Form: TH-04 August 2022



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# Fast-Track Regulation Agency Background Document

Agency name	Board for Barbers and Cosmetology	
Virginia Administrative Code (VAC) Chapter citation(s)	18 VAC 41-20	
(VAC) Chapter citation(s)	18 VAC 41-70	
VAC Chapter title(s)	Barber and Cosmetology Regulations (18 VAC 41-20)	
	Esthetic Regulations (18 VAC 41-70)	
Action title	Temporary License Extension	
Date this document prepared	March 26, 2024	

This information is required for executive branch review and the Virginia Registrar of Regulations, pursuant to the Virginia Administrative Process Act (APA), Executive Order 19 (2022) (EO 19), any instructions or procedures issued by the Office of Regulatory Management (ORM) or the Department of Planning and Budget (DPB) pursuant to EO 19, the Regulations for Filing and Publishing Agency Regulations (1 VAC 7-10), and the *Form and Style Requirements* for the Virginia Register of Regulations and Virginia Administrative Code.

### **Brief Summary**

Provide a brief summary (preferably no more than 2 or 3 paragraphs) of this regulatory change (i.e., new regulation, amendments to an existing regulation, or repeal of an existing regulation). Alert the reader to all substantive matters. If applicable, generally describe the existing regulation.

The Board for Barbers and Cosmetology ("the Board") seeks to amend the Barbering and Cosmetology Regulations and the Esthetics Regulations to extend temporary licenses from 45 days to 90 days and eliminate a requirement that applicants register for the license examination prior to being issued a temporary license.

Under the current regulations, qualified applicants for barbering, cosmetology, nail technician, wax technician, and esthetician licenses are granted a 45-day temporary license to work under licensed professionals while waiting to take and pass the exam. Prior to being issued a temporary license, applicants must register to take the exam.

Under the revised regulations individuals completing a training program, or a registered apprenticeship, can submit the appropriate documentation to the Board to receive a 90-day temporary license. Individuals issued a 90-day temporary license can work under licensed professionals and earn income while waiting to take and pass the board-required examination.

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# **Acronyms and Definitions**

Define all acronyms used in this form, and any technical terms that are not also defined in the "Definitions" section of the regulation.

"DPOR" means the Department of Professional and Occupational Regulation.

# **Statement of Final Agency Action**

Provide a statement of the final action taken by the agency including: 1) the date the action was taken; 2) the name of the agency taking the action; and 3) the title of the regulation.

On May 15, 2023, the Board for Barbers and Cosmetology voted to amend the Barbering and Cosmetology Regulations (18VAC41-20) and the Esthetics Regulations (18VAC41-70).

### **Mandate and Impetus**

Identify the mandate for this regulatory change and any other impetus that specifically prompted its initiation (e.g., new or modified mandate, petition for rulemaking, periodic review, or board decision). For purposes of executive branch review, "mandate" has the same meaning as defined in the ORM procedures, "a directive from the General Assembly, the federal government, or a court that requires that a regulation be promulgated, amended, or repealed in whole or part."

Consistent with Virginia Code § 2.2-4012.1, also explain why this rulemaking is expected to be noncontroversial and therefore appropriate for the fast-track rulemaking process.

The impetus behind the modification to the Barbering and Cosmetology Regulations (18VAC 41-20-90) and the Esthetics Regulations (18VAC41-70-70) is the prolonged waiting period for applicants to obtain their temporary licenses. Applicants for a temporary license in barbering, cosmetology, nail, wax, esthetics, and master esthetics face two delays in scheduling their examinations. The first delay occurs during the initial exam registration process. As per the regulations, individuals applying for temporary licenses must schedule their first exam before receiving the license, leading to a wait of one to two months before obtaining the temporary license. The temporary license becomes effective on the first scheduled exam date, creating a challenge for applicants who must wait for their scheduled examination to start working under the temporary license. This delay poses difficulties, especially since exams are typically scheduled one to two months after a successful application.

The second delay occurs after the approval of the temporary license. Following the scheduling of the first exam, the temporary license holder must wait an additional one to two months to take the second part of the exam. Therefore, there is a risk that the 45-day temporary license may expire during this period, preventing the temporary license holder from the opportunity to earn

income. Extending the temporary license to 90 days would provide individuals with a longer timeframe to generate income while registering and completing the required exams.

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This action is noncontroversial and suitable for fast-track rulemaking as it allows individuals to work while undergoing the exam process. Temporary license holders in barbering, cosmetology, nail, wax, esthetics, and master esthetics can work while scheduling and completing the required examinations. These professionals have fulfilled the training prerequisites through either a school or apprenticeship and can earn income by working under the supervision of a licensed professional during the examination phase. Temporary license holders will operate under the guidance of a licensed individual in their respective profession.

This action is not the result of a mandate.

### **Legal Basis**

Identify (1) the promulgating agency, and (2) the state and/or federal legal authority for the regulatory change, including the most relevant citations to the Code of Virginia and Acts of Assembly chapter number(s), if applicable. Your citation must include a specific provision, if any, authorizing the promulgating agency to regulate this specific subject or program, as well as a reference to the agency's overall regulatory authority.

The promulgating agency is the Board for Barbers and Cosmetology.

Code of Virginia § 54.1-201(5) gives authority to the Board to promulgate regulations. It states, in part, that the Board has the power and duty "to promulgate regulations in accordance with the Administrative Process Act (§ 2.2-4000 et seq.) necessary to assure continued competency, to prevent deceptive or misleading practices by practitioners and to effectively administer the regulatory system administered by the regulatory board."

### **Purpose**

Explain the need for the regulatory change, including a description of: (1) the rationale or justification, (2) the specific reasons the regulatory change is essential to protect the health, safety or welfare of citizens, and (3) the goals of the regulatory change and the problems it is intended to solve.

The purpose of a 90-day temporary license is to address the delays and challenges associated with the current 45-day temporary license structure. Currently, individuals eligible for professions such as barbering, cosmetology, nail technician, wax technician esthetics, and master esthetics are granted a 45-day temporary license upon registering for their initial exam date. The revised regulations aim to remove the requirement of scheduling the first exam before obtaining a temporary license. Individuals will no longer need to wait before applying for a temporary license and can do so after completing their training.

The justification for the 90-day temporary license provides individuals with a more extended timeframe to work while they go through the examination process. This adjustment acknowledges that many professionals in these fields have already met training requirements through education or apprenticeships. Allowing them to work under the supervision of a licensed professional during the examination phase enables them to earn income and maintain their

livelihood while pursuing licensure. By extending the temporary license to 90 days, individuals have a more reasonable period to schedule and complete the required exams.

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The regulatory change to extend the temporary license to 90 days protects the health, safety, and welfare of citizens by ensuring compliance. By allowing individuals to work under the supervision of a licensed professional during the temporary license period, the regulatory change ensures that there is oversight and guidance in place. This contributes to maintaining a standard of competency and skill in service delivery, thus safeguarding the well-being of consumers.

This regulatory amendment is intended to solve the unnecessary delays in obtaining a temporary license. The existing delays in obtaining a temporary license and scheduling exams may result in individuals operating without proper licensure. Providing a reasonable timeframe for individuals to complete the necessary exams encourages compliance with licensure requirements. Extending the temporary license to 90 days alleviate financial hardships that individuals may face when unable to work within their field due to delays in scheduling and taking exams. The 90-day temporary license address time consuming challenges with exam scheduling, enable professionals to work and earn income during the exam process, and maintain standards that safeguard the health, safety, and welfare of citizens.

#### Substance

Briefly identify and explain the new substantive provisions, the substantive changes to existing sections, or both. A more detailed discussion is provided in the "Detail of Changes" section below.

Section 18VAC41-20-90 of the Barbering and Cosmetology Regulations is proposed to be amended to:

- Revise any language referencing "temporary permit " and changed to "temporary license" as this aligns with the language specified in the statute.
- Make a correction to the term "supervision" used in the section to appropriately reflect the term "direct supervision" which is a defined term.
- Clarify that an individual work under the direct supervision of an individual who holds the respective license.
- Specify the professions authorized to oversee temporary license holders under their direct supervision.
- Extend the term of a temporary license from 45 days to 90 days.
- Remove the provision requiring that an applicant for licensure schedule an examination prior to being issued a temporary license.
- Clarify that an individual may not receive a subsequent temporary license.

Section 18VAC41-70-70 of the Esthetics Regulations is proposed to be amended to:

- Revise any language referencing "temporary permit" and changed to "temporary license" as this aligns with the language specified in the statute.
- Clarify that an individual work under the direct supervision of an individual who holds the respective license.
- Specify the professions authorized to oversee temporary license holders under their direct supervision.

- Extend the term of a temporary license from 45 days to 90 days.
- Remove the provision requiring that an applicant for licensure schedule an examination prior to being issued a temporary license.

• Clarify that an individual may not receive a subsequent temporary license.

#### **Issues**

Identify the issues associated with the regulatory change, including: 1) the primary advantages and disadvantages to the public, such as individual private citizens or businesses, of implementing the new or amended provisions; 2) the primary advantages and disadvantages to the agency or the Commonwealth; and 3) other pertinent matters of interest to the regulated community, government officials, and the public. If there are no disadvantages to the public or the Commonwealth, include a specific statement to that effect.

The primary benefit of the 90-day temporary license regulatory revision is removing the prerequisite to schedule the first exam before obtaining the temporary license. Eliminating the need for scheduling the exam reduces delays and creates a more efficient procedure for obtaining a temporary license. Individuals will no longer need to wait before applying for a temporary license and can do so after completing their training. This modification promotes economic stability for temporary license holders to earn money while awaiting the examination process. Additionally, working under the supervision of licensed professionals guarantees that services delivered under the temporary license holder adhere to regulatory standards, thereby enhancing consumer safety.

There are no identifiable disadvantages to the public.

There are no identifiable advantages or disadvantages to the agency or Commonwealth.

There are no other matters of interest to the regulated community, government officials, and the public that have been identified.

## **Requirements More Restrictive than Federal**

Identify and describe any requirement of the regulatory change which is more restrictive than applicable federal requirements. Include a specific citation for each applicable federal requirement, and a rationale for the need for the more restrictive requirements. If there are no applicable federal requirements, or no requirements that exceed applicable federal requirements, include a specific statement to that effect.

There are no applicable federal requirements.

# Agencies, Localities, and Other Entities Particularly Affected

Consistent with § 2.2-4007.04 of the Code of Virginia, identify any other state agencies, localities, or other entities particularly affected by the regulatory change. Other entities could include local partners such as tribal governments, school boards, community services boards, and similar regional organizations. "Particularly affected" are those that are likely to bear any identified disproportionate material impact which would not be experienced by other agencies, localities, or entities. "Locality" can refer to either local governments or the locations in the Commonwealth where the activities relevant to the regulation or

regulatory change are most likely to occur. If no agency, locality, or entity is particularly affected, include a specific statement to that effect.

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Other State Agencies Particularly Affected

No other state agencies are particularly affected.

Localities Particularly Affected

No localities are particularly affected.

Other Entities Particularly Affected

No other entities are particularly affected.

# **Economic Impact**

Consistent with § 2.2-4007.04 of the Code of Virginia, identify all specific economic impacts (costs and/or benefits), anticipated to result from the regulatory change. When describing a particular economic impact, specify which new requirement or change in requirement creates the anticipated economic impact. Keep in mind that this is the proposed change versus the status quo.

### **Summary:**

The Board for Barbers and Cosmetology is amending the Barbering and Cosmetology, and Esthetics regulations. The Board for Barbers and Cosmetology seeks to revise its existing regulations, allowing temporary license holders the opportunity to work under the supervision of a currently licensed barber, master barber, cosmetologist, nail technician, wax technician, esthetician, or master esthetician in the respective profession for 90 days. Before approving a temporary license, the Board must determine if the applicant is eligible for examination.

Applicants must complete a training program in a licensed school or an apprenticeship before they are able to apply for a 90-day temporary license. Under current regulations, the temporary license remains in force for 45 days following the initial scheduled examination date after the applicant is approved to take the examination.

All costs incurred in support of board activities and regulatory operations are paid by the Department of Professional and Occupational Regulation (DPOR) and funded through fees paid by applicants and regulants. All boards within DPOR must operate within the Code provisions of the Callahan Act (54.1-113), and the general provisions of 54.1-201. Each regulatory program's revenues must be adequate to support both its direct costs and a proportional share of agency operating costs. DPOR allocates costs to its regulatory programs based on consistent, equitable, and cost-effective methodologies. The Board has no other source of income.

#### **Impact on State Agencies**

For DPOR: projected costs, savings, fees or revenues	There is no anticipated cost for DPOR.
resulting from the regulatory change, including:	
a) fund source / fund detail;	
b) delineation of one-time	
versus on-going	
expenditures; and c) whether any costs or	
revenue loss can be	
absorbed within existing	
resources	
For other state agencies:	There is no anticipated cost for other State Agencies.
projected costs, savings, fees or revenues resulting from the	
regulatory change, including a	
delineation of one- time versus	
on-going expenditures.	
For all agencies: Benefits the regulatory change is designed to produce.	Approximately 250 temporary licenses are issued each year. Granting individuals who have completed a training program or registered apprenticeship the option to request a 90-day temporary license provides them with hands-on experience in their respective fields as they proceed with their application to take the mandatory Board examinations. The proposed regulations enable a yearly transition of about 250 individuals from their training or apprenticeship to active professional practice, effectively eliminating the significant time delays
	associated with approval by the exam vendor. This regulatory adjustment allows temporary license holders to begin generating income at an earlier stage and reduce their financial burdens. By facilitating a swifter entry into the job market, salons and spas can efficiently train and employ students and apprentices who have fulfilled program prerequisites, preparing them for their
	future careers.

# Impact on Localities

Projected costs, savings, fees or revenues resulting from the regulatory change.	There is no anticipated cost to the localities.
Benefits the regulatory change is designed to produce.	Approximately 250 temporary licenses are issued each year. Granting individuals who have completed a training program or registered apprenticeship the option to request a 90-day temporary license provides them with hands-on experience in their respective fields as they proceed with their application to take the mandatory Board examinations. The proposed regulations enable a yearly transition of about 250 individuals from their training or apprenticeship to active professional practice, effectively eliminating the significant time

delays associated with approval by the exam vendor. This regulatory adjustment allows temporary license holders to begin generating income at an earlier stage and reduce their financial burdens. By facilitating a swifter entry into the job market, salons, and spas can efficiently train and employ students and apprentices who have fulfilled program prerequisites, preparing them for their future careers.

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### **Impact on Other Entities**

Description of the individuals, businesses, or other entities likely to be affected by the regulatory change. If no other entities will be affected, include a specific statement to that effect.

The Board has approximately 6,973 business licenses for shops, salons, parlors, and spas. All 6,793 businesses are considered small businesses. The Board has averaged around 250 temporary licenses issued annually. The temporary license holders can start earning income and enter the workforce sooner. Issuing a 90-day temporary license can benefit small businesses because individuals can start working sooner, promoting economic growth. 3.7% of small businesses can benefit from this regulatory change. There are no negative impacts from this regulatory change. The 90-day temporary license benefits both individuals and small businesses.

Agency's best estimate of the number of such entities that will be affected. Include an estimate of the number of small businesses affected. Small business means a business entity, including its affiliates, that:

- a) is independently owned and operated and;
- b) employs fewer than 500 full-time employees or has gross annual sales of less than \$6 million.

This change does not affect non-regulants. Every student or apprentice must complete the entire training program before being eligible for a 90-day temporary license. One 90-day temporary license is available per individual. As a result, those who do not pass the exam within 90 days will not have the option to extend or request an additional temporary license. The revised regulation will alleviate financial strain on businesses and responsible management. Businesses and responsible management can hire individuals who have completed their requisite training while they prepare for the exam.

All projected costs for affected individuals, businesses, or other entities resulting from the regulatory change. Be specific and include all costs including, but not limited to:

- a) projected reporting, recordkeeping, and other administrative costs required for compliance by small businesses;
- b) specify any costs related to the development of real estate for commercial or residential purposes that are a consequence of the regulatory change;
- c) fees:
- d) purchases of equipment or services; and

There is no estimated cost to businesses and individuals. No fees are required for a temporary license.

e) time required to comply with the requirements.	
Benefits the regulatory change is designed to produce.	The advantage of the regulatory modification is that it enables individuals who have finished a training program or registered apprenticeship to work for 90 days, rather than 45, and earn income while fulfilling the mandatory exam requirements. This change also permits businesses and responsible management to hire individuals who have completed their necessary training while they prepare for the exam.

# **Alternatives to Regulation**

Describe any viable alternatives to the regulatory change that were considered, and the rationale used by the agency to select the least burdensome or intrusive alternative that meets the essential purpose of the regulatory change. Also, include discussion of less intrusive or less costly alternatives for small businesses, as defined in § 2.2-4007.1 of the Code of Virginia, of achieving the purpose of the regulatory change.

Maintaining the current 45-day temporary license after a candidate register for the initial exam is not a viable option due to the lengthy scheduling process for the first exam. Candidates awaiting their first exam date may experience delays of one to two months before obtaining their temporary license to start work. Waiting for the first scheduled exam date to start working is challenging as it may take one to two months.

Implementing a 90-day temporary license enables individuals who have finished a training program or registered apprenticeship to work and earn income while fulfilling exam requirements. The regulatory amendment provides an additional 45 days to work and earn an income, as opposed to the existing 45-day temporary license. The current 45-day temporary license regulation limits the ability of shops, salons, and spas, many of which are small businesses, to recruit individuals who meet the necessary training requirements.

Since the requirements for temporary license holders are set in regulation and statute, amendments are necessary to update regulations. This change not burdensome or intrusive to interested parties, so no alternatives need be considered.

# **Regulatory Flexibility Analysis**

Consistent with § 2.2-4007.1 B of the Code of Virginia, describe the agency's analysis of alternative regulatory methods, consistent with health, safety, environmental, and economic welfare, that will accomplish the objectives of applicable law while minimizing the adverse impact on small business. Alternative regulatory methods include, at a minimum: 1) establishing less stringent compliance or reporting requirements; 2) establishing less stringent schedules or deadlines for compliance or reporting requirements; 3) consolidation or simplification of compliance or reporting requirements; 4) establishing performance standards for small businesses to replace design or operational standards required in the proposed regulation; and 5) the exemption of small businesses from all or any part of the requirements contained in the regulatory change.

1. There are no regulatory alternatives that would be less stringent and still ensure the protection of the public. Extending the temporary license to 90 days enables individuals to work and earn income without compromising public safety. Working under the direct supervision of a licensee enhances the skills of the temporary license holder while also safeguarding public health. The updated regulations for temporary license holders offer a straightforward and minimally burdensome requirement to accommodate individuals finishing training in a school or apprenticeship.

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- 2. This regulatory amendment does not change or impact reporting and compliance deadlines.
- 3. There are no alternative regulatory approaches that simplify compliance or reporting requirements without jeopardizing public safety. The 90-day temporary license establishes a mentorship program where experienced professionals guide temporary license holders while preparing for the exam.
- 4. There will be no adverse impact on small businesses (shops, salons, and spas) due to this regulatory change.
- 5. Small businesses cannot be exempted from this requirement without posing a risk to the public welfare.

There are currently no alternative regulatory methods consistent with health, safety, environmental, and/or economic welfare, as none are applicable.

# **Public Participation**

Indicate how the public should contact the agency to submit comments on this regulation, and whether a public hearing will be held, by completing the text below.

Consistent with § 2.2-4011 of the Code of Virginia, if an objection to the use of the fast-track process is received within the 30-day public comment period from 10 or more persons, any member of the applicable standing committee of either house of the General Assembly or of the Joint Commission on Administrative Rules, the agency shall: 1) file notice of the objections with the Registrar of Regulations for publication in the Virginia Register and 2) proceed with the normal promulgation process with the initial publication of the fast-track regulation serving as the Notice of Intended Regulatory Action.

The Board for Barbers and Cosmetology is providing an opportunity for comments on this regulatory proposal, including but not limited to (i) the costs and benefits of the regulatory proposal and any alternative approaches, (ii) the potential impacts of the regulation, and (iii) the agency's regulatory flexibility analysis stated in this background document.

Anyone wishing to submit written comments for the public comment file may do so through the Public Comment Forums feature of the Virginia Regulatory Town Hall web site at: https://townhall.virginia.gov.

Comments may also be submitted by mail, email or fax to:

Kelley Smith, Executive Director

Board for Barbers and Cosmetology Department of Professional and Occupational Regulation 9960 Mayland Drive, Suite 400 Richmond, Virginia 23233. Telephone: (804) 367-8590

Fax: (866) 245-9693

Email barbercosmo@dpor.virginia.gov

In order to be considered, comments must be received by 11:59 pm on the last day of the public comment period.

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A public hearing will not be held.

# **Detail of Changes**

List all regulatory changes and the consequences of the changes. Explain the new requirements and what they mean rather than merely quoting the text of the regulation. For example, describe the intent of the language and the expected impact. Describe the difference between existing requirement(s) and/or agency practice(s) and what is being proposed in this regulatory change. Use all tables that apply, but delete inapplicable tables.

If an <u>existing</u> VAC Chapter(s) is being amended or repealed, use Table 1 to describe the changes between existing VAC Chapter(s) and the proposed regulation. If existing VAC Chapter(s) or sections are being repealed <u>and replaced</u>, ensure Table 1 clearly shows both the current number and the new number for each repealed section and the replacement section.

Table 1: Changes to Existing VAC Chapter(s)

Current chapter- section number	New chapter- section number, if applicable	Current requirements in VAC	Change, intent, rationale, and likely impact of new requirements
20-90		Establishes requirements for obtaining a barber, master barber, cosmetology, nail technician, and wax technician temporary permit.  A temporary permit to work under the supervision of a licensee may only be issued to applicants for initial licensure who are eligible to take the license examination.	The section catchline is amended to include replace the term "temporary permit" with "temporary license" to align with the language specified in the statute.  The section is amended to replace the term "temporary permit" with "temporary license" to align with the term specified in the statute.  Subsection A is revised to correct the term "supervision" in the subsection to reflect the term "direct supervision" which is defined in the definitions section.

	A temporary permit is valid for 45 days following the examination date, which is the first test date offered to an applicant after the applicant has successfully applied to the Board.  An applicant cannot be issued more than one temporary permit.  The section provides that an individual who continues to practice after a temporary permit has expired may be subject to criminal prosecution under applicable statute.  The section provides that temporary permits will not be issued where there are grounds to deny licensure for failure to meet the general requirements for licensure in 18VAC41-20-20 or due to prior criminal convictions pursuant to § 54.1-204 of the Code of Virginia.	an applicant must work under the direct supervision of an individual who holds the respective license.  A subdivision is added to subsection A. The new subdivision provides that licensed cosmetologists may supervise nail and waxing temporary license holders. Nail care and waxing services fall within the scope of practice of cosmetology.  The new subdivision also provides that licensed estheticians and master estheticians may supervise waxing temporary license holders. Waxing
70-70	Establishes requirements for obtaining an esthetician or master esthetician temporary license.  A temporary license to work under the supervision of a licensee may only be issued to applicants for initial licensure who are eligible to take the license examination.	The section catchline is amended to include "Master Esthetician."  Subsection A is revised to clarify that an applicant must work under the direct supervision of an individual who holds the respective license.  A subdivision is added to subsection A. The new subdivision provides that licensed master estheticians and licensed estheticians may supervise waxing temporary license holders.

A temporary license is valid for 45 days following the examination date, which is the first test date after the applicant has successfully applied to the Board.

An applicant cannot be issued more than one temporary license.

The section provides that an individual who continues to practice after a temporary license has expired may be subject to criminal prosecution under applicable statute.

The section provides that temporary permits will not be issued where there are grounds to deny licensure for failure to meet the general requirements for licensure in 18VAC41-70-20 or due to prior criminal convictions pursuant to § 54.1-204 of the Code of Virginia.

Waxing services fall within the scope of the practice of esthetics.

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Subsection B is amended to extend the term of a temporary license from 45 days to 90 days and remove the requirement of for an applicant to schedule one exam prior to approval. The stipulation allowing only one temporary license will be removed from subsection D and added to subsection B. This provision is revised to clarify that a subsequent temporary license will not be issued.

Subsection E is amended to replace the term "temporary permits" with "temporary licenses" to align with the term specified in the statute.