

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HB 87 Professional Licensing Requirements for Barbers and Cosmetologists

SPONSOR(S): Chambliss and others

TIED BILLS: IDEN./SIM. **BILLS:** SB 1118

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Criminal Justice & Public Safety Subcommittee	18 Y, 0 N, As CS	Padgett	Hall

SUMMARY ANALYSIS

The Department of Business and Professional Regulation (DBPR) regulates and licenses several Florida professions, including barbers and cosmetologists. In 2019, the Legislature created a time-limited review process for considering the criminal history of applicants for licensure as a barber or cosmetologist. Under s. 455.213(3)(b)1., F.S., the Barbers' Board and Board of Cosmetology may only deny an application for licensure on the basis of an applicant's criminal history for:

- A conviction for a crime that occurred within five years of the date of the receipt of an application for licensure, or
- A criminal history record that includes a forcible felony or crime that would require a person, upon conviction, to register as a sexual predator, if such crime relates to the practice of the applicable profession.

CS/HB 87 amends s. 455.213, F.S., to reduce the time frame that an applicable board may use a criminal conviction as grounds to deny an application for licensure as a barber or cosmetologist from five years prior to the date an application is received to three years. The bill provides the applicable board may consider an applicant's criminal history, regardless of when a conviction occurred if, at any time during the three-year period immediately preceding the application, the applicant was convicted of a crime. Boards may also continue to consider forcible felonies and crimes that require a person to register as a sexual predator regardless of when they occurred if they relate to the practice of the profession as a barber or cosmetologist.

The bill requires the Barbers' Board and Board of Cosmetology to approve educational program credits received from vocational training programs or industry certification programs offered to inmates in any correctional institution or facility to satisfy training requirements for licensure as a barber or cosmetologist.

The bill does not have a fiscal impact on state or local governments.

The bill has an effective date of July 1, 2022.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Background

Department of Business and Professional Regulation

The Department of Business and Professional Regulation (DBPR) has 12 divisions that regulate several Florida professions and businesses.¹ Chapter 455, F.S., applies to the regulation of professions constituting “any activity, occupation, profession, or vocation regulated by DBPR in the Divisions of Certified Public Accounting, Professions, Real Estate, and Regulation.”² Chapter 455, F.S., also provides general DBPR powers and sets forth the procedural and administrative framework for all professional DBPR boards.³

Barbers

The Barbers’ Board under DBPR governs the regulation and licensing of barbers and barbershops in the state. A barber license is required to perform barbering services.⁴ Barbering services include hair services and limited skin care services when done for compensation, but not for medical purposes.⁵

To be eligible for a barber license, an applicant must:⁶

- Be at least 16 years old,
- Complete the required training,
- Pass the written examination,
- Not have a disqualifying criminal record, and
- Pay an application fee.

Cosmetologists

The Board of Cosmetology under DBPR governs the licensing and regulation of cosmetologists, nail specialists, facial specialists, full specialists, and related salons in the state. A cosmetology license or a specialty registration is required to perform cosmetology services. Cosmetology services include hair services, nail services, and skin care services when done for compensation, but not for medical purposes.⁷

To be eligible for a cosmetology or specialty license, an applicant must:⁸

- Be at least 16 years old or have a high school diploma,
- Complete the required training,
- Pass the licensure examination (if applicable),
- Not have a disqualifying criminal record, and
- Pay an application fee.

Criminal History – Barbers and Cosmetologists

¹ The divisions include: Administration; Alcoholic Beverages and Tobacco; Certified Public Accounting; Drugs, Devices, and Cosmetics; Florida Condominiums, Timeshares, and Mobile Homes; Hotels and Restaurants; Pari-mutuel Wagering; Professions; Real Estate; Regulation; Service Operations; and Technology. S. 20.165, F.S.

² S. 455.01(6), F.S.

³ DBPR must also provide legal counsel for boards within the DBPR by contracting with the Department of Legal Affairs, by retaining private counsel, or by providing DBPR staff counsel. Ss. 455.203 and 455.221(1), F.S.

⁴ S. 476.144(1), F.S.

⁵ S. 476.034(2), F.S.

⁶ S. 476.114, F.S.

⁷ S. 477.013(4), F.S.

⁸ S. 477.019(2), F.S.

In 2019, the Legislature created a time-limited review process for considering the criminal history of applicants for specified professions, including barbers and cosmetologists.⁹ Section 455.213(3)(b)1., F.S., provides the Barbers' Board and Board of Cosmetology may only deny an application for licensure on the basis of an applicant's criminal history for:

- A conviction¹⁰ for a crime that occurred within five years of the date of the receipt of an application for licensure, or
- A criminal history records that includes forcible felony or a crime that would require a person, upon conviction, to register as a sexual predator, if such crime relates to the practice of the applicable profession.

Sexual Predators

A person is a sexual predator in Florida if he or she:

- Was convicted of a qualifying offense committed on or after October 1, 1993; and
- Has not received a pardon or otherwise had the conviction set aside for the qualifying offense.

Qualifying convictions for sexual predator designation include:

- Capital, life, or first degree felony kidnapping or false imprisonment, when the victim is a minor and there is a sexual component to the crime;¹¹
- Capital, life, or first degree felony sexual battery;¹²
- Capital, life, or first degree felony lewd or lascivious battery or molestation;¹³
- Capital, life, or first degree felony selling or buying minors to engage in sexually explicit conduct;¹⁴
- An offense that would require registration as a sexual offender, other than transmission of child pornography by electronic device or transmission of material harmful to minors, by a person with a prior conviction for a sexual offense;¹⁵ or
- A conviction for a similar offense committed in another jurisdiction.¹⁶

The court must make written findings designating a person who meets the criteria as a sexual predator.¹⁷

Forcible Felonies

Section 776.08, F.S., defines a forcible felony as any of the following crimes:

- Treason;
- Murder;
- Manslaughter;
- Sexual battery;
- Carjacking;
- Home-invasion robbery;
- Robbery;
- Burglary;
- Arson;
- Kidnapping;
- Aggravated assault;
- Aggravated battery;
- Aggravated stalking;

⁹ Ch. 2019-167, Laws of Fla.

¹⁰ For purpose of licensing, the term "conviction" means a determination of guilt that is the result of a plea or trial, regardless of whether adjudication is withheld. S. 455.213(3)(b)1., F.S.

¹¹ Ss. 787.01 and 787.02, F.S.; *Raines v. State*, 805 So.2d 999 (Fla. 4th DCA 2001).

¹² S. 794.011, F.S.

¹³ S. 800.04, F.S.

¹⁴ S. 847.0145, F.S.

¹⁵ S. 775.21(4)(a)1.b., F.S.

¹⁶ S. 775.21(4), F.S.

¹⁷ Ss. 775.21(4)(c) and 775.21(5), F.S.

- Aircraft piracy;
- Unlawful throwing, placing, or discharging of a destructive device or bomb; and
- Any other felony that involves the use or threat of physical force or violence against any individual.

Vocational Training in Correctional Facilities

The Florida Department of Corrections Bureau of Education partners with state colleges, technical colleges, and community education organizations to provide vocational training in 37 trades to incarcerated inmates.¹⁸ Included in these vocational programs are barbering programs at Blackwater River Correctional Facility,¹⁹ Graceville Correctional Facility,²⁰ and Lake City Correctional Facility,²¹ as well as cosmetology programs at Lowell Correctional Institution,²² Homestead Correctional Institution,²³ and Gadsden Correctional Facility.²⁴

Effect of Proposed Changes

Criminal History – Barbers and Cosmetologists

CS/HB 87 amends s. 455.213, F.S., to reduce the time frame that an applicable board may use a criminal conviction as grounds to deny an application for licensure as a barber or cosmetologist from five years prior to the date an application is received to three years.²⁵ The bill provides the applicable board may consider an applicant’s criminal history, regardless of when a conviction occurred if, at any time during the three-year period immediately preceding the application, the applicant was convicted of a crime. Boards may also continue to consider forcible felonies and crimes that require a person to register as a sexual predator regardless of when they occurred if they relate to the practice of the profession as a barber or cosmetologist.

Vocational Training in Correctional Facilities

The bill requires the Barbers’ Board and Board of Cosmetology to approve educational program credits received from vocational training programs or industry certification programs offered to inmates in any correctional institution or facility to satisfy training requirements for licensure as a barber or cosmetologist.

The bill provides an effective date of July 1, 2022.

B. SECTION DIRECTORY:

Section 1: Amends s. 455.213, F.S., relating to general licensing provisions.

Section 2: Provides an effective date of July 1, 2022.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

¹⁸ Florida Department of Corrections, *Bureau of Education*, <http://www.dc.state.fl.us/development/programs.html> (last visited Feb. 15, 2022).

¹⁹ Florida Department of Corrections, *Blackwater River Correctional Facility*, <http://www.dc.state.fl.us/ci/185.html> (last visited Feb. 15, 2022).

²⁰ Florida Department of Corrections, *Graceville Correctional Facility*, <http://www.dc.state.fl.us/ci/159.html> (last visited Feb. 15, 2022).

²¹ Florida Department of Corrections, *Lake City Correctional Facility*, <http://www.dc.state.fl.us/ci/219.html> (last visited Feb. 15, 2022).

²² Florida Department of Corrections, *Lowell Correctional Institution*, <http://www.dc.state.fl.us/ci/314.html> (last visited Feb. 15, 2022).

²³ Florida Department of Corrections, *Homestead Correctional Institution*, <http://www.dc.state.fl.us/ci/419.html> (last visited Feb. 15, 2022).

²⁴ Florida Department of Corrections, *Gadsden Correctional Facility*, <http://www.dc.state.fl.us/ci/111.html> (last visited Feb. 15, 2022).

²⁵ For purposes of calculating the recidivism rate for inmates released from custody, the Florida Department of Corrections uses the definition of “recidivism” in s. 945.041(2), F.S., which means an inmate’s rearrest, reconviction, reincarceration, or probation revocation within a three-year time period following the inmate’s release from incarceration.

None.

2. Expenditures:

None.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill may allow more people to become licensed as barbers or cosmetologists by reducing disqualifications to licensure.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. The bill does not appear to affect county or municipal governments.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

Not applicable.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES

On February 15, 2022, the Criminal Justice & Public Safety Subcommittee adopted a proposed committee substitute (PCS) and reported the bill favorably as a committee substitute. The PCS differed from the original bill as it:

- Revised licensing requirements for only barbers and cosmetologists, rather than also revising licensing requirements for contracting trades.
- Increased the time frame a licensing board can use a criminal conviction to deny an applicant a license from two years to three years.

- Authorized a licensing board to review an applicant's entire criminal history if he or she was *convicted* of a crime in the three year period preceding an application, rather than *incarcerated* in a correctional institution or correctional facility.

This analysis is drafted to the committee substitute as passed by the Criminal Justice & Public Safety Subcommittee.