

CITY COMMISSION AGENDA MEMO
March 28, 2019

FROM: Jared Wasinger, Assistant to the City Manager

MEETING: April 2, 2019

SUBJECT: Consider First Reading of an Ordinance Establishing Licensing Requirements and Regulations for Massage Therapy Establishments and Massage Therapists

PRESENTER: Jared Wasinger, Assistant to the City Manager

BACKGROUND

Kansas is one of only two states that does not regulate massage therapy. According to the League of Kansas Municipalities, legislation to regulate and licensure the industry has been introduced in similar fashion since at least 2012. During the 2019 legislative session HB 2184 was introduced on behalf of the American Massage Therapy Association (and has been introduced in recent years in similar fashion). HB 2184 has not received a hearing this year and will likely have no action this Legislative Session.

The absence of licensing and regulation at the state level has led many cities in Kansas to see the attraction of illicit businesses, including human sex trafficking, as well as sexual assault and other crimes. This has led to several cities in Kansas enacting local ordinances to license massage therapy establishments and massage therapists.

In August 2018, Riley County Attorney Barry Wilkerson requested that the City Commission pursue adopting an ordinance similar to cities in Kansas (attached). The Riley County Police Department (RCPD) has concurred with Riley County Attorney Wilkerson concerning licensing massage therapy establishment and therapist to provide a safe environment for the general public and therapists, as well as combat illicit activity. Further, the City Commission directed City Administration to bring forth the issue as a discussion item in fall 2018.

City Administration gathered research from ordinances of other cities in Kansas that license massage therapy and created a general framework of ordinance provisions that could be considered, then had a public meeting with business owners and practitioners in the community on September 19, 2018, to gain feedback and comments from the group. Following the public meeting City Administration held a discussion item with the City Commission during their October 2, 2018, legislative meeting. During the discussion

item, there was concurrence from the City Commission to move forward with an ordinance to license massage therapy establishments and massage therapists. At the time, City Administration posed other specific questions related to fees, location of establishments, and patron registers for City Administration to address in a forthcoming ordinance, of which is in the Discussion section and in the ordinance being considered for first reading. During both the discussion item and during the public meeting, a majority of practitioners in attendance expressed support for licensure of some kind.

DISCUSSION

The draft ordinance under consideration has gone through multiple revisions based on input from City Administration, City Attorney's Office, Code Services Division, Customer Service Division, Riley County Police Department, Riley County Attorney, and feedback and input from practitioner. The original ordinance was primarily based on local ordinances from Olathe and Wichita, and proposed state legislation was also considered, but ultimately drafted to fit the needs of Manhattan and its practitioners. A public meeting with local practitioners was also conducted to review a draft ordinance on March 27, 2019. RCPD Director Butler and Assistant Director Moldrop, and Riley County Attorney Wilkerson were present to provide comments and feedback.

The major elements of the massage therapy ordinance as follows, with discussion bullet points to provide clarification:

Definition of massage therapy

- The definition used in the draft ordinance is identical to the language from the HB 2184 proposed during the 2019 legislative session and very similar to past proposals. Practitioners voiced no objections to this definition during public meetings.
- **Exemptions:** the ordinance includes multiple exemptions, including but not limited to, medical facilities, persons licensed in other fields under the Kansas Board of Healing Arts engaging or performing under the laws of their licensed practice, nurses, persons engaging in barbering or the practice of cosmetology under applicable state laws, and trainers working for athletic teams.

Licensing Massage Therapy Establishments

- **Length of licensure** is two years (with a biennial renewal). This remains unchanged from the previous recommendation during the October 2018 discussion item. Most cities in Kansas have an annual license, with the exception of Wichita. Practitioners voiced support for a biennial license as opposed to annual so fee requirements would be less overbearing. The biennial licensure is also in-line with other general City contractor licenses issued by Code Services.
- **Fees** required for establishments is \$200 for both the initial application and renewal. The fee is consistent with other cities in Kansas, which ranged from \$100-\$300 annually. Additionally, applicants will be required to pay the cost for a criminal background check. Currently, this fee is \$20. It is separated from the application

fee due to it being administered by a third party. In the event the background check fee changes, it would not require amending the City's ordinance.

- **Finger Printing** is currently excluded from the draft ordinance. While a handful of cities in Kansas require fingerprints for establishment and therapist applications, those cities have police departments within their city government who process these applications and background checks. While RCPD has voiced their support for requiring finger printing to further ensure full vetting of applicants, these applications will be processed by the Customer Service Division who does not process fingerprint applications for any other City licenses, and does not have the professional background to evaluate fingerprint results.
- The **application** will include general personal information of the licensee including past employment and photo identification, and business location information.
 - Each operator must be listed by the licensee on the application, including photo ID, and general personal information. Operators are defined at the beginning of the ordinance but generally include any person with 10% or greater financial interest in the establishment, or any person principally in charge of the establishment. While operators are not subject to the background check, operators must state under oath on the application that they have not had a license revoked or suspended in the last 10 years, they are not a registered sex offender, and in the past five years have not been convicted of a felony or any crime involving moral turpitude.
- **Issuance.** The proposed ordinance lists a set of criteria that would cause the City Clerk to not issue a license. These include, but are not limited to, being under 18 years of age, being a registered sex offender, being convicted of a felony or any crime of moral turpitude (as defined in the ordinance) in the past five years. This provision related to applicable felonies and definition of moral turpitude was reviewed and supported by RCPD and the Riley County Attorney in determining what crimes should be included that would prevent someone from getting a license.
 - If the Commission desires certain offenses such as those related to possession, sale or distribution of any illegal drug or controlled substance (which is currently listed in the ordinance) can be altered or removed prior to second reading, as some Commissioners voiced such opinion during the discussion item.
- **Operational Regulations.** The ordinance lists several operation regulations for establishments. Many were vetted during the public meetings with practitioners with no objections, such as hours of operation (between 6am-midnight), having an operator on premise at all times, complying with all Code and Zoning requirements, no alcohol, and covering of the patron's private parts during a massage. Other provisions were debated further and either included, excluded or altered in the draft ordinance being considered for first reading:
 - **Doors remaining unlocked during business hours.** Such a provision was included in the previous draft (and was common throughout other local ordinances in Kansas) to ensure access to those allowed through right-of-entry to inspect establishments, as well as to deter illicit activity. Many practitioners during the public meetings sited some establishments are

accessory establishments within other commercial building and they do not have control over main entries. Furthermore, multiple practitioners practice alone and have appointments in the event and feel safer when the main entry door is locked in order to protect the patient and therapist. RCPD was comfortable with amending this provision to allow establishments to be locked during business hours if operators are able to provide reasonable and timely access to the establishment upon request from a RCPD employee or Code official.

- **Attire.** During the initial public meeting and discussion item various examples of how employee/therapist attire was regulated and worded was brought into question, and practitioners expressed clarity on such provisions. The provision in the draft ordinance requires clothing that covers the person's chest, buttocks and genital areas, and is not transparent.
- **Contact.** A previous draft ordinance prohibited any contact with a patron's pubic region, genitals, perineum, anal region, and/or the female breast. During public meetings, a majority of practitioners voiced support for removing the language related to the female breast. Many cited examples of working with patrons who have had past surgeries, cancer or other pain in female breast region and therapy in that area is not an uncommon practice. RCPD, the Riley County Attorney and City Staff were comfortable with removing that portion and it is not included in the ordinance under consideration.
- **Table Showers.** The majority of other cities in Kansas prohibit table showers, which is defined as a patron being washed by the massage therapist. Many practitioners noted some form of washing a patron is common practice in massage therapy, through salt scrubs or the cleanup of oils for example. Practitioners felt table showers is a term that is outdated language that didn't match common practice that occurs today. Further, there are already provisions within the same section related to prohibiting contact or provision of contact that arouses, provides sexual gratification, and prohibits contact in private areas of the body. RCPD, the Riley County Attorney and City Staff were comfortable with removing that provision and it is not included in the ordinance under consideration.
- **Massage therapy establishments as home occupations.** A previous draft of the ordinance grandfathered current practitioners with home-based establishments. During the initial discussion, multiple massage therapists cited operating their practice out of their home. RCPD and Riley County Attorney Wilkerson recommended not allowing "in-home establishment" citing situations involving assault that have occurred in the past or would be likely to occur. During the discussion item, a majority of the Commission expressed support for grandfathering existing in-home establishments. During the public meeting on March 27th, practitioners voiced opposition to the grandfathering provision, as it would prohibit current massage therapists who are meeting all necessary requirements currently from downsizing a practice in the future. Based on those discussion, RCPD and the Riley County Attorney were comfortable with removing the grandfathering provision. It was also noted there would be a benefit to list all

licensed establishments on the City's website for the public to see, which is a current practice the City does with all other license, and will do with this license as well. The draft ordinance under consideration removes the grandfathering provision, and allows all current and future in-home establishments that meet applicable Code and Zoning Regulations.

Licensing Massage Therapists

- **Length of licensure** is two years (with a biennial renewal). This remains unchanged from the previous recommendation during the October 2018 discussion item. Most cities in Kansas have an annual license for therapists, with the exception of Wichita and Lawrence.
- **Fees** required for establishments is \$75 for both the initial application and renewal. Additionally, applicants will be required to pay the cost for a criminal background check. The fee is consistent with other cities in Kansas, which ranged from \$25-\$125 annually. HB 2184 proposed an annual license fee of \$80 plus costs for a background check. This fee is also similar to other occupations licensed annually by the Kansas Board of Healing Arts (\$80 Athletic Trainers, \$80 for Occupational Therapists, \$80 Physical Therapists, and \$300 for Chiropractors).
 - **Finger printing** comments noted above would apply similarly to therapists.
- The **application** will include general personal information of the licensee including past employment and photo identification, must state under oath on the application that they have had a license revoked or suspended in the last 10 years.
- **Issuance.** The proposed ordinance lists a set of criteria that would cause the City Clerk to not issue a license, and is nearly identical to the criteria to establishments, related to age, being a registered sex offender, committing a felony or crimes of moral turpitude.
 - **Educational Requirements.** The ordinance requires compliance of certain educational requirements. Therapists must meet one or more of the following requirements: 1) passage of the Massage and Bodywork Licensure exam (MBLEx); 2) passage of the National Certificate of Therapeutic massage and Bodywork exam (NCTMB) prior to February 1, 2015 (this is due the NCTMB being no longer offered, but still recognized throughout the profession, as of 2015); 3) an official transcript showing completing of 500 hours within a recognized massage therapy school; or 4) Proof of 150 credit hours of education in a massage therapy program from an accredited institution or massage therapist school, at least 12 hours of continuing education units in the last five years, and membership in a nationally recognized massage therapy association. Provision (4) is included because the educational system of massage therapy, and many practitioners who have been in the profession for a long time started before school was more predominately offered and accessible.
 - There are a small handful of practitioners who voiced concern that, while they have been practicing in the community for a long time, they still may not meet the educational requirements. A second provision is offered for applicants within 60 days of the effective

date of the ordinance (August 1, 2019) to state through sworn affidavit they have actively practiced massage therapy continuously for the past five years, as well as provide through sworn affidavit from another licensed massage therapist that they have been actively practicing for the past five years, as well as provide some proof of practice, such as tax returns, etc.

- **Continuing Education Requirements.** The draft ordinance under consideration requires therapist upon each renewal of their biennial license to provide proof of 12 hours of continuing education in massage therapy through an accredited institution, massage therapist school, or a nationally recognized massage therapy association. A majority of practitioners voiced support of this provision to ensure practicing therapists were keeping up trends and practices in the profession, and this provision was common in other local ordinances from other cities in Kansas. Furthermore, the continuing education requirement is also common to other occupations licensed by the Kansas Board of Healing Arts (20 hours annually for Athletic Trainers, 40 hours biennial for Occupational Therapists, 40 hours biennial for Physical Therapists, and 50 hours annually for Chiropractors).
- **Massage Therapist Regulations.** There are multiple massage therapist regulations that mirror the regulations required of establishments, including hours of operation (between 6am-midnight), no alcohol, and covering of the patron's private parts during a massage, contact, and attire.
 - **Age of patrons.** Multiple ordinances throughout Kansas included various provisions related to age and parental consent. The draft ordinance under consideration requires parental or legal guardian consent for patrons aged 17 and 16. Patrons 15 years of age or younger require parental or legal guardian present at the massage therapy establishment or location the massage is provided. This provision was accepted among practitioners, RCPD, Riley County Attorney, and staff.

Daily Register requirements for Establishments and Therapists

- Operational regulations required of establishments and therapists include maintaining a daily register of patrons and therapists. This provisions is required in all local ordinances in Kansas that city staff researched.
 - Massage therapy establishments are required to maintain two daily registers and be kept on premises for one year: one of each massage therapists that operates on the premises (name, residential address, telephone number, and copy of their City-issued license; and another register of each patron's appointment time and therapist (the patron's name, time, residential address, telephone number, and in the event of a minor, parental/guardian authorization).
 - Massage therapists must keep register of each patron's appointment time and therapist (the patron's name, time, residential address, telephone number, and in the event of a minor, parental/guardian authorization).

- The ordinance under consideration also maintains that registers of both therapists and establishments must be open to inspection during business hours by an employee of RCPD. This provision is included for law enforcement in the event of a complaint from a patron or therapist involved violation of this ordinance or other laws.
- Of the practitioners that have expressed concern with this provision throughout public meetings, the primary concern is not with maintaining the register, but access to inspection. A previous draft of the ordinance also included a right to inspection from Code officials, however, that provision has been removed. During inspections of establishments as Code officials will inspect to ensure all provisions of the ordinance are being followed and the establishment meets applicable Code requirements. During inspections, Code officials will require the licensee to affirm if and where registers are being maintained, but will not have authority to inspect the register itself.
 - Other practitioners have voiced concern if inspection by an RCPD employee is prohibited under HIPAA (the Health Insurance Portability and Accountability Act of 1996, which is US legislation that provides data privacy and security provisions for safeguarding medical information). However, to date, no practitioner has provided a legal opinion of how this provision violates HIPAA, and why it doesn't fall within a HIPAA release exception. There are multiple exceptions to HIPAA as it relates to law enforcement and safety. Furthermore, RCPD maintains through its only policy, proceeds and state and federal regulations that any inspection involving a daily register would remain confidential. According to RCPD Administration, these inspections “would be covered under Kansas Open Records Act (KORA) regulations and could be considered evidence and would therefore be considered privileged information and would not be released to the public. If not evidence, it would be considered a criminal investigation record and would also be mandatorily closed to the public unless a court ruled that it be opened (KSA 45-221).”

City Administration believes after multiple public meetings with practitioners and conversations with RCPD, Riley County Attorney, Code Services and Customer Services staff and the City Commission, this ordinance meets the needs and desires of the public, the governing body and massage therapists and establishments.

FINANCING

The estimated fiscal impact to the City is minimal. Currently the City does not have a license and fee for massage business or massage therapists. It is anticipated that the licensing fees charged would offset staffing costs of processing applications, verifying information, licensing the establishments and therapists, and inspecting establishments. It is estimated there are in the range of 30-35 massage therapy establishments within city limits and likely double that amount or more of massage therapists. City Administration is not proposing adding any staff for administration of this ordinance.

ALTERNATIVES

It appears the Commission has the following alternative concerning the issue at hand. The Commission may:

1. Approve first reading of an ordinance adding Article III to Chapter 19 of the Code of Ordinances establishing licensing requirements and regulations for massage therapy establishments and massage therapists.
2. Deny the recommended Ordinance.
3. Modify to meet the needs of the Commission.
4. Table the request.

RECOMMENDATION

City Administration recommends the City Commission approve first reading of an ordinance adding Article III to Chapter 19 of the Code of Ordinances establishing licensing requirements and regulations for massage therapy establishments and massage therapists.

POSSIBLE MOTION

Approve first reading of an ordinance adding Article III to Chapter 19 of the Code of Ordinances establishing licensing requirements and regulations for massage therapy establishments and massage therapists.

Enclosure:

1. Draft Ordinance
2. Letter from Riley County Attorney Barry Wilkerson on Massage Therapy
3. Ordinance Requirements from Other Cities in Kansas

ORDINANCE NO. _____

AN ORDINANCE ADDING NEW ARTICLE III TO CHAPTER 19 OF THE CODE OF ORDINANCES OF THE CITY OF MANHATTAN, KANSAS; ESTABLISHING LICENSING REQUIREMENTS AND REGULATIONS FOR MASSAGE THERAPY ESTABLISHMENTS AND MASSAGE THERAPISTS.

WHEREAS, the State of Kansas does not license nor regulate massage therapy establishments or massage therapists; and,

WHEREAS, the City Commission finds that the absence of such licensing and regulation may attract illicit businesses, including human sex trafficking, or may increase the likelihood of sexual assault and other crimes; and,

WHEREAS, the City Commission finds that regulation of the health and sanitation of massage therapy establishments and massage therapists helps protect the operators, massage therapists and the public; and,

WHEREAS, the City desires to license and regulate massage therapy establishments and massage therapists within City limits to reduce the potential for crime and to protect the public health, safety and welfare.

NOW THEREFORE, BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF MANHATTAN, KANSAS:

Section 1: That Chapter 19 of the Code of Ordinances of the City of Manhattan, Kansas, is hereby amended by adding new Article III, which shall be titled and read as follows:

ARTICLE III. Massage Therapy Licenses

Section 2: That Chapter 19 of the Code of Ordinances of the City of Manhattan, Kansas, is hereby amended by adding new Division 1 to Article III, which shall be titled and read as follows:

Division 1. Generally.

Sec. 19-61. Definitions.

Accredited Institution shall mean a post-secondary institution that is accredited by one of the regional agencies of the higher learning commission or an institution recognized by the Kansas Board of Regents to provide vocational, technical or post-secondary education in the state.

Convicted or conviction shall mean being found guilty or entering into a diversion agreement or deferred judgment agreement.

Crimes involving moral turpitude includes charges of sale of sexual relations, prostitution, buying sexual relations, patronizing a prostitute, human trafficking,

promoting prostitution, aggravated human trafficking, sodomy, soliciting for immoral purposes, public nudity, lewd and lascivious behavior, sexual battery, loitering for the purposes of solicitation, commercial sexual exploitation of a minor, indecent liberties with a child, incest, adultery, bigamy, promoting obscenity, promoting obscenity to minors, displaying material harmful to minors, any crime set forth in Article 55 of Chapter 21 of the Kansas Statutes Annotated; possession, sale or distribution of any illegal drug or controlled substance or any other offenses similar to those listed herein that are contrary to the laws of any city, state or of the United States.

Duly authorized athletic team shall mean any semi-professional or professional athletic team, or any athletic team organized by and associated with any elementary, middle or high school; any secondary educational institution or accredited post-secondary educational institution.

Employee shall mean any person, other than a massage therapist, who renders any service for or on behalf of a licensee under this article and/or who receives compensation from the licensee or a patron.

Massage therapist shall mean any person who, for any consideration whatsoever, engages in massage therapy.

Massage therapy shall mean a service involving the external manipulation or pressure of soft tissue for therapeutic purposes. It is the application of a system of structured touch, pressure, movement and holding of the soft tissue of the human body in which the primary intent is to relieve pain, improve circulation, relieve stress, increase relaxation and enhance or restore the health and well-being of the client. The practice of massage therapy includes complementary methods, including the external application of water, heat, cold, lubrication, salt scrubs, body wraps or other topical preparations; and electromechanical devices that mimic or enhance the actions possible by the hands.

Massage therapy establishment shall mean any establishment where any person engages in massage therapy for any compensation whatsoever.

Massage therapist school shall mean an approved massage therapy education program that meets the criteria established in this chapter, and any amendments thereto, and is both authorized in the jurisdiction in which it is located and that reflects a curriculum acceptable to an accrediting body recognized by the United States Department of Education. Education received outside of the United States must be substantially equivalent to the criteria of this chapter and must be recognized by the jurisdiction in which it is located.

Off-site massage therapy shall mean massage therapy that is provided, for any consideration whatsoever, by a massage therapist upon any business or residential

premises provided by the patron, other than upon the premises of a massage therapy establishment or upon the massage therapist's residential premises.

Operator shall mean the following persons:

- (a) A massage therapy establishment licensee;
- (b) Any person with a financial interest in the partnership, corporation, limited liability company or other type of organization that owns or operates the massage therapy establishment license, if such person who has more than a ten percent interest in such entity; or
- (c) Any person whom the licensee designates on the massage therapy establishment license as a person who may be principally in charge of a massage therapy establishment at any given time, including but not limited to a manager.

Patron shall mean any person who utilizes or receives the services of any massage therapist and/or massage therapy establishment under such circumstances that it is reasonably expected he or she will pay money or give any other consideration therefor.

Sec. 19-62. Exceptions.

The provisions of this article shall not apply to the following:

- (a) Any medical care facility as defined and licensed under the laws of this state applicable to such medical care facility or persons employed thereby, while engaged in their usual duties for such medical care facility;
- (b) Any adult care home as defined and licensed under the laws of this state applicable to such adult care home or persons employed thereby, while engaged in their usual duties for such adult care home;
- (c) A business solely utilizing mechanized or electric massage chairs or tables which does not otherwise offer or provide personal massage therapy services any person and which does not otherwise employ massage therapists;
- (d) Persons holding an unrevoked license or certificate issued by the Kansas board of healing arts to practice any of the healing arts under the laws of the state while such persons are engaged in their licensed practice; and all persons working under the supervision and control of such licensed persons while engaged in their licensed practice;
- (e) Persons holding an unrevoked license or certificate issued by the Kansas board of nursing to practice nursing under the laws of the state while such persons are engaged in their licensed practice; and all persons working under the supervision and control of such licensed persons while engaged in their licensed practice;
- (f) Any person engaged in barbering or in the practice of cosmetology or apprentice while carrying out their particular profession or business and holding a valid, unrevoked license or certificate of registration issued

under the laws of this state applicable to such barbering or cosmetology practice;

- (g) Any person providing massage therapy to a person related to them by blood or marriage when there is no consideration for such massage therapy; or
- (h) A trainer of any duly constituted athletic team while in the normal course of his or her duties.

Provided that, if any of the persons described in subsections (d) through (h) provide any massage therapy services other than as described in subsections (d) through (h), within a licensed massage therapy establishment or through off-site massage therapy, such person shall be required to obtain a massage therapist license prior to providing such services.

Sec. 19-63. Authority to promulgate rules and regulations.

The city clerk shall have the power to make and enforce reasonable rules and regulations not in conflict with, but to carry out, the intent of this article.

Sec. 19-64. Transfer or assignment of licenses.

No massage therapy establishment license or massage therapist license is transferable or assignable, and such authority as a license confers shall be conferred only on the licensee and/or the location named therein. If a massage therapy establishment or the business entity that holds the license of such a business changes either the name of the business entity or the name under which the entity is doing business ("dba" name), the existing license shall not be transferred and a new license shall be required to continue to conduct a massage therapy establishment.

Sec. 19-65. Revocation or suspension of any license.

- (a) The city clerk may revoke or suspend any license issued pursuant to this article, for any of the following reasons:
 - (1) After license issuance, any licensee or operator does not qualify with any qualifications requirement;
 - (2) A licensee or operator violates, or allows or permits the violation, of any license condition, or of any other provision of this article;
 - (3) A massage therapy establishment licensee violates, or allows or permits the violation, of this article or the city's building codes or zoning regulations upon the massage therapy establishment premises;
 - (4) A licensee or operator of a massage therapy establishment refuses to permit or allow an inspection as required by a massage therapy license; or,
 - (5) Within the preceding two years, there have been two or more violations of this article, applicable law or any city code relating to the massage therapist or the massage therapy establishment, that have occurred under such circumstances that an operator of the massage

therapy establishment or a licensee knew or should have known that such violations were committed.

- (b) The city clerk shall provide written notice to the licensee of any license denial or license change by stating the basis of such action. The city clerk shall provide written notice of revocation or suspension to the licensee at least five (5) days prior to the effective date of such action by stating the basis of such action. The notice shall state the effective date of the revocation or suspension of the license; in the case of a suspension, the notice shall state the length of the suspension, not to exceed thirty (30) days. Any notice required by this subsection shall further state that the licensee has the right to appeal the action pursuant to this article.

Sec. 19-66. Appeal.

An applicant or licensee may appeal any license denial, revocation or suspension by filing a written appeal stating the basis of such appeal with the city manager within ten (10) days of the city clerk's decision. The city manager shall hold a hearing on the appeal within ten (10) days of receiving such appeal, and shall consider evidence provided by the city clerk and the appellant. The city manager's decision shall be final. An appeal of the city manager's decision to the district court, pursuant to state law, shall not stay the denial, suspension or revocation of the license, nor any other final decision of the city manager.

Secs. 19-67—19-70. Reserved.

Section 3: That Chapter 19 of the Code of Ordinances of the City of Manhattan, Kansas, is hereby amended by adding new Division 2 to Article III, which shall be titled and read as follows:

Division 2. Massage Therapy Establishments.

Sec. 19-71. Massage therapy establishment license required; term; licensee responsibility.

- (a) It shall be unlawful for any person to operate a massage therapy establishment that does not have a valid massage therapy establishment license issued by the City.
- (b) A massage therapy establishment license is valid for a period of two (2) years from the date of issuance, unless it is terminated earlier pursuant to this article.
- (c) A massage therapy establishment licensee shall, at all times, be responsible for the conduct of business on the licensed massage therapy establishment premises, and for any act or conduct of an operator, massage therapist or employee, which constitutes a violation of the provisions of this article. Any violation of the city, state or federal laws committed on the licensed premises by any licensee, operator, massage therapist or employee affecting the eligibility or suitability of the licensee to hold a license, may be grounds for license suspension or revocation.

Sec. 19-72. Application for massage therapy establishment license; fee; issuance.

- (a) The application for a massage therapy establishment license shall be submitted on the form provided by the city. An application shall not be considered complete until all the information has been provided on the city's forms and the application and criminal background investigation fees have been paid to the city.
- (b) The application fee for a massage therapy establishment license shall be two hundred dollars (\$200). The applicant shall also pay to the city the cost of the city's criminal background investigation. The criminal background investigation fee shall be waived if the city has conducted a criminal background investigation on the applicant for a license issued pursuant to this article within the past thirty (30) calendar days. The fees are non-refundable.
- (c) The application shall include the following information for each operator of the massage therapy establishment:
 - (1) Evidence that each operator is at least eighteen (18) years old by providing a copy of a current state- or federal-issued form of photo identification;
 - (2) Each operator's name, current residential address and phone number;
 - (3) A statement made under oath, signed by each operator, as to whether the operator has had a massage therapy establishment license or massage therapist license denied, suspended or revoked, or has surrendered such a license in lieu thereof, in the city or in any other state or city within the preceding ten (10) years; and,
 - (4) A statement made under oath, signed by each operator, as to whether the operator is a registered sex offender or has, in the past five years immediately preceding the date of application, been convicted of any felony or any crime involving moral turpitude.
- (d) The application shall include the following information for the license applicant:
 - (1) Information and authorization necessary to perform a criminal background investigation on the applicant, on a separate form provided by the city; and,
 - (2) Business, occupation, or employment of the applicant for the three (3) years immediately preceding the date of application.
- (e) The application shall include the following information for the proposed massage therapy establishment:
 - (1) The address and location of the establishment;
 - (2) The business hours that the massage therapy establishment will be open to the public;
 - (3) The exact nature of services to be offered or provided within the massage therapy establishment;
 - (4) The "dba" or proposed name of the massage therapy establishment; and
 - (5) If the applicant does not own the proposed massage therapy establishment premises, the applicant shall provide evidence of

applicant's ability to secure a lease for the proposed massage therapy establishment and contact information for the landlord.

- (f) If a license is issued upon the application, the licensee must provide any changes to the information on the application at least fourteen (14) days prior to the effective date of the change. The city clerk shall review the change in information for compliance with this article and notify the licensee whether the change is approved or denied.

Sec. 19-73. Issuance of Massage Therapy Establishment License.

Upon receiving a complete license application, and following the completion of the applicant's criminal background investigation by the city and building official's inspections, the city clerk shall issue a license for a massage therapy establishment if the license application and the location meet the requirements of this article. Provided that, the city clerk shall not issue a license for a massage therapy establishment if any of the following conditions exist:

- (a) The applicant or any operator of the establishment:
 - (1) Is younger than eighteen (18) years of age;
 - (2) Is a registered sex offender;
 - (3) Has, within the past five years immediately preceding the date of application, been convicted of any felony or any crime involving moral turpitude;
 - (4) Made any false, misleading, or fraudulent statement of fact in the license application or in any document required by the city in conjunction therewith; or,
 - (5) Has had a massage therapy establishment or massage therapist license or permit denied, revoked or suspended, or has voluntarily surrendered such permit or license in lieu of revocation or suspension, by the city or by any other state or local jurisdiction, within ten (10) years prior to the date of application.
- (b) The massage therapy establishment location or premises:
 - (1) Does not comply with all applicable laws, including but not limited to the, city's building codes and zoning regulations; or
 - (2) Is a home-occupation that does not meet the requirements of this article.

Sec. 19-74. Inspections, Immediate Right of Entry.

- (a) Prior to the approval of a massage therapy establishment application, the building official shall conduct an inspection of the final establishment set-up to determine compliance with the following:
 - (1) The requirements of this article, as applicable to the premises; and,
 - (2) The city's building codes and zoning regulations.

The massage therapy establishment license shall not be approved, and the establishment shall not conduct business at the premises, until and unless the

establishment has successfully completed all required inspections within ninety (90) days of submitting the license application.

If, within 90 days of the date the application is submitted, the inspections are not completed, or the premises fails to meet the inspection requirements set forth in subsections (a)(1) and (a)(2), the license application shall be denied.

- (b) It shall be a condition of the issuance of each massage therapy establishment license that a city code official or any employee of the Riley County Police Department shall have the right of immediate entry and inspection, during business hours, of the building containing the massage therapy establishment, to inspect for compliance with this article. The application for and acceptance of a massage therapy establishment license shall conclusively be consent of the applicant and licensee or operator to immediate entry and inspection of the licensed premises. Such consent shall not be revocable during the term of the license. A licensee or operator's refusal to or failure to allow entry or to hinder the inspection shall be grounds for license suspension or revocation.

Sec. 19-75. Massage therapy establishment operational regulations.

The massage therapy establishment shall comply with the following operational regulations:

- (a) Any person providing massage therapy within a massage therapy establishment must have a valid city-issued massage therapist license.
- (b) An operator must be on the premises and supervise the massage therapy establishment at all times during business hours. In the case of an in-home massage therapy establishment approved pursuant to this article, the licensee and any operator must reside in the dwelling unit in compliance with the zoning regulations.
- (c) The massage therapy establishment shall only operate during the business hours established on the massage therapy establishment license. In no case shall a massage therapy establishment be open or operate between the hours of midnight and 6:00 a.m.
- (d) An operator, employee, or independent contractor of a massage therapy establishment shall not possess nor consume alcoholic liquor or cereal malt beverage upon the massage therapy establishment premises.
- (e) A patron shall not possess or consume, or be permitted to possess or consume, alcoholic liquor or cereal malt beverage upon the massage therapy establishment premises. Provided that, if the massage therapy establishment premises is accessory to a different primary commercial use, including but not limited to a health or fitness club, spa, or salon, a patron shall not be permitted to consume nor possess alcohol in the portion of the premises where massage therapy occurs. As used in this subsection, "that portion" shall mean physical, visual and audible separation by permanently installed walls and doors between the area where massage therapy occurs and the area where

alcoholic beverages or cereal malt beverages are possessed, sold or consumed.

- (f) Each operator, employee and independent contractor at a massage therapy establishment shall wear clean clothing that covers the person's chest, buttocks and genital areas. Such clothing shall not be transparent or diaphanous.
- (g) A patron's pubic region, genitals, perineum, anal region, and/or the female breast must be covered at all times by opaque towels, sheets, cloths or undergarments when in presence of an operator, massage therapist or employee.
- (h) Any contact by an operator, employee or independent contractor with a patron's pubic region, genitals, perineum, and/or anal region is prohibited.
- (i) Patrons shall be provided clean, laundered sheets and towels. Such items shall be laundered after each use and stored in a sanitary manner.
- (j) Wet and dry heat rooms, showers, and other bathing compartments, and toilet rooms must be thoroughly cleaned and sanitized each day the massage therapy establishment is in operation. Bathtubs or individual soaking areas must be thoroughly cleaned and sanitized after each use.
- (k) Each massage therapy establishment shall keep and maintain on the premises a current register of all massage therapists who operate on the premises. The register shall include each massage therapist's name, residential address, telephone number, a copy of the massage therapist's city-issued license and a copy of government-issued photo identification. Such register shall be open to inspection during business hours by any employee of the Riley County Police Department.
- (l) Each massage therapy establishment shall keep and maintain on the premises a daily register of each patron's appointment time and massage therapist provider. The register shall include each patron's name, residential address, telephone number, and for a minor patron, parental or legal guardian authorization. Such register shall be open to inspection during business hours by any employee of the Riley County Police Department, and must be kept on the premises for one year from the date of each daily register.
- (m) An operator, employee or independent contractor shall not place, publish, or distribute, or cause to be placed, published or distributed, any advertisement offering or suggesting the availability of any service which is either prohibited or not authorized by the license or under this article.
- (n) No person shall reside, inhabit or otherwise sleep overnight at a massage therapy establishment. Provided that, if the establishment is located in the massage therapist's residence, in compliance with this article, no person shall be permitted to reside, inhabit or otherwise sleep overnight in that portion of the residence that is devoted to the practice of massage therapy.
- (o) No operator, employee or independent contractor shall permit the provision of, offer to provide, or provide any service with the intent to arouse or gratify the sexual desires of any person.

- (p) The massage therapy establishment license issued under the provision of this article must be displayed at all times in an open and conspicuous place in the massage therapy establishment.

Sec. 19-76. Massage therapy establishments as home occupation.

It shall be unlawful to establish a massage therapy establishment within a residential building unless the massage therapy establishment meets all of the following requirements:

- (a) The licensed massage therapist occupies the dwelling unit either as an owner or a tenant with a written lease;
- (b) The massage therapy establishment complies, upon application and during the license term, with the regulations related to home occupations in the zoning regulations and other adopted city codes;
- (c) The massage therapy establishment does not employ any person, unless they reside in the dwelling unit, as required by the zoning regulations; and,
- (d) The massage therapy establishment complies, upon application and during the license term, with the requirements of this article.

Secs. 19-77—19-80. Reserved.

Section 4: That Chapter 19 of the Code of Ordinances of the City of Manhattan, Kansas, is hereby amended by adding new Division 3 to Article III, which shall be titled and read as follows:

Division 3. Massage Therapists.

Sec. 19-81. Massage Therapist License Required.

- (a) It shall be unlawful for a person to provide off-site massage therapy, or to provide massage therapy at a massage therapy establishment, unless such person has a valid massage therapist's license issued by the city. Provided, however, a massage therapist license is not required for a student enrolled in a massage therapy program at an accredited institution during the time such student is completing a clinical requirement for graduation and is practicing massage therapy while under the direct supervision of a massage therapist who holds a valid license under this article. Direct supervision requires the presence of the city-licensed massage therapist to be on the same premises as the student providing massage therapy services.
- (b) A massage therapist license is valid for a period of two (2) years from the date of issuance, unless it is terminated earlier pursuant to this article.

Sec. 19-82. Application for massage therapist license.

- (a) The application for a massage therapist license shall be submitted on the form provided by the city. An application shall not be considered complete until all the information has been provided on the city's forms and the application and criminal background check fees have been paid to the city.

- (b) The application fee for a massage therapist license shall be seventy five dollars (\$75). The applicant shall also pay to the city the cost of the city's criminal background investigation. The criminal background investigation fee shall be waived if the city has conducted a criminal background investigation on the applicant for a license issued pursuant to this article within the past thirty (30) days. The fees are non-refundable.
- (c) The application for a massage therapist license shall set forth the exact nature of the services to be provided, including whether the massage therapist will provide off-site massage therapy and the name and address of each massage therapy establishment within the city limits at which the massage therapist will provide massage therapy services.
- (d) The application shall include the following information for the applicant massage therapist:
 - (1) Name, residential address and telephone number;
 - (2) Evidence that the applicant is at least eighteen (18) years old by providing a copy of a current state- or federal-issued form of photo identification;
 - (3) Business, occupation, or employment of the applicant for the three (3) years immediately preceding the date of application;
 - (4) A statement made under oath as to whether the applicant has had a massage therapy establishment license or massage therapist license denied, suspended or revoked, or has surrendered such a license in lieu thereof, in the city or in any other state or city within the preceding ten (10) years; and
 - (5) Information and authorization necessary to perform a criminal background investigation on the applicant, on a separate form provided by the city.
- (e) If a license is issued upon the application, the licensee must provide any changes to the information on the application at least fourteen (14) days prior to the effective date of the change. The city clerk shall review the change in information for compliance with this article and notify the licensee whether the change is approved or denied.

Sec. 19-83. Educational and Practical Requirements for Massage Therapists.

Any person who engages or intends to engage in massage therapy for any consideration whatsoever must provide, for a license application other than a renewal application, proof of compliance with the educational requirements or, if the license application is submitted within sixty (60) days of the effective date of this ordinance, proof of compliance with the substitute practical requirements, as follows:

- (a) Compliance with educational requirements, evidenced with one or more of the following documents:

- (1) Proof the applicant has sat for and passed the Massage and Bodywork Licensure exam of the Federation of State Massage Therapy Boards (MBLEx); or
 - (2) Proof the applicant has sat for and passed the National Certificate of Therapeutic Massage and Bodywork exam (NCTMB) prior to February 1, 2015; or
 - (3) An official transcript showing the applicant has successfully completed a minimum of five hundred instructor taught classroom hours within a recognized massage therapist school; or
 - (4) Proof of one hundred fifty credit hours of education in a massage therapy program from an accredited institution or massage therapist school, at least twelve hours of continuing education units in the last five years, and membership in a nationally recognized massage therapy association.
- (b) If a license application is submitted within sixty (60) days of the effective date of this ordinance, the applicant may submit documentation in accordance with subsection (a), or, at the applicant's option, all of the following documents to prove compliance with substitute practical requirements:
- (1) A sworn statement from the applicant, on a form provided by the city, stating that the applicant is engaged in the practice of massage therapy upon the date of application and that the applicant has been continuously engaged in the practice of massage therapy, for a minimum of ten hours each week, within the five years immediately preceding the date of application;
 - (2) A sworn statement from a city-licensed massage therapist, on a form provided by the city, stating that the applicant is engaged in the practice of massage therapy upon the date of application and that the applicant has been continuously engaged in the practice of massage therapy, for a minimum of ten hours each week, within the five years immediately preceding the date of application; and,
 - (3) The applicant provides at least one additional form of documentation that the applicant has practiced massage therapy for the preceding five years, including, but not limited to tax returns, gross tax receipts, or monthly client receipts.

If such license is issued with substitute practical requirements, the licensee shall be entitled to renew such license if the licensee complies with Section 19-84 and the other requirements of this article. Provided that, if the license based upon substitute practical requirements, expires or is terminated, the licensee must meet the educational requirements set forth in section (a) upon re-application.

Sec. 19-84. Continuing education required for renewal of a valid massage therapist license.

Upon continuous renewal of an existing, valid massage therapist license, the massage therapist applicant shall provide proof with the renewal application that he or she has received a minimum of twelve (12) hours (50 minutes per hour) of

professional massage therapy continuing education offered through an accredited institution, massage therapist school, or nationally recognized massage therapy association. Continuing education credit will be awarded for each hour of training completed in the theory and clinical application of massage, clinical business practices, hygiene, record keeping, professional ethics, and other similar courses.

Sec. 19-85. Issuance of massage therapist license.

Upon receiving a complete license application, and following the completion of the applicant's criminal background investigation by the city, the city clerk shall issue a massage therapist license if the applicant meets the requirements of this article. Provided that, the city clerk shall not issue a massage therapist license if any of the following conditions exist:

- (a) The applicant:
 - (1) Is younger than eighteen (18) years of age;
 - (2) Is a registered sex offender;
 - (3) Has, within the past five years immediately preceding the date of application, been convicted of any felony or any crime involving moral turpitude;
 - (4) Made any false, misleading, or fraudulent statement of fact in the license application or in any document required by the City in conjunction therewith; or,
 - (5) Has had a massage therapy establishment or massage therapist license or permit denied, revoked or suspended, or has voluntarily surrendered such permit or license in lieu of revocation or suspension, by the city or by any other state or local jurisdiction, within ten (10) years prior to the date of application.
- (b) For any application other than a renewal application, the applicant does not meet the educational or substitute practical requirements set forth in Sec. 19-83. For a renewal application, the applicant does not meet the continuing education requirements set forth in Sec. 19-84.

Sec. 19-86. Massage therapist regulations.

The massage therapist shall comply with the following regulations:

- (a) A massage therapist shall not violate any applicable provision of this article, including but not limited to any regulation pertaining to a massage therapy establishment.
- (b) A massage therapist shall not provide massage therapy on any patron between the hours of midnight and six (6) a.m.
- (c) A massage therapist shall not consume any alcoholic or cereal malt beverages while providing massage therapy.
- (d) While providing massage therapy pursuant to this article, a massage therapist shall wear clean clothing that covers the person's chest, buttocks and genital areas. Such clothing shall not be transparent or diaphanous.
- (e) A massage therapist shall ensure that a patron's pubic region, genitals, perineum, anal region, and the female breast must be covered at all times by

opaque towels, sheets, cloths or undergarments, when in the presence of the massage therapist.

- (f) A massage therapist shall not touch or make contact with a patron's pubic region, genitals, perineum, and/or the anal region.
- (g) A massage therapist shall not provide or permit any massage therapy to be provided to a patron under the age of sixteen (16) years old, unless the parent or legal guardian has authorized the massage therapy in writing, and the parent or legal guardian is present while the massage therapy is provided. "Present" means that the parent or legal guardian is physically present within the massage therapy establishment, or in the case of off-site massage therapy, within the same premises as the minor.
- (h) A massage therapist shall not provide or permit any massage therapy to be provided to a patron aged sixteen or seventeen years old, unless the patron's parent or legal guardian authorizes the massage therapy in writing.
- (i) A massage therapist shall not place, publish, distribute or cause to be placed, published or distributed, any advertisement offering or suggesting the availability of any service which is either prohibited or not authorized by the license or under this article.
- (j) A massage therapist shall not permit the provision, offer to provide or provide to any patron any service with the intent to arouse or gratify the sexual desires of any person.
- (k) A massage therapist shall maintain a contemporaneous daily register of the massage therapist's patrons for the day. The daily register shall include each patron's appointment time, name, residential address, telephone number, and in the case of a minor patron, parental or legal guardian authorizations. The daily register shall also note the address at which the massage therapist provided the patron's massage therapy. The massage therapist shall keep the daily register for one (1) year from the date, and must promptly provide the register to an employee of the Riley County Police Department, upon receiving a request during business hours.
- (l) A massage therapist must display his or her license at all times, as follows:
 - (1) In an open and conspicuous place in any massage therapy establishment where the massage therapist performs massage therapy; and,
 - (2) In the case of off-premises massage therapy, the massage therapist must carry his or her license to the patron's premises, and display the license upon the patron's request.

Section 5. This ordinance shall be published in the official city newspaper and shall become effective on August 1, 2019.

**PASSED BY THE GOVERNING BODY OF THE CITY OF MANHATTAN, KANSAS,
THIS ___ DAY OF APRIL, 2019.**

Michael L. Dodson, Mayor

ATTEST:

Gary S. Fees, MMC, City Clerk



COUNTY ATTORNEY'S OFFICE

Barry R. Wilkerson
Riley County Attorney

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Manhattan, Kansas 66502-0106
Phone: 785-537-6390
Upstairs Fax: 785-537-6334
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August 31, 2018

Mayor Morse
Manhattan City Commission
RE: Massage Therapy Ordinance

I offer my support for the Massage Therapy Ordinance being proposed. It is my belief legitimate massage therapy businesses will not oppose an ordinance which protects legitimate businesses as well as patrons.

I have been either an assistant Riley County Attorney or Riley County Attorney for 24 years. The other four years I spent as Pottawatomie County Attorney. During the 28 years, on occasion I have prosecuted sexual assaults that occurred by "unlicensed, untrained and unprofessional" persons who market themselves as being capable of giving a massage. The crimes have ranged from misdemeanor sexual battery to rape.

In recent years, as Human Trafficking and especially Human Sex Trafficking, has been slowly brought out of the shadows, it has been uncovered that sex trafficking was occurring under the guise of massage therapists or massage parlors. In essence, illegitimate massage therapist or parlors were/are a front for sex trafficking. Our current Mayor Linda Morse and a City Commissioner Usha Reddi, recently attended a Human Trafficking conference. One of the presenters, Jason Hart of the United States Attorney's Office, focused on sex traffickers using massage services as a front for sex trafficking. One of the points Mr. Hart brought up was the importance of having reasonable regulations on persons or businesses claiming to offer massage therapy. While the State of Kansas has strict laws with regard to Human Trafficking, we also know that it would be more beneficial if we can reduce and ultimately eliminate sex trafficking. Having ordinances in place would assist in combatting sex trafficking by giving law enforcement and the City of Manhattan a tool to prevent sex traffickers from using massage parlors as a guise or ruse for prostitution and sex trafficking.

Obviously for those in the legitimate profession of providing massages, this type of behavior can have a negative impact. It is our belief, based upon the experience of numerous other communities to include Wichita, that the legitimate professional massage providers will be in favor of an ordinance which requires adherence to professional standards.

It is important that the City of Manhattan, and the Riley County Police Department have the means to inspect businesses offering massages to ensure the safety of patrons. It is also a tool that is useful in investigating and reducing or preventing incidences of Human Trafficking in Manhattan.

As more cities in Kansas pass licensing requirements, it is important that the City of Manhattan join this growing list of cities and municipalities in imposing and enforcing ordinances as the one prepared by city staff. Failure to do so will encourage those who use "massage therapy" as front for trafficking and prostitution to move operations to Manhattan. Knowing that they will not be subject inspection, regulations regarding sanitary conditions or hours of operation will make Manhattan inviting to those who engage in criminal behavior. I do not believe the people of Manhattan want their city to be seen as a safe haven for sex traffickers.

Sincerely,

A handwritten signature in black ink, appearing to read "Barry Wilkerson", with a long horizontal line extending to the right.

Barry Wilkerson
Riley County Attorney

Massage Therapy Ordinance Requirements from Other Cities in Kansas

<u>City</u>	Establishment License Fee	Renewal	Therapist License Fee	Renewal	KBI Background Check	DL/KS ID Verification	Finger Prints	Daily Log
Olathe	\$300	Annual - \$150	\$75	Annual - \$35	Yes	Yes	No	Yes
Overland Park	\$300	Annual - \$300	\$75	Annual - \$50	Yes	Yes	Yes*	Yes
Lenexa	\$300	Annual - \$150	\$75	Annual - \$35	Yes	Yes	No	Yes
Gardner	\$200**	Annual - \$200**	\$25	Annual - \$25	Yes	Yes	Yes*	Yes
Bonner Springs	\$200	Annual - \$150	\$125	Annual - \$75	Yes	Yes	Yes *	Yes
Leawood	\$150	Annual - \$150	\$75	Annual - \$75	Yes*	Yes*	Yes*	Yes
Mission	\$300	Annual ¹	\$50	Annual - \$50	Yes	Yes	Yes*	Yes
Wichita	\$200	Biennial - \$200	\$75	Biennial - \$75	Yes	No	No	Yes
Lawrence	N/A	N/A	\$75	Biennial - \$50	Unknown	Unknown	Yes	Yes
HB 2184	N/A	N/A	\$80	Biennial - \$75	Yes	Yes	Yes	No

¹Mission's renewal fee is based on square footage of facility, similar to their general business license

* Only during initial application - not during renewals

** \$50 License for Home Occupation

<u>City</u>	Hotel Rooms	Hours of Operation	Alcohol Allowed in Establishment	Insurance Requirements	Continuing Education
Olathe	Yes	6am - 12am	No	No	No
Overland Park	Yes	6am - 10pm	No ²	No	Yes
Lenexa	No	6am - 10pm	No ²	No	Yes
Gardner	Yes	6am - 12am	No ²	No	Yes
Bonner Springs	Yes	6am - 10pm	No ²	No	Yes
Leawood	Yes ³	6am - 10pm ⁴	No ²	No	No
Mission	Yes ⁵	6am - 8:30pm	No	No	Yes
Wichita	Yes	6am - 12am	Yes	No	No
Lawrence	Yes	N/A	N/A	Yes	No
HB 2557	N/A	N/A	N/A	Yes	Yes

² Allows alcohol if massage establishment is Accessory to other business, but no alcohol on premise where massage occurs

³ Leawood does not allow a hotel/motel to received a massage therapy establishment license

⁴ Leawood 8am - 9pm for out calls

⁵ Mission - Hotel must be licensed Massage Therapy Establishment with licensed therapist employed by the hotel