

Department of Legislative Services
Maryland General Assembly
2026 Session

FISCAL AND POLICY NOTE
First Reader

Senate Bill 242 (Senator Simonaire, *et al.*)

Education, Energy, and the Environment and
Finance

Modernizing Civil Relief for Service Members Act

This bill explicitly authorizes an active service member or an active service member's spouse who relocates to the State due to orders for service and holds a license issued by another jurisdiction to practice under that license within Maryland if the individual submits an application including specified documentation and satisfies other criteria. If an active service member or spouse is authorized to practice under the bill's provisions, the individual may practice only in the discipline and scope of practice allowed by the license in the other jurisdiction, and the licensing authority in the State may not require another license unless the individual seeks to practice outside of the authorized discipline or scope of practice. The bill also makes conforming changes and modifies the eligibility requirements for certain expedited licensing procedures.

Fiscal Summary

State Effect: General and special fund expenditures may increase beginning in FY 2027, as shown and discussed below. General and special fund revenues decrease beginning in FY 2027 due to reduced license fee revenue, as discussed below.

(in dollars)	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031
GF/SF Rev.	(-)	(-)	(-)	(-)	(-)
GF Expenditure	\$256,600	\$43,600	\$45,900	\$48,100	\$50,300
SF Expenditure	\$27,800	\$0	\$0	\$0	\$0
Net Effect	(\$-)	(\$-)	(\$-)	(\$-)	(\$-)

Note:() = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate increase; (-) = indeterminate decrease

Local Effect: Local operations and finances are not significantly affected.

Small Business Effect: Minimal, as discussed below.

Analysis

Bill Summary/Current Law:

Authorization to Practice Under the Bill for Active Service Members and Spouses

Definitions: “Active service member” means an individual who is (1) an active-duty member of the uniformed services or (2) serving in a reserve component of the uniformed services on active-duty orders. “Licensing authority” means an agency of the State that issues a license. “License” means a license, permit, certification, registration, or other legal authorization required for engaging in an occupation or a profession.

Application Process: An application to practice under the authorization in the bill must include:

- proof of the orders;
- for a spouse of a service member, a copy of the marriage certificate; and
- a notarized affidavit affirming under penalty of law that (1) the applicant is the individual described in the application; (2) all statements in the application are true, correct, and complete; (3) the applicant read, understands, meets, and will comply with the requirements for licensure and scope of practice in the State; and (4) the applicant is in good standing in all jurisdictions in which the applicant holds or has held a license.

A qualifying applicant under the bill must also (1) be in good standing with the regulatory authority that issued the license; (2) not be the subject of any disciplinary action (including revocation) taken by a regulatory authority against the applicant regarding the license; (3) not be the subject of a pending investigation relating to unprofessional conduct; and (4) not have voluntarily surrendered the license while under investigation for unprofessional conduct by a regulatory authority.

If the licensing authority cannot review the application within 30 days of receiving it, the licensing authority may issue a temporary license to the applicant that confers the same rights, responsibilities, and privileges as a permanent license while review is pending.

A licensing authority that receives an application may conduct a criminal history records check before authorizing the applicant to practice in the State or issuing a temporary license.

Authorizations and Licensure – In General

Generally, under current law, an individual must be licensed by the appropriate licensing authority before practicing specified occupations in the State. For certain occupations, there are pathways to practicing in Maryland more readily, including through interstate compacts, licensure by reciprocity, and expedited licensure for veterans.

Licensing compacts are legally binding agreements between two or more states that allow providers licensed in one state to practice in another state without requiring an additional license. As of November 2025, the State has entered eight health occupations licensing compacts: the Audiology and Speech-Language Pathology Interstate Compact; the Nurse Licensure Compact; the Interstate Occupational Therapy Licensure Compact; the Interstate Physical Therapy Licensure Compact; the Interstate Medical Licensure Compact; the Counseling Compact; the Psychology Interjurisdictional Compact; and the Social Work Licensure Compact.

Section 1-704 of the Health Occupations Article requires each health occupations board to expedite the licensure, certification, or registration of an active service member, eligible veteran, or eligible spouse. Moreover, a board must assign to each such applicant an advisor to assist with the application process. If an active service member, eligible veteran, or eligible spouse meets the requirements for licensure, certification, or registration, a board must issue the license, certificate, or registration within 15 business days after receiving a completed application. If a board determines that an active service member, eligible veteran, or eligible spouse does not meet the education, training, or experience requirements for licensure, certification, or registration, a representative of the board must assist the applicant in identifying programs that offer relevant education or training or ways of obtaining needed experience. Section 2.5-106 of the Business Regulation Article, Section 6-101.1 of the Education Article, and Section 11-612.2 of the Financial Institutions Article contain similar provisions for other licenses, including educator and mortgage loan originator licenses.

Additionally, Maryland Rule 19-219 “Special Authorization for Military Spouse Attorneys” authorizes a military spouse to practice law in the State under direct supervision of a member of the Maryland Bar if the military spouse is in the State due to military orders.

The bill does not apply to an occupation or profession for which an individual may practice in the State under an interstate compact. Additionally, under the bill, licensing authorities that offer licensure by reciprocity or expedited licensure pathways for veterans may not require an authorized individual to apply for license by reciprocity or expedited licensure.

Supervisory Duties

For certain occupations, under current law, a student, apprentice, or trainee can practice under supervision from a *licensed* individual. The bill alters references to practicing under the supervision of a licensed individual to allow students, apprentices, or trainees to practice under the supervision of *an individual authorized to practice in the State*.

Applicable Licenses Under the Bill

Exhibit 1 lists the licenses for which, under the bill, an eligible active service member or spouse can be authorized to practice in the State.

Exhibit 1 Authorizations to Practice in Maryland Under the Bill

Article	Licensing Authority	License(s)
State Government § 9-1A-06	State Lottery and Gaming Control Commission	Video lottery operator; video lottery manufacturer; video lottery employee; and a person that manages, operates, supplies, provides security for, provides service for, provides maintenance for, or provides repairs for video lottery terminals or table games
State Government § 9-1E-05	State Lottery and Gaming Control Commission	A person that operates sports wagering; a person that operates sports wagering on behalf of a sports wagering licensee, including an online sports wagering operator; an individual directly employed in the operation of sports wagering by a sports wagering licensee if the individual does not otherwise hold a valid license; and a person that manages, operates, supplies, provides security for, provides service for, provides maintenance for, or provides repairs for sports wagering equipment and devices
Agriculture § 2-301	Board of Veterinary Medical Examiners	A person authorized to practice veterinary medicine

Article	Licensing Authority	License(s)
Agriculture § 5-207	Secretary of Agriculture	Pest control consultant; pest control applicator; public agency applicator; private applicator; and a person that sells or distributes a restricted use pesticide
Agriculture § 8-802	Department of Agriculture	Nutrient management consultant
Agriculture § 8-803.4	Department of Agriculture	Professional fertilizer applicator
Agriculture § 11-405	Secretary of Agriculture	Farm milk tank calibrator; milk sample tester
Business Occupations and Professions (BOP) § 2-301	Board of Public Accountancy	Certified public accountant
BOP § 3-302	Board of Architects	Architect
BOP § 4-301	Board of Barbers	Barber
BOP § 5-301	Board of Cosmetologists	Cosmetologist
BOP § 6-301	Board of Electricians	Master electrician; journeyperson electrician; and apprentice electrician
BOP § 6.5-301	Board of Stationary Engineers	Stationary engineer
BOP § 7-301	Board of Foresters	Forester
BOP § 8-301	Board of Certified Interior Designers	Certified interior designer
BOP § 9-301	Board of Examiners of Landscape Architects	Landscape architect
BOP § 10-206	Board of Law Examiners	Lawyer
BOP § 10.5-102	Department of Labor	Land professional
BOP § 11-401	Board of Pilots	Pilot
BOP § 12-301	Board of Plumbing	Plumber; assistant plumber; propane gas technician; natural gas technician
BOP § 13-401	Secretary of State Police	Private detective
BOP § 14-301	Board for Professional Engineers	Engineer
BOP § 15-301	Board for Professional Land Surveyors	Land surveyor; property line surveyor

Article	Licensing Authority	License(s)
BOP § 16-301	Commission of Real Estate Appraisers, Appraisal Management Companies, and Home Inspectors	Real estate appraisal services
BOP § 16-3A-01	Commission of Real Estate Appraisers, Appraisal Management Companies, and Home Inspectors	Home inspector
BOP § 16-501	Commission of Real Estate Appraisers, Appraisal Management Companies, and Home Inspectors	Certified real estate appraiser
BOP § 17-301	Real Estate Commission	Real estate broker; associate real estate broker; real estate salesperson
BOP § 18-301	Secretary of State Police	Security system technician
BOP § 19-401	Secretary of State Police	Security guard
BOP § 20-301	Secretary of Public Safety and Correctional Services	Private home detention monitoring agency
BOP § 21-301	Board of Individual Tax Preparers	Individual tax preparer
Business Regulation § 4-303	State Athletic Commission	Manager, referee, judge, second, matchmaker, wrestler, contestant, or promoter in a wrestling (or other regulated) contest
Business Regulation § 4-403	Secretary of Labor	Athletic agent
Business Regulation § 8-301	Home Improvement Commission	Contractor; home improvement salesperson
Business Regulation § 9A-301	Board of Heating, Ventilation, Air-Conditioning, and Refrigeration Contractors	Heating, ventilation, air-conditioning, and refrigeration contractor

Article	Licensing Authority	License(s)
Business Regulation § 12-201	Secretary of Labor	Pawnbroker; secondhand precious metal object dealer
Business Regulation § 12.5-201	Secretary of Labor	Locksmith
Business Regulation § 17-906	County Circuit Court Clerk (in all but Calvert County)	Peddler
Business Regulation § 17-917	Calvert County Circuit Court Clerk	Peddler; magazine seller in Calvert County
Business Regulation § 17-1005	County Circuit Court Clerk	Junk dealer; scrap metal processor; agent of junk dealer or scrap metal processor
Business Regulation § 17-1403	County Circuit Court Clerk	Outdoor music festival promoter
Business Regulation § 17-1803	County Circuit Court Clerk	Trader or exhibitor
Business Regulation § 17-20A-02	State Comptroller	Transient vendor
Education § 6-126	State Superintendent of Schools	Teacher
Education § 6-704.1	Professional Standards and Teacher Education Board	School counselor
Education § 13-516	Emergency Medical Services (EMS) Board	EMS provider
Environment § 2-406	Department of the Environment	Incinerator operator
Environment § 8-304	Secretary of the Environment	Radiation machine inspector
Environment § 9-228	Department of the Environment	Scrap tire storer; scrap tire hauler; scrap tire collection facility operator; scrap tire recycler
Environment § 9-11A-15	Board of On-Site Wastewater Professionals	On-site wastewater services provider
Environment § 12-301	Board of On-Site Wastewater Professionals	Superintendent; operator; industrial operator (waterworks, wastewater works, or industrial wastewater works)
Environment § 13-301	Board of Well Drillers	Well driller

Article	Licensing Authority	License(s)
Environment § 15-807	Department of the Environment	Surface miner
Environment § 17-301	Marine Contractors Licensing Board	Marine contractor
Financial Institutions § 11-403	Commissioner of Financial Regulation	Sales finance company
Financial Institutions § 12-405	Commissioner of Financial Regulation	Money transmission
Health-General § 17-205	Secretary of Health	A person that offers or performs medical laboratory tests or examinations
Health-General § 17-305	Secretary of Health	Tissue bank operator
Health Occupations § 1A-301	Acupuncture Board	Acupuncturist
Health Occupations § 2-301	Board of Examiners for Audiologists, Hearing Aid Dispensers, Speech-Language Pathologists, and Music Therapists	Audiologist; hearing aid dispenser; speech-language pathologist; music therapist, speech-language pathology assistant; audiology assistant
Health Occupations § 3-301	Board of Chiropractic Examiners	Chiropractor
Health Occupations § 4-301	Board of Dental Examiners	Dentist; dental hygienist
Health Occupations § 4-505	Board of Dental Examiners	Dental radiation technologist
Health Occupations § 5-301	Board of Dietetic Practice	Dietician-nutritionist
Health Occupations § 6-301	Board of Massage Therapy Examiners	Massage therapist
Health Occupations §§ 7-301 – 7-302	Board of Morticians and Funeral Directors	Mortician; funeral director
Health Occupations § 8-301	Board of Nursing	Registered nurse; practical nurse; advanced practice registered nurse
Health Occupations § 8-6A-02	Board of Nursing	Nursing assistant; dialysis technician; medication technician
Health Occupations § 8-6B-07	Board of Nursing	Electrologist; teacher of an electrology education program

Article	Licensing Authority	License(s)
Health Occupations § 8-6C-06	Board of Nursing	Direct-entry midwife
Health Occupations § 8-6D-02	Board of Nursing	Certified midwife
Health Occupations § 9-301	Board of Long-Term Care Administrators	Nursing home administrator
Health Occupations § 9-3A-01	Board of Long-Term Care Administrators	Assisted living manager
Health Occupations § 10-301	Board of Occupational Therapy Practice	Occupational therapist; limited occupational therapist
Health Occupations § 11-301	Board of Examiners in Optometry	Optometrist
Health Occupations § 12-301	Board of Pharmacy	Pharmacist
Health Occupations § 12-6B-01	Board of Pharmacy	Pharmacy technician
Health Occupations § 12-6D-02	Board of Pharmacy	Pharmacy intern
Health Occupations § 13-301	Board of Physical Therapy Examiners	Physical therapist; limited physical therapist
Health Occupations § 14-301	Board of Physicians	Physician
Health Occupations § 14-5A-08	Board of Physicians	Respiratory care practitioner
Health Occupations § 14-5B-08	Board of Physicians	Radiation therapist; radiographer; nuclear medicine technologist; radiology assistant
Health Occupations § 14-5C-08	Board of Physicians	Polysomnographic technologist
Health Occupations § 14-5D-07	Board of Physicians	Athletic trainer
Health Occupations § 14-5E-08	Board of Physicians	Perfusionist
Health Occupations § 14-5F-10	Board of Physicians	Naturopathic doctor
Health Occupations § 14-5G-08	Board of Physicians	Genetic counselor
Health Occupations § 15-301	Board of Physicians	Physician assistant

Article	Licensing Authority	License(s)
Health Occupations § 16-301	Board of Podiatric Medical Examiners	Podiatrist
Health Occupations § 17-301	Board of Professional Counselors and Therapists	Alcohol and drug counselor; marriage and family therapist; professional art therapist; clinical professional counselor
Health Occupations § 17-6A-10	Board of Professional Counselors and Therapists	Behavior analyst
Health Occupations § 18-301	Board of Examiners of Psychologists	Psychologist; psychology associate
Health Occupations § 19-301	Board of Social Work Examiners	Certified social worker; certified social worker-clinical; master social worker; bachelor social worker
Health Occupations § 20-301	Board for Certification of Residential Child Care Program Professionals	Program administrator; residential child and youth care practitioner
Health Occupations § 21-301	Board of Environmental Health Specialists	Environmental health specialist
Insurance § 10-103	Insurance Commissioner	Insurance producer
Insurance § 10-203	Insurance Commissioner	Adviser
Insurance § 10-304	Insurance Commissioner	Bail bondsman
Insurance § 10-403	Insurance Commissioner	Public adjuster
Insurance § 26-201	Insurance Commissioner	Motor club service provider
Labor and Employment § 7-301	Commissioner of Labor and Industry	Farm labor contractor
Labor and Employment § 9-6A-09	Workers' Compensation Commission	Rehabilitation counselor; vocational evaluator; disability management specialist; case manager; rehabilitation registered nurse
Natural Resources § 4-211	Department of Natural Resources	Taxidermist

Article	Licensing Authority	License(s)
Natural Resources § 5-417	Department of Natural Resources	Tree expert
Public Safety § 11-105	State Fire Marshal	Explosives handler, manufacturer, or dealer
Public Safety § 12-606	State Fire Marshal	Nongovernmental electrical inspector
Public Safety § 12-826	Elevator Safety Review Board	Elevator mechanic; elevator contractor; elevator renovator contractor; elevator renovator mechanic; assembly lift mechanic
Public Utilities § 7-317	Public Service Commission	Energy salesperson
Public Utilities § 7-318	Public Service Commission	Energy vendor
Public Utilities § 24-106	Public Service Commission	Master plumber/gasfitter
Transportation § 15-402	Motor Vehicle Administration	Vehicle salesman
Transportation § 15-502	Motor Vehicle Administration	Automotive dismantler and recycler; scrap processor; junk purchaser; junk tower; junk remover
Transportation § 15-602	Motor Vehicle Administration	Title service agent
Transportation § 15-702	Motor Vehicle Administration	Drivers' school conductor
Transportation § 15-802	Motor Vehicle Administration	Driving instructor

Source: Department of Legislative Services

Other Provisions

Under current law, the Automotive Safety Enforcement Division of the Department of State Police must administer an examination to each inspection mechanic applicant. The bill alters that provision such that an individual authorized to conduct vehicle inspections under the bill must not be required to take the examination.

Under current law, to qualify for expedited educator, mortgage loan originator, or health occupations licensure with veteran status, an individual must be one of the following:

- an “eligible veteran,” which is a veteran who was discharged from active duty *within one year* before the date on which the application for a license is submitted, *and does not include a veteran who has been discharged for more than one year before the application is submitted*; or
- an “eligible spouse,” meaning the spouse of an active service member or eligible veteran, which includes the surviving spouse of (1) an eligible veteran or (2) an active service member who died *within one year* before the date on which the application for a license is submitted.

The bill repeals the provisions indicating that a veteran is no longer eligible for expedited licensure if the veteran was discharged from active duty more than one year before applying for licensure, and makes corresponding changes for an eligible spouse.

The bill also updates references to the U.S. Code for revisions to the Servicemembers Civil Relief Act (SCRA).

Servicemembers Civil Relief Act

Recent changes to the SCRA allow for *professional license* portability for active service members and the spouses of active service members. In general, the provisions in the federal law regarding the application process mirror the procedures established in the bill.

State Fiscal Effect: As discussed below, several licensing authorities in the State anticipate additional expenditures for personnel and/or programming changes to implement the bill, in addition to reduced revenues from licensing fees. The Department of Legislative Services advises, however, that because many of the changes in the bill codify the SCRA, some of these fiscal effects may not be directly attributable to the bill, but instead to federal requirements.

Maryland Department of Agriculture

The Maryland Department of Agriculture advises that most of the licenses for which the bill applies already have no-fee interstate reciprocity, with the exception of veterinarians. The State Board of Veterinary Medical Examiners (SBVME) estimates that no more than 10 active service members and/or spouses will seek licensure as a veterinarian under the bill, and current license fees are \$300 annually. Therefore, special fund revenues may decrease by up to \$3,000 on an annual basis.

SBVME advises that the bill may require modifications to its licensure software to accommodate the new authorization. Based on an estimate from similar projects, special fund expenditures may increase by at least \$15,000 in fiscal 2027 for a one-time software update.

Maryland State Department of Education

The Maryland State Department of Education (MSDE) advises that the expanded definition of “eligible veteran” and “eligible spouse” may significantly increase the number of individuals eligible for an expedited license. For context, the department received 487 military designated applications in calendar 2025. Of those applications, 288 were for initial licensure, 49 were for reinstatement, and 150 were for renewal.

To identify eligible veterans, active service members, and their spouses, and ensure the requirements for authorization under the bill are met by applicants, MSDE advises that it needs to hire one part-time administrative aide. MSDE also requires updates to the teacher licensure platform to create an expedited authorization process for active service members and their spouses eligible under the bill; a one-time cost of \$30,000 in fiscal 2027 is anticipated.

Therefore, MSDE general fund expenditures increase by \$67,429 in fiscal 2027, which accounts for the bill’s October 1, 2026 effective date. This estimate reflects the cost of hiring one part-time administrative aide to assist in processing military applications. It includes a salary, fringe benefits, one-time start-up costs, contractual services to update the licensing platform, and ongoing operating expenses.

Position	0.5
Salary and Fringe Benefits	\$32,058
Contractual Services	30,000
Other Operating Expenses	<u>5,371</u>
Total FY 2027 State Expenditures	\$67,429

Future year expenditures reflect a full salary with annual increases and employee turnover as well as annual increases in ongoing operating expenses.

Maryland Department of Health

The Maryland Department of Health did not respond to a request for information on the fiscal and operational impact of the bill. It is generally assumed that special fund expenditures for several health occupations boards may increase in fiscal 2027 to the extent that licensing systems need to be updated for the new authorization. Additional personnel expenditures may also be incurred to the extent that more individuals qualify for the expedited licensing process available under current law based on the bill’s expansion of eligibility. Additionally, special fund revenues may decrease to the extent that boards experience decreased revenues from licensing fees beginning in fiscal 2027.

Judiciary

The Judiciary advises that the bill necessitates programming changes to its licensing system to account for the new authorization process. Accordingly, general fund expenditures increase by \$189,157 in fiscal 2027 only.

Additionally, certain business licenses are issued by the clerks of the circuit courts, with license fee revenues subsequently distributed to the general fund and the municipal corporation/county where the licensed business is located, as further specified in statute. To the extent that licensing fees are not collected due to the bill's authorization process, State general fund revenues and revenues to local jurisdictions are reduced.

Maryland Department of Labor

The Maryland Department of Labor (MD Labor) advises that the Maryland Home Improvement Commission (MHIC) and Maryland Real Estate Commission (MREC) need to update their licensing systems to implement the bill. Accordingly, a one-time cost of approximately \$12,792 is anticipated in fiscal 2027 only. Additional costs may be incurred for the Office of Financial Regulation.

MHIC and MREC also advise that those individuals authorized to practice in the State under the bill's provisions would likely not contribute to the Guaranty Fund (an additional fee for the fund is assessed at the time of license application and renewal); accordingly, MD Labor special fund revenues may decrease beginning in fiscal 2027.

Other units of MD Labor can update regulations and handle additional applications using existing budgeted resources.

Other Agencies

Other agencies impacted by the bill's changes generally anticipate being able to implement the bill using existing budgeted resources. State revenues associated with other licenses are anticipated to decrease, at least minimally, to the extent that individuals take advantage of the special procedures under the bill to practice under licenses issued in other jurisdictions.

Small Business Effect: Some active service members and their spouses who require professional licenses to work for certain small businesses in the State may benefit from the authorization process under the bill, as well as the expanded eligibility for expedited licensing procedures under current law. Small businesses employers may similarly benefit. However, any meaningful benefit is likely attributable to the federal changes to SCRA.

Additional Information

Recent Prior Introductions: Similar legislation has not been introduced within the last three years.

Designated Cross File: HB 420 (Delegate Rogers, *et al.*) - Government, Labor, and Elections and Health.

Information Source(s): Judiciary (Administrative Office of the Courts); Maryland State Department of Education; Maryland Department of Agriculture; Maryland Department of the Environment; Maryland Department of Labor; Department of Natural Resources; Department of State Police; Maryland Department of Transportation; Maryland Insurance Administration; Public Service Commission; Department of Legislative Services

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