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Laura Kelly, Governor

September 22, 2025

Mr. Adam Proffitt Chief Budget
Officer Division of the Budget 900
SW Jackson Street
Suite 504, Landon State Office Building Topeka, Kansas
66612

Dear Mr. Proffitt

On behalf of the Kansas Board of Cosmetology, I hereby submit for your consideration the Fiscal Year 2027 budget request for the agency. This submission was prepared in accordance with the budget instructions issued for FY 2027 and reflects both the statutory responsibilities of the agency and our strategic efforts to stabilize and strengthen operations following a period of transition.

To the best of my knowledge and belief, the information and explanations included in this request are true, correct, and complete. One copy has also been submitted to the Legislative Research Department.

My team and I are fully prepared to provide you or your staff with any additional information or clarification that may be needed. Thank you for your time and consideration of this request.

Sincerely,

Breanna Bell Executive Director
Kansas Board of Cosmetology

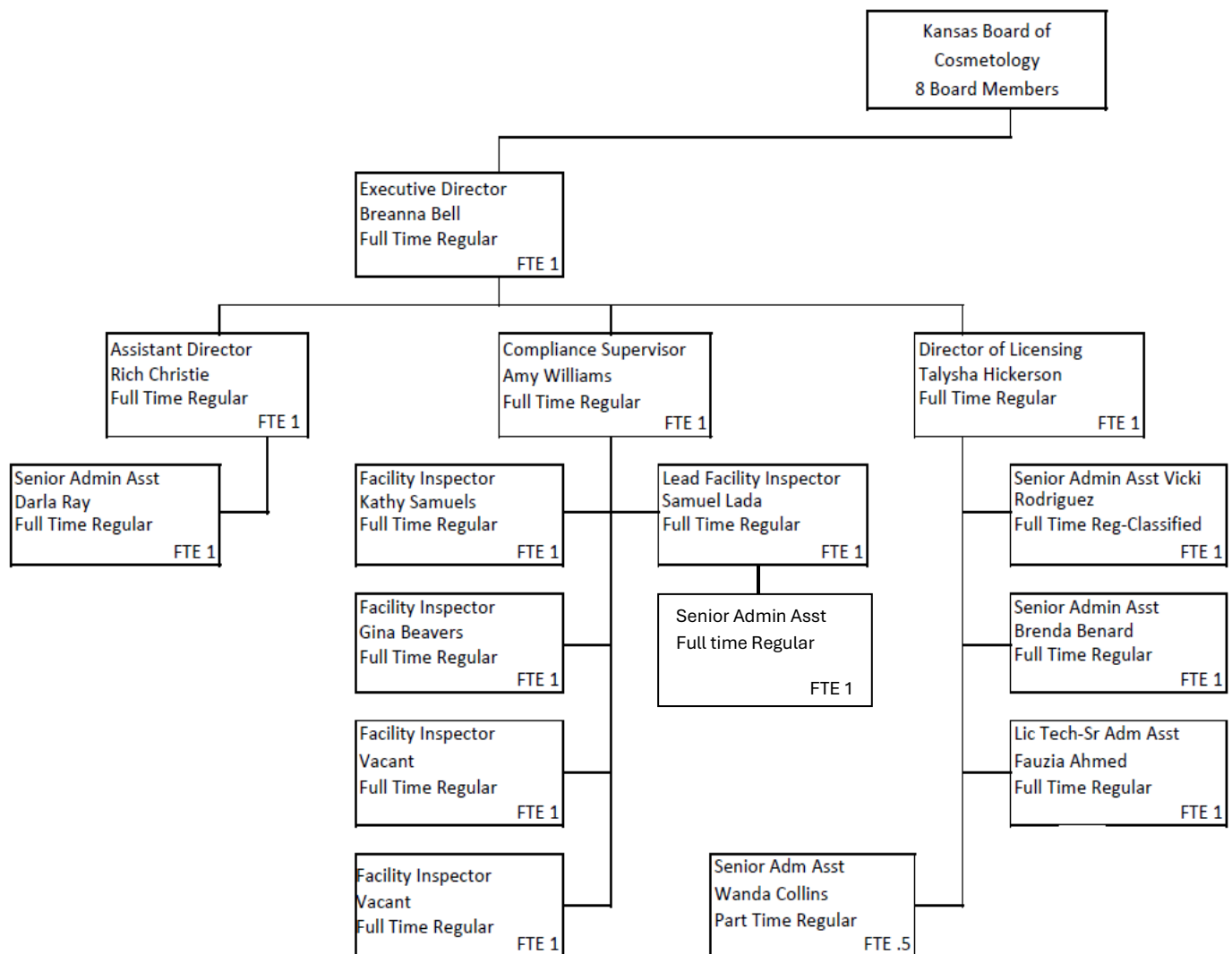


Narrative Information – DA 400
Division of the Budget
Agency: Kansas Board of Cosmetology
Program: Licensure

BOARD MEMBERS

Kimberley Mancuso, Chair, Public Member
Kelly Robbins, Vice Chair, Tanning Facility Owner/Operator
Jenifer Kuhn, Licensed Cosmetologist
Barbara Greathouse, Licensed Electrologist
Bryan Parsons, Licensed Body Art Practitioner
Renee Anderson, School Representative
Vacant, Licensed Cosmetologist
Vacant, Public Member

Pursuant to K.S.A. 74-2701, three members shall be licensed in a cosmetology profession; one member shall be a tanning facility owner/operator; two members shall represent the public; one member shall be a licensed tattoo artist/permanent cosmetic technician or licensed body piercer; and one member shall be a school representative; at least one member shall be an African American.



MISSION STATEMENT

The mission of the Kansas Board of Cosmetology is to protect the health and safety of the public by licensing qualified professionals and enforcing high standards of practice across the fields of cosmetology, esthetics, nail technology, electrolysis, body art, and tanning.

AGENCY PHILOSOPHY

The Kansas Board of Cosmetology is committed to protecting the health, safety, and well-being of the public through proactive, efficient, and responsive regulatory practices. As a Board, we fully accept the responsibility, to not only uphold high standards across our licensed professions, but to ensure that all practitioners have clear and equitable access to the knowledge, education, and support necessary to provide safe, informed, and ethical services. Access is not an afterthought, it is foundational to how we regulate and how we serve. We protect the public by empowering professionals to perform safe services.

PROGRAM ESTABLISHED TO ASSIST WITH AGENCY MISSION

The budget of the Board of Cosmetology consists of a single administration program and utilizes three agency divisions to achieve its goals: administration, licensing, and enforcement.

KBOC STATUTORY HISTORY

The Kansas Board of Cosmetology was established by the 1927 Legislature to regulate the cosmetology industry. The Board operates under the authority of K.S.A. 65-1901 et seq. and K.S.A. 74-2701 et seq. K.S.A. 74-2701 outlines the creation, composition, and duties of the Board, while K.S.A. 74-2704 established the Cosmetology Fee Fund.

In 1992, the Legislature passed K.S.A. 65-1920, authorizing the Board to license and inspect tanning facilities. This statute also required tanning businesses to post warnings about safety precautions and the potential risks of tanning for clients.

In 1996, House Bill 2916 (K.S.A. 65-1940 et seq.) authorized the Board to regulate the tattooing and body piercing professions in Kansas. These regulations included requirements for continuing education, licensing, penalties, and fees, and required body art professionals to renew their licenses annually. That same year, the Legislature amended K.S.A. 74-2701 to add an advisory member to the Board from the tattooing or body piercing professions.

In 1997, K.S.A. 65-1940 was further amended to authorize the Board to license tattoo artists, body piercers, and permanent cosmetic technicians, along with inspecting their respective establishments. The Legislature also strengthened continuing education requirements by mandating annual health and safety training for license renewal. However, in July 1997, the Kansas Attorney General ruled that the specific continuing education hour requirements were

unconstitutional, stating that they could disqualify almost all current licensees without serving a legitimate government purpose.

In 1998, the Legislature passed Substitute for HB 2609 (K.S.A. 65-1904 et seq.), which restructured the organization and powers of the Board, revised continuing education requirements, and changed licensing processes. The Board expanded from five to seven members, and the Governor was granted authority to appoint both Board members and the Executive Director. The requirement that the Executive Director be a licensed cosmetologist was removed. Continuing education for licensed cosmetologists was eliminated, but remained in place for instructors, and a formal training program was created for inspectors. The Board was also given authority to raise licensing and examination fees, issue cease and desist orders, and impose fines or injunctions on violators. These changes were made in response to a 1977 Legislative Post Audit report documenting management problems and public safety violations.

In 2000, the Legislature passed SB 513, which exempted the practice of braiding, twisting, wrapping, weaving, extending, and locking from cosmetology licensure requirements, provided that a self-test created by the Kansas Department of Health and Environment was completed and posted in the service area.

In 2002, House Substitute for SB 643 (K.S.A. 65-1901 et seq.) amended educational licensure requirements, allowing cosmetology schools to use credit hours instead of clock hours to meet graduation standards. The bill also revised requirements for instructor licensure, introduced an "instructor in training" license, increased fee caps in some licensure categories, and expanded the definition of cosmetology to include noninvasive skin beautification. It repealed sections of the 2001 Session Laws that would have transferred the regulation of body arts professionals to the Department of Health and Environment. The bill also changed the Board's composition to eight voting members appointed by the Governor, with no more than four from any one political party. The Board must include three licensees from regulated professions, at least two of whom are cosmetologists; one licensed tattoo artist, permanent color technician, or body piercer; one licensed tanning facility operator; one licensed school owner or operator; and two public members. At least one Board member must be African American.

In 2008, the Legislature passed HB 2721 (K.S.A. 65-1901), which added cosmetic tattooing to the list of professions regulated by the Board. The bill required schools to have an instructor present on the clinic floor during services and increased the required training hours for esthetics licensure from 650 to 1,000. It also granted the Board the authority to deny, suspend, or revoke a license if the applicant had been convicted of a felony and failed to demonstrate sufficient rehabilitation.

In 2009, the Legislature passed HB 2359 (K.S.A. 65-1904), eliminating the statutory requirement for a written booklet to accompany license renewal exams and requiring the Board to notify licensees of their license expiration at least 30 days in advance.

In 2010, the Legislature considered HB 2722, which proposed consolidating the Board of Cosmetology and the Board of Barbering. However, no legislative action was taken.

In 2013, HB 2154 was passed, introducing a staggered license renewal process for facilities to



help stabilize revenue flow throughout the year and reduce the need for temporary staffing. The bill also created a Senior Status license, a limited lifetime credential for non-practicing professionals over 70 years old who had held a Kansas license for at least 40 years.

In 2014, HB 2436 allowed the Boards of Barbering and Cosmetology to enter into a formal agreement to jointly inspect dual-licensed facilities. Although the bill passed, the Memorandum of Understanding was never finalized.

In 2016, the Legislature passed HB 2456, which prohibited minors under 18 from using licensed tanning facilities and allowed licensed Kansas cosmetologists to pursue crossover training for additional licensure.

In 2017, the Senior Status license was revised, lowering the age requirement from 70 to 60 and the minimum licensure period from 40 to 10 years.

In 2022, the Legislature passed SB 348, exempting the practice of threading from cosmetology licensure when a self-test created by the Kansas Department of Health and Environment is completed and posted where services are performed.

In 2025 Governor Laura Kelly signed HB 2069 into law, making Kansas the ninth state to enact the Cosmetology Licensure Compact. The compact will facilitate interstate practice for licensed cosmetologists based in compact member states.

AGENCY-WIDE OVERVIEW

Fiscal Year 2026

The Kansas Board of Cosmetology (KBOC) enters Fiscal Year 2026 with a renewed focus on transparency, efficiency, and accountability. While the agency continues to fulfill its statutory mission to protect public health and safety through the regulation of cosmetology, body art, tanning, and related professions, FY 2026 also marks a critical turning point in our internal operations and long-term financial planning.

Budget & Fiscal Update

The agency is currently working within a constrained budget environment due to revenue shortfalls experienced in the prior fiscal years. Although some categories of licensure increased, overall income from fees did not meet projections. Additionally, the Board incurred several unbudgeted expenses in FY 2025 some of which are carrying forward into FY 2026 and impacting our available resources.

The total amount approved for FY 2026 is \$1,334,062. This figure reflects the agency's continued need to support core functions including licensing, inspections, education, and enforcement, while simultaneously implementing new cost-control measures and preparing for future modernization of our licensing systems.

Licensing Trends

In FY 2025, the number of licensed tattoo artists increased by 28 percent, likely reflecting growing cultural acceptance and demand for body art services. Tattoo and body art facility licenses also rose by 16 percent, indicating alignment between practitioner growth and consumer interest.

Meanwhile, core cosmetology professions including cosmetology, esthetics, nail technology, and electrology experienced a notable rebound, increasing by over 2,100 licensees compared to FY 2024. This upward trend may signal renewed interest in the profession, greater success in license retention, and new applicant processing. Facility licenses for cosmetology-related professions also modestly increased, suggesting ongoing demand for regulated salon and spa services.

The most significant decline occurred within the apprentice category, which dropped by 22 percent from the previous year. Tanning licenses continued their gradual multi-year decline, consistent with national trends.

As the Board evaluates these trends, particular focus will be placed on understanding the drop in apprenticeship participation and ensuring the sustainability of career pipelines for future professionals. The agency remains committed to reducing barriers to entry, strengthening education to licensure pathways, and maintaining fair, efficient licensing practices across all regulated professions.

Table 1 provides a numerical summary of licenses issued from FY 2021 through FY 2025.

Licenses	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025
Licensees – cosmetology, esthetics, nail tech, electrology	26217	26709	27402	26597	28714
Licensees – tattoo, body piercing, permanent cosmetics	291	316	340	399	552
Subtotal – All Licensees	26508	27025	27742	26996	29266
Facility licenses – cosmetology professions	4463	4538	4554	4351	4393
Facility licenses – tattoo/body art	142	151	162	175	208
Facility licenses – tanning	276	270	252	241	234
Subtotal – All Facilities	4881	4959	4969	4767	4835
Licensed instructors and trainers	330	300	312	338	338
Apprentices	1715	1747	1725	1983	1547
Temporary permits	28	8	10	5	7
Schools	29	29	30	30	29
TOTALS	33491	34068	34787	34119	36022

OVERALL LICENSING (FY 2021 – FY 2025)

This five-year licensing comparison reflects both areas of growth and decline across the industries regulated by the Kansas Board of Cosmetology. The following observations are key callouts from the data:

Total Licenses Increased by 2,531 Since FY 2021

Total license count rose from 33,491 in FY 2021 to 36,022 in FY 2025, representing an overall growth of 7.6 percent across all categories.

Body Art Sector Shows Strongest Growth

Tattoo, piercing, and permanent cosmetics licensees grew by 90 percent since FY 2021, from 291 to 552.

Body art facility licenses increased by 46 percent, from 142 to 208.

This continued expansion highlights a shift in public demand and professional participation.

Rebound in Core Cosmetology Licenses

After a dip in FY 2024, the number of active cosmetology, esthetics, nail technology, and electrology licenses rose by 2,117 in FY 2025 — from 26,597 to 28,714. This recovery may reflect better retention, increased applications, or clearer access to licensure.



Apprenticeship Participation Dropped 22 Percent in One Year

Apprentice licenses fell sharply from 1,983 in FY 2024 to 1,547 in FY 2025 — the lowest level in the past five years. This decline warrants further review to ensure career pathways remain accessible and effective.

Tanning Licensure Continues Decline

Tanning facility licenses decreased by 15 percent over five years, from 276 in FY 2021 to 234 in FY 2025. This follows national trends and indicates reduced demand in this sector.

Facility Licenses Remain Stable

Despite minor annual fluctuations, overall cosmetology facility licenses remains stable from 4,463 in FY 2021 to 4,393 in FY 2025. This shows sustained interest in brick-and-mortar establishments.

BUDGET YEAR OVERVIEW – FY 2025 TO FY 2027

In FY 2025, the Kansas Board of Cosmetology received a modest increase in its salary and wages budget, primarily to account for revised benefit calculations. No new FTEs were requested, and the agency maintained previously approved funding levels for contractual services, commodities, and capital outlay. However, a post-review of FY 2025 spending revealed that some expenditures were unaccounted for or diverted to non-priority areas, resulting in unanticipated shortfalls. These issues, rooted in previous administration decisions, were compounded by a loss in staffing which significantly impacted both compliance operations and inspector coverage. Despite an increase in overall licensure, income from inspection-related and enforcement-related processing fees declined due to these operational gaps.

Entering FY 2026, the agency under new leadership is reevaluating its fiscal practices with a strong focus on transparency, sustainability, and compliance. While no supplemental funding is being requested, the Board is taking active steps to stabilize operations, ensure the continuity of essential services, and realign resources to better support its regulatory mission. Strategic budget planning will prioritize staffing support, enforcement recovery, and the modernization of technical infrastructure to maintain long-term efficiency and public safety oversight.

The agency views FY 2026 as a reset year; an opportunity to catch up, stabilize, and plan responsibly for the future. This approach creates a clear path for FY 2027, when intentional practices will be maintained with the exception of a planned salary adjustment already provided.

Overall, this budget reflects the agency's commitment to prudent fiscal management, regulatory integrity, and sustainable growth

ACTUAL POSITION DATA

The Board of Cosmetology has 14.5 FTEs.

EXPENDATURE JUSTIFICATION BY OBJECT CODES

Object Code 100: Salaries and Wages

FY 2025 - \$1,019,414 FY 2026 - \$1,031,042 FY 2027 - \$ 1,044,568 FY 2027 - \$ 1,044,568

Summary

In FY 2026, the Board continues to operate within the approved salary and wage levels, with no additional funding requested. The agency is prioritizing intentional budgeting practices within

existing parameters. As part of a temporary internal realignment and efficiency review, the Board has chosen not to fill two FTE positions at this time. This adjustment allows the agency to readjust its priorities and strengthen operational sustainability while ensuring that essential services remain in place.

OBJECT CODES 200: CONTRACTUAL SERVICES

FY 2024 – 380,836 FY 2025 - \$255,811 FY 2026 - \$353,524 FY 2027 - \$353,52

Summary

The contractual services budget supports the agency's essential operational needs, including rent, technology systems, communication, printing, and postage.

At this time, the agency is not requesting a supplemental or enhancement for contractual services. Our priority is to reduce overall expenditures and increase revenue. The Board continues to operate within the parameters of the approved budget while evaluating all vendor contracts and fees to ensure each cost contributes directly to the efficiency and effectiveness of agency operations.

OBJECT CODES 300: COMMODITIES

FY 2024 - \$17,879 FY 2025 - \$17,415 FY 2026 – 24,656 FY 2027 \$24,656

Summary

The funds in this category represent basic operational expenditures. The largest cost allocation for commodities is fuel for five (5) inspector vehicles. Other major allocations are for office supplies and data processing supplies.

This category supports the agency's basic operational needs. The largest commodity expense is fuel for five inspector vehicles, followed by allocations for office supplies and data processing materials. The Board is not requesting any changes to the previously approved amounts for FY 2026 and FY 2027. These levels reflect a modest increase from FY 2025 to accommodate operational needs, particularly fuel costs and essential office materials.

OBJECT CODES 400: CAPITAL OUTLAY

FY 2024 - \$27,151 FY 2025 - \$22,950 FY 2026 – 25,245 FY 2027 - \$25,245

Capital outlay supports long-term agency needs, including the scheduled replacement of one fleet vehicle every five years, as well as the purchase of office furniture and specific technology accessories not covered under the state's Desktop-as-a-Service (DaaS) agreements such as monitors, keyboards, and other peripherals.



The Board is not requesting any changes to the previously approved amounts for capital outlay in FY 2026 and FY 2027. These allocations are sufficient to support planned equipment refresh cycles and necessary office upgrades.

CHANGE PACKAGES AND ENHANCEMENTS

Currently, the Board is not submitting any change packages or enhancement requests. While the agency is actively undergoing an internal restructuring process, these efforts are being carried out within our approved framework and do not require additional funding.

Our current focus is a full internal evaluation of agency operations to improve efficiency, ensure statutory compliance, and strengthen long-term sustainability. Licensure levels remain strong, and we are committed to maintaining public access to the professions we regulate while upholding high standards of health, safety, and professional accountability.

FY 2026 LEGISLATIVE PRIORITIES

In alignment with this strategic review, the agency is conducting a comprehensive, 100% internal review of all Board regulations to ensure they are updated, relevant, and not overly burdensome. This process is focused on maintaining public protection while increasing industry accessibility and regulatory clarity.

The Board is also preparing to intentionally propose a fee increase to ensure that our services are adequately funded and our operations remain sustainable. In tandem, we are conducting a deeper evaluation of our IT infrastructure, particularly our licensing system and working closely with our support agencies, licensed practitioners, and public stakeholders to ensure our systems are connected, efficient, transparent, and educational.

Together, these efforts reflect our commitment to protecting the public while strengthening the agency's role as a responsive, modern regulator.