

IN THE MATTER OF

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BEFORE THE MARYLAND

ENOME MASSANGO

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BOARD OF NURSING

LICENSE NO.: LP53767

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**DEFAULT FINAL DECISION AND ORDER OF PERMANENT  
REVOCATION OF LICENSED PRACTICAL NURSE LICENSE**

On September 22, 2022, the Maryland Board of Nursing (the “Board”) issued a charging document<sup>1</sup> (the “Charges”) to ENOME MASSANGO, licensed practical nurse (“LPN”), license number LP53767, (the “Respondent”), alleging that the Respondent violated the Maryland Nurse Practice Act (the “Act”), Md. Code Ann., Health Occupations (“Health Occ.”) §§ 8-101 *et seq.* (2021 Repl. Vol.), specifically § 8-316(a)(3) (based on Health Occ. § 8-316(a)(1), (25) [predicated on Code of Maryland Regulations (“COMAR”) 10.27.19.02B(1)], and (30) [predicated on COMAR 10.27.01.05B(1)(b))] and § 8-316(a)(28).

The Board’s Charges notified the Respondent of the opportunity to request an evidentiary hearing before the Board. The Charges also advised that if the Respondent failed to submit a request for a hearing to the Board within thirty (30) days from the date of the issuance of the Charges, the Respondent would waive the opportunity for an evidentiary hearing. In the event of such a waiver, the Charges notified the Respondent that the Board would issue a final decision and order by default pursuant to the authority of § 8-316(a) and (b) of the Health Occupations Article, Md. Code Ann., State Gov’t §§ 10-210(4) and 10-221 (2014 Repl. Vol.), and COMAR10.27.02.09, wherein the allegations of fact in the Charges would become findings of

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<sup>1</sup> The Board’s Charging Document consisted of a three-page letter and a six-page document entitled, “Charges Under the Maryland Nurse Practice Act.” The Board’s Charging Document is appended to this Order as Exhibit A and is incorporated by reference in its entirety.

fact, the disciplinary grounds that the Charges alleged to have been violated would become conclusions of law, and a disciplinary sanction and/or monetary penalty would be imposed.

The Board sent its Charges by regular and certified mail to the Respondent's last known addresses. The Board finds that the Charges were properly issued and that due and proper notice was given to the Respondent in accordance with § 8-317(c) of the Health Occupations Article and §§ 10-207 and 10-209(c) of the State Government Article.

The Respondent failed to submit a request for an evidentiary hearing within thirty (30) days from the date of the issuance of the Board's Charges. Thus, the Board finds that the Respondent has waived the right to an evidentiary hearing and that the Board is authorized to issue this final decision and order by default pursuant to the authority of § 8-317(e) of the Health Occupations Article and § 10-210(4) of the State Government Article.

### **FINDINGS OF FACT**

The Board adopts allegations of fact as set forth in the attached Charges as Findings of Fact.

### **CONCLUSIONS OF LAW**

Accordingly, the Board concludes that the Respondent has violated § 8-316(a) of the Health Occupations Article:

- (3) Is disciplined by a licensing, military or disciplinary authority in this State or in any other state or country or convicted or disciplined by a court in this state or any other state or country for an act that would be grounds for disciplinary action under the Board's disciplinary statutes, *to wit*:
  - (1) Fraudulently or deceptively obtains or attempts to obtain a license for the applicant or for another;
  - (25) Engages in conduct that violates the professional code of ethics; *to wit*,

COMAR 10.27.19.02

(B) A nurse may not, when acting in the capacity or identity of a licensed nurse:

(1) Knowingly participate in or condone dishonesty, fraud, deceit, or misrepresentation;

(30) Violates regulations adopted by the Board or an order from the Board; *to wit*,

COMAR 10.27.01.05

(B) An applicant for the licensed practical nurse licensure examination shall:

(1) Meet all requirements for a high school diploma or its equivalent and complete satisfactorily and meet all requirements for a diploma from:

(b) A licensed practical nursing education program in any other state, territory, or country determined by the Board to be substantially equivalent<sup>2</sup> to the licensed

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<sup>2</sup> COMAR 10.27.01.01 C. provides: "Substantially equivalent" means a registered nursing or licensed practical nursing education program that:

Contains theoretical learning experiences and related clinical learning experiences that include direct patient care within various settings consistent with program objectives, outcomes, or competencies conducted either concurrently with or after the theoretical learning experience; and Meets the curriculum requirement for Maryland schools of nursing at the time of the applicant's graduation, including, but not limited to:

- (a) The appropriate level of the graduate's intended scope of practice;
- (b) Didactic and clinical learning experiences that are diverse and consistent with program objectives, outcomes, or competencies;
- (c) Didactic and clinical instruction in nursing care of families and clients throughout the life span in a variety of care settings requiring nursing measures appropriate for:
  - (i) The maintenance or restoration of mental and physical health;
  - (ii) Preventive, rehabilitative, and curative aspects of health care;
  - (iii) Biophysical, psychosocial, cultural, and spiritual components of health and illness; and
  - (iv) Professional issues content; and
- (d) Didactic and clinical instructional content that includes, but is not limited to, the areas of:
  - (i) Medical and surgical nursing;
  - (ii) Maternal and child health;
  - (iii) Psychiatric nursing; and
  - (iv) Geriatric nursing;

practical nursing education programs approved in this State at the time of the applicant's graduation; and

- (28) When holding an expired license or a lapsed license or after a temporary license has expired in accordance with § 8-315(c) of this subtitle, commits any act that would be grounds for disciplinary action under this subsection[.]

The Board concludes that these violations of the Act fall within category C of the Board's sanctioning guidelines. *See* Code of Maryland Regulations ("COMAR") 10.27.26.07C. The range of potential sanctions under category C includes reprimand to revocation, and/or monetary penalty of \$1,000 to \$5,000. *Id.*

#### **ORDER**

Based upon the foregoing Findings of Fact and Conclusions of Law, it is hereby:

**ORDERED** that the license of the Respondent to practice as a licensed practical nurse in the State of Maryland, License Number LP53767, is hereby **PERMANENTLY REVOKED** beginning on the effective date of this Order; and it is further

**ORDERED** that the Respondent may apply for initial licensure as a licensed practical nurse after a minimum of one (1) year from the effective date of this Order has passed, provided that the Respondent produces evidence of completion of a licensed practical nursing education program that is either approved by the Board or that the Board finds to be substantially equivalent pursuant to section 8-302(c)(2)(ii) of the Health Occupations Article, Maryland Annotated Code, as well as meeting all other minimum qualifications to be issued an initial license to practice licensed practical nursing in the State of Maryland; and it is further

**MASSANGO, Enome (LP53767)**

**Default Final Decision and Order of Permanent Revocation of Licensed Practical Nurse License**

**ORDERED** that this Default Final Decision and Order is a **PUBLIC RECORD** under Md. Code Ann., Gen. Prov. §§ 4-101 *et seq.* (2019 Repl. Vol.).

3/10/2023  
Date

Karen E.B. Evans, MSN, RN-BC  
The Executive Director's Signature  
Appears on the Original Document

Maryland Board of Nursing

**NOTICE OF APPEAL RIGHTS**

Any person aggrieved by a final decision of the Board under § 8-316(a) of the Health Occupations Article may take a direct judicial appeal within thirty (30) days of the date this Order is mailed, as provided by § 8-318 of the Health Occupations Article, § 10-222 of the State Government Article, and Title 7, Chapter 200 of the Maryland Rules, including Md. Rule 7-203 ("Time for Filing Action").

DATE MAILED: \_\_\_\_\_



# Board of Nursing

Larry Hogan, Governor · Boyd K. Rutherford, Lt. Governor · Dennis R. Schrader, Secretary

September 22, 2022

VIA REGULAR AND CERTIFIED MAIL

RETURN RECEIPT REQUESTED

Addresses Redacted

**RE: NOTICE OF AGENCY ACTION-Charges under the Maryland Nurse Practice Act**  
**Re: Enome Johnson Massango, LP53767**

Dear Mr. Massango:

The Maryland State Board of Nursing (the "Board") is the state agency responsible for the regulation of the practice of nursing in the State of Maryland pursuant to the authority of the Maryland Nurse Practice Act, Md. Code Ann., Health Occupations ("Health Occ.") § 8-101 *et seq.* (2021 Repl. Vol.). Pursuant to § 8-316(a) and (b) of the Health Occupations Article, the Board may reprimand any licensee, place any licensee on probation, suspend or revoke the license of a licensee, and/or impose a monetary penalty if the Board finds that the licensee has violated any of the disciplinary grounds set forth in Health Occ. § 8-316(a)(1)-(36).

Based on the allegations of fact and violation(s) of the disciplinary ground(s) cited in the enclosed document entitled, "Charges Under the Maryland Nurse Practice Act" (hereinafter "Charges"), the Board is notifying you of its intent to take disciplinary action against your license, which may include reprimand, probation, suspension, revocation, and/or monetary penalty. This letter and the enclosed Charges constitute the notice of agency action that is required by § 10-207 of the Maryland Administrative Procedure Act, Md. Code Ann., State Government ("SG") § 10-101 *et seq.* (2021 Repl. Vol.).

Under § 8-317 of the Health Occupations Article, the Board is required to give you an opportunity for an evidentiary hearing before it may take any disciplinary action against your license.

**TO REQUEST A HEARING:**

If you wish to schedule a hearing, please submit a written request for hearing to the

4140 Patterson Avenue - Baltimore, Maryland 21215-2254  
Toll Free: 1 (888) 202 - 9861 • Phone: (410) 585 - 1900 • TTY/TDD: 1 (800) 735 - 2258  
Fax: (410) 358 - 3530  
[www.mbon.maryland.gov](http://www.mbon.maryland.gov)



**NOTICE OF AGENCY ACTION: Charges Under the Nurse Practice Act  
Enome Johnson Massango, LP53767**

**Board within 30 days of the date of this letter, by mail, fax or email, to:**

**Attn: Amber Havens Bernal  
Enforcement Division – Discipline Dept.  
Maryland Board of Nursing  
4140 Patterson Avenue  
Baltimore, Maryland 21215  
Fax: (410) 358-1499  
Email: [mbon.nursingdiscipline@maryland.gov](mailto:mbon.nursingdiscipline@maryland.gov)**

A Request for Hearing form has been enclosed for your convenience.

If you submit a written request for an evidentiary hearing, the Board will schedule a case resolution conference to provide an opportunity for a resolution of this case without proceeding to a formal evidentiary hearing. Your attendance at the case resolution conference is voluntary, and your decision not to attend the case resolution conference will not have any influence on subsequent proceedings in this case. If you choose not to attend the case resolution conference, the Board will schedule an evidentiary hearing on the merits of the Charges.

The Board will notify you in writing, at your last known address on record with the Board, of the date, time and location of the case resolution conference and evidentiary hearing. A copy of the Board's hearing procedures will be made available to you upon request. The hearing before the Board will be conducted in accordance with the Maryland Administrative Procedure Act, State Gov't § 10-201 *et. seq.*, § 8-317 of the Health Occupations Article, and regulations promulgated by the Board at Code of Maryland Regulations ("COMAR") Title 10, Subtitle 27, Chapter 02.

Pursuant to § 8-317 of the Health Occupations Article, and §§ 10-206.1 and 10-208 of the State Government Article, you have the right to be represented by an attorney, to subpoena evidence and witnesses, to present evidence, to cross-examine witnesses called against you, and to present summation and argument. Pursuant to §§ 8-316(a) and 8-317 of the Health Occupations Article, § 10-221 of the State Government Article, and COMAR 10.27.02.09, if, after a hearing, the Board finds that you violated any of the disciplinary ground(s) cited in the Charges, the Board may take disciplinary action against your license by issuing a **public** Final Decision and Order, which will include findings of fact, conclusions of law, and a disciplinary sanction against your license, which may include reprimand, probation, suspension, revocation and/or a monetary penalty.

Also, pursuant to § 10-208(b)(7) of the State Government Article, you may agree to the evidence and waive your right to appear at the hearing before the Board. However, if you waive your right to appear at the hearing or fail to appear at the hearing for any other reason, please be advised that pursuant to § 8-317(e) of the Health Occupations Article and § 10-210(4) of the State Government Article, the Board may hear and consider the State's evidence, decide the disposition of your case despite your absence, and issue a **public** Final Decision and Order, which will include findings of fact, conclusions of law, and, if necessary, a disciplinary sanction against your license, which may include reprimand, probation, suspension, revocation and/or a monetary penalty.

**NOTICE OF AGENCY ACTION: Charges Under the Nurse Practice Act  
Enome Johnson Massango, LP53767**

**IF YOU DO NOT REQUEST A HEARING:**

If you do not request a hearing in writing within 30 days of the date of this letter, you will have waived your opportunity for a hearing. Pursuant to the authority of § 8-316(a) and (b) of the Health Occupations Article, §§10-210(4) and 10-221 of the State Government Article, and COMAR 10.27.02.09, the Board may, in its discretion, issue a **public** Final Decision and Order by default, in which: (1) the allegations of fact in the Charges become findings of fact; (2) the section(s) of § 8-316(a) of the Health Occupations Article that the Board has alleged you violated in the Charges become conclusions of law; and (3) a disciplinary sanction is ordered against your license, which may include reprimand, probation, suspension, revocation and/or a monetary penalty.

Any decision made by the Board regarding the Charges could affect your license to practice as a licensed practical nurse in the State of Maryland. Any Final Decision and Order issued by the Board will be a **public document** and **cannot be expunged**. Therefore, you are strongly advised to retain and be represented by an attorney in any proceeding before the Board. To appear on your behalf, your attorney must be admitted to the Bar in Maryland or specifically admitted pursuant to Maryland Rule 19-217 which governs special admission of out-of-state attorneys *pro hac vice*.

If you or your attorney have any questions about this letter or the enclosed Charges, or you wish to see any other material in your Board file regarding this case, please contact the Administrative Prosecutor assigned to your case, Karen Malinowski, AAG, at [karen.malinowski@maryland.gov](mailto:karen.malinowski@maryland.gov) or at (410) 767-5727.

*Signature*

Karen E.B. Evans, MSN, RN-BC  
The Executive Director's Signature  
Appears on the Original Document

Encls.: Charges under the Maryland Nurse Practice Act  
Request for Hearing form

cc: Karen Malinowski, Assistant Attorney General Administrative Prosecutor



IN THE MATTER OF

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BEFORE THE MARYLAND

ENOME MASSANGO

\*

BOARD OF NURSING

LICENSE No. LP53767

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OAG CASE No. 22-BP-033

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**CHARGES UNDER THE MARYLAND NURSE PRACTICE ACT**

The Maryland Board of Nursing (the "Board") hereby charges the license of **ENOME MASSANGO**, (the "Respondent"), Licensed Practical Nurse License Number **LP53767**, pursuant to the Maryland Nurse Practice Act (the "Act"), Md. Code Ann., Health Occupations Article, ("Health Occ.") §§ 8-101 *et seq.* (2021 Repl. Vol.).

The pertinent provisions of the Act are as follows:

§ 8-316 (a) *In general.* – Subject to the hearing provisions of § 8-317 of this subtitle, the Board may...reprimand any licensee, place any licensee on probation, or suspend or revoke the license of a licensee if the... licensee:

(3) Is disciplined by a licensing, military or disciplinary authority in this State or on any other state or country or convicted or disciplined by a court in this state or any other state or country for any act that would be grounds for disciplinary action under the Board's disciplinary statutes; *to wit*:

(1) Fraudulently or deceptively obtains or attempts to obtain a license for the applicant or for another;

(25) Engages in conduct that violates the professional code of ethics; *to wit*,

Code of Maryland Regulations ("COMAR") 10.27.19.02

(B) A nurse may not, when acting in the capacity or identity of a licensed nurse:

(1) Knowingly participate in or condone dishonesty, fraud, deceit, or misrepresentation;

MASSANGO, Enome: LP53767 - CHARGES

- (30) Violates regulations adopted by the Board or an order from the Board; *to wit*,

COMAR 10.27.01.05

- B. An applicant for the licensed practical nurse licensure examination shall:

- (1) Meet all requirements for a high school diploma or its equivalent and complete satisfactorily and meet all requirements for a diploma from:

- (b) A licensed practical nursing education program in any other state, territory, or country determined by the Board to be substantially equivalent<sup>(1)</sup> to the licensed practical nursing education programs approved in this State at the time of the applicant's graduation[.]

- (28) When holding an expired license or a lapsed license or after a temporary license has expired in accordance with § 8-315(c) of this subtitle, commits any act that would be grounds for disciplinary action under this section[.]

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<sup>1</sup> COMAR 10.27.01.01(C) provides: "Substantially equivalent" means a registered nursing or licensed practical nursing education program that:

- (1) Contains theoretical learning experiences and related clinical learning experiences that include direct patient care within various settings consistent with program objectives, outcomes, or competencies conducted either concurrently with or after the theoretical learning experience; and
- (2) Meets the curriculum requirements for Maryland schools of nursing at the time of the applicant's graduation, including, but not limited to:
- (a) The appropriate level of the graduate's intended scope of practice;
  - (b) Didactic and clinical learning experiences that are diverse and consistent with program objectives, outcomes, or competencies;
  - (c) Didactic and clinical instruction in nursing care of families and clients throughout the life span in a variety of care settings requiring nursing measures appropriate for:
    - (i) The maintenance or restoration of mental and physical health;
    - (ii) Preventive, rehabilitative, and curative aspects of health care;
    - (iii) Biophysical, psychosocial, cultural, and spiritual components of health and illness; and
    - (iv) Professional issues content; and
  - (d) Didactic and clinical instructional content that includes, but is not limited to, the areas of:
    - (i) Medical and surgical nursing;
    - (ii) Maternal and child health;
    - (iii) Psychiatric nursing; and
    - (iv) Geriatric nursing.

ALLEGATIONS OF FACT<sup>2</sup>

The Board bases its charges on the following facts that the Board has cause to believe are true:

1. On January 3, 2018, the Respondent was issued a single-state license to practice as a Licensed Practical Nurse ("LPN"), in the State of Maryland. The Respondent's Maryland LPN license expired on January 28, 2019.

**Discipline By Iowa Board of Nursing**

2. On June 15, 2022, the Iowa Board of Nursing (the "Iowa Board") issued a Findings of Fact, Conclusions of Law, Decision and Order (the "Iowa Order") related to the Respondent's Iowa LPN and Registered Nursing ("RN") licenses.
3. The Iowa Order contained the following Findings of Fact:
  1. Respondent submitted an application for a licensed practical nurse ("LPN") by endorsement license with the Board on January 12, 2018. On that application, he reported he was licensed as an LPN in Maryland. Records show Respondent was originally licensed by exam in Maryland on January 3, 2018. He additionally reported he graduated attended [*sic*] a practical nursing education program at the [LPN School] in Woodbridge, Virginia from January 23, 2012 through May 17, 2013. In support of his application, Respondent submitted a copy of an [LPN School] transcript, which was signed by [Director] and dated on May 17, 2013.
  2. The Iowa Board granted Respondent's application for an LPN license and issued license and certificate P62019 to him on April 16, 2018. Said license is set to expire on September 15, 2023.
  3. Respondent submitted an application for registered nurse ("RN") by examination license to the Iowa Board on June 16, 2020. For that application, Respondent reported he graduated from [RN School] with an associate of science nursing degree on June 25, 2019. In support of his application, Respondent submitted a copy of a diploma from [RN School] dated June 25,

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<sup>2</sup> The statements regarding the Respondent's conduct identified herein are intended to provide the Respondent with reasonable notice of the asserted facts. They are not intended as, and do not necessarily represent, a complete description of the evidence, either documentary or testimonial, to be offered against the Respondent.

## MASSANGO, Enome: LP53767 - CHARGES

2019 and a copy of a [RN School] transcript dated the same date, showing attendance at the institution from March 1, 2018 through June 25, 2019.

4. Respondent successfully completed the National Council Licensure Examination for Registered Nurses in Iowa on June 15, 2021.
5. The Iowa Board granted Respondent's application for an RN license and issued license number 163981 on June 16, 2021. Said license is set to expire on September 15, 2023.
6. The National Council of State Boards of Nursing ("NCSBN") notified the Board on July 30, 2021 of an FBI investigation into nursing education programs that were suspected of selling fake diplomas and transcripts. The NCSBN ultimately identified several programs suspected of this scheme, including [LPN School] and [RN School].
7. Records show that [LPN School] was first opened with provisional approval by the state of Virginia on July 18, 2008. The Virginia Board of Nursing ultimately ordered [LPN School] to cease operations no later than June 30, 2013 for various violations of its provisional license to operate.
8. Records show the Florida Board of Nursing initially approved [RN School]'s nursing program on December 9, 2013. It subsequently terminated [RN School]'s nursing program on or about August 2019.
9. The United States Department of Justice ("DOJ") prosecuted a number of individuals, including [Director], for conspiring to produce and sell fraudulent nursing transcripts and diplomas. The DOJ alleged the conspirators, including [Director], sold transcripts from closed nursing programs to individuals with attendance and graduation dates backdated to such times when said institution was operational. Further, the DOJ identified several hallmarks of the conspiracy:
  - The cost of forged documents ranged between \$6,000 and \$18,000;
  - Licensure exam preparation and coaching was included in the cost of the documents;
  - The individuals purchasing said documents were encouraged to apply for licensure in states perceived to exercise a lower threshold of scrutiny, which included Maryland;
  - Significant time gaps existed between the purported date of completion of the program and application for licensure;
  - The individuals purchasing said documents took multiple attempts to pass the licensure exam.

## MASSANGO, Enome: LP53767 - CHARGES

10. Respondent was identified as one of multiple Iowa license-holders who may have participated in this scheme. Investigator ... made contact and interviewed Respondent regarding his educational and professional background. At that time, Respondent reported the following:
- He reported paying [LPN School] \$11,000 for his LPN program, which he stated included online coursework and a review course. Respondent denied receiving any clinical experience through the program. He believed the program was located in Maryland, but reported he resided in Nevada in 2012 through 2013. Respondent told [Investigator] he completed the LPN program in 2017, and had no explanation for the discrepancy between his reported dates of attendance and those shown on his [LPN School] transcripts.
  - He reported additionally paying \$16,000 for his RN education with [RN School], which he claimed included online courses and a one-day review course in Lauderhill, Florida. Respondent reported he attended the program in 2018 through 2019. He acknowledged he received no clinical training through the program.
  - He could not recall the names of any instructors or classmates for either programs. Respondent acknowledged he recognized [Director]. Respondent ultimately acknowledged paying [Director] to receive paperwork associated with [LPN School] and [RN School] as a "short cut" to completing his nursing education in order to take the exams for his LPN and RN license.
11. Respondent appeared before the Board on April 7, 2022. At that time, he reported he originally sought a nursing degree from [Community College] in Ottumwa, Iowa. According to Respondent's testimony, he attended the school from 2014 through 2016. He claimed he was kicked out [of] the program before graduating for failing his mental health course. Respondent submitted no transcripts or other documents from [Community College] to verify his claim. Respondent claimed he then transferred to a "school in Maryland" to complete his nursing education. At [the] hearing, he acknowledged his LPN educational program only consisted of a one-day review course. He claimed he attended his RN educational program through [RN School] via online coursework. However, upon questioning, Respondent acquiesced there was no coursework, testifying he "basically had to study on [his] own." Respondent reported he took the LPN licensing exam twice and the RN licensing exam four times before passing.
12. Respondent additionally testified he has worked as a traveling nurse and was currently working at the [Medical Facility in Colorado]. He failed to submit any documentation verifying his current employment status. Respondent asserted

**MASSANGO, Enome: LP53767 - CHARGES**

he is a good nurse, and wanted to maintain his license to practice the profession. Respondent stated he was willing to undergo extra training or education in order to maintain his license. The Iowa Board found that the Respondent "engaged in fraud in procuring his license to practice the profession when he submitted false educational records to the Board in support of his application for both his LPN and RN licenses.

4. The Iowa Board revoked the Respondent's Iowa RN and LPN licenses.

**NOTICE OF POSSIBLE SANCTIONS**

If the Board finds that there are grounds for action under Md. Code Ann., Health Occ. § 8-316 (a)(3) and/or (28), the Board may impose disciplinary sanctions against the Respondent's license, pursuant to COMAR 10.27.26, including reprimand, additional probation, stayed or active suspension, revocation and/or the imposition of a monetary penalty.

September 23, 2022  
Date

Karen E.B. Evans, MSN, RN-BC  
The Executive Director's Signature  
Appears on the Original Document

Maryland Board of Nursing