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Bill Analysis

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Primary Sponsors: Sens. Roegner and McColley

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SUMMARY

- Requires a licensing authority to issue a license or government certification under certain circumstances to an applicant who holds an out-of-state occupational license.
- Requires a licensing authority to issue a license or government certification under certain circumstances to an applicant who has a government certification, a private certification, or satisfactory work experience in the uniformed services or in a state that does not issue a license or government certification for the respective occupation.
- Requires an applicant to submit to a criminal records check to receive a license or government certification under the bill if a licensing authority requires an applicant under the law governing the applicable profession, occupation, or occupational activity to do so.
- Allows a licensing authority to require an applicant to pass an examination on Ohio's laws and rules governing the applicable profession, occupation, or occupational activity if a licensing authority requires an applicant to pass the examination under the applicable law.
- Requires, if a licensing authority requires an applicant under the law governing the applicable profession, occupation, or occupational activity to satisfy a financial responsibility requirement to receive a license or government certification, an applicant to satisfy the requirement to receive a license or government certification under the bill.
- Allows a licensing authority to require, if a federal law, rule, or regulation requires Ohio to impose a requirement with which an applicant must comply for Ohio to receive federal funding, the applicant to satisfy that requirement to receive a license or government certification under the bill.
- Prohibits a licensing authority from issuing or denying a license or government certification under the bill to the applicant while the applicant is the subject of certain pending complaints, allegations, or investigations.

- Requires a licensing authority to provide an applicant with a written decision to issue, reject, or take any other action regarding a license or government certification under the bill within 60 days after receiving a complete application or after a pending complaint, allegation, or investigation is resolved.
- Specifies that an applicant who is issued a license or government certification under the bill is subject to the laws regulating the practice of the applicable occupation or profession in Ohio and is subject to the licensing authority's jurisdiction.
- Requires that a license or government certification issued under the bill be considered a license or government certification issued under the laws regulating the practice of the applicable occupation or profession in Ohio.
- Specifies that provisions of law applicable to a license or government certification issued to an applicant who does not obtain a license or government certification under the bill apply in the same manner to licenses and government certifications issued under the bill.
- Allows a licensing authority, for purposes of verifying licensure status in Ohio with an entity that licenses the same profession or occupation in another state, to require an applicant under the bill to satisfy a national standard to have that license or government certification verified as an Ohio license or government certification.
- Prohibits a political subdivision from prohibiting an individual who holds a license or government certification issued by a state agency under the bill from engaging in the respective profession, occupation, or occupational activity in the political subdivision's jurisdiction.
- Exempts certain licenses and activities from the bill.
- Requires each licensing authority to adopt rules as necessary to implement the bill.
- Eliminates the Ohio Construction Industry Licensing Board's (OCILB) ability to issue specialty contractor licenses without examination in accordance with reciprocity agreements entered into with other states.
- Exempts specialty contractor licenses from the bill's procedures and requirements.
- Requires the OCILB to allow an individual to take the appropriate specialty contractor license examination if the individual meets certain requirements and has a substantially similar out-of-state occupational license or similar experience in the service of the uniformed services.
- Specifies that the bill, except for the requirement that each licensing authority adopt rules as necessary to implement the bill, take effect 270 days after the bill's effective date.

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DETAILED ANALYSIS

Occupational license reciprocity

The bill requires a licensing authority to issue a license or government certification under certain circumstances to an applicant who holds an out-of-state occupational license or who has a government certification, a private certification, or satisfactory work experience in a state that does not issue the respective license. The three circumstances under which a licensing authority must issue a license or government certification are described under “**Issuance to out-of-state license or government certification holders,**”

“Issuance to private certification holders,” and **“Issuance to individuals with satisfactory work experience,”** below.¹

Each licensing authority must adopt rules as necessary to implement the bill.²

Definitions

For purposes of the bill:

1. “Licensing authority” means a state agency or political subdivision that issues licenses or government certifications.
2. “License” means an authorization evidenced by a license, certificate, registration, permit, card, or other authority that is issued or conferred by a licensing authority to an individual by which the individual has or claims the privilege to engage in a profession, occupation, or occupational activity over which the licensing authority has jurisdiction.
3. “Government certification” means authorization from a licensing authority, one of the uniformed services, or another state’s government to an individual who meets qualifications related to a profession, occupation, or occupational activity to which both of the following apply:
 - a. Only an individual holding the authorization may use a specific title or titles when advertising or holding the individual’s self out to engage in the profession, occupation, or occupational activity.
 - b. An individual is not required to have the authorization to engage in the profession, occupation, or occupational activity in the respective jurisdiction.
4. “Out-of-state occupational license” means a license, certificate, registration, permit, card, or other authority that is issued or conferred by one of the uniformed services or the government of another state to an individual by which the individual has or claims the privilege to engage in a profession, occupation, or occupational activity over which that service or state has jurisdiction.
5. “Private certification” means authorization from a private organization to an individual who meets qualifications determined by the organization related to the performance of a profession, occupation, or occupational activity and by which the individual may hold the individual’s self out as certified by the organization.
6. “Uniformed services” means the U.S. armed forces; the Commissioned Corps of the National Oceanic and Atmospheric Administration; the Commissioned Corps of the

¹ R.C. Chapter 4796, with conforming changes throughout the bill.

² R.C. 4796.30.

Public Health Service; or any reserve components of those forces; and such other service as may be designated by Congress.³

Issuance to out-of-state license or government certification holders

Except as otherwise provided below, the bill requires a licensing authority to issue a license or government certification to an applicant if the licensing authority determines that all of the following apply:

1. The applicant holds either of the following:
 - a. A substantially similar out-of-state occupational license that authorizes the applicant to engage in the same profession, occupation, or occupational activity as the license or government certification for which the applicant is applying in Ohio.
 - b. A government certification in the same profession, occupation, or occupational activity as the license or government certification for which the applicant is applying in Ohio from one of the uniformed services or a state that does not issue an out-of-state occupational license for the respective profession, occupation, or occupational activity.
2. The applicant is in good standing in all jurisdictions in which the applicant holds an out-of-state occupational license or government certification to practice the same profession, occupation, or occupational activity for which the applicant is applying in Ohio.
3. The applicant has held the out-of-state occupational license or government certification for at least one year immediately preceding the application date and has been actively practicing for at least one of the five years immediately preceding the application date (a licensing authority may waive this requirement).
4. The applicant was required to satisfy minimum education, training, or experience requirements or pass an examination to receive the out-of-state occupational license or government certification (this requirement does not apply if the law governing the applicable license or government certification for which the applicant is applying for in Ohio does not require an applicant to satisfy such a requirement).
5. The applicant has not surrendered or had revoked a license, out-of-state occupational license, or government certification because of negligence or intentional misconduct related to the applicant's work in the same profession, occupation, or occupational activity for which the applicant is applying in Ohio.
6. The applicant pays to the licensing authority a fee equal to one of the following, as determined by the licensing authority:

³ R.C. 4796.01.

- a. The renewal fee required for license or government certification holders under the applicable law;
 - b. The initial licensure fee, if the license or government certification for which the applicant is applying in Ohio does not have a renewal fee;
 - c. The fee in effect before the bill's effective date for applicants who hold an out-of-state occupational license or government certification to be issued the license or government certification under the applicable law.
7. The applicant has not been convicted of, found guilty pursuant to a judicial finding of, or plead guilty to a criminal offense for which the licensing authority may deny or that would otherwise disqualify the applicant for the license or government certification under the applicable law governing the profession or occupation (However, the bill allows a licensing authority to issue a restricted or limited license or government certification to an applicant who would otherwise be disqualified from obtaining it because of a disqualifying offense, as long as the limitation or restriction is related to the offense.).⁴

For purposes of any law requiring a licensing authority to issue a license or government certification under the bill, an applicant who holds a license or government certification issued by the uniformed services is treated as though the applicant holds a license or certification issued by another state.⁵ However, it does not appear that the uniformed services issue licenses or government certifications as those terms are defined in the bill.

Continuing law requires a licensing authority, under certain circumstances, to issue a temporary license or certificate to a member of the military or the member's spouse when the member or spouse is licensed in another jurisdiction. Continuing law also permits a licensing authority, under the same circumstances, to issue a regular license or certificate in lieu of a temporary license or certificate to the member or the member's spouse.

The bill specifies that it does not apply to a temporary or permanent license or certificate issued to a member of the military or the member's spouse under continuing law. The bill also prohibits a licensing authority from requiring a member or spouse who meets continuing law requirements to apply for a license or certificate under the bill. The member or spouse may, however, elect to apply for a license or certificate under the bill.⁶

Issuance to private certification holders

Except as provided below, the bill requires a licensing authority to issue a license or government certification to an applicant if the licensing authority determines that all of the following apply:

⁴ R.C. 4796.03 and 4796.10.

⁵ R.C. 4796.02.

⁶ R.C. 4743.04 and 4743.041.

1. The applicant has held a private certification for at least two years immediately preceding the application date and has been actively practicing for at least two of the five years immediately preceding the application date in the same profession, occupation, or occupational activity as the license or government certification for which the applicant is applying in Ohio in a state that does not issue an out-of-state occupational license or government certification for the respective profession, occupation, or occupational activity (a licensing authority may waive this requirement).
2. The applicant is in good standing with the private organization that issued the private certification.
3. The applicant meets the requirements specified under (5) through (7) of “**Issuance to out-of-state license or government certification holders,**” above.⁷

Issuance to individuals with satisfactory work experience

Except as provided below, the bill requires a licensing authority to issue a license or government certification to an applicant if the licensing authority determines that both of the following apply:

1. The applicant has work experience in the same profession, occupation, or occupational activity as the license or government certification for which the applicant is applying in Ohio for at least three of the five years immediately preceding the application date (a licensing authority may waive this requirement) in either of the following:
 - a. In a state that does not issue an out-of-state occupational license or government certification for the respective profession, occupation, or occupational activity;
 - b. Service of the uniformed services.
2. The applicant meets the requirements under (5) through (7) of “**Issuance to out-of-state license or government certification holders,**” above.⁸

However, the bill requires the State Board of Registration for Professional Engineers and Surveyors, when issuing a professional engineer or surveyor registration under the bill’s requirements, to require an applicant who has satisfactory work experience in a state that does not license engineers or surveyors, or in the service of the uniformed services, to satisfy a minimum education requirement and pass an examination.⁹

Criminal records check

If a licensing authority requires an applicant under the law governing the applicable profession, occupation, or occupational activity to submit to a criminal records check to receive

⁷ R.C. 4796.04.

⁸ R.C. 4796.05.

⁹ R.C. 4733.19.

a license or government certification, an applicant must submit to the criminal records check to receive a license or government certification under the bill.¹⁰

Examination on Ohio's laws and rules

If a licensing authority requires an applicant to pass an examination on Ohio's laws and rules governing the applicable profession, occupation, or occupational activity to receive a license or government certification under the applicable law, a licensing authority may require an applicant to pass the examination to receive a license or government certification under the bill.¹¹

Financial responsibility requirement

If a licensing authority requires an applicant under the law governing the applicable profession, occupation, or occupational activity to satisfy a financial responsibility requirement to receive a license or government certification, an applicant must satisfy the requirement to receive a license or government certification under the bill.¹² An example of this type of requirement is the requirement that an applicant for an auctioneer license must provide proof of financial responsibility in the form of either an irrevocable letter of credit, cash bond, or a surety bond in the amount of \$25,000 to receive an initial license.¹³

Requirements as a condition for federal funding

If a federal law, rule, or regulation requires Ohio to impose a requirement on an applicant with which the applicant must comply to receive a license or government certification as a condition for Ohio to receive federal funding, a licensing authority may require an applicant to satisfy that requirement to receive a license or government certification under the bill.¹⁴

Fitness to practice determination

If the law governing the applicable profession, occupation, or occupational activity allows a licensing authority to determine the fitness to practice of an applicant who has not been engaged in the practice of the profession, occupation, or occupational activity for a period of time specified in that law and to impose terms and conditions on the applicant to receive a license or government certification, the bill allows the licensing authority to apply the requirements of that law to an applicant under the bill.¹⁵

¹⁰ R.C. 4796.08(B).

¹¹ R.C. 4796.08(A).

¹² R.C. 4796.08(C).

¹³ R.C. 4707.11, not in the bill.

¹⁴ R.C. 4796.08(D).

¹⁵ R.C. 4796.12.

Disciplinary action against an applicant

If the law governing the applicable profession, occupation, or occupational activity allows or requires a licensing authority to take disciplinary action against an applicant, including refusing to issue, limiting, or restricting a license or government certification, for a reason that is not related to minimum education, training, or experience requirements or an examination requirement, the bill allows the licensing authority to do so with respect to an applicant under the bill.¹⁶

Denial for disciplinary action

If the law governing the applicable profession, occupation, or occupational activity allows or requires a licensing authority to deny an applicant a license or government certification if the applicant was subject to discipline by an entity that regulates a license, out-of-state occupational license, or government certification, the bill allows the licensing authority to apply that provision to an applicant under the bill.¹⁷

Decision to issue or deny a license or government certification

If an applicant is the subject of a complaint, allegation, or investigation that relates to information provided in the application, unprofessional conduct, a violation of law regulating a profession, occupation, or occupational activity, or an alleged crime pending before a court, administrative agency, or entity that regulates a license, out-of-state occupational license, or government certification, the bill prohibits a licensing authority from issuing or denying a license or government certification to the applicant until the complaint, allegation, or investigation is resolved to the satisfaction of the licensing authority.

A licensing authority must provide an applicant with a written decision to issue or reject a license or government certification, or take any other action under the bill, within 60 days after receiving a complete application or the complaint, allegation, or investigation is resolved to the satisfaction of the licensing authority. An application is not considered complete until any required examination or criminal records check is complete.¹⁸

Law regulating the practice of the occupation or profession

An applicant who is issued a license or government certification under the bill is subject to the laws regulating the practice of the applicable occupation or profession in Ohio and is subject to the licensing authority's jurisdiction. Additionally, the bill specifies that an applicant who is issued a license or government certification under the bill may practice the applicable

¹⁶ R.C. 4796.11.

¹⁷ R.C. 4796.13.

¹⁸ R.C. 4796.20.

occupation or profession in Ohio only within the scope and practice that is permitted under Ohio law and that does not exceed the applicant's training.¹⁹

Except as provided under "**National standard exception**," below, the bill specifies that a license or government certification issued under the bill is considered a license or government certification issued under the laws regulating the practice of the applicable occupation or profession in Ohio. Provisions of law applicable to a license or government certification issued to an applicant who does not obtain a license or government certification under the bill apply in the same manner to licenses and government certifications issued under the bill.²⁰

National standard exception

The bill allows a licensing authority, for purposes of verifying licensure status in Ohio with an entity that licenses the same profession or occupation in another state, to require an applicant issued a license or government certification under the bill to satisfy a national standard to have that license or government certification verified as an Ohio license or government certification. A licensing authority may require satisfaction of a national standard only if both of the following apply:

1. An applicant under Ohio law is required to satisfy the national standard to receive the license or government certification;
2. The licensing authority posts notice of that requirement on the licensing authority's website.²¹

If a licensing authority elects to require satisfaction of a national standard and the law governing the license or government certification in effect immediately before the bill's effective date required an applicant who holds an out-of-state license or government certification to satisfy a requirement that is less restrictive than the requirements specified under (2) through (6) of "**Issuance to out-of-state license or government certification holders**," above, to receive the license or government certification, the bill requires the licensing authority to apply the less restrictive requirement to an applicant who satisfied the national standard or the bill's requirements to an applicant who did not satisfy the national standard.²²

For purposes of the bill, "national standard" means a standard declared by a national organization to be the preferred standard for licensure of a profession if the standard is required by at least 45 states, including Ohio, to receive a license or government certification

¹⁹ R.C. 4796.21.

²⁰ R.C. 4796.22(A).

²¹ R.C. 4796.22(B).

²² R.C. 4796.22(B) and (C).

for the respective profession or occupation, and includes both a uniform quantitative minimum education or experience requirement and a requirement to pass a national examination.²³

Reciprocal licensing agreements

The bill allows a licensing authority to prohibit an individual who is issued a license or government certification under the bill from using it to obtain a substantially similar license or government certification in another state if the licensing authority determines that allowing the individual to do so would jeopardize any reciprocal licensing agreement with the other state that is in effect on the bill's effective date.²⁴

Licensure compacts

A person who holds a license issued pursuant to an interstate licensure compact to which Ohio is a party is not required to obtain a license under the bill to practice in Ohio.

The bill allows a licensing authority to prohibit an individual who is issued a license under the bill from using the license to obtain a license through an interstate licensure compact if the licensing authority determines that allowing the individual to do so would jeopardize Ohio's membership in the compact.²⁵

Exempt licenses

The bill does not apply to any of the following licenses:²⁶

1. Medical marijuana cultivator, processor, testing laboratory, and retail dispensary licenses.²⁷
2. Licenses issued pursuant to rules of the Supreme Court of Ohio governing admission to the practice of law.²⁸
3. Commercial fishing licenses.²⁹
4. Licenses issued under the Commercial Driver's Licensing Law.³⁰
5. A permit issued to a nonlicensed individual to teach in schools under limited circumstances.

²³ R.C. 4796.01(H), (I), and (J).

²⁴ R.C. 4796.23.

²⁵ R.C. 4796.24.

²⁶ R.C. 4796.25 and 3319.301.

²⁷ R.C. 3796.09 and 3796.10, not in the bill.

²⁸ Ohio Constitution, Article IV, Section 5.

²⁹ R.C. 1533.342, not in the bill.

³⁰ R.C. Chapter 4506.

6. Physician certificates to recommend treatment with medical marijuana.³¹
7. Money transmitter licenses.³²
8. Lottery sales agent licenses.³³
9. Licenses issued under the Insurance Producers Licensing Act.³⁴
10. Fantasy contest operator licenses.³⁵
11. Teledentistry permits.³⁶
12. Physician training certificates.³⁷
13. Podiatrist training certificates.³⁸
14. Specialty contractor licenses issued by the Ohio Construction Industry Licensing Board and licenses issued by a political subdivision to an individual by which the individual has or claims the privilege to act as a tradesperson for a specialty contractor in the political subdivision's jurisdiction.³⁹

The bill does not apply to licenses that authorize a person to engage in a profession, occupation, or occupational activity as a volunteer.⁴⁰

Political subdivision recognition

Consistent with *Struthers v. Sokol*, the bill prohibits a political subdivision from prohibiting an individual who holds a license or government certification issued by a state agency under the bill from engaging in the respective profession, occupation, or occupational activity in the political subdivision's jurisdiction. Under the Home Rule amendment to the Ohio Constitution, a municipal ordinance adopted under a municipality's police powers cannot conflict with a "general law." Under *Sokol*, the test for conflict is whether the ordinance prohibits what the state law permits or vice versa. Because state law under the bill requires issuance of a reciprocal license that allows an individual to practice in Ohio, a municipal

³¹ R.C. 4731.30, not in the bill.

³² R.C. 1315.04, not in the bill.

³³ R.C. 3770.05, not in the bill.

³⁴ R.C. Chapter 3905.

³⁵ R.C. 3774.02, not in the bill.

³⁶ R.C. 4715.43, not in the bill.

³⁷ R.C. 4731.291, not in the bill.

³⁸ R.C. 4731.573, not in the bill.

³⁹ R.C. Chapter 4740.

⁴⁰ Multiple sections throughout the bill, examples include R.C. 4715.42, 4723.26, and 4731.295.

ordinance that would prohibit what state law allows seemingly would be in direct conflict with the state's "general law" for home rule purposes.⁴¹

Temporary training licenses

Under continuing law, some state licensing authorities issue temporary training licenses that allow an individual who is working to obtain full licensure or gain supervised practice hours to engage in a profession, occupation, or occupational activity. The bill applies to these temporary training licenses.⁴²

Limited time and limited basis licenses

Under continuing law, some state licensing authorities currently issue licenses that allow an out-of-state professional to engage in a profession, occupation, or occupational activity for a limited time or on a limited basis. Other laws exempt certain individuals from obtaining a license under the applicable law if the individual meets specified requirements and practices for a limited time. The bill's reciprocity provisions do not apply to these limited time and limited basis licenses, and a licensing authority cannot require an exempt individual to obtain a license under the reciprocity provisions. However, the bill limits these licenses and exemptions to individuals who are not Ohio residents, thus requiring an Ohio resident to obtain a full license or a license under the bill.⁴³

Specialty contractor licenses

As noted above, the bill exempts specialty contractor licenses issued by the Ohio Construction Industry Licensing Board (OCILB) from the general occupational license reciprocity requirement and process. However, the bill instead requires the OCILB to allow an individual to take the appropriate specialty contractor license examination if the individual meets the requirements discussed below.⁴⁴

The bill eliminates the OCILB's ability to issue specialty contractor licenses without examination in accordance with reciprocity agreements entered into with other states.⁴⁵ A specialty contractor licensed in another state who is unable to satisfy the bill's OCILB requirements to sit for the examination can still sit for the examination by satisfying the current law requirements. Under current law, to sit for the examination an individual must satisfy the following requirements:

1. Be at least 18 years old;

⁴¹ R.C. 4796.35 and Ohio Constitution, Article XVIII, sec. 3, and *Struthers v. Sokol*, 108 Ohio St. 263 (1923).

⁴² Multiple sections throughout the bill, examples include R.C. 4723.76 and 4729.11.

⁴³ Multiple sections throughout the bill, examples include R.C. 1565.06, 3723.03, 4713.37, 4715.09, 4717.10, 4725.26, 4741.13, and 4755.65.

⁴⁴ R.C. 4796.25.

⁴⁵ R.C. 4740.08 (repealed), with conforming changes in R.C. 4740.05.

2. Be a U.S. citizen or legal alien residing in the U.S.;
3. Be a tradesperson in the trade for which the individual seeks a contractor license for not less than five years, be an Ohio registered engineer with three years of business experience in the applicable trade, or have other acceptable experience;
4. Maintain contractor's liability insurance in an amount determined by OCILB;
5. Not have violated the OCILB Law or engaged in specific activities involving fraud, misrepresentation, or deception.⁴⁶

Out-of-state license holders

The bill requires the OCILB to allow an individual to take the appropriate specialty contractor license examination if the individual holds a substantially similar out-of-state occupational license and does all of the following:

1. Provides proof that the individual was issued at least five authorizations for construction, erection, equipment, alteration, or addition of any building by an authority with responsibility for enforcing building regulations in the jurisdiction (essentially, building permits) where the individual holds the out-of-state occupational license;
2. Provides at least one tax return that reflects income earned for services provided under the individual's out-of-state occupational license;
3. Provides proof that the contracting company with whom the individual is employed in the jurisdiction where the individual holds the out-of-state occupational license is licensed as a foreign corporation or registered as a foreign limited liability company under Ohio law and that the corporation or company has designated an agent in Ohio.
4. Meets the following requirements applicable to applicants for an initial specialty contractor license under continuing law:
 - a. Be at least 18 years old;
 - b. Be a U.S. citizen or legal alien residing in the U.S.;
 - c. Maintain contractor's liability insurance in an amount determined by the OCILB;
 - d. Not violated the OCILB Law or engaged in specific activities involving fraud, misrepresentation, or deception.⁴⁷

Uniformed services experience

The bill requires the OCILB to allow an individual to take the appropriate specialty contractor license examination if the individual does both of the following:

⁴⁶ R.C. 4740.06.

⁴⁷ R.C. 4740.06(C).

1. Provides proof that the individual was actively engaged in activities that are substantially similar to activities for which a license is required under the OCILB Law in the service of the uniformed services for at least three of the five immediately preceding years.
2. Meets the requirements applicable to applicants for an initial specialty contractor license under continuing law described in (4) above.

Each OCILB specialty section may adopt a rule to waive the requirement that an applicant has been actively engaged in the activity in the uniformed services for three of the five immediately preceding years.⁴⁸

Approval of applications

The bill requires the OCILB Secretary, or the Secretary's designee, to approve an application for examination submitted under the bill within 30 days after receiving a complete application.⁴⁹

Effective date

Except for the requirement that each licensing authority adopt rules as necessary to implement the bill, the bill takes effect 270 days after the bill's effective date.⁵⁰

HISTORY

Action	Date
Introduced	03-16-21
Reported, S. Workforce and Higher Education	05-27-22
Passed Senate (31-0)	06-01-22

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⁴⁸ R.C. 4740.06(D).

⁴⁹ R.C. 4740.06(E).

⁵⁰ Section 7.