

Department of Legislative Services
 Maryland General Assembly
 2025 Session

FISCAL AND POLICY NOTE
First Reader

House Bill 771 (Delegate Harrison)
 Ways and Means

Student Health - Program for Student Dental Health - Established

This bill requires, beginning in the 2027-2028 school year, that each student enrolled in a public elementary or secondary school submit a certificate of dental health on a schedule established by the Maryland State Department of Education (MSDE). The Maryland Department of Health (MDH) must establish a Program for Student Dental Health, which must include (1) standards for the periodic dental examinations of students; (2) the creation of a certificate of health to be used by public schools; (3) the creation of a standard form to be used by health care practitioners, parents, and schools to certify a student’s dental health; and (4) information for students and parents on specified topics related to dental health. MDH must implement the program on a schedule that allows each student to submit a certificate of dental health to the student’s public school beginning in the 2027-2028 school year. MDH must adopt regulations to carry out the program.

Fiscal Summary

State Effect: MDH general fund expenditures increase by \$36,300 in FY 2027 and \$9,400 in FY 2027 for contractual support to establish the Program for Student Dental Health. To the extent additional students use Medicaid or Maryland Children’s Health Program (MCHP) dental services as a result of the bill, Medicaid expenditures (53% federal funds, 47% general funds) increase by an indeterminate amount beginning as early as FY 2028. Federal fund revenues increase accordingly.

(in dollars)	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030
FF Revenue	\$0	\$0	-	-	-
GF Expenditure	\$36,300	\$9,400	\$0	\$0	\$0
GF/FF Exp.	\$0	\$0	-	-	-
Net Effect	(\$36,300)	(\$9,400)	-	-	-

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

Local Effect: To the extent that additional students use public dental services provided by local governments, local expenditures increase beginning as early as FY 2028. Revenues are not affected.

Small Business Effect: Minimal.

Analysis

Current Law: In general, for a child to enter a Maryland public school for the first time, the following are required:

- a physical examination by a physician or certified nurse practitioner completed within nine months prior to entering the public school system or within six months after entering the system, as specified;
- evidence of specified immunizations; and
- evidence of blood-lead testing for all students who reside in a designated at-risk area when first entering prekindergarten, kindergarten, or first grade.

According to Maryland regulations, an effort should be made to facilitate students and their families obtaining a physical examination. However, if a student is unable to obtain a physical examination, the student may not be excluded from school.

Exemptions from a physical examination and immunizations are permitted if they are contrary to a student's or the family's religious beliefs. Students may also be exempted from immunization requirements if a physician or nurse practitioner or health department official certifies that there is a medical reason not to receive a vaccine. Exemption from blood-lead testing is permitted if it is contrary to a family's religious beliefs and practices. The blood-lead certificate must be signed by a health care practitioner stating a questionnaire was done.

For each school year, each public school must report to the local board of education or local health department (LHD) the number of children entering the public school system for the first time who have not had a physical examination due to lack of access to health care, insufficient financial resources, or any other reason, including a religious reason, as the public school deems appropriate. The local board of education or LHD must report the information to MDH.

Each local board of education or LHD must provide hearing and vision screenings for all students in local public schools, and each LHD must provide and fund the screenings for private and nonpublic schools in the jurisdiction. Unless evidence is presented that a

student has been tested within the past year, the screenings must take place in the years that a child enters a school system, enters the first grade, and enters the eighth or ninth grade. Further screenings must be done in accordance with the bylaws adopted by the State Board of Education or policies adopted by a local board of education or LHD. A student whose parent or guardian objects in writing to a hearing or vision screening on religious grounds may not be required to take the screening.

State Fiscal Effect:

Program for Student Dental Health

MDH general fund expenditures increase by \$36,299 in fiscal 2026, and \$9,369 in fiscal 2027, which accounts for the bill’s October 1, 2025 effective date and retention of a contractual position for one year only.

MDH advises that one permanent full-time position is needed to develop standards for periodic dental exams, create standard forms, and provide dental information to students and parents as specified. However, the Department of Legislative Services notes that much of the added responsibilities under the bill are not permanent and, thus, may be performed by a contractual position. Although MDH may require support in the first year of implementation to develop standards, forms, certificates, and informational materials, MDH likely can update such materials as needed and collaborate with MSDE and local boards of education to disseminate forms and information in the out-years using existing resources.

Thus, this estimate reflects the cost of hiring one part-time (50%) contractual position to assist MDH with initial research and development of materials for the Program for Student Dental Health. It includes a salary, fringe benefits, one-time start-up costs, and ongoing operating expenses.

	<u>FY 2026</u>	<u>FY 2027</u>
Contractual Position	0.5	(0.5)
Salary and Fringe Benefits	\$29,344	\$9,230
Operating Expenses	<u>6,955</u>	<u>139</u>
Total State Personnel Expenditures	\$36,299	\$9,369

The estimate reflects termination of the contractual position on October 1, 2026, and does not include any health insurance costs that could be incurred for specified contractual employees under the State’s implementation of the federal Patient Protection and Affordable Care Act.

Dental Services and Medicaid

The number and type of additional dental visits made by students enrolled in Medicaid and MCHP under the bill, and the corresponding fiscal impact, are dependent on the regulations developed by MDH and the schedule established by MSDE. However, to the extent the bill results in increased utilization of Medicaid and MCHP dental services, MDH expenditures (53% federal funds, 47% general funds) increase beginning as early as fiscal 2028. Federal fund revenues increase accordingly.

MDH advises that there are currently as many as 229,384 school-aged children (ages 4 through 20) enrolled in Medicaid and MCHP who have not had a recent dental exam. MDH further advises that dental screenings for that age range cost \$56.34 per exam.

For illustrative purposes only, assuming 1% annual growth in the population of Medicaid/MCHP enrollees by fiscal 2028, there may be as many as 236,335 school-aged children who have not had a recent dental exam. If the standards require dental screenings for students upon entering kindergarten, sixth grade, and ninth grade, roughly one-fifth of these children (47,267) would be required to present a certificate of dental health in any given year. To the extent that all 47,267 children receive an exam as a result of the bill, Medicaid expenditures increase by as much as \$2.7 million (\$1.4 million in federal funds, \$1.3 in million general funds) beginning in fiscal 2028.

To the extent more frequent dental exams are required, dental exam costs to Medicaid/MCHP change, or the number of students in need of dental services covered by Medicaid/MCHP changes, actual costs may differ. To the extent dental exams reveal the need for additional procedures covered by Medicaid, total costs increase. To the extent periodic dental exams forestall the need for additional treatment by identifying dental problems early, total costs to Medicaid decrease.

Local Expenditures: Montgomery County provides dental services to uninsured school-aged children through the Care for Kids program. Therefore, to the extent additional students visit public dental services operated by local governments, local expenditures increase.

Additional Information

Recent Prior Introductions: Similar legislation has been introduced within the last three years. See HB 167 of 2024.

Designated Cross File: None.

Information Source(s): Maryland State Department of Education; Maryland Department of Health; Maryland Association of County Health Officers; Anne Arundel County Public Schools; Baltimore City Public Schools; Frederick County Public Schools; Montgomery County Public Schools; St. Mary's County Public Schools; Department of Legislative Services

Fiscal Note History: First Reader - February 23, 2025
km/jc

Analysis by: Michael E. Sousane

Direct Inquiries to:
(410) 946-5510
(301) 970-5510