

**INTERGOVERNMENTAL AGREEMENT RELATING TO THE ENFORCEMENT OF AN ORDINANCE ESTABLISHING BUSINESS LICENSURE REQUIREMENTS TO REGULATE MASSAGE FACILITIES AND TO REGULATE AND PROHIBIT UNLAWFUL ACTIVITIES FOR THE SOLE PURPOSE OF DETERRING ILLICIT MASSAGE BUSINESS AND PREVENTING HUMAN TRAFFICKING BETWEEN THE BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY AND THE TOWN OF CASTLE ROCK, COLORADO**

**THIS AGREEMENT** (the “IGA”) is made and entered into this 17<sup>th</sup> day of February, 2026 (the “Effective Date”), by and between the **BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY**, (“Board”) State of Colorado, and the **TOWN OF CASTLE ROCK**, a home rule municipal corporation of the State of Colorado (the “Town”)(collectively, the Board and the Town are referred to as the ”Parties”).

**RECITALS:**

**WHEREAS**, the Board of County Commissioners of the County of Douglas, Colorado, was authorized to enact an ordinance regulating massage facilities pursuant to C.R.S. 30-15-401.4 in order to establish a licensing authority to regulate massage businesses and to deter and shut down illicit massage businesses; and

**WHEREAS**, the Board exercised its authority to enact an ordinance and establish a massage facility licensing authority (the “Licensing Authority”) in April of 2023, in Douglas County Ordinance No. 0-024-005; and

**WHEREAS**, the Board then enacted Douglas County Ordinance No. O-026- pursuant to House Bill 24-1371, which imposed new regulations pertaining to massage facility licensure and which required amendment of the original ordinance; and

**WHEREAS**, Douglas County Ordinance No. O-026- , attached as **Exhibit A**, specifies the requirements for licenses and background checks for any new or existing massage facility that operates in unincorporated Douglas County or where Douglas County is the licensing authority pursuant to a legal agreement; and

**WHEREAS**, the Board adopted Amended Resolution No. , attached as **Exhibit B**, establishing a procedural framework for administration of massage facility licensure in Douglas County, Colorado; and

**WHEREAS**, a municipality within a county may elect to have a county’s resolution or ordinance that is adopted pursuant to C.R.S. § 30-15-401.4 apply to massage facilities operating within the jurisdictional boundaries of the municipality; and

**WHEREAS**, the Town wishes to elect to have the Board’s ordinance and allow for the Licensing Authority to manage and facilitate massage facility licensure pursuant to C.R.S. § 30-15-401.4 and Douglas County Ordinance No. O-026- ; and

**WHEREAS**, the Town and Board desire to enter into this IGA in order to deter illicit massage business and prevent human trafficking by managing massage facility licensure in accordance with the terms herein provided.

**NOW, THEREFORE**, in consideration of the agreements contained herein, the Town and Board hereby agree as follows:

1. **Term**. The Board shall serve as the licensing authority for the Town pursuant to Douglas County Ordinance No. O-026- and C.R.S. 30-15-401.1. The effective date of the IGA shall be from the date of signing by the Board and the Town. This agreement shall remain in full force and effect unless either Party elects to terminate the IGA upon 30 days written notice to the other Party.

2. **Scope of Services**. The services to be provided by the Board to the Town with respect to the ordinance shall be substantially similar to the enforcement of this ordinance for any qualifying businesses in the unincorporated areas of the County.

- A. The Board agrees that the Licensing Authority shall serve as the licensing authority for massage facility licenses pursuant to Douglas County Ordinance No. O-026- and C.R.S. 30-15-401.1 for all applicable businesses within the Town.
- B. The Town agrees to provide the Licensing Authority information on any business that is licensed within the Town that is subject to these licensing requirements or qualifies for an exemption.
- C. The Board acknowledges and agrees that the Town shall be responsible for determining whether the business is in compliance with Town business licensing and zoning requirements under the Town of Castle Rock Municipal Code. To ensure such compliance the Licensing Authority shall refer the application to the Town for review and a determination that the business is fully compliant with requirements. To the extent possible the Town's and Licensing Authority's review processes shall run concurrently as to avoid any unnecessary delays. The Licensing Authority shall not grant an application without proof that the business is fully compliant with the Town's business licensing and zoning requirements.
- D. The Board and/or Licensing Authority will follow the procedures outlined in Resolution No. 2024-124 when serving as the Licensing Authority for massage facilities in the Town.
- E. The Board and/or Licensing Authority agrees to provide notifications to the Town of the approval or denial of any applications or renewals.
- F. To the extent it is lawfully necessary, the Town hereby: (i) consents to the adoption of the Ordinance by the Board and (ii) confers the authority and jurisdiction on the

Board and the Licensing Authority to perform the requirements as stated in the Ordinance for any businesses that are subject to the licensing requirements.

- G. The Board and/or Licensing Authority will submit any complaints of a criminal nature received related to the Town's massage businesses licensed under this Ordinance to the Town's Police Department.

3. **Collected Fines, Penalties, and Abatement Proceeds.** The Board and/or the Licensing Authority shall retain all revenues collected as a result of enforcing the Ordinance within the boundaries of the Town to which they would otherwise be entitled under state law if such services were performed entirely within the unincorporated County.

4. **Records and Reporting.** All records resulting from the enforcement of the Ordinance within the Town will be managed and maintained by the Board and/or the Licensing Authority. Any requests for records will be reviewed by the County Attorney's Office prior to the release of any records.

5. **No Waiver of the Colorado Governmental Immunity Act.** The Parties hereto understand and agree that the Town and the Board, their respective elected officials, officers, directors, employees, deputies, and agents are relying on, and do not waive or intend to waive by any provisions of this IGA, the monetary limitations or any other rights, immunities, and protections provided by the Colorado Governmental Immunity Act (the "CGIA"), §§ 24-10-101 to 120, C.R.S., or otherwise available to the Town or the Board. To the extent that the CGIA imposes varying obligations or contains different waivers of immunity for municipalities and counties, both the Town and the Board agree that each will remain liable for their independent obligations under the CGIA, and neither party shall be liable for the obligations of the other.

6. **Governing Law.** This IGA shall be governed by the laws of the State of Colorado.

7. **Integration and Amendment.** This IGA represents the entire agreement between the Parties regarding the matters contained herein and terminates any oral or collateral agreement or understandings regarding such matters. This IGA may only be amended via a writing signed by the Parties. If any provision of this IGA is held invalid or unenforceable, no other provision shall be affected by such holding, and the remaining provision of this IGA shall continue in full force and effect.

8. **Scope of the Agreement.** This agreement creates no new relationship other than the relationship contemplated by the underlying statute and ordinances, and as contained in this agreement. Furthermore, it is agreed that nothing herein contained is intended or should be construed in any manner as creating or establishing the relationship of agents, partners, joint ventures, or associates between the parties hereto.

9. **Waiver of Rights and Remedies.** This IGA or any of its provisions may not be waived except in writing by a Party's authorized representative. The failure of a Party to enforce any right arising under this IGA on one or more occasions will not operate as a waiver of that or any other right on that or any other occasion.

10. **No Third-Party Beneficiaries.** The enforcement of the terms and conditions of this IGA and all rights of action relating to such enforcement shall be strictly reserved to the Board and the Town, and nothing contained in this IGA shall give or allow any such claim or right of action by any other or third person under such IGA.

11. **Notices.** Except as otherwise provided herein, all notices required or permitted to be given under this IGA shall be in writing and shall be deemed to have been sufficiently given for all purposes if hand-delivered or sent by first class mail, postage prepaid, to the following addresses:

To the Town:           Town of Castle Rock  
                              100 N. Wilcox Street  
                              Castle Rock, Colorado 80104  
                              Attention: Jamie Authier, Revenue Manager

with a copy to:       Michael J. Hyman, Town Attorney

To the County:        Douglas County  
                              100 Third Street  
                              Castle Rock, Colorado 80104  
                              Attention: Doug DeBord, County Manager

with a copy to:       Jeffrey Garcia, County Attorney  
                              & Massage Licensing Program; [massagelicense@douglas.co.us](mailto:massagelicense@douglas.co.us)

All notices or documents delivered or required to be delivered under the provisions of this Agreement shall be deemed received one (1) day after hand delivery or three (3) days after mailing. Either Party, by written notice so provided, may change the address to which future notices shall be sent.

12. **Effective Date.** This Agreement shall take effect the later of the date this Agreement is fully executed.

[Remainder of page intentionally left blank]

IN WITNESS WHEREOF, this IGA is executed by the Parties hereto as of the Effective Date.

**TOWN:**

**ATTEST:**

DocuSigned by:

*Lisa Anderson*

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Lisa Anderson, Town Clerk

**Approved as to form:**

DocuSigned by:

*Mike Hyman*

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Michael J. Hyman, Town Attorney

DS



**TOWN OF CASTLE ROCK**

DocuSigned by:

*Jason Gray*

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Jason Gray, Mayor

**Approved as to content:**

Signed by:

*David L. Corliss*

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David L. Corliss, Town Manager

**COUNTY:**

**BOARD OF COUNTY COMMISSIONERS OF DOUGLAS COUNTY:**

\_\_\_\_\_

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

**APPROVED AS TO CONTENT:**

\_\_\_\_\_  
Douglas J. DeBord, County Manager

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

**APPROVED AS TO FISCAL CONTENT:**

\_\_\_\_\_

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

**ATTEST:**

\_\_\_\_\_  
Clerk to the Board

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

**APPROVED AS TO LEGAL FORM:**

\_\_\_\_\_  
Jeffrey Garcia, County Attorney

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

**EXHIBIT A**  
**Douglas County Ordinance No. O-026-001**  
(see attached)

**ORDINANCE NO. O-026-\_\_\_**

**THE BOARD OF COUNTY COMMISSIONERS  
OF THE COUNTY OF DOUGLAS, COLORADO**

**AN ORDINANCE ESTABLISHING BUSINESS LICENSURE REQUIREMENTS TO  
REGULATE MASSAGE FACILITIES AND TO REGULATE AND PROHIBIT  
UNLAWFUL ACTIVITIES FOR THE SOLE PURPOSE OF DETERRING ILLICIT  
MASSAGE BUSINESS AND PREVENTING HUMAN TRAFFICKING, WITHIN  
DOUGLAS COUNTY, COLORADO**

*WHEREAS*, the Board of County Commissioners of the County of Douglas, Colorado, (“Board”) was authorized to enact this ordinance pursuant to C.R.S. § 30-15-401.4, to establish a licensing authority that regulates massage businesses and to deter and shut down illicit massage businesses; and

*WHEREAS*, the Board exercised its authority to enact this ordinance and establish a massage facility licensing authority in April of 2023 through Douglas County Ordinance No. 0-024-005; and

*WHEREAS*, C.R.S. § 30-15-401.4 and Colorado Senate Bill 25-146 impose new regulations pertaining to massage facility licensure, which take effect in July of 2026, and which require amendment of the original ordinance; and

*WHEREAS*, C.R.S. § 12-235-101 et seq., known as “The Massage Therapy Practice Act” (“the Act”), regulates the profession of massage therapy to provide for consistent statewide certification and oversight of massage therapy professionals; and

*WHEREAS*, the Board finds that the purpose and intent of the Act and C.R.S. § 30-15-401.4 is to regulate and protect legitimate massage therapists and massage therapy businesses and safeguard and promote the public health, safety, and welfare of County residents, while recognizing that massage is a legitimate health care professional activity that provides benefits to County residents; and

*WHEREAS*, the reputation and success of legitimate massage therapy businesses is denigrated and undermined by persons who mask their unlawful sexual activities and human trafficking by falsely posing as massage therapy businesses; and

NOW THEREFORE BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF THE COUNTY OF DOUGLAS, COLORADO, THAT:

**PART I: GENERAL**

Section 1.                   **Definitions:** Except as otherwise indicated by context, the following words, terms, and phrases shall have the following meanings for purposes of this ordinance:

- (a) “Advertise” or “advertisement” means to publish, display, or disseminate information and includes, but is not limited to, the issuance of any card, sign, or direct mail, or causing or permitting any sign or marking to be placed on or in any building or structure or in any newspaper, magazine, or directory, or any announcement or display via any televised, computerized electronic or telephonic networks or media.
- (b) “Agent” means a person designated by a massage facility to act on behalf of the massage facility under this ordinance.
- (c) “Applicant” means a person who has submitted an application to the licensing authority for an initial license or renewal of a license to operate a massage facility.
- (d) “Background Check” means a fingerprint-based criminal history record check as described in section 5 of this ordinance, conducted in accordance with C.R.S. §§ 24-33.5-424.5 and 30-15-401.4, as amended from time to time, and includes, to the extent allowed or required, as applicable, when a fingerprint-based criminal history record check cannot be completed or reveals a record of arrest without disposition, a criminal history record check using the Colorado Bureau of Investigation (“CBI”) records and a name-based judicial record check, as defined in C.R.S. § 22-2-119.3(6)(d).
- (e) “Client” means a person who enters into an agreement for massage therapy for a fee, income, or compensation of any kind within the County.
- (f) “Control” means the power to direct or cause the direction of the management and policies of an applicant, licensee, controlling person, manager, agent, or employee, in any way.
- (g) “Controlling Person” means a person directly or indirectly possessing control of an applicant or licensee.
- (h) “Director” means one who manages, guides, or orders, exercising control over other employees or officers.
- (i) “Employee” means a person who is employed by a massage facility or an independent contractor who is hired by a massage facility to perform work that is part of the routine operations of the massage facility; except that, for the purpose of determining who is required to submit to a background check under this ordinance, “employee” does not

include a massage therapist, or an independent contractor who performs janitorial services or other routine facility maintenance services for a massage facility and has no contact with or only incidental contact with clients of the massage facility.

- (j) “Erotic parlor” means a facility that entices clients through advertising or other business practices directed towards sexual desire, lust, or passion.
- (k) “Fully clothed” means entirely opaque, nontransparent material that must not expose an employee’s genitalia or substantially expose an employee’s undergarments.
- (l) “Home business” means a business, profession, occupation, or trade that is conducted within a residential dwelling unit for the economic gain or support of a resident of the dwelling and is incidental and secondary to the residential use of the lot, and that does not adversely or perceptively affect the character of the lot or surrounding area. This use shall not include an animal hospital, day care, health clinic, hospital, kennel, tearoom, or hemp fabrication, manufacturing, or processing.
- (m) “Illicit massage business” means a business that may provide massage and engages in human trafficking-related offenses, as described in C.R.S. §§ 18-3-503, 18-3-504, and 18-3-502.
- (n) “Licensing authority” means the governing body of the Board or any other government employee or hearing officer appointed by the Board to act on their behalf to receive, review, and approve or deny, applications for licensure of a massage facility and investigate and determine the eligibility of a person to be an owner or employee of a massage facility.
- (o) “Designee” means any other government employee or government hearing officer appointed by the Board to act on their behalf.
- (p) “Manager” is a person authorized by the licensee to exercise overall operational control of the business, to supervise employees, or to fulfill any of the functions required of a licensee or massage facility by this ordinance.
- (q) “Massage facility” means any place of business where massage therapy or full-body-massage is practiced or administered. The term “massage facility” shall not include:
  - (1) Training rooms in public and nonpublic institutions of higher education, as defined in C.R.S. § 23-3.1-102(5).
  - (2) Training rooms of recognized professional or amateur athletic teams.
  - (3) Offices, clinics, and other facilities at which medical professionals licensed by the state of Colorado, or any other state, provide massage services to the public in the ordinary course of their medical profession.
  - (4) Medical facilities licensed by the state.

- (5) Barber shops, beauty salons, and other facilities at which barbers and cosmetologists licensed by the state provide massage services to the public in the ordinary course of their professions.
- (6) Bona fide athletic clubs not engaged in the practice of providing massage therapy to members or to the public for remuneration, or an athletic club that does not receive more than 10 percent of its gross income providing massages to the athletic club's members or to the public.
- (7) A place of business where a person offers to perform or performs massage therapy:
  - (i) For 72 hours or less in any six-month period; and
  - (ii) As part of a public or charity event, the primary purpose of which is not to provide massage therapy.
- (8) A place of business where a licensed massage therapist practices as a solo practitioner, and:
  - (i) Does not use a business name or assumed name; or
  - (ii) Uses a business name or assumed name and provides the massage therapist's full legal name or license number in each advertisement, and each time the business name or assumed name appears in writing; and
  - (iii) Does not maintain or operate a table shower.
- (9) The licensing authority may verify the exempt status of a business or facility in keeping with the intent of this ordinance.
- (10) The licensing authority may promulgate additional exemptions to the definition of "massage facility."
- (11) If there is a pattern of criminal behavior regarding sexual misconduct, or criminal intent that is related to human trafficking disguised as a legitimate exemption, the licensing authority may, at its discretion, determine that a practice is no longer exempt from the definition of "massage facility."
- (r) "Massage" or "massage therapy" means a system of structured touch, palpation, or movement of the soft tissue of another person's body in order to enhance or restore the general health and well-being of the recipient. Such system includes, but is not limited to, techniques such as effleurage, commonly called stroking or gliding; petrissage, commonly called kneading; tapotement or percussion; friction; vibration; compression; passive and active stretching within the normal anatomical range of movement; hydro massage; and thermal massage. Such techniques may be applied with or without the aid of lubricants,

salt or herbal preparations, water, heat, or a massage device that mimics or enhances the actions of human hands.

- (s) “Massage therapist” means a person that has fulfilled the requirements for state licensure under C.R.S. § 12-235-108 and has a valid massage therapist license issued by the state of Colorado to engage in the practice of massage therapy. The terms “masseuse” and “masseur” are synonymous with the term “massage therapist.”
- (t) “Member” means one of the people composing a group.
- (u) “Mobile Massage Unit” means a vehicle or other movable enclosure specifically equipped for a massage therapist to provide massage therapy inside the vehicle or enclosure.
- (v) “Officer” means a person who holds an office of trust, authority, or command in relation to a massage facility.
- (w) “Operator” means a person that is licensed by a licensing authority to operate a massage facility or, before a license is required to legally operate a massage facility only, a person who is operating a massage facility without a license.
- (x) “Owner” means a person other than an operator that holds a legal ownership interest in a massage facility; except that a person that is not involved in the operation of a massage facility and whose ownership interest consists only of stock in a publicly traded company that owns or operates a massage facility is not an owner.
- (y) “Principal Owner” means an owner who stands first in rank, importance, or fundamental value with respect to legal ownership interest in a massage facility. The term “principal owner” shall not include a person that is not involved in the operation of a massage facility and whose ownership interest consists only of stock in a publicly traded company that owns or operations a massage facility.
- (z) “Partner” means a person who shares or takes part with another in a massage facility venture with shared benefits and shared risks.
- (aa) “Person” means a natural person, owner, principal owner, officer, director, manager, partner, member, controlling person, agent, operator or employee of any of them.
- (bb) “Sexual Act” means sexual contact, sexual intrusion, or sexual penetration as defined in C.R.S. § 18-3-401.
- (cc) “Solo practitioner” means a licensed massage therapist, as defined in this ordinance, independently performing the practice of massage therapy.
- (dd) “Table shower” means an apparatus for the bathing or massaging of a person on a table or in a tub.

## **PART II: MASSAGE FACILITY LICENSES AND BACKGROUND CHECKS**

### **Section 2. Licenses and background checks generally; minimum requirements.**

- (a) The licenses and background checks required by this ordinance are in addition to any other applicable licenses, permits, or background checks required by municipality, county, or state. Massage facilities licensed and persons authorized to be employed under this ordinance shall comply with all other applicable ordinances and laws, including zoning ordinances. Background checks required by this ordinance shall comply with the requirements laid forth in C.R.S. § 24-33.5-424.5.

### **Section 3. Licenses and background checks required.**

- (a) As of May 11, 2023, each new massage facility in unincorporated Douglas County or where Douglas County was the licensing authority pursuant to a legal agreement, was required to obtain a massage facility license prior to opening for business and operating as a massage facility; and
- (b) As of May 11, 2023 each existing massage facility that operated in unincorporated Douglas County or where Douglas County was the licensing authority pursuant to a legal agreement prior to May 11, 2023, and which continued to operate in Douglas County, thereafter, was required to submit a complete application for a massage facility license on or before December 31, 2023; and
- (c) Now to maintain compliance with new regulations imposed by House Bill 24-1371, each existing massage facility without a current massage facility license that operated in unincorporated Douglas County or where Douglas County is the licensing authority pursuant to a legal agreement prior to [the second reading of this ordinance] must submit a complete application for a massage facility license on or before June 30, 2026.
- (d) No person shall be permitted to own or operate a massage facility in Douglas County without a valid massage facility license; and
- (e) On or after July 1, 2026, every prospective owner and prospective employee of a massage facility in unincorporated Douglas County or where Douglas County is the licensing authority pursuant to a legal agreement shall submit to a background check as described in section 5 of this ordinance before being granted a license to operate a massage facility, assuming an ownership interest in a massage facility that would make the prospective owner an owner, or commencing employment with a massage facility; and
- (f) In addition to any existing background check requirements, on or after July 1, 2026, no person shall become or remain an owner, principal owner, officer, director, manager, partner, controlling person, employee, agent or operator of a massage facility in unincorporated Douglas County or where Douglas County is the licensing authority pursuant to a legal agreement without first submitting to a background check as described in section 5 of this ordinance.

Section 4. **Applications.**

- (a) In addition to the requirements of any other applicable laws, codes, or regulations, each application for a massage facility license shall contain the following information:
- (1) If the applicant is a person: satisfactory proof that he or she is 18 years of age or older.
  - (2) If the applicant is a legal entity: satisfactory proof that each of the applicants, owners, principal owners, officers, directors, managers, partners, members, controlling persons, employees, agents, operators, and/or anyone with a 10 percent or more financial interest of such entity are 18 years or older.
  - (3) Whether the applicant, or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, have been convicted of, or entered a plea of guilty or “nolo contendere” that is accepted by the court, for a felony or misdemeanor, in any Federal, State, or Municipal court in any of the United States jurisdictions or possessions, for solicitation of prostitution, any human trafficking related offense, fraud, theft, embezzlement, money laundering, or similar crimes. Failure to disclose any such criminal conviction may result in denial of the license application.
  - (4) Whether the applicant, or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, is registered as a sex offender or is required by law to register as a sex offender, as described in C.R.S. § 16-22-103.
  - (5) Whether the applicant, or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, has a pending criminal action that involves or is related to any offense described in subsections (a)(3) or that could subject them to the registration requirements in subsection (a)(4) of this section 4.
  - (6) Whether the applicant, or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, has had a previous license under this or any other similar massage facility law or regulation in another jurisdiction or possession of the United States, denied, suspended, or revoked, and if so, the name and location of the massage facility for which such license was denied, suspended, or revoked, as well as the date of such denial, suspension, or revocation.
  - (7) Whether the applicant, or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, has been an owner, principal owner, officer, director, manager, partner, member, controlling person, employee, agent, or operator of any legal entity which currently operates or

previously operated a massage facility or business meeting the definition of massage facility in this ordinance and the name, dates of operation, and location of such business or businesses.

- (8) Satisfactory proof of the applicant's ownership or right to possession of the premises wherein the massage facility will be operated. The applicant shall have a continuing obligation to provide, where applicable, subsequent evidence of the right to possession of the premises.
  - (9) Satisfactory proof that local government zoning or subdivision regulations allows for the operation of a massage facility at the premises wherein the massage facility will be operated.
- (b) In addition to the requirements of any other applicable laws, codes, or regulations, each application for a person's background check shall contain the following information:
- (1) Satisfactory proof that the applicant is 18 years of age or older.
  - (2) Whether the applicant or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, has been convicted of or entered a plea of guilty, or "nolo contendere" that is accepted by the court for a felony or misdemeanor, in any Federal, State, or Municipal court in any of the United States jurisdictions or possessions, for prostitution, solicitation of prostitution, any human trafficking related offense, fraud, theft, embezzlement, money laundering, or similar crimes. Failure to disclose any such criminal conviction may result in denial of the application.
  - (3) Whether the applicant or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, is registered as a sex offender or is required by law to register as a sex offender, as described in C.R.S. § 16-22-103.
  - (4) Whether the applicant or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, has a pending criminal action that involves or is related to any offense described in subsections (b)(2) or that could subject them to the registration requirements in subsection (b)(3) of this section 4.
  - (6) Whether the applicant or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, has had a previous license under this or any other similar massage facility law or regulation in another jurisdiction or possession of the United States, denied, suspended, or revoked, and if so, the name and location of the massage facility for which such license was denied, suspended, or revoked, as well as the date of such denial, suspension, or revocation.

- (7) Whether the applicant has been an owner, principal owner, officer, director, manager, partner, member, controlling person, employee, agent or operator of any legal entity which currently operates or previously operated a massage facility or business meeting the definition of massage facility in this ordinance and the name, dates of operation, and location of such business or businesses.
- (c) The licensing authority shall receive, review, approve, or deny license and background check applications for applicants, owners, principal owners, officers, directors, managers, partners, members, controlling persons, employees, agents and operators.
- (d) The licensing authority may require the applicant to issue a reasonable administrative fee for issuing or renewing licensure as outlined pursuant to C.R.S. § 30-15-401.4.

**Section 5. Fingerprinting check; Sheriff's Office review.**

- (a) In investigating the fitness of any applicant, or any of the other people required to be listed in the application pursuant to subsection (a)(2) of this section 4, the licensing authority shall require the applicant, or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, to submit to a fingerprint-based criminal history record check. The applicant, or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, shall have fingerprints taken by a local law enforcement agency or any third party approved by the CBI for the purpose of obtaining a fingerprint-based criminal history record check and shall pay the associated costs. The applicant, or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, shall authorize the entity taking the fingerprints to submit, and the entity shall submit, the complete set of fingerprints to the CBI for the purpose of conducting a fingerprint-based criminal history check.
- (b) If an approved third party takes the applicant's fingerprints or the fingerprints of any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, the fingerprints may be electronically captured using CBI -approved livescan equipment. Third party vendors must be approved by the CBI for the purpose of obtaining a fingerprint-based criminal history record check. Third party vendors shall not keep the applicant's information or the information for or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, for more than 30 days. The CBI shall use the applicant's fingerprints or the fingerprints of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, to conduct a criminal history record check using the CBI's records. The CBI shall also forward the fingerprints to the Federal Bureau of Investigation ("FBI") for the purpose of conducting a national fingerprint-based criminal history check. The CBI, the applicant, any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, the licensing authority, and the entity taking fingerprints shall all comply with the FBI's requirements to conduct a fingerprint-based criminal history check.

- (c) The CBI shall return the results of its criminal history record check to the licensing authority, and the licensing authority is authorized to receive the results of the FBI's criminal history check.
- (d) When the results of a fingerprint-based criminal history record check reveal a record of arrest without a disposition, or when a finger-print based criminal history record check cannot be completed, the licensing authority shall require the applicant to submit to a name-based judicial record check, as defined in C.R.S. § 22-2-119.3(6)(d).
- (e) The corresponding application and background check information shall be referred to the Douglas County Sheriff's Office ("DSCO"). The licensing authority, or the licensing authority's designee, shall utilize the criminal history records to determine whether the applicant, or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, are approved or denied a license or employment eligibility based on the criminal history information. This ordinance authorizes the use of the FBI records for the screening of applicants identified herein.
- (f) The DCSO shall not be authorized to approve or disapprove any license application.

**Section 6. Issuance; denial.**

- (a) If, after reviewing the application and conducting an investigation, the licensing authority finds that the applicant and each of the persons required to be listed in the corresponding license or background check application satisfy the requirements in section 4 of this ordinance:
  - (1) Are 18 years of age or older; and
  - (2) Have not been convicted of, or pleaded guilty or nolo contendere to, an offense involving prostitution, solicitation of prostitution, any human trafficking related offense, fraud, theft, embezzlement, money laundering, or similar crimes; and
  - (3) Are not a registered sex offender or required by law to register as a sex offender; and
  - (4) Have not had (a) a license to operate a massage facility or similar license revoked or suspended by the State of Colorado, or a political subdivision of Colorado, or a regulatory board in another United States jurisdiction; or (b) has possession over a massage facility during an act that occurred in that jurisdiction that would be a violation of this ordinance; and
  - (5) The proposed location of the applied-for massage facility, as applicable, has not had a similar license revoked for cause; and
  - (6) Have paid the administrative fee.

Then the licensing authority shall, following receipt of the complete license application and background check, approve the issuance of a massage facility license to the applicant for use at the location identified in the license application as the situs of the business, or determine that an applicant, or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, are eligible to be an owner, principal owner, officer, director, manager, partner, controlling person, employee, agent, or operator.

- (b) The licensing authority shall be empowered to place reasonable conditions and restrictions, on a case-by-case basis, upon any massage facility license that would otherwise be denied, revoked, or suspended.
- (c) The licensee shall have the right to a hearing before the licensing authority to review any such conditions or restrictions.
- (d) If, after reviewing the application, the licensing authority finds, in addition to findings required by any other law, code, or regulation, that:
  - (1) The applicant has not paid the required administrative fee; or
  - (2) The County zoning or subdivision regulations do not allow for the operation of a massage facility at the proposed location; or
  - (3) The applicant or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, has been convicted of, or has entered a plea of guilty or nolo contendere that is accepted by the court for a felony or misdemeanor for Solicitation of a Prostitute, as described in C.R.S. § 18-7-202; a human trafficking-related offense, as described in C.R.S. § 18-3-503 or 18-3-504; Money Laundering, as described in C.R.S. § 18-5-309; or similar crimes; or
  - (4) The applicant, or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, is registered as a sex offender or is required by law to register as a sex offender, as described in C.R.S. § 16-22-103; or
  - (5) The applicant or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, has one or more previous revocations or suspensions of a license to operate a massage facility.

Then the licensing authority may, following receipt of the complete license application and background check, issue a denial of the application, or determine that an owner or prospective owner or employee or prospective employee or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, is ineligible to be an owner or employee. In the event of a denial or ineligibility determination, the licensing authority shall explain in writing, with reasonable detail, the reason for the denial or determination.

- (e) The licensing authority or its designee shall have discretion to deny an application or determine that an owner or prospective owner, or employee or prospective employee, or any of the other persons required to be listed in the application pursuant to subsection (a)(2) of this section 4, is ineligible to be an owner or employee after considering, in accordance with C.R.S. § 24-5-101, an person's conviction of, or plea of guilty or nolo contendere that is accepted by the court for felony or misdemeanor Fraud, Theft, or Embezzlement, as described in C.R.S. § 18-4-401.
- (f) In the event that the licensing authority takes into consideration information concerning criminal history, the licensing authority shall also consider any information provided by the applicant, owner or prospective owner, or employee or prospective employee regarding the criminal history, including, but not limited to, evidence of mitigating factors, rehabilitation, character references, and educational achievements, especially the mitigating factors pertaining to the period of time between the last criminal conviction and the consideration of the person's application for a license or renewal, ownership or prospective ownership of a massage facility, or employment or prospective employment by a massage facility.

**Section 7. Temporary license.**

- (a) The licensing authority may issue a temporary massage facility license upon receipt of a complete massage facility license application involving the sale or change in ownership of a business. Such temporary license shall be valid for thirty days, and the licensing authority shall renew the temporary license every thirty days until approval or denial of the massage facility license.

**PART III: REGULATION**

**Section 8. Limitations on operation – prohibited acts.**

- (a) It shall be unlawful for any person in the business of owning or operating a massage facility, or any manager or employee thereof, to:
  - (1) Allow a person who does not hold a valid massage therapy license pursuant to C.R.S. § 12-235-107 to perform massage in a massage facility.
  - (2) Fail to submit to a background check as required by this ordinance.
  - (3) Employ a person who has not submitted to a background check as required by this ordinance.
  - (4) Advertise to a prospective client that services including prostitution, sexual acts, escort services, sexual services, or services related to human trafficking disguised as legitimate services, are available.

- (5) Permit sexual acts or sexual services within or near a massage facility or in relation to massage therapy.
- (6) Deny inspection of a massage facility by law enforcement, a licensing authority, or a licensing authority's designees.
- (7) Refuse, interfere with, or elude immediate identification of employees of the massage facility to law enforcement, a licensing authority, or a licensing authority's designees.
- (8) Fail to immediately report to the DCSO any act of sexual misconduct occurring in a massage facility.
- (9) Allow an employee of a massage facility to provide massage therapy without being fully clothed.
- (10) Require client nudity as part of a massage without the client's prior consent.
- (11) Allow a massage facility to be open and practice massage therapy without a licensed massage therapist on the premises.
- (12) Permit a person in a massage facility to make an agreement with an employee or independent contractor to engage in any prostitution-related offense in the massage facility or any other location.
- (13) Permit a massage facility to be used for housing, sheltering, or harboring any person, or as living or sleeping quarters for any person; except that an owner and the owner's family members who operate a massage facility as a home business are exempt from the prohibited activity in this subsection (a)(13).
- (14) Operate an erotic parlor on the premises of a massage facility.
- (15) Operate a massage facility without a valid massage facility license.

**Section 9. Required Acts.**

(a) Every licensed massage facility shall be required to:

- (1) Maintain a list of all employees on site including each employee's full legal name, date of birth, home address, telephone number, start date of employment, and employment position.
- (2) Require that all licensees, operators, and employees have at least one of the following forms of valid government identification, and immediately present such

identification to the licensing authority or the licensing authority's designees upon request:

- (i) A United States military card or military dependent's identification card; or
  - (ii) A United States Coast Guard Merchant Mariner card; or
  - (iii) A Native American tribal document; or
  - (iv) A valid Colorado driver's license or Colorado identification card issued pursuant to Article 2 of Title 42, C.R.S., unless the applicant holds a license or card issued pursuant to Part 5 of Article 2 of Title 42, C.R.S.; or
  - (v) A valid driver's license or identification card issued by another state, the District of Columbia, Puerto Rico, the United States Virgin Islands, or any territory or insular possession subject to the jurisdiction of the United States that is compliant with the federal "REAL ID Act" as amended; or
  - (vi) A valid United States passport; or
  - (vii) A valid United States permanent resident card; or
  - (viii) Any other valid type of identification that is required to prove authorization to obtain employment in the United States.
- (3) Require licensed massage therapists to maintain copies of valid massage therapy licensure, as required by C.R.S. § 12-235-107, and a form of identification containing the therapist's name, address, and social security number or person taxpayer identification number, that must be immediately presented to the licensing authority, the licensing authority's designees, or law enforcement upon request.
- (4) Maintain a complete set of records including a log of all massage therapy administered at the facility. The records shall include all accounts, invoices, payroll, and employment records of the massage facility. The log shall include the date, time, and type of each massage therapy administered, and the name of the massage therapist administering the massage therapy. The licensee shall retain the records and log book for a minimum of one year following any massage therapy. The records and log book shall be subject to inspection upon request by the licensing authority, the licensing authority's designees, and law enforcement, during normal business hours, in compliance with applicable law.
- (5) Operate or conduct business under only the designation specified in the license.
- (6) Ensure that all operators, employees, and independent contractors remain fully clothed in professional attire while administering massage or otherwise visible to

clients on business premises, including premises designated by the client through an outcall massage service or mobile massage unit.

(7) Maintain a valid massage facility license prior to and during all hours of operation.

**Section 10. Inspections.**

- (a) The licensing authority, or the licensing authority's designees, shall be responsible for enforcement of this ordinance including inspection of massage facilities.
- (b) No owner, operator, manager, massage therapist, or employee shall fail to immediately grant full massage facility access any time such establishment is open for business, to the licensing authority, the licensing authority's designees, or any other person authorized or required by law to inspect the massage facility.
- (c) All rooms, cabinets, and storage areas shall be subject to inspection and any locked rooms, cabinets, or storage areas shall be promptly opened for inspection.
- (d) Each massage facility shall keep a complete book of records to include a log of all massage therapy administered at the facility, as required in section 9 (a)(4) of this ordinance, open to inspection without unreasonable delay.
- (e) Inspectors may request to review a State-issued massage therapist license for any massage therapist or employee of the massage facility at any time during an inspection. All owners, managers, massage therapists, employees, independent contractors, or persons occupying the facility other than clients shall present identification and shall not elude identification.

**Section 11. Revocation or suspension of license; penalties.**

- (a) The licensing authority, or the licensing authority's designees, may revoke or suspend a license for violating any prohibited act pursuant to section 8 of this ordinance.
- (b) The licensing authority, or the licensing authority's designees, may temporarily suspend a massage facility license with a hearing to be scheduled within 15 days when the licensing authority finds:
  - (1) The licensee willfully failed to disclose any information on the application as required; or
  - (2) The licensee knowingly permitted a person who does not hold a valid license pursuant to C.R.S. § 12-235-107 to perform massage therapy; or
  - (3) A pattern of activity that the massage facility is committing human trafficking-related offenses as described in C.R.S. §§ 18-3-503 and 18-3-504; or
  - (4) The licensee failed to permit an inspection in accordance with section 10 of this ordinance any time the facility is open for business.

- (c) A law enforcement officer may follow the penalty assessment procedure described in C.R.S. § 16-2-201 for any violation of this ordinance.
- (d) The licensing authority or its designees may impose the following additional penalties when it is found that a licensee, owner, or employee has violated any of the prohibited activities described in section 8 of this ordinance:
  - (1) A fine of \$300.00 for a first violation.
  - (2) A fine of \$600.00 for a second violation by the same person or licensee.
  - (3) A fine of \$1,000.00 for a third or subsequent violation by the same person or licensee.
- (e) A massage facility that engages in two or more violations of this ordinance is a public nuisance, as described in C.R.S. § 16-13-303, unless the violation is already a public nuisance, as described in C.R.S. § 16-13-303. The County Attorney of Douglas County or the District Attorney acting pursuant to C.R.S. § 16-13-302 may bring an action in the District Court of Douglas County for an injunction against any massage facility that violates this ordinance.
- (f) The licensee may appeal the revocation or suspension of a license in accordance with C.R.C.P. 106(a)(4).

**Section 12. Fees.**

- (a) The application and annual license fees shall be established by the licensing authority in accordance with the provisions of section 4(d) of this ordinance.

**Section 13. Repeal.**

- (a) All ordinances or parts of ordinances of the County of Douglas, Colorado, in conflict herewith are expressly repealed.

**Section 14. Adoption.**

- (a) Pursuant to C.R.S. §§ 30-15-405 and 406, County ordinances are typically adopted on First Reading at a Board of County Commissioner Business Meeting. Subsequently, after notice has been provided in the newspaper, the Board will adopt an ordinance at Second and Final Reading, which is conducted at a public hearing. If adopted as an “emergency ordinance,” the ordinance will take effect immediately. Otherwise, all ordinances go into effect 30 days after publication after Second and Final Reading.

**PART IV: CERTIFICATION**

The Douglas County Clerk shall certify to the passage of this ordinance and shall have on file copies of this ordinance available for inspection by the public during regular business hours.

**INTRODUCED, READ AND ADOPTED ON FIRST READING** on February 10, 2026, and ordered published in the DOUGLAS COUNTY NEWS-PRESS.

**THE BOARD OF COMMISSIONERS  
OF THE COUNTY OF DOUGLAS, COLORADO**

By: /s/ George Teal  
George Teal, Chair

**ATTEST:**  
/s/ Hayley Hall  
Hayley Hall, Deputy Clerk

**EXHIBIT B**  
**Amended Resolution No. 2026-\_\_\_\_,**  
(see attached)

AMENDED RESOLUTION NO. : R-026-\_\_\_\_\_

**THE BOARD OF COUNTY  
COMMISSIONERS OF THE COUNTY OF  
DOUGLAS, COLORADO**

**A RESOLUTION ESTABLISHING A PROCEDURAL FRAMEWORK  
FOR ADMINISTRATION OF MASSAGE FACILITY LICENSURE IN  
DOUGLAS COUNTY**

*WHEREAS*, the Board of County Commissioners of the County of Douglas, Colorado, ("Board") is authorized to enact an Ordinance pursuant to C.R.S. § 30-15-401.4, in order to establish a licensing authority to regulate massage businesses and to deter and shut down illicit massage businesses; and

*WHEREAS*, C.R.S. §12-235-101 et seq, known as "The Massage Therapy Practice Act" ("the Act") regulates the profession of massage therapy to provide for consistent statewide certification and oversight of massage therapy professionals; and

*WHEREAS*, the Board finds that the purpose and intent of the Act, and of C.R.S. § 30-15-401.4, is to regulate and protect legitimate massage therapy businesses in order to also safeguard and promote the public health, safety, and welfare of the citizens, including those residing within Douglas County, while recognizing that massage is a legitimate health care professional activity that provides benefits to the residents of the County; and

*WHEREAS*, the reputation and success of legitimate massage therapy businesses is denigrated and undermined by individuals who mask their unlawful sexual activities and human trafficking by falsely posing as massage therapy businesses; and

*WHEREAS*, the Board has enacted Douglas County Ordinance O-024-005 to establish a licensing authority to regulate massage businesses and to deter and shut down illicit massage businesses;

*WHEREAS*, the Board has amended Douglas County Ordinance O-024-005 to maintain compliance with the most recent Colorado Legislative requirements as they relate to § C.R.S. 30-15-401.4., § Colorado Senate Bill 25-146, and § C.R.S. 12-235-101 and

*WHEREAS*, a procedural framework is necessary to facilitate and administer Douglas County Ordinance O-026-002

**NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY  
COMMISSIONERS OF THE COUNTY OF DOUGLAS, COLORADO, THAT:**

The process and procedural framework in the attached Exhibit A shall govern massage facility licensure in Douglas County.

**PASSED AND ADOPTED** this \_\_\_\_ day of \_\_\_\_\_ 2026, in Castle Rock, Douglas County, Colorado.

**THE BOARD OF COUNTY COMMISSIONERS  
OF THE COUNTY OF DOUGLAS, COLORADO**

**BY:**

\_\_\_\_\_  
**GEORGE TEAL**, Chair

**ATTEST:**

\_\_\_\_\_  
**HAYLEY HALL**, Clerk to the Board

# Douglas County Massage Facility Licensure and Background Check Procedures

## Intent

To provide procedures for the review of Massage Facility licensure applications and background checks in unincorporated Douglas County or where Douglas County is the licensing authority pursuant to a legal agreement, in accordance with Douglas County Ordinance O-026-001, and Section 30-15-401.4 of Colorado Revised Statutes.

## General Requirements

In the event of a conflict between these procedures and Douglas County Ordinance O-026-001, the ordinance shall supersede.

## Submittal Requirements For License And Background Check Applications -

A complete Douglas County Massage Facility Licensure application for the appropriate license type (new, transfer, or renewal), and/or a complete Douglas County Massage Facility Background Check application, as applicable, including all required documentation.

## Application Fee –

New license: \$100

License Transfer: \$50

Biennial Renewal: \$25

There are no application fees for exemption requests or individual background checks that are not a part of a new or transfer license application.

## Background Check and Fingerprinting–

A background check for all owners, prospective owners, operators, officers, directors, managers, partners, members, principal owners, employees, prospective employees, and anyone with ownership of ten percent (10%) or more financial interest, or other persons as required by Douglas County Ordinance O-026-001. The fingerprint results required for the background check must be received by the County for the application to be deemed complete.

### General Procedure - New License

The application will be reviewed for completeness by staff and the applicant, owners, prospective owners, operators, officers, directors, managers, partners, members, principal owners, employees, prospective employees, and anyone with ownership of ten percent (10%) or more financial interest, or other persons as required by Douglas County Ordinance O-026-001, will be notified in writing of any incomplete information. An application will not be considered complete until the results of the background checks and finger printing are received.

Within 30 days of receipt of a complete application, if staff determines that the approval standards of Section 6(a) of Douglas County Ordinance O-026-001 have been met, the application will be scheduled for a hearing before the Douglas County Massage Facility Licensing Authority.

Within 30 days of receipt of a complete application, if staff determines that the approval standards in Section 6(a) of Douglas County Ordinance O-026-001 have not been met, or that the denial standards in Section 6(d) of Douglas County Ordinance O-026-001 are met, staff shall issue a finding recommending denial of the application. The finding shall be provided to the applicant in writing and shall explain with reasonable detail the reason for the denial. The application will be scheduled for a hearing before the Douglas County Massage Facility Licensing Authority.

The licensing authority may approve, approve with conditions, or deny the application.

### General Procedure - License Transfer

Any entity wishing to obtain an existing massage facility license must complete a transfer of ownership.

The application will be reviewed for completeness by staff, and the applicant will be notified in writing of any incomplete information. An application will not be considered complete until the results of the background check and fingerprinting are received.

Within 30 days of receipt of a complete application, if staff determines that the approval standards of Section 6(a) of Douglas County Ordinance O-026-001 have been met, an approval shall be issued.

Within 30 days of receipt of a complete application, if staff determines that the approval standards in Section 6(a) of Douglas County Ordinance O-026-001 have not been met, or that the denial standards in Section 6(d) of Douglas County Ordinance O-026-001 are met, staff shall issue a finding recommending denial of the application. The finding shall be provided to the applicant in writing and shall explain with reasonable detail the reason for the denial. The application will be scheduled for a hearing before the Douglas County Massage Facility

Licensing Authority.

The licensing authority may approve, approve with conditions, or deny the application.

In accordance with Section 7 of Douglas County Ordinance O-026-001 the authority may issue a temporary license, valid for up to 30 days, and the licensing authority shall renew the temporary license every thirty days until approval or denial of the massage facility license by the Licensing Authority.

#### General Procedure - Biennial License Renewal

The application will be reviewed for completeness and the applicant will be notified in writing of any incomplete information.

Within 30 days of receipt of a complete application, if staff determines that the approval standards of Section 6(a) of Douglas County Ordinance O-026-001 have been met, an approval letter shall be issued.

Within 30 days of receipt of a complete application, if staff determines that the approval standards in Section 6(a) of Douglas County Ordinance O-026-001 have not been met, or that the denial standards in Section 6(d) of Douglas County Ordinance O-026-001 are met, staff shall issue a finding recommending denial of the application. The finding shall be provided to the applicant in writing and shall explain with reasonable detail the reason for the denial. The application will be scheduled for a hearing before the Douglas County Massage Facility Licensing Authority.

The licensing authority may approve, approve with conditions, or deny the application.

#### General Procedure – Individual Background Check not part of a new or transfer license application

Within 18 days of receipt of an individual background check, if staff determines that the standards of Douglas County Ordinance O-026-001 have been met, an approval letter shall be issued.

#### General Procedure - Exemption

The exemption request will be reviewed for completeness and the applicant will be notified in writing of any incomplete information.

Within 30 days of receipt of a complete exemption request, if staff determines that the exemption standards of Section 1(i) or 1(q) of Douglas County Ordinance O-026-001 have been met, an approval letter shall be issued.

### Inspections, Suspension and Revocation

Inspections shall be conducted as enabled in Douglas County Ordinance O-026-001 and shall/may be conducted in conjunction with the Douglas County Sheriff's Office.

Suspension and Revocation actions shall occur as enabled in Douglas County Ordinance O-026-001.