

SENATE COMMITTEE OF REFERENCE REPORT

Chair of Committee

March 25, 2026
Date

Committee on Local Government & Housing.

After consideration on the merits, the Committee recommends the following:

HB26-1257 be amended as follows, and as so amended, be referred to the Committee of the Whole with favorable recommendation and with a recommendation that it be placed on the consent calendar:

1 Amend reengrossed bill, page 2, strike line 3 and substitute "(1)(a)(I),
2 (1)(a)(II), (1)(a)(III), (1)(a)(IV) introductory portion, (1)(a)(IV)(A),
3 (1)(b)(I), (2)(d),".

4 Page 2, line 4, after "(3)(a)," insert "(3.5)(c),".

5 Page 2, line 6, after the second "portion," insert "(4.5)(a)(I),".

6 Page 3, strike line 2 and substitute "(7)(h)(III); and **add** (1)(a)(I.5),
7 (1)(a)(II.5), (1)(a)(III.5), (1)(a)(IX), (1)(a)(X), (3)(d), (4)(a)(XIII), and
8 (7)(i) as follows:".

9 Page 3, after line 6 insert:

10 "(I) Illicit massage businesses present a facade of legitimate
11 services, concealing that the primary business is the sex and labor
12 trafficking of victims who are trapped in these businesses. THE
13 REPUTATION AND SUCCESS OF LEGITIMATE MASSAGE THERAPY BUSINESSES
14 IS DENIGRATED AND UNDERMINED BY INDIVIDUALS WHO CONCEAL
15 UNLAWFUL ACTIVITIES, SUCH AS HUMAN TRAFFICKING, BY FALSELY POSING
16 AS MASSAGE THERAPY BUSINESSES.

17 (I.5) THE OPERATION OF ILLICIT MASSAGE THERAPY BUSINESSES IS
18 DANGEROUS TO THE PUBLIC AND CAN RESULT IN UNLAWFUL SEXUAL
19 ACTIVITIES, HUMAN TRAFFICKING, ILLEGAL BUILDING IMPROVEMENTS,
20 ZONING VIOLATIONS, AND NUISANCE ACTIVITIES;

21 (II) Human trafficking is a growing problem throughout Colorado.
22 FROM 1977 UNTIL 2015, THE COLORADO MASSAGE PARLOR CODE
23 AUTHORIZED LOCAL GOVERNMENTS TO REGULATE MASSAGE PARLORS

1 THROUGH LICENSURE PROGRAMS. IN 2014, A SUNSET REVIEW
2 RECOMMENDED SUNSETTING THE MASSAGE PARLOR CODE BASED ON A
3 VIEW THAT THE CODE WAS NOT "A SIGNIFICANT FACTOR IN THE FIGHT
4 AGAINST PROSTITUTION" AND WAS NOT NECESSARY TO PROTECT THE
5 PUBLIC HEALTH, SAFETY, AND WELFARE. THE COLORADO MASSAGE
6 PARLOR CODE WAS REPEALED IN 2015 BY SENATE BILL 15-122,
7 DISMANTLING DOZENS OF LOCAL LICENSING SYSTEMS THAT LOCAL
8 GOVERNMENTS HAD ENACTED TO ADDRESS HUMAN TRAFFICKING.

9 (II.5) THE "MESSAGE THERAPY PRACTICE ACT", ARTICLE 235 OF
10 TITLE 12, WAS ENACTED IN 2008 TO REGULATE THE PROFESSION OF
11 MESSAGE THERAPY AND TO PROVIDE FOR CONSISTENT STATEWIDE
12 CERTIFICATION AND OVERSIGHT OF MESSAGE THERAPISTS. THE "MESSAGE
13 THERAPY PRACTICE ACT" PERMITS LOCAL GOVERNMENTS TO INSPECT
14 MESSAGE THERAPY LICENSES AND BUSINESS PREMISES WHERE MESSAGE
15 THERAPY IS CONDUCTED TO ENSURE COMPLIANCE WITH APPLICABLE
16 LAWS."

17 Page 3, strike line 11 and substitute "REASONABLY LIKELY TO OCCUR; and

18 (III.5) IN 2018, THROUGH ITS AUTHORITY AS A HOME RULE
19 MUNICIPALITY, THE CITY OF AURORA ENACTED AN ORDINANCE TO
20 REGULATE MASSAGE FACILITIES TO COMBAT HUMAN TRAFFICKING BY
21 FOCUSING DIRECTLY ON THE PERPETRATORS OF TRAFFICKING AND THE
22 DETERRENCE OF UNLAWFUL BEHAVIOR AS AN ALTERNATIVE TO
23 TRADITIONAL LAW ENFORCEMENT APPROACHES. OTHER MUNICIPALITIES
24 FOLLOWED SUIT AND THE GENERAL ASSEMBLY SUBSEQUENTLY ENACTED
25 HOUSE BILL 22-1300 IN 2022 TO AUTHORIZE COUNTIES TO ENACT SIMILAR
26 REGULATIONS."

27 Page 3, after line 24 insert:

28 "(IX) LOCAL REGULATION OF MASSAGE FACILITIES HAS BEEN
29 EFFECTIVE IN REDUCING THE NUMBER OF ILLICIT MASSAGE BUSINESSES,
30 DETERRING THE LOCATION OF NEW ILLICIT MASSAGE BUSINESSES, AND
31 FOCUSING ON THE BEHAVIOR OF PERPETRATORS OF HUMAN TRAFFICKING;
32 AND

33 (X) THE LOCAL REGULATION OF MASSAGE FACILITIES,
34 IMPLEMENTED CONSISTENTLY WITH THE "MESSAGE THERAPY PRACTICE
35 ACT", RECOGNIZES THAT MASSAGE THERAPY IS A LEGITIMATE
36 HEALTH-CARE PROFESSION THAT PROVIDES BENEFITS TO THE RESIDENTS
37 OF COLORADO."

38 Page 5, after line 3 insert:

1 "(3.5) Except as otherwise provided in subsection (3)(c) of this
2 section, a local government shall establish a process in accordance with
3 34 U.S.C. sec. 41101, which must be established by ordinance or
4 resolution, in accordance with 34 U.S.C. sec. 41101; must meet the
5 criteria established by the federal bureau of investigation in implementing
6 34 U.S.C. sec. 41101; and must be performed in accordance with section
7 24-33.5-424.5, to require that, as a condition for a person remaining as or
8 becoming an operator, owner, or employee:

9 (c) A prospective operator or owner submit to a background check
10 performed in accordance with section 24-33.5-424.5 ~~at least thirty days~~
11 before, as applicable, being granted a license to operate a massage facility
12 or assuming an ownership interest in a massage facility that would make
13 the prospective owner an owner."

14 Page 7, after line 11 insert:

15 "(I) Has not submitted to a required background check ~~at least~~
16 ~~thirty days~~ before assuming an ownership interest in a massage facility
17 that would make the prospective owner an owner pursuant to subsections
18 (4)(c) and (4)(c.5) of this section; or".

** *** ** *** **