A second plausible explanation is that licensing can shut out aspiring workers of all quality levels—not just ones who are likely to provide low-quality service. Licensing proponents argue licensing keeps quality high by weeding out people who cannot meet minimum standards. But not everyone shut out by licensing barriers is shut out for lack of ability. The high costs in time

and money of fulfilling licensing requirements may deter some aspirants from even trying to become licensed—and this includes high-ability aspirants as well as low. High-ability aspirants are likely to have an abundance of other opportunities open to them such that the opportunity cost of pursuing a license is high and deterrent.

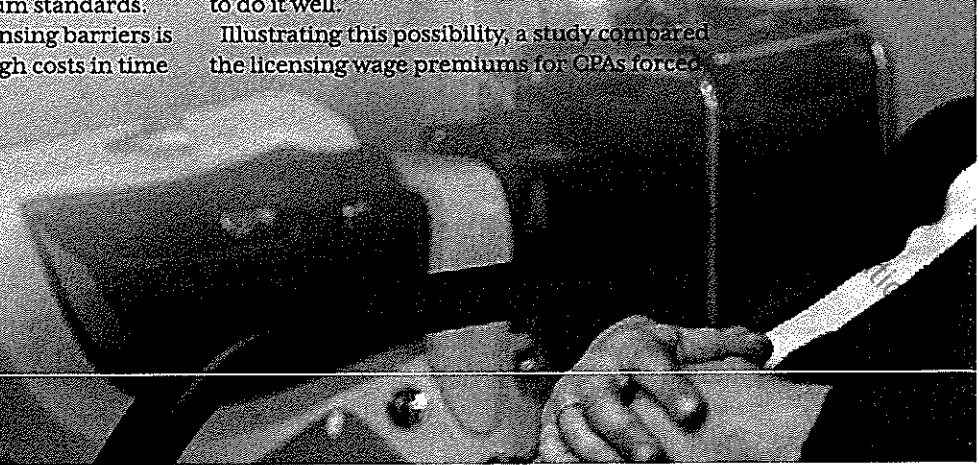
An example of this can be found in the accounting industry, where research has found a 15% reduction in first-time candidates for certified public accountant exams when licensure requires an additional year of education but no difference in CPA quality as measured by time to promotion and duration of employment.<sup>37</sup> The researcher found the additional year of education deterred both low-ability candidates and

high-ability ones (as measured by exam passage rates) from pursuing the career path. The researcher also noted that the additional education “appears costly to high-ability candidates, potentially because of their higher opportunity cost.”<sup>38</sup>

Similarly, in the teaching industry, more stringent education requirements for teachers may negatively affect students' performance. One study found students' SAT scores were lower in states that required a master's degree for teachers.<sup>39</sup> On the other hand, giving teachers alternative pathways to licensure over the traditional education degree appears to bring in higher-quality teachers as measured by licensure exam scores.<sup>40</sup>

Finally, licensing and progressively restrictive forms of it might fail to produce higher quality because, in at least some cases, licensing requirements simply are not attuned to quality. Required training may not help aspirants acquire the knowledge and skills necessary to do a job or to do it well.

Illustrating this possibility, a study compared the licensing wage premiums for CPAs forced



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to complete an additional year of education for licensure and CPAs grandfathered into the new licensing scheme.<sup>41</sup> A licensing wage premium is the amount licensed workers can earn over and above what they would if they did not need a license to work. Licensing proponents often attribute licensing wage premiums to higher quality. But there is another competing, or possibly complementary, explanation: In reducing the supply of workers in an occupation, licensing allows licensees to charge higher prices, whether or not they provide higher quality.<sup>42</sup> If stricter licensing leads to higher quality, CPAs with an additional year of education should have a higher wage premium than their grandfathered counterparts. Yet the study found the two groups of CPAs enjoyed the same wage premium, suggesting the premium comes from reduced supply rather than improved quality owing to additional education.<sup>43</sup> Likewise, licensing exams may not adequately assess whether an aspirant is likely to provide quality service. For example, following IJ's exper-

iment testing whether Louisiana's florist license produced better floral arrangements, IJ invited the florists who blind-judged the arrangements to participate in focus groups. After IJ revealed the "floral design competition" was actually an experiment and the arrangements were from licensed Louisiana and unlicensed Texas, the judges were unsurprised to learn that the ratings did not differ by state or, for that matter, regulatory regime. In fact, the 10 judges from Louisiana—all state-licensed florists—derided their state's licensing test as outdated and irrelevant.<sup>44</sup>



## Implications and Policy Recommendations

Our findings offer no reason to believe licensing, and progressively stricter forms of it, promotes safe, quality service. Instead, in the occupations and states we studied, licensing appears to force workers to fulfill various requirements while fencing others out needlessly, imposing costs not only on workers but also on consumers and on society and the economy at large. In light of these findings—including our finding of no difference in manicurist quality between unlicensed Connecticut and licensed Massachusetts and New York—Connecticut's decision to relicensure manicurists seems particularly unwise.

And it is unlikely the occupations we studied are the only occupations to which our findings apply. The diversity of the occupations we studied—representing general services, home improvement

services and personal care services—means it would be surprising if licensing failed to produce quality only in these occupations.

Moreover, licensing likely fails to produce higher quality in other states that regulate the occupations we studied. This is because the states we compared had some of the starkest differences in licensing burdens. As Figure 2 illustrates, while some of the occupations we studied are licensed by fewer than half the states, others are universally licensed. For example, interior designers are licensed by only two states and the District of Columbia, while barbers and cosmetologists are licensed by every state and the District. In recent years, states have delicensed some of these occupations, suggesting they realized their licenses were not in the public interest.

**Figure 2: Licensing Likely Fails to Produce Higher Quality in Other States That License the Occupations Studied Here**

State Requires License to Practice
  State Examined in This Study

State	Interior Designer	Barber	Cosmetologist	Manicurist	Locksmith	Tree Trimmer
Alabama						
Alaska						
Arizona						
Arkansas						
California	●					●
Colorado						
Connecticut			●	●		
Delaware						
D.C.						
Florida						
Georgia						
Hawaii						
Idaho						
Illinois						
Indiana						
Iowa						
Kansas						

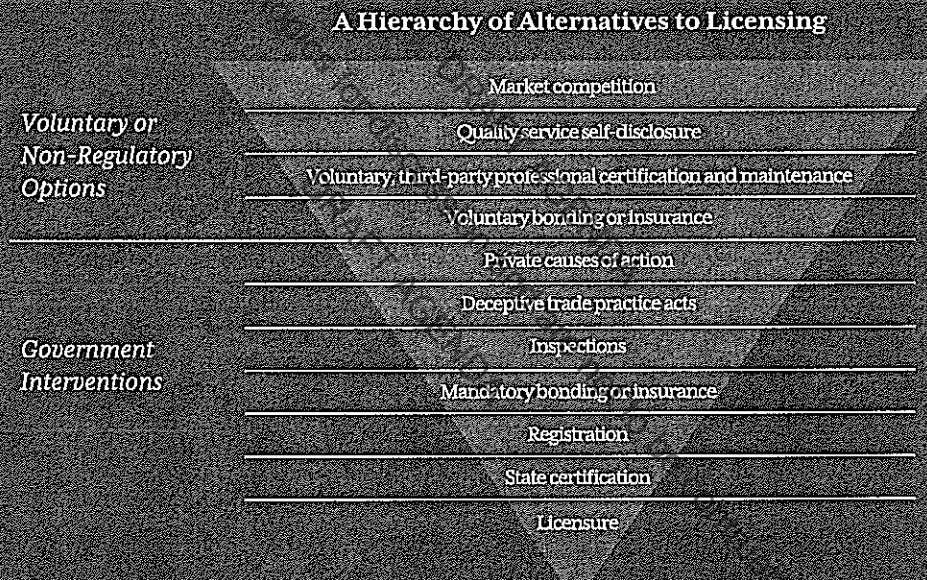
State	Interior Designer	Barber	Cosmetologist	Manicurist	Locksmith	Tree Trimmer
Kentucky						
Louisiana						
Maine						
Maryland						
Massachusetts						
Michigan						
Minnesota						
Mississippi						
Missouri						
Montana						
Nebraska						
Nevada						
New Hampshire						
New Jersey						
New Mexico						
New York						
North Carolina						
North Dakota						
Ohio						
Oklahoma						
Oregon						
Pennsylvania						
Rhode Island						
South Carolina						
South Dakota						
Tennessee						
Texas						
Utah						
Vermont						
Virginia						
Washington						
West Virginia						
Wisconsin						
Wyoming						

Note: Most of the data for this figure come from Carpenter, D. M., Knepper, L., Sweetland, K., McDonald, J. (2017). *License to work: A national study of burdens from occupational licensing* (2nd Ed.). Arlington, VA: Institute for Justice. See, specifically, the complete updated dataset here: <https://www.instituteforjustice.org/wp-content/uploads/2021/05/2021-05-11-work-us.pdf>. However, since the publication of that report, some states have either licensed or delicensed the relevant occupations. Specifically, while Connecticut did not license manicurists at the time of that report, or during our study period here, it has done so since January 1, 2021. H.B. 7424, 2019 Gen. Assemb., Reg. Sess. (Conn. 2019); Connecticut State Department of Public Health. (n.d.). Nail technician. <https://portal.ct.gov/DPH/Practitioner-Licensing/Institutions/003-Nail-Technician>. In addition, Florida has delicensed interior designers. H.B. 1193, 2020 Leg., Reg. Sess. (Fla. 2020). and Nebraska and Tennessee have delicensed locksmiths. L.B. 169, 2021 Leg., Reg. Sess. (Neb. 2021) and S.B. 0012, 2021 Gen. Assemb., Reg. Sess. (Tenn. 2021). We also discovered that we erred in counting tree trimmers as unlicensed in Minnesota. S.F. 905, 2003 Leg., Reg. Sess. (Minn. 2003). This figure reflects these updates and corrections.

All of this suggests our findings apply to other occupations and states not included in our analyses. If this is true, the benefits of licensing may be exaggerated, particularly compared to the costs as cataloged by others. This may mean there are many licenses that serve as nothing more than needless barriers to work and consumer choice. Moreover, although lawmakers, and others, often assume licensing is the only way to pro-

tect the public from occupational harms, there exists a whole range of alternatives between no regulation and licensing (see Figure 3), including voluntary measures and less restrictive government interventions. Depending on the harms presented by an occupation—if any—one or a combination of some of these alternatives may be adequate to protect the public without all of licensing's costs.

**Figure 3: The Inverted Pyramid Offers Many Less Burdensome Alternatives to Licensing**



Many occupations may not require any government intervention. If there is no threat to public health or safety, the government should not get involved. Not only is poor, though safe, service—a bad haircut or an ugly floral arrangement, say—an illegitimate reason for government intervention, but, as our results and the results of other research show, government intervention may not even work to promote quality. In fact, the costs of government intervention are likely to outweigh any benefits where there is no threat to public health or safety.

Occupations that the government does not regulate are not "unregulated." Indeed, ordinary market competition gives businesses incentives to provide safe, quality service. Businesses that fail to provide such service will suffer loss of reputation—and customers. This has always been the case, but it is truer now than ever thanks to the ease with which modern telecommunications and consumer review platforms such as Yelp and Tripadvisor allow consumers to share information, not just with people they know but with complete strangers.

Alone, or in tandem with other voluntary alternatives, market competition may be enough to ensure safe, quality service in many occupations. For example, service providers who want to assure prospective consumers of their commitment to safety and quality can proactively share prior consumer feedback, such as by linking to their Yelp or Tripadvisor pages from their websites or other marketing materials. Such quality self-disclosures can send a powerful signal to consumers.

Service providers can also signal their commitment to safety and quality by voluntarily obtaining and maintaining third-party professional certifications, or pursuing other training, or becoming bonded or insured. Tara Swagger, the Connecticut salon owner from our introduction, for example, can boast numerous credentials that she obtained voluntarily. As she put it, her clients are “very happy to know [her] long list of credentials and commitment to education has them in safe hands.”

If these fully voluntary measures are not enough to protect the public, consumers can bring lawsuits against service providers under private causes of action. And all 50 states and the District of Columbia have consumer protection laws called deceptive trade practice acts that allow both attorneys general and consumers to sue service providers engaged in certain practices deemed false, misleading or deceptive.

Governments should consider more restrictive alternatives if and only if there is systematic, em-

pirical evidence of a significant threat to public health and safety not adequately addressed by voluntary alternatives or less restrictive preexisting government interventions such as those described above. Where they find real evidence of such threats, governments should adopt the least restrictive intervention (or combination of interventions) that would address the problem, with licensing being their last resort.

They may well find that inspections, mandatory bonding or insurance, registration requirements, or state certification as a condition for using a particular title are adequate to protect the public. And if governments determine licensing is the only way to protect the public, they should ensure licensing requirements are no more restrictive than necessary.

Following this approach would help ensure any new licenses or other occupational regulations are both necessary and no more restrictive than necessary to protect the public. But as this and other research suggests, many unnecessary licenses are already on the books. And many requirements of existing licenses seem dubiously related to health and safety. For example, a recent study found that, on average, only about 25% of barber and cosmetologist curricula and 40% of manicurist curricula cover health and safety.

Governments should therefore review existing licenses and other occupational regulations to determine whether they are necessary and properly targeted to protect the public.

Materials contained in this agenda are for discussion and are not to be construed as official policy or position of the Board of Health.

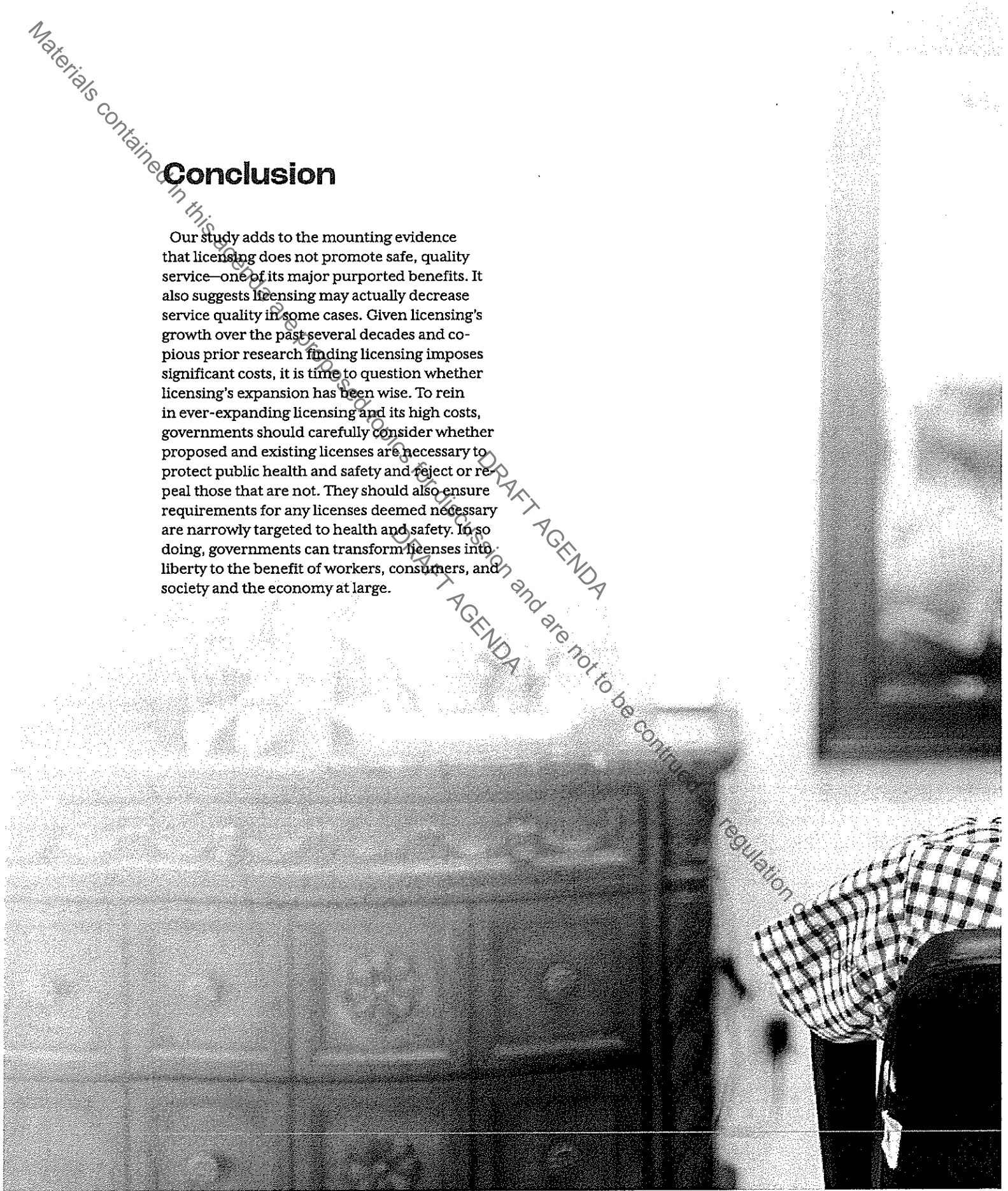
## Conclusion

Our study adds to the mounting evidence that licensing does not promote safe, quality service—one of its major purported benefits. It also suggests licensing may actually decrease service quality in some cases. Given licensing's growth over the past several decades and copious prior research finding licensing imposes significant costs, it is time to question whether licensing's expansion has been wise. To rein in ever-expanding licensing and its high costs, governments should carefully consider whether proposed and existing licenses are necessary to protect public health and safety and reject or repeal those that are not. They should also ensure requirements for any licenses deemed necessary are narrowly targeted to health and safety. In so doing, governments can transform licenses into liberty to the benefit of workers, consumers, and society and the economy at large.

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## Appendix A: Methods

The following question guided this study: Is there a significant difference in service quality between providers in states with no or lighter license requirements and those in neighboring states with more burdensome requirements?

### Data

To measure quality, we relied on Yelp business ratings, which others have found to accurately reflect service quality. These ratings spanned October 2004 through October 2020 for locksmiths and October 2004 through June/July 2019 for all other occupations. The first year in our study is 2004 because Yelp started collecting ratings on October 12 of that year. All ratings are on a five-star scale, with one star being the worst rating a business can receive and five stars the best. Each rating also has a written review associated with it, but our analysis used only the numerical rating. For each business, we averaged the ratings across the entire time span.

Control variables included population, percentage of the population with a bachelor's degree or higher, and median household income. Prior studies similar in design to ours have shown these to be important control variables. We collected these data from the Census Bureau's 2019 five-year American Community Survey estimates at the block group level—the lowest geographic level for which data were available.

### Sample

The sampling unit (and the unit of analysis) was businesses within specific occupations. To determine the sample of occupations and states in our study, we used data from the second edition of the Institute for Justice's *License to Work* report to

identify occupations with stark licensing differences across neighboring states. Because IJ released the second edition of *License to Work* in 2017, we checked relevant licensing requirements to ensure nothing significant had changed in the intervening years.

Licensing is not limited to state laws. Counties and cities can and often do enact their own licensing laws. Failing to account for such laws, where they exist, would produce spurious analytical results. We therefore also examined a small sample of cities in border counties in our states of interest to determine whether local licensing was present (it was not). We also examined salon/shop licensing at the state and local levels for barbering- and cosmetology-related occupations as this, too, can sometimes affect licensing requirements for workers. However, such requirements had no impact on our analyses.

We limited the businesses in our sample to those within narrow bandwidths on either side of state borders. For each occupation-state comparison, we used a bandwidth that would result in a sample size sufficiently large for analysis. Consequently, bandwidths differ by occupation-state comparison (see Table A1). We had to modify two sets of comparisons that used the CA-NV border (interior designer and tree trimmer) due to a lack of businesses along the states' shared border. Instead of using bandwidths, we selected businesses located in border counties in the Lake Tahoe region. These counties provided a sufficient number of firms for our analyses, while other regions along the CA-NV border were too rural to do so. Final sample sizes for businesses by occupation-state comparisons are presented in Table A2.

Materials contained in this document are proposed topics for discussion and are not to be construed as regulation or official Board position.

**Table A1: Final Comparisons and Bandwidths**

Occupation	States	Bandwidth
Barber	NJ to PA	15 miles
Cosmetologist	NY to CT	5 miles
Cosmetologist	NY to NJ	5 miles
Interior Designer*	CA to NV	Counties in the Lake Tahoe region
Locksmith	PA to NJ	5 miles
Manicurist†	CT to MA	15 miles
Manicurist	CT to NY	15 miles
Tree Trimmer	NV to CA	Counties in the Lake Tahoe region
Tree Trimmer	VA to MD	10 miles

\* Though California does not license interior designers, it does offer title protection to those who hold certification with the California Council for Interior Design Certification. Cal. Bus. & Prof. Code §§ 5800-12.

† As of January 1, 2021, Connecticut licenses manicurists, H.B. 7424, 2019 Gen. Assemb., Reg. Sess. (Conn. 2019); Connecticut State Department of Public Health. (n.d.). *Nail technician*. <https://portal.ct.gov/DPH/Practitioner-Licensing--Investigations/Nailtechs/Nail-Technician>. However, it did not do so during our study period.

**Table A2: Number of Businesses for Each Occupation-State Comparison**

Occupation	Lower Burden/Unlicensed		Higher Burden/Licensed		Total
	State	# of Firms	State	# of Firms	# of Firms
Barber	NJ	206	PA	420	626
Cosmetologist	NY	45	CT	49	94
Cosmetologist	NY	940	NJ	319	1,259
Interior Designer	CA	63	NV	36	99
Locksmith	PA	100	NJ	94	194
Manicurist	CT	45	MA	44	89
Manicurist	CT	144	NY	262	406
Tree Trimmer	NV	32	CA	92	124
Tree Trimmer	VA	58	MD	33	91



**TO:** VIRGINIA BOARD FOR BARBERS AND COSMETOLOGY  
**FROM:** STEPHEN KIRSCHNER, EXECUTIVE DIRECTOR  
**SUBJECT:** APPRENTICE 90-DAY TEMPORARY PERMIT  
**DATE:** NOVEMBER 14, 2022

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Under the temporary permit standards in the Barbers and Cosmetology and Esthetics Regulations, temporary permits are valid for 45 days following the date of the initial examination. The actual length of the temporary permit varies, however, because the permit can be issued as soon as the initial examination is scheduled. For example, if on January 1, a candidate registers for their first exam to be taken on February 1, then the permit can be issued and effective from January 1 until March 17 (45 days after their initial exam). The biggest delay in issuing temporary permits is the exam application approval process, which can take several weeks or longer if the candidate submits incomplete information.

The Department of Labor and Industry (DOLI) has approached staff with a request for an accommodation for apprenticeship completers. Apprentices complete at least 2,000 hours of on-the-job training under a licensed supervisor. The apprenticeship officially ends once signed off by the sponsor, and the apprentice can then apply for the exam and a temporary permit.

Under the current Board regulations, an apprentice would be eligible to obtain a temporary permit to continue working with their sponsor while they take the exam, but there is a gap between completing the apprenticeship and exam approval. DOLI reports that their apprentices say this gap can be several months while they apply for the exam. During that time between completion and exam approval, the apprentice cannot work.

It appears that the risk to the public of allowing apprenticeship completers to continue to work under their sponsor while they apply for the exam is very low. The apprentice would have already been working in the salon/shop/spa environment under this person's supervision for at least a year. Staff request the Board consider amending its regulations to allow apprenticeship completers to apply for a 90 day temporary permit to work under their apprenticeship sponsor, immediately after the apprenticeship ends.

Applicants who completed a registered apprenticeship under the Department of Labor and Industry may obtain a 90 day temporary permit to continue working under their licensed apprenticeship supervisor at the conclusion of their apprenticeship.

This language would minimize the economic disruption to the apprenticeship applicants without increasing risks to public safety. Please come prepared to discuss this proposal.



**TO:** VIRGINIA BOARD FOR BARBERS AND COSMETOLOGY  
**FROM:** STEPHEN KIRSCHNER, DEPUTY DIRECTOR OF LICENSING AND REGULATORY PROGRAMS  
**SUBJECT:** REVISED GUIDANCE DOCUMENT – NON-TRADITIONAL OR ONLINE INSTRUCTION  
**DATE:** OCTOBER 31, 2022

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The Board approved non-traditional or “online” instruction guidance document revision on September 17, 2020, allowed schools to teach online instruction for theory topics in a school-approved curriculum. Board regulations require schools “ensure all training is conducted by a licensed and certified instructor.” Currently, schools do not appear to be following this regulation with their online instruction. Schools are using the asynchronous education method to teach their theory portion online. Asynchronous instruction means the students can study on their own time and pace at a different time than school operations (not synchronized with the instructor). Asynchronous learning offers students the flexibility to learn at their own pace within a set timeframe. However, schools are unable to explain how the clock hours for asynchronous learning are determined.

Time management is one of the key drawbacks of asynchronous learning. Schools are not adhering to their board-approved curricula and allowing students to complete their training earlier than anticipated. Board regulations require schools to submit their curriculum to the Board for approval, and any subsequent changes to the curriculum must be approved by the Board. Many schools are unable to track student absences, academic weaknesses, or the time spent on a particular topic. The results are detrimental to students because the Board cannot authorize a student to take the exam if the training verification indicates that the student completed the program earlier than the timeframe stipulated in the Board-approved curriculum. Board staff are spending a growing amount of time working with schools one on one to properly document hours, or with students who were denied because the school departed from their approved program duration.

Staff recommend making synchronous online learning a clear, explicit requirement in the online instruction guidance document. This will help the schools understand that the instructor must still lead online training and help students avoid unnecessary delays in their exam application approval.

The Board can adopt the revision to the guidance document with a motion to “adopt the revised language in the non-traditional or online instruction guidance document.” Please review the draft revision below:

## Guidance Document: Non-Traditional or Online Instruction

**In accordance with 18 VAC 41-20-200, 18 VAC 41-50-230, and 18 VAC 41-70-180 schools shall submit its curricula for Board approval and shall conduct classroom instruction in an area separate from the clinic area where practical instruction is conducted and services are provided.**

The Board is providing the following guidance in the interpretation or implementation of the regulations:

Schools may offer non-traditional or 'online' instruction on all theory topics in their approved curriculum. Online courses must be taught in real-time, by the instructors (synchronous instruction). Online instruction does not alleviate the school from other regulatory requirements to:

- Ensure all training is conducted by licensed and certified instructors;
- Maintain daily record of attendance and student clock hours with student's signature; and
- Ensure the school's approved curriculum is followed, including all topics, breakdown of hours, and program duration.

School should utilize technologies and practices that are effective in verifying the identity of distance-learning students who participate in class or coursework (such as a secure login and pass code) while protecting student privacy.

There is a measure of competency (examination) of the information the student is taught online which shall be completed in a traditional brick and mortar classroom.



**TO:** VIRGINIA BOARD FOR BARBERS AND COSMETOLOGY  
**FROM:** STEPHEN KIRSCHNER, DEPUTY DIRECTOR OF LICENSING AND  
REGULATORY PROGRAMS  
**SUBJECT:** FINANCIAL STATEMENTS  
**DATE:** NOVEMBER 1, 2022

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Attached you will find the most recent Statement of Financial Activity and the Supporting Statement of Year-to-Date Activity for the Board. Additionally, you will find the Agency Statement of Financial Activity.

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Department of Professional and Occupational Regulation  
Statement of Financial Activity

**Board for Barbers and Cosmetology  
954230**

2022-2024 Biennium

September 2022

	September 2022 Activity	Biennium-to-Date Comparison	
		July 2020 - September 2020	July 2022 - September 2022
<b>Cash/Revenue Balance Brought Forward</b>			810,212
<b>Revenues</b>	339,973	948,147	1,122,612
<b>Cumulative Revenues</b>			1,932,824
<b>Cost Categories:</b>			
<b>Board Expenditures</b>	10,542	81,016	55,388
<b>Board Administration</b>	92,983	306,469	328,661
<b>Administration of Exams</b>	5,784	17,104	19,279
<b>Enforcement</b>	89,364	245,767	306,061
<b>Legal Services</b>	0	6,810	0
<b>Information Systems</b>	46,728	198,891	145,552
<b>Facilities and Support Services</b>	26,360	95,271	77,244
<b>Agency Administration</b>	98,467	132,464	217,488
<b>Other / Transfers</b>	0	0	0
<b>Total Expenses</b>	370,229	1,083,792	1,149,674
<b>Transfer To/(From) Cash Reserves</b>	0	0	(53,134)
<b>Ending Cash/Revenue Balance</b>			836,284

<b>Cash Reserve Beginning Balance</b>	5,377,910	0	5,431,044
<b>Change in Cash Reserve</b>	0	0	(53,134)
<b>Ending Cash Reserve Balance</b>	5,377,910	0	5,377,910

Number of Regulants	
Current Month	74,319
Previous Biennium-to-Date	72,893

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**Department of Professional and Occupational Regulation  
Statement of Financial Activity**

**Agency Total**

**2022-2024 Biennium**

**September 2022**

	September 2022 Activity	Biennium-to-Date Comparison	
		July 2020 - September 2020	July 2022 - September 2022
<b>Cash/Revenue Balance Brought Forward</b>			3,453,476
<b>Revenues</b>	1,634,767	5,015,129	4,970,777
<b>Cumulative Revenues</b>			8,424,253
<b>Cost Categories:</b>			
<b>Board Expenditures</b>	115,811	496,517	491,952
<b>Board Administration</b>	386,885	1,240,049	1,366,396
<b>Administration of Exams</b>	28,416	82,703	94,710
<b>Enforcement</b>	661,520	1,955,182	2,271,153
<b>Legal Services</b>	25,540	51,021	25,540
<b>Information Systems</b>	199,371	824,845	620,443
<b>Facilities and Support Services</b>	150,000	510,960	436,958
<b>Agency Administration</b>	420,127	549,291	927,361
<b>Other / Transfers</b>	0	0	0
<b>Total Expenses</b>	1,987,671	5,710,568	6,234,514
<b>Transfer To/(From) Cash Reserves</b>	(40,769)	0	(929,791)
<b>Ending Cash/Revenue Balance</b>			3,119,530

<b>Cash Reserve Beginning Balance</b>	17,104,929	0	17,993,950
<b>Change in Cash Reserve</b>	(40,769)	0	(929,791)
<b>Ending Cash Reserve Balance</b>	17,064,159	0	17,064,159

**Number of Regulators**

Current Month	320,969
Previous Biennium-to-Date	308,696

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**Department of Professional and Occupational Regulation  
Supporting Statement of Year-to-Date Activity**

**Agency Total  
Fiscal Year 2023**

	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Fiscal YTD Charges	Planned Annual Charges	Current Balance	Projected Charges at 6/30	Projected Variance Favorable (Unfavorable)	
																	Amount	%
<b>Board Expenditures</b>	240,785	135,356	115,811	0	0	0	0	0	0	0	0	0	491,952	2,346,967	1,855,015	1,790,614	556,353	23.7%
<b>Board Administration</b>	581,962	397,550	386,885	0	0	0	0	0	0	0	0	0	1,366,396	6,091,507	4,725,110	4,501,515	1,589,992	26.1%
<b>Administration of Exams</b>	39,210	27,084	28,416	0	0	0	0	0	0	0	0	0	94,710	376,174	281,464	317,864	58,310	15.5%
<b>Enforcement</b>	939,715	669,917	661,520	0	0	0	0	0	0	0	0	0	2,271,153	9,180,232	6,909,079	7,721,589	1,458,643	15.9%
<b>Legal Services</b>	0	0	25,540	0	0	0	0	0	0	0	0	0	25,540	131,046	105,506	102,158	28,888	22.0%
<b>Information Systems</b>	162,794	258,278	199,371	0	0	0	0	0	0	0	0	0	620,443	3,411,730	2,791,287	2,230,163	1,181,567	34.6%
<b>Facilities / Support Svcs</b>	108,265	178,693	150,000	0	0	0	0	0	0	0	0	0	436,958	2,311,417	1,874,459	1,623,396	688,021	29.8%
<b>Agency Administration</b>	297,208	210,026	420,127	0	0	0	0	0	0	0	0	0	927,361	3,611,699	2,684,338	3,250,584	361,115	10.0%
<b>Other / Transfers</b>	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>Total Charges</b>	<b>2,369,938</b>	<b>1,876,905</b>	<b>1,987,671</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6,234,514</b>	<b>27,460,772</b>	<b>21,226,258</b>	<b>21,537,882</b>	<b>5,922,890</b>	<b>21.6%</b>