

FOURTEENTH CONGRESS OF THE REPUBLIC)
OF THE PHILIPPINES)
First Regular Session)

7 21 1922

SENATE
S.B. No. 1128

RECEIVED BY: §

Introduced by Senator Miriam Defensor Santiago

EXPLANATORY NOTE

The Constitution, Article II, Section 15, provides:

The State shall protect and promote the right to health of the people and instill health consciousness among them

Massage is a part of the Filipino culture, as well as in the majority of our Southeast Asian neighbors. Qualified massage practitioners and therapists invested in their vocation the knowledge of anatomy and physiology, with an understanding of the relationship between the structure and the function of the tissues being treated and the total function of the body. Regulating the practice of massage against unqualified practitioners and establishments is in the interest of public health, safety, and welfare. This bill not only aims to standardize the qualifications of massage therapists, but will also curb prostitution that uses massage parlors as fronts of their illicit trade.¹

Miriam Defensor Santiago
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¹ This bill was originally filed in the Thirteenth Congress, Third Regular Session.

1 (I) "Licensure" means the procedure by which a person, hereinafter referred
2 to as a "practitioner," applies to the Board for approval to practice massage
3 or to operate an establishment; and

4 (J) "Board-approved massage school" means a facility which meets minimum
5 standards for training and curriculum as determined by rule of the Board
6 and which is licensed by the Technical Education and Skills Development
7 Authority.

8 SECTION 3. *Exemptions.* --

9 (A) Athletic trainers employed by or on behalf of a professional athletic team
10 performing or training within this state shall be exempt from the
11 provisions of this act.

12 (B) The state and its political subdivisions are exempt from the registration
13 requirements of this act.

14 (C) An exemption granted is effective to the extent that an exempted person's
15 practice or profession overlaps with the practice of massage.

16 SECTION 4. *Board of Massage Therapy.* --

17 (A) The Board of Massage Therapy is created within the Department. The
18 Board shall consist of seven members, who shall be appointed by the
19 Secretary and whose function it shall be to carry out the provisions of this
20 act.

21 (B) Five members of the Board shall be licensed massage therapists and shall
22 have been engaged in the practice of massage for not less than 5
23 consecutive years prior to the date of appointment to the Board. The
24 Secretary shall appoint each member for a term of 4 years. Two members
25 of the Board shall be laypersons. Each Board member shall be a high
26 school graduate or shall have received a graduate equivalency diploma.
27 Each Board member shall be a Filipino citizen and a resident of the

1 country for not less than 5 years. The appointments will be subject to
2 confirmation by the Senate.

3 (C) The Secretary may at any time fill vacancies on the Board for the
4 remainder of unexpired terms. Each member of the Board shall hold over
5 after the expiration of her or his term until her or his successor has been
6 duly appointed and qualified. No Board member shall serve more than two
7 terms, whether full or partial.

8 (D) The Board shall, in the month of January, elect from its number a chair
9 and a vice chair.

10 (E) The Board shall hold such meetings during the year as it may determine to
11 be necessary, one of which shall be the annual meeting. The chair of the
12 Board shall have the authority to call other meetings at her or his
13 discretion. A quorum of the Board shall consist of not less than four
14 members.

15 (F) The Board has authority to adopt rules to implement the provisions of this
16 chapter.

17 SECTION 5. *Accountability of Board members.* – Each Board member shall be
18 held accountable to the Secretary for the proper performance of all duties and obligations
19 of such Board member's office. The Secretary shall cause to be investigated any
20 complaints or unfavorable reports received concerning the actions of the Board or its
21 individual members and shall take appropriate action thereon, which may include
22 removal of any Board member for malfeasance, misfeasance, neglect of duty,
23 commission of a felony, incompetence, or permanent inability to perform official duties.

24 SECTION 6. *Investigative services.* – The Department shall provide all
25 investigative services required in carrying out the provisions of this act.

1 SECTION 7. *Massage therapists; qualifications; licensure; endorsement.* –

2 (A) Any person is qualified for licensure as a massage therapist under this act
3 who:

4 (1) Is at least 18 years of age or has received a high school diploma or
5 graduate equivalency diploma;

6 (2) Has completed a course of study at a Board-approved massage school
7 or has completed an apprenticeship program that meets standards
8 adopted by the Board; and

9 (3) Has received a passing grade on an examination administered by the
10 Department.

11 (B) Every person desiring to be examined for licensure as a massage therapist
12 shall apply to the Department in writing upon forms prepared and
13 furnished by the Department. Such applicants shall be subject to the
14 provisions of SECTION 12 (1). Applicants may take an examination
15 administered by the Department only upon meeting the requirements of
16 this section as determined by the Board.

17 (C) Upon an applicant's passing the examination and paying the initial
18 licensure fee, the Department shall issue to the applicant a license, valid
19 until the next scheduled renewal date, to practice massage.

20 (D) The Board shall adopt rules:

21 (1) Establishing a minimum training program for apprentices.

22 (2) Providing for educational standards, examination, and certification for
23 the practice of colonic irrigation, as defined in s. 480.033(6), by
24 massage therapists.

25 (3) Specifying licensing procedures for practitioners desiring to be
26 licensed in this state who hold an active license and have practiced in
27 any other state, territory, or jurisdiction of the United States or any
28 foreign national jurisdiction which has licensing standards

1 substantially similar to, equivalent to, or more stringent than the
2 standards of this state.

3 SECTION 8. *License renewal.* – The Board shall prescribe by rule the method for
4 renewal of biennial licensure which shall include continuing education requirements not
5 to exceed 25 classroom hours per biennium. The Board shall by rule establish criteria for
6 the approval of continuing education programs or courses. The programs or courses
7 approved by the Board may include correspondence courses that meet the criteria for
8 continuing education courses held in a classroom setting.

9 SECTION 9. *Examinations.* –

10 (A) The Board shall specify by rule the general areas of competency to be
11 covered by examinations for licensure. These rules shall include the
12 relative weight assigned in grading each area, the grading criteria to be
13 used by the examiner, and the score necessary to achieve a passing grade.
14 The Board shall ensure that examinations adequately measure an
15 applicant's competency. Professional testing services may be utilized to
16 formulate the examinations.

17 (B) The Board shall ensure that examinations comply with state and federal
18 equal employment opportunity guidelines.

19 (C) The Department shall, in accordance with rules established by the Board,
20 examine persons who file applications for licensure under this act in all
21 matters pertaining to the practice of massage. A written examination shall
22 be offered at least once yearly and at such other times as the Department
23 shall deem necessary.

24 (D) The Board shall adopt rules providing for reexamination of applicants who
25 have failed the examination.

26 (E) All licensing examinations shall be conducted in such manner that the
27 applicant shall be known to the Department by number until her or his

1 examination is completed and the proper grade determined. An accurate
2 record of each examination shall be made; and that record, together with
3 all examination papers, shall be filed with the secretary of the Department
4 and shall be kept for reference and inspection for a period of not less than
5 2 years immediately following the examination.

6 SECTION 10. *Massage establishments; requisites; licensure; inspection.* --

7 (A) No massage establishment shall be allowed to operate without a license
8 granted by the Department in accordance with rules adopted by the Board.

9 (B) The Board shall adopt rules governing the operation of establishments and
10 their facilities, personnel, safety and sanitary requirements, financial
11 responsibility, insurance coverage, and the license application and
12 granting process.

13 (C) Any person, firm, or corporation desiring to operate a massage
14 establishment in the state shall submit to the Department an application,
15 upon forms provided by the Department, accompanied by any information
16 requested by the Department and an application fee.

17 (D) Upon receiving the application, the Department may cause an
18 investigation to be made of the proposed massage establishment.

19 (E) If, based upon the application and any necessary investigation, the
20 Department determines that the proposed establishment would fail to meet
21 the standards adopted by the Board under subsection (2), the Department
22 shall deny the application for license. Such denial shall be in writing and
23 shall list the reasons for denial. Upon correction of any deficiencies, an
24 applicant previously denied permission to operate a massage establishment
25 may reapply for licensure.

26 (F) If, based upon the application and any necessary investigation, the
27 Department determines that the proposed massage establishment may
28 reasonably be expected to meet the standards adopted by the Department

1 under subsection (2), the Department shall grant the license under such
2 restrictions as it shall deem proper as soon as the original licensing fee is
3 paid.

4 (G)(1) Once issued, no license for operation of a massage establishment may
5 be transferred from one owner to another.

6 (2) A license may be transferred from one location to another only after
7 inspection and approval by the Board and receipt of an application and
8 inspection fee set by rule of the Board, not to exceed Php1500.

9 (3) A license may be transferred from one business name to another after
10 approval by the Board and receipt of an application fee set by rule of
11 the Board, not to exceed Php 500.

12 (H) Renewal of license registration for massage establishments shall be
13 accomplished pursuant to rules adopted by the Board. The Board is further
14 authorized to adopt rules governing delinquent renewal of licenses and
15 may impose penalty fees for delinquent renewal.

16 (I) The Board is authorized to adopt rules governing the periodic inspection
17 of massage establishments licensed under this act.

18 SECTION 11. *Fees; Disposition.* --

19 (A) The Board shall set fees according to the following schedule:

20 (1) Massage therapist application and examination fee: not to exceed
21 Php 2500;

22 (2) Massage therapist initial licensure fee: not to exceed Php1500;

23 (3) Establishment application fee: not to exceed Php 2000;

24 (4) Establishment licensure fee: not to exceed Php 1500;

25 (5) Biennial establishment renewal fee: not to exceed Php 1500;

26 (6) Biennial massage therapist licensure renewal fee: not to exceed Php
27 2000;

- 1 (7) Massage therapist reexamination fee: not to exceed Php 2500;
- 2 (8) Fee for apprentice: not to exceed Php 1000;
- 3 (9) Colonics examination fee: not to exceed Php 1000;
- 4 (10) Colonics reexamination fee: not to exceed Php 1000;
- 5 (11) Application and reactivation for inactive status of a massage
6 therapist license fee: not to exceed Php 2500;
- 7 (12) Renewal fee for inactive status: not to exceed Php 2500;

8 (B) The Department shall impose a late fee not to exceed Php 1500 on a
9 delinquent renewal of a massage establishment license;

10 (C) The Board may establish by rule an application fee not to exceed Php
11 1000 for anyone seeking approval to provide continuing education courses
12 and may provide by rule for a fee not to exceed Php 50 for renewal of
13 providership;

14 (D) The Department is authorized to charge the cost of any original license or
15 permit, as set forth in this chapter, for the issuance of any duplicate
16 licenses or permits requested by any massage therapist or massage
17 establishment;

18 (E) All moneys collected by the Department from fees authorized by this act
19 shall be paid into the National Treasury.

20 SECTION 12. *Grounds for disciplinary action by the Board.* –

21 (A) The following acts constitute grounds for denial of a license or
22 disciplinary action:

- 23 (1) Attempting to procure a license to practice massage by bribery or
24 fraudulent misrepresentation.
- 25 (2) Having a license to practice massage revoked, suspended, or
26 otherwise acted against, including the denial of licensure, by the
27 licensing authority of another state, territory, or country.

- 1 (3) Being convicted or found guilty, regardless of adjudication, of a
2 crime in any jurisdiction which directly relates to the practice of
3 massage or to the ability to practice massage. Any plea of nolo
4 contendere shall be considered a conviction for purposes of this
5 chapter.
- 6 (4) False, deceptive, or misleading advertising.
- 7 (5) Aiding, assisting, procuring, or advising any unlicensed person to
8 practice massage contrary to the provisions of this chapter or to a
9 rule of the Department or the Board.
- 10 (6) Making deceptive, untrue, or fraudulent representations in the
11 practice of massage.
- 12 (7) Being unable to practice massage with reasonable skill and safety by
13 reason of illness or use of alcohol, drugs, narcotics, chemicals, or
14 any other type of material or as a result of any mental or physical
15 condition. In enforcing this paragraph, the Department shall have,
16 upon probable cause, authority to compel a massage therapist to
17 submit to a mental or physical examination by physicians designated
18 by the Department. Failure of a massage therapist to submit to such
19 examination when so directed, unless the failure was due to
20 circumstances beyond her or his control, shall constitute an
21 admission of the allegations against her or him, consequent upon
22 which a default and final order may be entered without the taking of
23 testimony or presentation of evidence. A massage therapist affected
24 under this paragraph shall at reasonable intervals be afforded an
25 opportunity to demonstrate that she or he can resume the competent
26 practice of massage with reasonable skill and safety to clients.
- 27 (8) Gross or repeated malpractice or the failure to practice massage with
28 that level of care, skill, and treatment which is recognized by a

1 reasonably prudent massage therapist as being acceptable under
2 similar conditions and circumstances.

3 (9) Practicing or offering to practice beyond the scope permitted by law
4 or accepting and performing professional responsibilities which the
5 licensee knows or has reason to know that she or he is not competent
6 to perform.

7 (10) Delegating professional responsibilities to a person when the
8 licensee delegating such responsibilities knows or has reason to
9 know that such person is not qualified by training, experience, or
10 licensure to perform.

11 (11) Violating a lawful order of the Board or Department previously
12 entered in a disciplinary hearing, or failing to comply with a lawfully
13 issued subpoena of the Department.

14 (12) Refusing to permit the Department to inspect the business premises
15 of the licensee during regular business hours.

16 (13) Failing to keep the equipment and premises of the massage
17 establishment in a clean and sanitary condition.

18 (14) Practicing massage at a site, location, or place which is not duly
19 licensed as a massage establishment, except that a massage therapist,
20 as provided by rules adopted by the Board, may provide massage
21 services, excluding colonic irrigation, at the residence of a client, at
22 the office of the client, at a sports event, at a convention, or at a trade
23 show.

24 (B) The Board may enter an order denying licensure or imposing any of the
25 penalties in this Section against any applicant for licensure or licensee
26 who is found guilty of violating any provision of subsection (1) of this
27 section.

1 (C) The Board shall have the power to revoke or suspend the license of a
2 massage establishment licensed under this act, or to deny subsequent
3 licensure of such an establishment, in either of the following cases:

4 (1) Upon proof that a license has been obtained by fraud or
5 misrepresentation.

6 (2) Upon proof that the holder of a license is guilty of fraud or deceit or of
7 gross negligence, incompetence, or misconduct in the operation of the
8 establishment so licensed.

9 SECTION 13. *Advertisement.* -- Each massage therapist or massage establishment
10 licensed under the provisions of this act shall include the number of the license in any
11 advertisement of massage services appearing in any newspaper, airwave transmission,
12 telephone directory, or other advertising medium. Pending licensure of a new massage
13 establishment pursuant to the provisions of Section 10(6), the license number of a
14 licensed massage therapist who is an owner or principal officer of the establishment may
15 be used in lieu of the license number for the establishment.

16 SECTION 14. *Penalties.* --

17 (A) It is unlawful for any person to:

18 (1) Hold himself or herself out as a massage therapist or to practice massage
19 unless duly licensed under this chapter or unless otherwise specifically
20 exempted from licensure under this chapter.

21 (2) Operate any massage establishment unless it has been duly licensed as
22 provided herein, except that nothing herein shall be construed to prevent
23 the teaching of massage in this state at a Board-approved massage school.

24 (3) Permit an employed person to practice massage unless duly licensed as
25 provided herein.

26 (4) Present as his or her own the license of another.

27 (5) Allow the use of his or her license by an unlicensed person.

1 (6) Give false or forged evidence to the Department in obtaining any license
2 provided for herein.

3 (7) Falsely impersonate any other licenseholder of like or different name.

4 (8) Use or attempt to use a license that has been revoked.

5 (9) Otherwise violate any of the provisions of this Act.

6 (B) Any person violating the provisions of this section is guilty of a misdemeanor
7 of the first degree, punishable as provided in the pertinent provisions of the
8 Penal Code.

9 SECTION 15. *Sexual misconduct in the practice of massage therapy.* – The
10 massage therapist-patient relationship is founded on mutual trust. Sexual misconduct in
11 the practice of massage therapy means violation of the massage therapist-patient
12 relationship through which the massage therapist uses that relationship to induce or
13 attempt to induce the patient to engage, or to engage or attempt to engage the patient, in
14 sexual activity outside the scope of practice or the scope of generally accepted
15 examination or treatment of the patient. Sexual misconduct in the practice of massage
16 therapy is prohibited.

17 SECTION 16. *Civil proceedings.* – As cumulative to any other remedy or
18 criminal prosecution, the Department may file a proceeding in the name of the state
19 seeking issuance of a restraining order, injunction, or writ of mandamus against any
20 person who is or has been violating any of the provisions of this act or the lawful rules or
21 orders of the Department.

22 SECTION 17. *Power of province, city, or municipality to regulate massage.* – A
23 province, city or municipality, within its jurisdiction, may regulate persons and
24 establishments licensed under this chapter. Such regulation shall not exceed the powers
25 of the State under this act or be inconsistent with this act. This section shall not be
26 construed to prohibit a county or municipality from enacting any regulation of persons or
27 establishments not licensed pursuant to this act.

1 SECTION 18. *Appropriations.* -- The amount necessary to carry out the
2 provisions of this Act shall be included in the budget of concerned government agencies
3 in the General Appropriations Act of the year following its enactment into law and
4 thereafter.

5 SECTION 19. *Repealing Clause.* -- All laws, decrees, executive orders,
6 administrative orders or parts thereof inconsistent with the provisions of this Act are
7 hereby repealed, amended or modified accordingly.

8 SECTION 20. *Separability Clause.* -- If any provision of this Act is held invalid
9 or unconstitutional, other provisions not affected thereby shall continue to be in full force
10 and effect.

11 SECTION 21. *Effectivity Clause.* -- This Act shall take effect fifteen (15) days
12 following its complete publication in the Official Gazette or in at least two (2)
13 newspapers of general circulation.

Approved,

/ptmt