



**Tuesday, November 12, 2024, 9:00 AM, Front Conference Room at 645 Pine St. OR
REMOTELY via ZOOM**

When: Nov 12, 2024 09:00 AM Eastern Time (US and Canada)
Topic: Ordinance Committee Meeting

Please click the link below to join the webinar:

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1. Agenda

1.1. Motion to amend/adopt agenda

2. Adopt Draft Minutes

Subject	2.1. Adopt the Draft Minutes from 11/5
Meeting	November 12, 2024 - Ordinance Committee Meeting - Tuesday, November 12, 2024, 9:00 AM, Front Conference Room at 645 Pine St. OR REMOTELY via ZOOM
Category	2. Adopt Draft Minutes
Department	Council and Board

Type

Recommended Action

3. Public Forum

Subject

3.1. Verbal Comments

Meeting

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Category

3. Public Forum

Department

Council and Board

Type

4. Trespass Ordinance Discussion

Subject

4.1. Trespass Ordinance Discussion

Meeting

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Category

4. Trespass Ordinance Discussion

Department

Council and Board

Type

Recommended Action

5. Dog Task Force Report Review

Subject

5.1. Dog Task Force Report Review

Meeting

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Category

5. Dog Task Force Report Review

Department

Council and Board

Type

Recommended Action

6. Any Other Committee Business

Subject

6.1. Any Other Committee Business

Meeting

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Category

6. Any Other Committee Business

Department

Council and Board

Type

Recommended Action

7. Adjournment

Subject	7.1. Motion to adjourn
Meeting	November 12, 2024 - Ordinance Committee Meeting - Tuesday, November 12, 2024, 9:00 AM, Front Conference Room at 645 Pine St. OR REMOTELY via ZOOM
Category	7. Adjournment
Department	Council and Board
Type	
Recommended Action	



**POLICE DEPARTMENT
CITY OF BURLINGTON**

TO: Chief of Staff Erin Jacobsen
FROM: Chief of Police Jon Murad
DATE: May 17, 2024
RE: Trespass

Trespass is a tool the Burlington Police Department uses frequently, but there are several stages and versions.

Generally, there is a court and prosecutorial expectation that a person who has, for the first time, made himself unwelcome in a place must be allowed an opportunity to leave before a person in lawful possession of a place (or his or her agent) issues a Notice of Trespass. Similarly, once a person has been trespassed, there is an expectation that the person be allowed an opportunity to leave before an officer issues a citation or makes an arrest. These expectations may not apply to particularly incorrigible recidivists, however.

Private Property

When it comes to private property, the police do not issue Notices of Trespass. This is a policy choice, because the statute, 13 V.S.A. § 3705 allows a law enforcement officer to act on behalf of a person in lawful possession of a place. The City of Burlington has chosen not to allow that, however. It is my understanding that this decision was made to disentangle police from the issue of whether bias plays a role in who does or does not get trespassed. There is a lot of history around this, some of which can be found in the local news stories that I've synopsized at the end of the memo. There are links to the online articles, as well. If you review only one, the most helpful is [Burlington's No-Trespass Ordinance Is Working, But Its Days May Be Numbered](#), published in Seven Days, on May7, 2014.

If a private property owner such as a shopkeeper calls because she wants to trespass someone, the BPD will instruct her to fill out the Notice of Trespass form, which is prominently linked on the [City of Burlington Police Department webpage](#). If the shopkeeper is concerned or fearful about issuing the Notice, and if officers are available, the BPD will send an officer to stand by and ensure everyone's safety as the Notice is issued. The officer will also ensure that the offender leaves the premises.

Once a Notice of Trespass is on file, if an offender violates the notice, police will respond and issue citations or makes arrests when there is a violation. Under the Priority Response Plan, “Trespass” is a Priority 2, meaning than an in-progress incident should be treated as a Priority 1 call for service.

The Ordinance Committee of the City Council is currently considering a resolution that would once again allow BPD officers to act on behalf of property owners and issue Notices of Trespass.

City Property

For city properties other than the parks or the Marketplace, the city’s preferred practice is that Notices of Trespass be issued by direct employees of the entity that administers the property— e.g., a DPW employee at 645 Pine Street, or a librarian at the Fletcher Free Library. In the case of the library this is good, because the rules there are uniquely complicated. (See Ordinance 21-43, which I’ve appended at the end of this memo.) Here, too, the rationale for the policy was to remove police from the decision-making process, and avoid concerns or claims that their actions might have been influenced by bias.

The Church Street Marketplace

Police frequently trespass people from the Marketplace, in accordance with Ordinance 21-49. (I’ve appended the relevant ordinances at the end of this memo.)

City Hall Park

Police frequently trespass people from City Hall Park, in accordance with Ordinance 21-48. (I’ve appended the relevant ordinances at the end of this memo.)

I hope this was helpful and got at what you were seeking (“a short write-up explaining enforcement of the trespass ordinance”). If not, I’m happy to meet and speak more at length.

Respectfully,



Jon Murad
Chief of Police

NEWS ARTICLES

Here are some articles tracking some of that history:

[Sidewalk Sitting Ban Nixed in Burlington—For Now](#), Seven Days, June 17 2010

“After a three-hour hearing, the Burlington City Council's Ordinance Committee shelved plans to ban sitting or lying down on select downtown city sidewalks. More than 50 people packed a City Hall conference room — almost double its legal capacity according to the city's fire code — to weigh in on the proposal. The three-member committee heard from Police Chief Michael Schirling, several business owners, homeless youth and residents. In the end, the committee agreed unanimously to craft a resolution asking the full City Council to have the police department educate people about the need to keep sidewalks clear for pedestrians, wheelchairs and strollers.”

[Burlington to reconsider trespass ordinance on the Church Street Marketplace](#), VTDigger, June 26 2013

“An ordinance designed to close the Church Street Marketplace to unruly visitors is about to get a second look. Burlington City Council will reconsider an ordinance that authorizes the removal of people from Church Street for unruly behavior after the public raised concerns over the city's no-trespass law. The council voted 11-3 this week to ask the Ordinance Committee to reconsider the ordinance's constitutionality, which was endorsed by Assistant City Attorney Gregg Meyer's legal analysis written last June. The memo can be seen below.”

[Burlington lawyers call for suspension of no-trespass ordinance](#), VTDigger, July 12, 2013

“Attorneys sent a letter to Burlington City Council members and Mayor Miro Weinberger claiming that the current enforcement of the city's no-trespass ordinance violates due process. The letter is a response to the Burlington Police Department's release of enforcement records from April 26 to June 9. The letter was written by John Franco, a private attorney and former assistant city attorney, along with Jared Carter and Sandy Baird of the Vermont Community Law Center. “In my view, one of the bedrock principles of our government is that everybody is entitled to due process of the law,” said Carter wrote. “What we think this ordinance does is totally eviscerate that.” First-time public-nuisance offenders receive a no-trespass citation, banishing them from Church Street for 24 hours. Because the Church Street Marketplace Commission is closed on weekends and holidays, appeals might not be possible until after the 24-hour ban has been served, according to the letter. According to the ordinance passed in February, the first offense is a 24-hour no-trespass notice, which increases to 90 days for the second offense and one year for a third.”

[\[Case dismissed for lack of standing](#), 2016]

[Despite Problems, Business Is Booming on Church Street](#), Seven Days, August 28 2013

“Even as they count their cash, Church Street merchants worry about troublemakers and panhandlers scaring away customers. Along similar lines, some shopkeepers are failing at “loss prevention” — the retailer’s euphemism for shoplifting. Curbing such unlawful behavior was the goal of the no-trespass ordinance the city council adopted earlier this year. It triggered controversy — but not among Church Street merchants. “There’s been a noticeable improvement since the ordinance took effect,” says marketplace director Ron Redmond. “Businesses generally say it’s working.” Police chief Mike Schirling agrees the ordinance is proving effective. He suggests that the threat and actual orders of banishment from the marketplace have made disruptive incidents less common. As of mid-August, Schirling reports, 35 persons have been exiled from Church Street for one day, four have been banned for one month, and one has been told to stay away for a full year. Local civil liberties attorney Sandy Baird has filed suit seeking suspension of the ordinance, partly on the grounds that it’s unconstitutional to ostracize persons who have only been charged with — not convicted of — offenses such as disorderly conduct, vandalism and possession of open containers of alcohol. Defenders of the ordinance argue that banishment is a necessary response to such behaviors because the courts are too clogged to impose timely punishments.”

[No-trespass trial begins in Burlington](#), Burlington Free Press, May 2 2014

“The constitutionality of a year-old no-trespass ordinance for Church Market Street in Burlington will not be determined in a day. Meanwhile, police may continue to add banishment to people cited for disorderly conduct, unlawful mischief, public drinking or illegal drug possession. The terms of exclusion range from 24 hours for the first violation; up to 90 days for the second offense, and up to one year for the third. Closing arguments Friday at Chittenden Superior Court led to yet more questions from Judge Dennis Pearson — who then gave lawyers in the lawsuit until May 30 to submit final written summaries. City officials contend that the graduated response to unacceptable, threatening or dangerous behavior has made the marketplace, on the whole, more inviting. ... None of the 66 people who have been “trespassed” in the past year (including the single recipient of a one-year term) testified at the trial.”

[\[Case dismissed in 2016\]](#)

[Burlington's No-Trespass Ordinance Is Working, But Its Days May Be Numbered](#), Seven Days, May 7 2014

“One year after Burlington implemented a no-trespass ordinance that allows police officers to banish repeat troublemakers from the Church Street Marketplace, two things are clear: The ordinance appears to have succeeded in its stated goal, and its existence has never been in greater jeopardy. Two recent legal challenges are testing the ban's constitutionality. Last Friday, civil court Judge Dennis Pearson listened to arguments about whether police were violating the First Amendment by barring people for up to a year from the length of a public street — a regulation that law-enforcement officers, as well as social workers and Church Street

merchants, say is badly needed in downtown Burlington. A ruling is expected soon. In a related but less publicized case, a criminal court Judge Michael Kupersmith last month threw out a trespassing charge against the ordinance's most frequent offender. In that decision, the judge deemed the ordinance "unconstitutional" and practically dared prosecutors to appeal his decision. They haven't. Detractors say they don't think the ordinance, which has forced at least one person to spend six days in prison, can survive the mounting legal pressure. "This is appalling. Talk about throwing the baby out with the bathwater. This thing is a stinker," said attorney John Franco, who represented the plaintiffs in the civil trial last Friday. But supporters warn that, without it, Church Street could see an influx of unruly people, and police would be forced to pursue more heavy-handed criminal charges to keep the peace. "This isn't barring people because we don't like them. All it's about is curbing behavior that adversely affects hundreds, if not thousands, of people," Burlington Police Chief Michael Schirling said. "Most of the people we are dealing with, all the efforts to change the behavior have failed. You have to work really hard to get a trespass notice. They are choosing not to engage in services that are offered to them again and again." The city ordinance is rooted in a dilemma that informs much of police activity in Burlington: how to address the volatile actions of addicts and the mentally ill, many of whom gravitate to the area to utilize services provided by agencies such as the HowardCenter and Fletcher Allen Health Care."

[Church Street smoking ban starts with 'soft' enforcement](#), Burlington Free Press, December 15 2014

"Church Street Marketplace has added "no smoking" signs to every light pole, swept the bricks clear of cigarette butts and moved ashtrays to side streets. Police will start enforcing the marketplace's new smoking ban Wednesday with warnings and tickets. Officials said at a news conference Monday, however, that they're also relying on community members to ask smokers to take their cigarettes and electronic cigarettes elsewhere. ... Among the ban's critics, some have been concerned that the new ordinance discriminates against smokers or lower-income residents. Three of 14 city councilors opposed the proposal in a November vote."

[ACLU Sues to Protect Homeless Encampments in Burlington](#), Seven Days, October 20 2017

"The American Civil Liberties Union of Vermont is seeking to stop Burlington's plan to evict three people from a homeless encampment along North Avenue. ACLU attorney Jay Diaz filed a class action lawsuit on Friday morning against the city of Burlington. A judge later on Friday issued a temporary restraining order that allows the campers to stay until the case is settled. The city has given the campers until Monday to leave; they can face prosecution or fines if they do not, Diaz said. Yesterday, city officials dismantled an encampment in Burlington's South End, arriving with dump trucks to clear out abandoned property. The 311 North Avenue encampment, located in the woods near the Stone House, is being dismantled for "environmental impact reasons," said Police Chief Brandon del Pozo."

[Burlington Settles Lawsuit Challenging No-Trespass Ordinance](#), Seven Days, July 16 2019

The City of Burlington will pay \$13,500 to a Queen City man and his attorneys who challenged the city's no-trespass ordinance last summer after he was barred from City Hall Park. The June 26 settlement with Jason Ploof also says the city will rewrite its trespass ordinance by year's end, according to the American Civil Liberties Union of Vermont, which represented Ploof along with attorney Justin Barnard of Dinse in Burlington. "Our parks, especially central parks like City Hall Park, are something that belongs to everybody," ACLU of Vermont staff attorney Jay Diaz told Seven Days. "We're glad that the city going forward is going to take that more seriously than they have in the past, applying due process of law whenever they attempt to revoke people's rights." In 2015, Burlington police ticketed and trespassed Ploof twice for having an open container in the park, the second time for 90 days. Police then arrested Ploof when they saw him conversing with friends near the fountain during that period, according to court documents. With the ACLU of Vermont's backing, Ploof contended that the banishment "unlawfully restricted [his] freedom to receive information and enter a traditional public forum, in violation of the First Amendment." The suit survived the city's attempts to dismiss it."

VERMONT STATUTE

13 V.S.A. § 3705. Unlawful trespass

(a)(1) A person shall be imprisoned for not more than three months or fined not more than \$500.00, or both, if, without legal authority or the consent of the person in lawful possession, he or she enters or remains on any land or in any place as to which notice against trespass is given by:

(A) actual communication by the person in lawful possession or his or her agent or by a law enforcement officer acting on behalf of such person or his or her agent;

(B) signs or placards so designed and situated as to give reasonable notice; or

(C) in the case of abandoned property:

(i) signs or placards, posted by the owner, the owner's agent, or a law enforcement officer, and so designed and situated as to give reasonable notice; or

(ii) actual communication by a law enforcement officer.

(a)(2) As used in this subsection, "abandoned property" means:

(A) real property on which there is a vacant structure that for the previous 60 days has been continuously unoccupied by a person with the legal right to occupy it and with respect to which the municipality has by first-class mail to the owner's last known address provided the owner with notice and an opportunity to be heard; and

(i) property taxes have been delinquent for six months or more; or

(ii) one or more utility services have been disconnected; or

(B) a railroad car that for the previous 60 days has been unmoved and unoccupied by a person with the legal right to occupy it.

(b) Prosecutions for offenses under subsection (a) of this section shall be commenced within 60 days following the commission of the offense and not thereafter.

(c) A person who enters a building other than a residence, whose access is normally locked, whether or not the access is actually locked, or a residence in violation of an order of any

court of competent jurisdiction in this State shall be imprisoned for not more than one year or fined not more than \$500.00, or both.

(d) A person who enters a dwelling house, whether or not a person is actually present, knowing that he or she is not licensed or privileged to do so shall be imprisoned for not more than three years or fined not more than \$2,000.00, or both.

(e) A law enforcement officer shall not be prosecuted under subsection (a) of this section if he or she is authorized to serve civil or criminal process, including citations, summons, subpoenas, warrants, and other court orders, and the scope of his or her entrance onto the land or place of another is no more than necessary to effectuate the service of process.
(Added 1969, No. 156 (Adj. Sess.); amended 1971, No. 229 (Adj. Sess.), § 1; 1973, No. 109, § 7; 1979, No. 153 (Adj. Sess.), § 2; 1981, No. 223 (Adj. Sess.), §§ 17, 23; 2013, No. 49, § 3; 2013, No. 75, § 21.)

BURLINGTON ORDINANCES

21-45 Unlawful trespass.

It shall be unlawful for a person who, without legal authority or the consent of the person in lawful possession, enters or remains on any land or in any place as to which notice against trespass is given by:

- (a) Actual communication by the person in lawful possession or his agent or by a law enforcement officer acting on behalf of such person or his agent; or
- (b) Signs or placards so designed and situated as to give reasonable notice.

A violation of this section shall be a civil matter and enforced in accordance with the provisions of 24 V.S.A. section 1974a and section 1977 et seq. A civil penalty of not more than five hundred dollars (\$500.00) may be imposed for a violation of this section. The civil penalty may, at the discretion of the prosecuting official, be eliminated or reduced upon the successful completion of a restorative or reparative justice program through the community justice program. In lieu of further process and prosecution, persons ticketed for violations of this section may pay a waiver penalty under the schedule set out below:

Waiver Penalty:

First offense: The waiver penalty shall be two hundred fifty dollars (\$250.00).

Second offense, within a six-month period: The waiver penalty shall be three hundred dollars (\$300.00).

Third offense or more, within a twelve-month period: The waiver penalty shall be four hundred dollars (\$400.00).

Each time that the violation occurs will constitute a separate violation of this section. Any law enforcement officer can enforce this section.

(Ord. of 7-13-09(1); Ord. of 7-13-09(3))

21-45A Notice of trespass on city property.

- (a) Purpose. The purpose of this section is to enable a city official in charge of city property to issue a notice of trespass and enforce that notice against an individual whose behavior is dangerous, illegal, or unreasonably disruptive, while recognizing the rights of individuals to engage in constitutionally protected activities on public or city-owned property.
- (b) City official authorized to issue notice of trespass. The city council hereby expressly delegates its authority to issue a notice of trespass to any city official who is in charge, at the time of issuance, of the city property for which the notice of trespass is issued

and to any sworn officer of the Burlington police department in the exercise of their official duties.

- (c) Issuance of notice of trespass – Initial conference. If an individual violates any city ordinance, rule or regulation, or State law, or within a public building fails to follow the lawful directive of a city official or police officer authorized under subsection (b) of this section, that official may issue a notice of trespass for a violation which was committed while on or within a city facility, building, or outdoor area, including a municipal park, for the specific property where the violation occurred, excluding a right-of-way. Prior to issuance of the notice of trespass, the issuing official must ensure that the person to whom a notice of trespass will be issued has been informed of the basis for the notice of trespass and has been given an opportunity and reasonable amount of time to change or address the underlying conduct – that is, a verbal warning must have been issued. No verbal warning is required if the reason for the trespass is an accusation of serious harmful conduct such as arson, assault, harassment or a threat of such conduct. Notices of trespass may be issued at the Fletcher Free Library as provided in Section 21-43.
- (d) Service of notice – Content. In most cases, the notice of trespass must be hand-delivered to the person to whom it is issued by an authorized city official or a law enforcement officer; however, if the circumstances do not permit safe delivery of the notice in person, in the discretion of the authorized city official or law enforcement officer, it may be mailed to the individual's legal address. The written notice of trespass shall detail the basis for which the notice of trespass was issued, the length of time for which the notice of trespass remains in effect, and the consequences for violating the terms of the notice of trespass; it shall also advise the recipient of the right to contest the notice of trespass and the location at which to file the appeal.
- (e) Length of notice of trespass.
 - (1) Generally. For minor, first-time violations, such as having an open container of alcohol, the notice may be issued for up to one (1) day. For moderate violations, such as other nonviolent disorderly conduct, or for a second offense within thirty (30) days, the notice may be issued for up to thirty (30) days. For more serious violations or a third offense within sixty (60) days, the notice may be issued for up to one hundred eighty (180) days. Generally, it is expected that the length of time should reflect the severity or repetitiveness of the underlying conduct. Only for more serious offenses such as conduct that involves violence, harassment, or threats of physical harm to an individual may a notice be issued for over one hundred eighty (180) days, and in any event, a notice of trespass may not be issued for more than one (1) year.

- (2) Fletcher Free Library. Due to the nature and character of the Fletcher Free Library, the following durations apply to violations made under the library ordinance. For a violation of Section 21-43(a)(1), a notice of trespass may be issued for up to one hundred eighty (180) days. For a violation of Section 21-43(a)(2), a notice of trespass may be issued for a period up to sixty (60) days. For a violation of Section 21-43(a)(3), a notice of trespass may be issued for a period of one (1) day.

(f) Appeal.

- (1) Process. The recipient of a notice of trespass may appeal the notice of trespass by filing an appeal, in writing, within seven (7) calendar days of the issuance of the notice. The written appeal shall include the appellant's name, address, phone number, and indicate whether a hearing is requested. No fee shall be charged for filing the appeal. The appeal shall be filed at the location designated in the notice of trespass. Except for in exigent circumstances, any such appeal shall stay the operation of the notice of trespass beyond the day the appeal is filed, pending a hearing and/or written decision.
- (2) Exigent circumstances. For purposes of this chapter, "exigent circumstances" means any situation in which the issuing city official or officer determines that a person presents an immediate and substantial threat or danger to the health, safety, or welfare of another person. In such circumstances, an appeal shall not stay the operation of the notice of trespass.
- (3) Designated hearing panels. All appeals made under this chapter shall be heard by the public safety committee of the city council, which will make an annual report to the city council on the number of appeals.
- (4) Procedure. When an appeal is filed, the designated hearing panel shall meet within ten (10) business days to consider the appeal. If no hearing is requested, the designated hearing panel may consider any written submissions as part of its decision. If a hearing is requested, the appellant must be provided at least three (3) business days' written notice of the date, time, and location of the hearing. The designated hearing panel shall allow oral and/or written testimony and evidence from the appellant and the issuing city official or officer. In reviewing the notice of trespass, the panel will utilize the preponderance of the evidence standard with the burden of proof on the charging official or their representative. The designated hearing panel shall issue a written decision within ten (10) business days of the hearing. The designated hearing panel may extend the time period for hearing if the operation of the notice of trespass is stayed or if the appellant consents.

(5) Waiver requests. An individual who has received a notice of trespass may request a waiver from the issuing official (or in the absence of that official from another city official authorized to issue the notice) in order to access the property for which the notice of trespass was issued for purpose of work, residence, access to government services, or the exercise of constitutionally protected activities. If that waiver is denied, an appeal may be made to the designated hearing panel. In addition, in the context of any appeal of a notice of trespass, the designated hearing panel shall also consider any waiver request from the individual appealing.

(g) Enforcement. Once a notice of trespass has been issued, unless the notice has been stayed by receipt of an appeal or the notice has been overturned by a decision on appeal, a violation of the notice may be enforced pursuant to Section 21-45 (a civil violation) or 13 V.S.A. § 3705 (a criminal violation). Unless the notice of trespass was issued for conduct involving violence, harassment, or threats of physical harm to an individual, enforcement pursuant to 13 V.S.A. § 3705 may only commence with issuance of a citation and a request to leave the premises; however, arrest is permissible for refusal to leave the premises within a reasonable period after issuance of the citation.

(Ord. of 10-5-20)

21-48 City Hall Park.

(a) Prohibited activities. Notwithstanding other rules and regulations, the following activities are prohibited at City Hall Park and may be ticketed under this section.

- (1) Disorderly conduct. Any person who, with the intent to cause public inconvenience, or annoyance or recklessly creating a risk thereof:
 - a. Engages in fighting or in violent, tumultuous or threatening behavior; or
 - b. Makes unreasonable noise; or
 - c. In a public place uses abusive or obscene language; or
 - d. Without lawful authority, disturbs any lawful assembly or meeting or persons; or
 - e. Obstructs vehicular or pedestrian traffic.
- (2) Unlawful mischief. Any person who, having no right to do so or any reasonable ground to believe that he has such a right, intentionally does damage to property, private or public.
- (3) Possession of open or opened intoxicating liquor as defined in 23 V.S.A. § 1200(4), except as permitted pursuant to an outdoor consumption permit for

properly organized and supervised activities or events held within the limits of City Hall Park.

(4) Possession of a regulated drug as defined in 18 V.S.A. § 4201(29).

(b) Enforcement.

- (1) First offense. Any violation of any provision of subsection (a) above shall be deemed a civil offense and shall be punishable by a penalty of a minimum fine of two hundred dollars (\$200.00) to a maximum fine of five hundred dollars (\$500.00). The waiver penalty for purposes of the municipal complaint (civil ticket) shall be two hundred dollars (\$200.00). The recipient of a municipal complaint for violation of this section (first offense) shall not be permitted within the City Hall Park for the balance of the day on which the alleged offense occurred.
- (2) Second offense. Any violation of any provision of subsection (a) above by an individual who has previously violated any provision of subsection (a) above shall be deemed a civil offense and shall be punishable by a penalty of a minimum fine of three hundred dollars (\$300.00) to maximum fine of five hundred dollars (\$500.00). In addition, the recipient of a municipal complaint for violation of this section (second offense) may be issued an order of no trespass prohibiting the recipient from entering the City Hall Park for a period of up to 90 days commencing immediately upon said issuance. The waiver penalty for purposes of the municipal complaint (civil ticket) second offense shall be three hundred dollars (\$300.00); payment of which shall also be deemed acceptance of the no trespass order. Both the fine and the no trespass order may, at the discretion of the prosecuting official, be waived in whole or in part upon the successful completion of a restorative or reparative justice program through the community justice program.
- (3) Third and subsequent offense. Any violation of any provision of subsection (a) above by an individual who has on two (2) or more occasions violated any provision of subsection (a) above shall be deemed a civil offense and shall be punishable by a penalty of from four hundred dollars (\$400.00) to five hundred dollars (\$500.00). In addition, the recipient of a municipal complaint for violation of this section (third and subsequent offense) may be issued an order of no trespass prohibiting the recipient from entering the City Hall Park for a period of up to one (1) year commencing immediately upon said issuance. The waiver penalty for purposes of the municipal complaint (civil ticket) third or subsequent offense shall be four hundred dollars (\$400.00); payment of which shall also be deemed acceptance of the no trespass order. Both the fine and the no trespass order may, at the discretion of the prosecuting official, be waived in whole or in

part upon the successful completion of a restorative or reparative justice program through the community justice program.

(Ord. of 11-22-10)

21-49 Church Street Marketplace District trespass authority.

(a) Purpose. The Burlington city council finds and declares that the following substantial government interests will be advanced by the ability to issue a no trespass order created by this section, based on conditions the police department and the Church Street Marketplace District commission have identified and confront in the Church Street Marketplace District on a regular basis:

- (1) The abatement or removal of nuisances determined to be against the public health, safety or welfare of citizens;
- (2) The protection of citizens from physical threats or injury and from damage to property;
- (3) The prevention of harassment and intimidation of any member of the public;
- (4) The prevention of violent crime;
- (5) The orderly control and safety of pedestrian, car and cart traffic on Church Street; and
- (6) The provision and maintenance of a safe, attractive environment in areas designed to attract tourist revenue.

(b) Findings. The substantial government interests identified in subsection (a) of this section are undermined by unlawful and inappropriate behavior in the Church Street Marketplace District. Such behaviors include, but are not limited to, disorderly conduct, unlawful mischief, the possession and consumption of intoxicating liquor, and the possession and use of regulated drugs.

Specifically:

- (1) Unlawful behavior within the Church Street Marketplace District diminishes this public asset and deprives citizens and visitors of its full use and enjoyment;
- (2) In addition to more serious criminal acts that threaten personal injury and property damage, a wide range of illegal disorderly behaviors can and often do transform the Church Street Marketplace District into an unwelcoming, unattractive and ultimately unsafe public space requiring increased expenditures for public safety and maintenance;

- (3) Laws intended to preserve and protect public spaces like the Church Street Marketplace District for the benefit of all people are effective only if those present on the space obey the law. The current criminal and civil penalties for violating these types of laws are frequently inadequate to deter the illegal behavior, to prevent its recurrence, or to provide for the removal of offenders from the public space;
 - (4) Compliance with behavior laws within the Church Street Marketplace District will be enhanced by the immediate administrative sanction of removing offenders from the Church Street Marketplace District in addition to issuing tickets to them. For repeat offenders and for more serious offenses, exclusion for extended periods will further provide a necessary additional remedy to protect the public;
 - (5) The failure to comply with these and other laws creates a public nuisance.
- (c) Prohibited activities. Notwithstanding other laws, ordinances, rules and regulations, the following activities are prohibited within the Church Street Marketplace District and may result in a no trespass order authorized under this section.
- (1) Disorderly conduct as defined by Section 21-46;
 - (2) Unlawful mischief as defined by Section 21-47;
 - (3) Possession of open or opened intoxicating liquor as defined by 23 V.S.A. § 1200(4), except as permitted pursuant to a valid liquor license and/or an outdoor consumption permit for properly organized and supervised activities or events held within the limits of the Church Street Marketplace District;
 - (4) Possession of a regulated drug as defined in 18 V.S.A. § 4201(29).
- (d) Enforcement.
- (1) First offense. Any person ticketed for a prohibited activity noted in subsection (c) of this section as a first offense may also be issued an order of no trespass, and will not be permitted within the Church Street Marketplace District for the balance of the day on which the alleged offense occurred.
 - (2) Second offense. Any person ticketed for a prohibited activity noted in subsection (c) of this section as a second offense may also be issued an order of no trespass prohibiting the recipient from entering the Church Street Marketplace District for a period of up to ninety (90) days, commencing immediately upon said issuance.
 - (3) Third and subsequent offense. Any person ticketed for a prohibited activity noted in subsection (c) of this section as a third or subsequent offense may also be issued an order of no trespass prohibiting the recipient from entering the

Church Street Marketplace District for a period of up to one (1) year commencing immediately upon said issuance.

(4) Hearing procedure and staying of order of no trespass.

- a. Recipients of an order of no trespass issued pursuant to subsections (d)(2) and (3) of this section may appeal said order to a hearing panel designated by the Church Street Marketplace commission pursuant to the procedure detailed below. Any such appeal shall stay the order of no trespass pending the hearing and written decision of the hearing panel.
- b. Any individual subject to the trespass provisions of subsection (d)(1), (2), or (3) of this section may request in writing that a hearing panel of the Church Street Marketplace commission hold a public hearing for the purpose of challenging the issuance of the order of no trespass and/or to request a waiver to access the Church Street Marketplace District for purpose of work, residence, access to government services, the exercise of constitutionally protected activities, and/or for any other good reason as determined by a hearing panel.
- c. Recipients shall have thirty (30) days from the date of issuance of an order of no trespass to request a hearing. Requests shall be sent to the executive director of the marketplace commission at 2 Church Street, Suite 2A, Burlington, VT 05401-4457.
- d. If a hearing is requested, the hearing shall be scheduled within ten (10) calendar days of receipt of the request, and a written notice of the hearing shall be sent to the recipient at least seven (7) calendar days prior to the hearing.
- e. The hearing panel shall consist of three (3) people designated by the Church Street Marketplace commission or its designee, and be comprised of one (1) representative from the business community, one (1) representative from the social services community, and one (1) representative from the general public.
- f. The hearing panel shall allow for oral and/or written testimony and evidence from the recipient of the order of no trespass, the issuing police officer, and any other witnesses requesting to be heard.
- g. The hearing panel shall issue a written decision within ten (10) calendar days of the hearing.

(Ord. of 2-11-13)

21-43 Fletcher Free Library.

- (a) Purpose. The purpose of this section is to provide a system of standards for use of the Fletcher Free Library to ensure a safe, secure, relaxing, and pleasing environment for all visitors, library patrons, and staff, while maintaining access to library materials and facilities in order to promote education, reading, research, and learning.
- (b) Scope. This section applies to all persons accessing, using, or otherwise located on, at, or within all buildings and interior or exterior grounds controlled or operating by the Fletcher Free Library.
- (c) Definitions. The following definitions shall apply to this section:
 - (1) "Commission" means the library commission.
 - (2) "Regulated drug" means any drug as defined in 18 V.S.A. § 4201(29) or any drug prohibited under federal law.
 - (3) "Library" means the Fletcher Free Library.
 - (4) "Library resources" means any library materials, equipment, furniture, fixtures, or buildings located within the library premises.
 - (5) "Library premises" means all buildings, interior portions of buildings, and exterior grounds connected to buildings that are controlled or operated by the Fletcher Free Library.
- (d) Prohibited acts—Class A. The following acts are designated as Class A acts that are prohibited on the library premises:
 - (1) Activities or behavior that may result in injury or harm to any other person, including challenging another person to fight or engaging another person to fight.
 - (2) Directing a specific threat of physical harm against an individual, group of individuals, or property.
 - (3) Engaging in sexual conduct or lewd behavior.
 - (4) Possession, use, selling, or distribution of any regulated drug.
 - (5) Destroying, abusing, or damaging library resources.
 - (6) Using library resources in a manner likely to cause personal injury or injury to other persons or property.
 - (7) Having been found liable for committing a Class B prohibited act three (3) or more times in any one (1) calendar year.

(e) Prohibited acts—Class B. The following acts are designated as Class B acts that are prohibited on the library premises:

- (1) Engaging in conduct that unreasonably disrupts or interferes with the normal operation of the library, or unreasonably disturbs library staff or patrons, including but not limited to, conduct that involves: (a) the use of abusive, threatening, or harassing language or gestures; (b) conduct that creates unreasonable noise; (c) conduct that consists of loud or boisterous physical behavior or talking; or (d) entering staff-only spaces without permission.
- (2) Using library resources in a manner inconsistent with their intended use.
- (3) Being under the influence of alcohol or a regulated drug.
- (4) Possessing an open or unsealed container which contains an alcoholic beverage, or consuming or attempting to consume any alcoholic beverage, except as allowed at a library-approved event.
- (5) Possessing marijuana unless the person is a registered patient in possession of a valid registration card under the provisions of the State of Vermont Therapeutic Use of Cannabis Act at 18 V.S.A. § 4201, et seq.
- (6) Consuming or otherwise using marijuana.
- (7) Smoking or vaping any substance of any kind.
- (8) Having been found liable for a Class C prohibited act three (3) or more times in any one (1) calendar year.

(f) Prohibited acts—Class C. The following acts are designated as Class C acts that are prohibited on the library premises:

- (1) Failing to abide by posted library rules, including rules for: (a) the acceptable use of the internet and library computers; (b) use of personal electronic equipment; (c) consumption of food or drinks; (d) use of designated library facilities; (e) use of restroom facilities; or (f) personal hygiene.
- (2) Failing to follow the reasonable direction of library staff related to a library rule or policy.
- (3) Use or preparation of tobacco products, bidis, beedies, or tobacco substitutes as those terms are defined in 7 V.S.A. § 1001.
- (4) Leaving personal belongings unattended in a manner that interferes with library staff or other persons on the library premises or placing personal belongings on library resources in a manner that interferes with library staff or use of the library.
- (5) Interfering with the free passage of library staff or visitors to the library.
- (6) Primarily making use of the library premises for sleeping.

(g) Prohibited acts—Class D. The following acts are designated as Class D acts that are prohibited on the library premises:

- (1) Bringing bicycles or other similar modes of transportation inside library buildings, including, but not limited to, vestibules or covered doorways except that bicycles may be placed on bicycle racks provided in those areas.
- (2) Bringing animals into library buildings, with the exception of service animals or animals brought to a library-approved event where animals are permitted. Animals brought into library buildings must always remain under the control of the owner and not create a disturbance.
- (3) Leaving animals tethered or otherwise unattended on the library premises.
- (4) Soliciting, petitioning, or canvassing unless the activity is part of a program in a space designated for or expressly permitting the activity.
- (5) Taking library resources into restrooms.
- (6) Using roller skates, skateboards, or other similar devices.
- (7) Leaving children under the age of nine (9) without the supervision of a person over the age of sixteen (16) who is taking an active role in attending to and supervising the child.
- (8) Entering or remaining in library buildings without proper footwear or clothing.
- (9) Storing or using personal materials such as bedrolls, sleeping bags, large bags, or suitcases.

(h) Enforcement. Penalties for violations of this section shall be as follows:

- (1) Class A prohibited acts. Any person that has committed a Class A prohibited act under this section shall have committed a civil offense and be subject to a fine of three hundred dollars (\$300.00) (with a two hundred fifty dollar (\$250.00) waiver penalty). The director of the library, or designee, is authorized to issue a Vermont municipal complaint for a violation of subsection (d) of this section.
- (2) Class B prohibited acts. Any person that has committed a Class B prohibited act under this section shall have committed a civil offense and be subject to a fine of one hundred fifty dollars (\$150.00) (with a one hundred twenty-five dollar (\$125.00) waiver penalty). The director of the library, or designee, is authorized to issue a Vermont municipal complaint for a violation of subsection (e) of this section.
- (3) Class C prohibited acts. Any person that has committed a Class C prohibited act under this section shall have committed a civil offense and be subject to a fine of fifty dollars (\$50.00) (with a thirty dollar (\$30.00) waiver penalty). The director of the library, or designee, is authorized to issue a Vermont municipal complaint for a violation of subsection (f) of this section. Failure to correct the prohibited act

shall result in dismissal from the library premises for the remainder of the day after an opportunity to be heard by the director of the library, or designee.

- (4) Class D prohibited acts. Any person that has committed a Class D prohibited act under this section will be asked to correct the prohibited conduct immediately. Failure to correct the prohibited act shall result in dismissal from the library premises for the remainder of the day after an opportunity to be heard by the director of the library, or designee.

- (i) Trespass. In addition to any other penalties set forth in this section, the director of the library, or designee, may issue a notice of trespass to any person who has committed a Class A or Class B or Class C prohibited act in accordance with this subsection (i).

- (1) Initial determination. If the library director, or designee, determines that a person has violated subsection (d), (e), or (f) of this section, the library director, or designee, may issue a notice of trespass against that person only after that person has received notice of intent to issue a notice of trespass and has been given the opportunity to be heard by the director, or designee, on the grounds for or extent of the notice. If, after giving the person the opportunity to present evidence, the director, or designee, determines that trespass is still warranted, the library director shall issue a notice of trespass to that person, which shall state the prohibited act committed, the date and time the act was committed, the contact information of the person issuing the notice of trespass, the trespass period, the effective date of the trespass notice if not appealed, the consequences of violating the notice of trespass, and information on how to appeal the notice of trespass. The notice of trespass must be hand delivered or sent via first class mail to the last known mailing address. The notice of trespass shall become effective immediately upon issuance.
- (2) Appeal procedure. The notice of trespass may be appealed to the commission by filing a written notice of appeal. The notice of appeal must be received by the library within three (3) business days of issuance of the notice of trespass. The notice of appeal shall set forth the basis for the appeal and include valid contact information, including a mailing and/or email address. Failure to file a timely petition shall constitute a waiver of any right to appeal the notice of trespass.
- (3) Hearing. Except as otherwise directed by the commission, the appeal shall be heard within ten (10) business days following receipt of the appeal. The hearing before the commission shall be on the record. The commission shall consider the preponderance of the evidence and the burden of proof is on the library director, or designee. The commission shall render a decision at the conclusion of the hearing and mail a certified copy of the decision to the last known mailing

address. The decision of the commission shall be deemed final and effective upon issuance.

- (4) Judicial review. The decision of the commission may be appealed under Rule 75 of the Vermont Rules of Civil Procedure.
- (5) Restorative justice. A person may choose to engage in a restorative justice process with the Burlington Community Justice Center that could adjust the duration of the trespass and the fine. The notice of willingness to engage in the restorative justice process must be communicated to the library either in person, by phone, electronic mail, or first class mail within seven (7) business days of issuance of the notice of trespass.
- (6) Duration. A person that has committed a Class A prohibited act shall be subject to a notice of trespass for one hundred eighty (180) days. A person that has committed a Class B prohibited act shall be subject to a notice of trespass for sixty (60) days. A person that has committed a Class C prohibited act shall be subject to a notice of trespass for one (1) day.

(j) Protection of library property; penalties.

- (1) The city may recover in a civil action damages for detained or damaged library property, together with costs and reasonable attorney's fees. Damages may include both delinquent fines and replacement fees.
- (2) A person who willfully damages or defaces or removes without authorization any recording, book, or object available for public use or loan from the library shall be fined not more than one hundred dollars (\$100.00) for each offense. Each piece of library material shall be a single offense.
- (3) A library patron who detains library property for more than ninety (90) days after being provided written notice to return the property shall be fined an amount equivalent to the replacement cost of the material wrongfully detained, including the staff time to replace it, up to a maximum of five hundred dollars (\$500.00).

(Ord. of 3-9-20(1))

Trespass

What is criminal trespass?

Criminal trespass can occur when people come onto property when they may not be there, or it might occur when people violate the conditions of entry onto property. Conditions of entry are the terms and conditions under which members of the general public may enter onto private property.

What is Criminal Trespass 1st Degree?

“A person is guilty of criminal trespass in the first degree if he or she knowingly enters or remains unlawfully in a *building*.” SMC 12A.08.040.A.1 (Emphasis added).

“Criminal trespass in the first degree is a gross misdemeanor.” SMC 12A.08.040.A.2. The maximum penalty is 364 days in jail and a \$5,000 fine.

What is Criminal Trespass 2nd Degree?

“A person is guilty of criminal trespass in the second degree if he or she knowingly enters or remains unlawfully in or upon the *premises* of another under circumstances not constituting criminal trespass in the first degree.” SMC 12A.08.040.B.1 (Emphasis added).

Criminal trespass in the second degree is a misdemeanor. SMC 12A.08.040.B.2. The maximum penalty is 90 days in jail and a \$1,000 fine.

What are the affirmative defenses to criminal trespass?

SMC 12A.08.040.C provides:

In any prosecution under SMC 12A.08.040 A or B, it is an affirmative defense that:

1. A building involved in an offense under Section 12A.08.040 A was abandoned; or
2. The premises were at the time open to members of the public and the actor complied with all lawful conditions imposed on access to or remaining in the premises; or

3. The actor reasonably believed that the owner of the premises, or other person empowered to license access thereto, would have licensed him or her to enter or remain; or

4. The actor was attempting to serve legal process, which includes any document required or allowed to be served upon persons or property by any statute, rule, ordinance, regulation, or court order, excluding delivery by the mails of the United States. This defense applies only if the actor did not enter into a private residence or other building not open to the public and the entry onto the premises was reasonable and necessary for service of the legal process.

What are the typical conditions of entry for commercial property?

Conditions of entry are the terms and conditions under which members of the general public may enter onto most commercial property. These terms and conditions include:

- Must be a customer or patron;
- Must violate no laws of the Seattle Municipal Code or Revised Code of Washington; and
- Must enter during business hours.

What happens to someone who violates the conditions of entry?

Individuals who receive notice of the conditions of entry, either by a sign, writing or orally by someone with the authority to control the conditions of entry, and then subsequently violate those conditions of entry may be arrested for criminal trespass. Typically, however, violators are first warned that they have violated the conditions of entry or that their privilege to be on the property has been revoked, and they are given a chance to leave before being arrested. If they continue to violate the conditions of entry or refuse to leave when asked, they may be arrested for criminal trespass.

Contract Trespass Program

What is the Contract Trespass Program?

The Seattle City Attorney's Office and Seattle Police Department, with the Racial Disparity Project, developed new protocols to address trespass issues facing the community. The Contract Trespass Program is an agreement among private property owners, businesses and the police department to regulate conditions of entry onto their private property. This can include prohibiting people on the property altogether, or it might involve allowing people onto the property only under certain conditions. The conditions that can be enforced through the Contract Trespass Program are listed in the agreements and posted on the premises. By signing a contract with the police department, property owners agree to let police officers warn and then arrest people who continue to violate the conditions when the owners are not present.

Can private residences sign up to be part of the Contract Trespass Program?

No properties commonly open to the general public can join the Contract Trespass Program. Private residences and multi-family housing units are not eligible for the Contract Trespass Program, unless they are vacant.

What is the property owner's responsibility under the trespass program?

Owners have many responsibilities outlined in the agreement. Notably, owners must post signs notifying the public about the conditions of entry for their property, and they must cooperate in the prosecution of those charged with criminal trespass or other crimes. The location of the sign and its warnings can be critical to a successful prosecution. Property owners are encouraged to work with SPD officers and the Precinct Liaison Attorney to make sure their properties are properly signed.

How do I sign up for the Contract Trespass Program?

Owners should contact their police precinct to obtain a trespass authorization form. This can be done either in person at the precinct or via email. You can direct all questions about this program to the following email addresses:

NPrecinctTrespassProgram@seattle.gov

WPrecinctTrespassProgram@seattle.gov

SPrecinctTrespassProgram@seattle.gov

SWPrecinctTrespassProgram@seattle.gov

EPrecinctTrespassProgram@seattle.gov

Who can issue warnings under the Contract Trespass Program?

For those properties subject to the Contract Trespass Program, a police department officer or a representative of the property owner or lease holder with the authority to control the conditions of entry may warn individuals they have violated the conditions of entry and any future violations may result in an arrest. When it is the private property owner or leasee who notifies the individual of the conditions of entry or revokes an individual's privilege to be on the property, that private property owner or leasee must cooperate in the prosecution of the criminal trespass case.

Do the trespass warnings expire?

No, once someone is notified about the conditions of entry and is warned they have violated those conditions, the warning does not expire.

Can property owners subject to the Contract Trespass Program still exclude individuals from their property?

Yes, all criminal trespass laws remain in place and a property owner may still exclude someone from their property for any length of time they desire. Someone with the authority to explain the conditions of entry or revoke the privilege to be on the property must testify in court he or she revoked the person's privileges to be on the property and that the person refused to leave or returned to the property. Property owners are encouraged to keep detailed records of their interactions with trespassers on their property, especially if they exclude an individual.

Can private property owners who do not participate in the Contract Trespass Program issue trespass warnings?

Private property owners not participating in the Contract Trespass Program may develop their own protocols to regulate the conditions of entry onto their property. For a successful prosecution, someone with the authority to control the conditions of entry and revoke the privilege to be on the property must testify that the person (1) knew or should have known the conditions of entry, (2) violated the conditions of entry or had their privilege to enter the property revoked, and (3) the person refused to stop the unlawful behavior or leave or they returned to the property after having their privileges revoked. Property owners are encouraged to keep detailed records of the interactions with trespassers on their property.

Can officers arrest violators given trespass warnings by property owners not subject to the Contract Trespass Program?

Yes, all criminal trespass laws remain in place. Officers have the discretion to arrest violators for criminal trespass on any property when they have a cooperative and verified complainant, including on properties not subject to the trespass program.

What criminal charges can be filed for violators of the trespass program?

Criminal Trespass 1st Degree (inside a building) – gross misdemeanor; maximum penalty: 364 days in jail and \$5,000 fine.

Criminal Trespass 2nd Degree (outside a building) – misdemeanor; maximum penalty: 90 days in jail and \$1,000 fine.

Does this trespass program modify any existing criminal trespass laws?

No, the Contract Trespass Program does not replace codified law. Officers may still arrest for violations of SMC 12A.08.040 (Criminal Trespass) on private property regardless of a trespass warning agreement if someone with the authority to set the conditions of entry or revoke the privilege to be on the property has previously warned the individual of the trespass violation and will testify as a witness.

Parks Trespass Program

What is the Parks Trespass Program?

The City's Parks Trespass Program is similar to the Contract Trespass Program. The Parks Department adopted rules of conduct for City parks and posted them in certain parks. The Seattle Police Department, Park Rangers and other designees of the Parks superintendent will explain the conditions of entry and issue criminal trespass warnings to any individual who violates a Park Rule, other local laws, or state law.

In addition, Park Rangers may write citations for particular violations of Park Rules, and police officers may write civil citations for Seattle Municipal Code or Revised Code of Washington offenses or arrest people for criminal activity.

Does the Parks Trespass Program apply to all Parks property?

Yes, the Parks Trespass Program applies to all Park properties.

Does a Parks trespass warning expire?

No, Parks trespass warnings do not expire.

What happens to an individual who violates a Park Rule after being warned of criminal trespass?

If a person receives a trespass warning and refuses to leave or stop the unlawful behavior or returns to any Park property and violates any other applicable rules or laws, the person may be arrested for criminal trespass.

How does a person become excluded from a Park?

Park Ranger and Police Officer Exclusions:

If the conduct that results in a trespass warning creates a significant risk of personal injury or property damage, the person may be removed and excluded from the park for the remainder of the day.

If the conduct includes a felony or weapons violation, the person may be excluded for up to one year from Park property.

Court Ordered Exclusions:

During a criminal prosecution, the City Attorney's Office can ask the judge to impose a No Contact Order with a particular park or multiple parks. The No Contact Order may go into effect:

- When the person is charged;
- As a condition of release from jail pending the completion of the criminal case; or
- At sentencing, as part of the sentence or a condition of probation.

What happens to an individual who enters or remains in a park after being excluded during the time of the exclusion?

Except for protected First Amendment speech, any individual who enters or remains in a park from which he or she has been previously excluded may be arrested and prosecuted for criminal trespass.



OFFICE OF THE CLERK/TREASURER

City of Burlington

City Hall, Room 20, 149 Church Street, Burlington, VT 05401

Voice (802) 865-7000

Fax (802) 865-7014

TTY (802) 865-7142

MEMORANDUM

TO: Ordinance Committee Members

FROM: Lori Olberg, Licensing and Records Coordinator

DATE: December 19, 2023

SUBJECT: 12/18/23 City Council Ordinance: Burlington Code of Ordinances-Sections 21-45 – 21-49 Trespass

Enclosed please find a copy of the ordinance that was referred to your Committee for further review to include, but not be limited to, consideration of the list of parties authorized to issue no trespass orders, balancing no trespass orders with proactive harm reduction efforts and to evaluate expanding the ability to enforce the trespass ordinance on private property. Please keep this as part of your records.

Thank you.

CITY OF BURLINGTON

ORDINANCE

8.5.

Sponsor: Councilors Paul and

Traverse

Public Hearing Dates: _____

In the Year Two Thousand Twenty-Three

An Ordinance in Relation to

BURLINGTON CODE OF ORDINANCES-

Sections 21-45 – 21-49

Trespass

First reading: _____

Referred to: Ordinance Committee *

Rules suspended and placed in all

Stages of passage: _____

Second reading: _____

Action: _____

Date: _____

Signed by Mayor: _____

Published: _____

Effective: _____

It is hereby Ordained by the City Council of the City of Burlington as follows:

That Chapter 21, Offenses and Miscellaneous Provisions, Article I, In General, of the Code of Ordinances of the City of Burlington be and hereby is amended to read as follows:

ARTICLE I. In General

Secs. 21-1 – 21-44 As written.

Sec. 21-45 Unlawful trespass.

It shall be unlawful for a person who, without legal authority or the consent of the person in lawful possession, enters or remains on any land or in any place as to which notice against trespass is given by:

(a) Actual communication by the person in lawful possession or his agent or by a law enforcement officer, community service officer, community support liason, urban park rangers, parks patrol, or the city's contracted private security acting on behalf of such person or his agent; or

(b) Signs or placards so designed and situated as to give reasonable notice.

A violation of this section shall be a civil matter and enforced in accordance with the provisions of 24 V.S.A. section 1974a and section 1977 et seq. A civil penalty of not more than five hundred dollars (\$500.00) may be imposed for a violation of this section. The civil penalty may, at the discretion of the prosecuting official, be eliminated or reduced upon the successful completion of a restorative or reparative justice program through the community justice program. In lieu of further process and prosecution, persons ticketed for violations of this section may pay a waiver penalty under the schedule set out below:

Waiver Penalty:

First offense: The waiver penalty shall be two hundred fifty dollars (\$250.00).

Second offense, within a six-month period: The waiver penalty shall be three hundred dollars (\$300.00).

32 Third offense or more, within a twelve-month period: The waiver penalty shall be four hundred dollars
33 (\$400.00).

34
35 Each time that the violation occurs will constitute a separate violation of this section. Any law enforcement
36 officer, community service officer, community support liason, urban park rangers, parks patrol, or the city's
37 contracted private security can enforce this section.

38
39 **Sec. 21-45A Notice of trespass on city property.**
40

41 (a) Purpose. The purpose of this section is to enable a city official in charge of city property to issue a
42 notice of trespass and enforce that notice against an individual whose behavior is dangerous, illegal, or
43 unreasonably disruptive, while recognizing the rights of individuals to engage in constitutionally protected
44 activities on public or city-owned property.

45
46 (b) City official/officers authorized to issue notice of trespass. The city council hereby expressly delegates
47 its authority to issue a notice of trespass to any city official who is in charge, at the time of issuance, of the
48 city property for which the notice of trespass is issued and to any sworn officer, community service officer,
49 or community support liason of the Burlington police department or the City's urban park rangers, parks
50 patrol, or contracted private security in the exercise of their official duties (hereinafter "official/officer").
51

52 (c) Issuance of notice of trespass – Initial conference. If an individual violates any city ordinance, rule or
53 regulation, or State law, or within a public building fails to follow the lawful directive of a city official/~~or~~
54 ~~police~~ officer authorized under subsection (b) of this section, that official/officer may issue a notice of
55 trespass for a violation which was committed while on or within a city facility, building, or outdoor area,
56 including a municipal park, for the specific property where the violation occurred, excluding a right-of-way.
57 Prior to issuance of the notice of trespass, the issuing official/officer must ensure that the person to whom a
58 notice of trespass will be issued has been informed of the basis for the notice of trespass and has been given
59 an opportunity and reasonable amount of time to change or address the underlying conduct – that is, a verbal
60 warning must have been issued. No verbal warning is required if the reason for the trespass is an accusation
61 of serious harmful conduct such as arson, assault, harassment or a threat of such conduct. Notices of trespass
62 may be issued at the Fletcher Free Library as provided in Section 21-43.
63

64 (d) Service of notice – Content. In most cases, the notice of trespass must be hand-delivered to the person
65 to whom it is issued by an authorized city official/~~or a law enforcement~~ officer; however, if the
66 circumstances do not permit safe delivery of the notice in person, in the discretion of the authorized city
67 official/~~or law enforcement~~ officer, it may be mailed to the individual's legal address. The written notice of
68 trespass shall detail the basis for which the notice of trespass was issued, the length of time for which the
69 notice of trespass remains in effect, and the consequences for violating the terms of the notice of trespass; it
70 shall also advise the recipient of the right to contest the notice of trespass and the location at which to file the
71 appeal.
72

73 (e) Length of notice of trespass.
74

(1) Generally. For minor, first-time violations, such as having an open container of alcohol, the notice may be issued for up to one (1) day. For moderate violations, such as other nonviolent disorderly conduct, or for a second offense within thirty (30) days, the notice may be issued for up to thirty (30) days. For more serious violations or a third offense within sixty (60) days, the notice may be issued for up to one hundred eighty (180) days. Generally, it is expected that the length of time should reflect the severity or repetitiveness of the underlying conduct. Only for more serious offenses such as conduct that involves violence, harassment, or threats of physical harm to an individual may a notice be issued for over one hundred eighty (180) days, and in any event, a notice of trespass may not be issued for more than one (1) year.

(2) Fletcher Free Library. Due to the nature and character of the Fletcher Free Library, the following durations apply to violations made under the library ordinance. For a violation of Section 21-43(a)(1), a notice of trespass may be issued for up to one hundred eighty (180) days. For a violation of Section 21-43(a)(2), a notice of trespass may be issued for a period up to sixty (60) days. For a violation of Section 21-43(a)(3), a notice of trespass may be issued for a period of one (1) day.

(f) Appeal.

(1) Process. The recipient of a notice of trespass may appeal the notice of trespass by filing an appeal, in writing, within seven (7) calendar days of the issuance of the notice. The written appeal shall include the appellant's name, address, phone number, and indicate whether a hearing is requested. No fee shall be charged for filing the appeal. The appeal shall be filed at the location designated in the notice of trespass. Except for in exigent circumstances, any such appeal shall stay the operation of the notice of trespass beyond the day the appeal is filed, pending a hearing and/or written decision.

(2) Exigent circumstances. For purposes of this chapter, "exigent circumstances" means any situation in which the issuing city official/~~or~~ officer determines that a person presents an immediate and substantial threat or danger to the health, safety, or welfare of another person. In such circumstances, an appeal shall not stay the operation of the notice of trespass.

(3) Designated hearing panels. All appeals made under this chapter shall be heard by the public safety committee of the city council, which will make an annual report to the city council on the number of appeals.

(4) Procedure. When an appeal is filed, the designated hearing panel shall meet within ten (10) business days to consider the appeal. If no hearing is requested, the designated hearing panel may consider any written submissions as part of its decision. If a hearing is requested, the appellant must be provided at least three (3) business days' written notice of the date, time, and location of the hearing. The designated hearing panel shall allow oral and/or written testimony and evidence from the appellant and the issuing city official/~~or~~ officer. In reviewing the notice of trespass, the panel will utilize the preponderance of the evidence standard with the burden of proof on the charging official/~~officer~~ or their representative. The designated hearing panel shall issue a written decision within ten (10) business days of the hearing. The designated hearing panel may extend the time period for hearing if the operation of the notice of trespass is stayed or if the appellant consents.

(5) Waiver requests. An individual who has received a notice of trespass may request a waiver from the issuing official/officer (or in the absence of that official/officer from another city official/officer authorized to issue the notice) in order to access the property for which the notice of trespass was issued for purpose of work, residence, access to government services, or the exercise of constitutionally protected activities. If that waiver is denied, an appeal may be made to the designated hearing panel. In addition, in the context of any appeal of a notice of trespass, the designated hearing panel shall also consider any waiver request from the individual appealing.

(g) Enforcement. Once a notice of trespass has been issued, unless the notice has been stayed by receipt of an appeal or the notice has been overturned by a decision on appeal, a violation of the notice may be enforced pursuant to Section 21-45 (a civil violation) or 13 V.S.A. § 3705 (a criminal violation). Unless the notice of trespass was issued for conduct involving violence, harassment, or threats of physical harm to an individual, enforcement pursuant to 13 V.S.A. § 3705 may only commence with issuance of a citation and a request to leave the premises; however, arrest is permissible for refusal to leave the premises within a reasonable period after issuance of the citation.

Sec. 21-46 Disorderly conduct.

It shall be unlawful for a person who, with the intent to cause public inconvenience, or annoyance or recklessly creating a risk thereof:

- (a) Engages in fighting or in violent, tumultuous or threatening behavior; or
- (b) Makes unreasonable noise; or
- (c) In a public place uses abusive or obscene language; or
- (d) Without lawful authority, disturbs any lawful assembly or meeting or persons; or
- (e) Obstructs vehicular or pedestrian traffic.

A violation of this section shall be a civil matter and enforced in accordance with the provisions of 24 V.S.A. section 1974a and section 1977 et seq. A civil penalty of not more than five hundred dollars (\$500.00) may be imposed for a violation of this section. The civil penalty may, at the discretion of the prosecuting official/officer, be eliminated or reduced upon the successful completion of a restorative or reparative justice program through the community justice program. In lieu of further process and prosecution, persons ticketed for violations of this section may pay a waiver penalty under the schedule set out below:

Waiver Penalty:

First offense: The waiver penalty shall be two hundred fifty dollars (\$250.00).

Second offense, within a six-month period: The waiver penalty shall be three hundred dollars (\$300.00).

Third offense or more, within a twelve-month period: The waiver penalty shall be four hundred dollars (\$400.00).

Each time that the violation occurs will constitute a separate violation of this section. Any city official/~~law enforcement~~-officer can enforce this section.

Sec. 21-47 Unlawful mischief.

It shall be unlawful for a person who, having no right to do so or any reasonable ground to believe that he has such a right, intentionally does damage to property of any value not exceeding two hundred fifty dollars (\$250.00).

A violation of this section shall be a civil matter and enforced in accordance with the provisions of 24 V.S.A. section 1974a and section 1977 et seq. A civil penalty of not more than five hundred dollars (\$500.00) may be imposed for a violation of this section. The civil penalty may, at the discretion of the prosecuting official/officer, be eliminated or reduced upon the successful completion of a restorative or reparative justice program through the community justice program. In lieu of further process and prosecution, persons ticketed for violations of this section may pay a waiver penalty under the schedule set out below:

Waiver Penalty:

First offense: The waiver penalty shall be two hundred fifty dollars (\$250.00).

Second offense, within a six-month period: The waiver penalty shall be three hundred dollars (\$300.00).

Third offense or more, within a twelve-month period: The waiver penalty shall be four hundred dollars (\$400.00).

Each time that the violation occurs will constitute a separate violation of this section. Any city official/~~law enforcement~~-officer can enforce this section.

Sec. 21-48 City Hall Park.

(a) Prohibited activities. Notwithstanding other rules and regulations, the following activities are prohibited at City Hall Park and may be ticketed under this section.

(1) Disorderly conduct as defined by Section 21-46; ~~Any person who, with the intent to cause public inconvenience, or annoyance or recklessly creating a risk thereof;~~

~~a. Engages in fighting or in violent, tumultuous or threatening behavior; or~~

~~b. Makes unreasonable noise; or~~

~~e. — In a public place uses abusive or obscene language; or~~

~~d. — Without lawful authority, disturbs any lawful assembly or meeting or persons; or~~

~~e. — Obstructs vehicular or pedestrian traffic.~~

(2) Unlawful mischief as defined by Section 21-47; ~~— Any person who, having no right to do so or any reasonable ground to believe that he has such a right, intentionally does damage to property, private or public.~~

(3) Graffiti and defacement of property as defined by Section 21-29;

(4) Possession of open or opened intoxicating liquor as defined in 23 V.S.A. § 1200(4), except as permitted pursuant to a valid liquor license and/or an outdoor consumption permit for properly organized and supervised activities or events held within the limits of City Hall Park.

(45) Possession of a regulated drug as defined in 18 V.S.A. § 4201(29).

(b) Enforcement.

(1) First offense. Any violation of any provision of subsection (a) above shall be deemed a civil offense and shall be punishable by a penalty of a minimum fine of two hundred dollars (\$200.00) to a maximum fine of five hundred dollars (\$500.00). The waiver penalty for purposes of the municipal complaint (civil ticket) shall be two hundred dollars (\$200.00). The recipient of a municipal complaint for violation of this section (first offense) shall not be permitted within the City Hall Park for the balance of the day on which the alleged offense occurred.

(2) Second offense. Any violation of any provision of subsection (a) above by an individual who has previously violated any provision of subsection (a) above shall be deemed a civil offense and shall be punishable by a penalty of a minimum fine of three hundred dollars (\$300.00) to maximum fine of five hundred dollars (\$500.00). In addition, the recipient of a municipal complaint for violation of this section (second offense) may be issued an order of no trespass prohibiting the recipient from entering the City Hall Park for a period of up to 90 days commencing immediately upon said issuance. The waiver penalty for purposes of the municipal complaint (civil ticket) second offense shall be three hundred dollars (\$300.00); payment of which shall also be deemed acceptance of the no trespass order. Both the fine and the no trespass order may, at the discretion of the prosecuting official/~~officer~~, be waived in whole or in part upon the successful completion of a restorative or reparative justice program through the community justice program.

(3) Third and subsequent offense. Any violation of any provision of subsection (a) above by an individual who has on two (2) or more occasions violated any provision of subsection (a) above shall be deemed a civil offense and shall be punishable by a penalty of from four hundred dollars (\$400.00) to five hundred dollars (\$500.00). In addition, the recipient of a municipal complaint for violation of this section (third and subsequent offense) may be issued an order of no trespass prohibiting the recipient from

entering the City Hall Park for a period of up to one (1) year commencing immediately upon said issuance. The waiver penalty for purposes of the municipal complaint (civil ticket) third or subsequent offense shall be four hundred dollars (\$400.00); payment of which shall also be deemed acceptance of the no trespass order. Both the fine and the no trespass order may, at the discretion of the prosecuting official/officer, be waived in whole or in part upon the successful completion of a restorative or reparative justice program through the community justice program.

Sec. 21-49 Church Street Marketplace District trespass authority.

(a) Purpose. The Burlington city council finds and declares that the following substantial government interests will be advanced by the ability to issue a no trespass order created by this section, based on conditions the police department and the Church Street Marketplace District commission have identified and confront in the Church Street Marketplace District on a regular basis:

- (1) The abatement or removal of nuisances determined to be against the public health, safety or welfare of citizens;
- (2) The protection of citizens from physical threats or injury and from damage to property;
- (3) The prevention of harassment and intimidation of any member of the public;
- (4) The prevention of violent crime;
- (5) The orderly control and safety of pedestrian, car and cart traffic on Church Street; and
- (6) The provision and maintenance of a safe, attractive environment in areas designed to attract tourist revenue.

(b) Findings. The substantial government interests identified in subsection (a) of this section are undermined by unlawful and inappropriate behavior in the Church Street Marketplace District. Such behaviors include, but are not limited to, disorderly conduct, unlawful mischief, the possession and consumption of intoxicating liquor, and the possession and use of regulated drugs.

Specifically:

- (1) Unlawful behavior within the Church Street Marketplace District diminishes this public asset and deprives citizens and visitors of its full use and enjoyment;
- (2) In addition to more serious criminal acts that threaten personal injury and property damage, a wide range of illegal disorderly behaviors can and often do transform the Church Street Marketplace District into an unwelcoming, unattractive and ultimately unsafe public space requiring increased expenditures for public safety and maintenance;

(3) Laws intended to preserve and protect public spaces like the Church Street Marketplace District for the benefit of all people are effective only if those present on the space obey the law. The current criminal and civil penalties for violating these types of laws are frequently inadequate to deter the illegal behavior, to prevent its recurrence, or to provide for the removal of offenders from the public space;

(4) Compliance with behavior laws within the Church Street Marketplace District will be enhanced by the immediate administrative sanction of removing offenders from the Church Street Marketplace District in addition to issuing tickets to them. For repeat offenders and for more serious offenses, exclusion for extended periods will further provide a necessary additional remedy to protect the public;

(5) The failure to comply with these and other laws creates a public nuisance.

(c) Prohibited activities. Notwithstanding other laws, ordinances, rules and regulations, the following activities are prohibited within the Church Street Marketplace District and may result in a no trespass order authorized under this section.

(1) Disorderly conduct as defined by Section 21-46;

(2) Unlawful mischief as defined by Section 21-47;

(3) Graffiti and defacement of property as defined by Section 21-29;

(4) Possession of open or opened intoxicating liquor as defined by 23 V.S.A. § 1200(4), except as permitted pursuant to a valid liquor license and/or an outdoor consumption permit for properly organized and supervised activities or events held within the limits of the Church Street Marketplace District;

(45) Possession of a regulated drug as defined in 18 V.S.A. § 4201(29).

(6) Offense of retail theft as defined by 23 V.S.A. §2575 from a business in the Church Street Marketplace District.

(d) Enforcement.

(1) First offense. Any person ticketed for a prohibited activity noted in subsection (c) of this section as a first offense may also be issued an order of no trespass, and will not be permitted within the Church Street Marketplace District for the balance of the day on which the alleged offense occurred.

(2) Second offense. Any person ticketed for a prohibited activity noted in subsection (c) of this section as a second offense may also be issued an order of no trespass prohibiting the recipient from entering the Church Street Marketplace District for a period of up to ninety (90) days, commencing immediately upon said issuance.

(3) Third and subsequent offense. Any person ticketed for a prohibited activity noted in subsection (c) of this section as a third or subsequent offense may also be issued an order of no trespass prohibiting the

recipient from entering the Church Street Marketplace District for a period of up to one (1) year commencing immediately upon said issuance.

(4) Hearing procedure and staying of order of no trespass.

a. Recipients of an order of no trespass issued pursuant to subsections (d)(2) and (3) of this section may appeal said order to a hearing panel designated by the Church Street Marketplace commission pursuant to the procedure detailed below. Any such appeal shall stay the order of no trespass pending the hearing and written decision of the hearing panel.

b. Any individual subject to the trespass provisions of subsection (d)(1), (2), or (3) of this section may request in writing that a hearing panel of the Church Street Marketplace commission hold a public hearing for the purpose of challenging the issuance of the order of no trespass and/or to request a waiver to access the Church Street Marketplace District for purpose of work, residence, access to government services, the exercise of constitutionally protected activities, and/or for any other good reason as determined by a hearing panel.

c. Recipients shall have thirty (30) days from the date of issuance of an order of no trespass to request a hearing. Requests shall be sent to the executive director of the marketplace commission at 2 Church Street, Suite 2A, Burlington, VT 05401-4457.

d. If a hearing is requested, the hearing shall be scheduled within ten (10) calendar days of receipt of the request, and a written notice of the hearing shall be sent to the recipient at least seven (7) calendar days prior to the hearing.

e. The hearing panel shall consist of three (3) people designated by the Church Street Marketplace commission or its designee, and be comprised of one (1) representative from the business community, one (1) representative from the social services community, and one (1) representative from the general public.

f. The hearing panel shall allow for oral and/or written testimony and evidence from the recipient of the order of no trespass, the issuing ~~city official/police~~ officer, and any other witnesses requesting to be heard.

g. The hearing panel shall issue a written decision within ten (10) calendar days of the hearing.



Move to waive the reading and refer the proposed to the ordinance committee for further review to include, but not be limited to, consideration of the list of parties authorized to issue no trespass orders, balancing no trespass orders with proactive harm reduction efforts and to evaluate expanding the ability to enforce the trespass ordinance on private property.

12/13/23

City of Burlington, VT

2021-2023 Dog Task Force

Executive Summary

The Dog Task Force was created in 2021 by a City Council resolution to address the growing number of dogs in Burlington and a perceived increase in conflicts. The Task Force included a broad representation of stakeholders. It met from 2022-2023 to carry out the tasks outlined in the resolution. This report includes details of the work of the Task Force, recommendations and rationale.



Key recommendations:

- 1) Modernize and update the city ordinances that relate to animals.
- 2) Improve the licensing process and dramatically increase the number of animals licensed in the city. Allocate a portion of the license revenues for programs and activities that support healthy and happy dogs and cats within the City.
- 3) Require cats to be licensed and prohibit at-large cats, with certain exceptions
- 4) Improve the reporting, compliance and enforcement of animal-related ordinances by creating the position of Animal Control Officer at the Police Department and adding professional experts to the Animal Control Committee.
- 5) Establish a policy for off-leash dogs that includes the management and creation of fenced and unfenced off-leash dog areas at a limited number of locations; and recommend BPRW conduct a pilot project to test unfenced off-leash areas for dogs.

-
- 6) Create and expand an annual calendar of education outreach, activities and parks-based events to reduce issues and conflicts around domestic animals while celebrating the joy they bring to Burlington’s residents.

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Fig. 1. A map showing that dog registrations appear to be evenly spread across the city, indicating both that dogs are located all over the city and that the low licensing numbers are pervasive and not restricted to any specific areas.

Findings and Recommendations

Ordinance Updates

Recommendation: Modernize and update the city ordinances that relate to animals

The City of Burlington ordinances related to animals (Chapter 5 “Animals and Fowl”) have not been updated on a regular basis, in some cases for 26 years. As a result, many of the ordinances are outdated with regard to current terminology and regulatory practices. The Task Force ordinance subcommittee conducted a comprehensive review of the ordinances and compiled a list of recommendations.

The recommendations, as follow, fall primarily into four categories: updates to language, improvements to animal shelter policy, licenses and other recommendations to improve the welfare of dogs and cats, and measures to strengthen enforcement. Please note that in the course of the review of Chapter 5, the Task Force has made recommendations that fall outside the four corners of the Resolution, such as revisions to the regulation of exotic animals, and these recommendations, while not noted below, are included in Appendix C. The Task Force requests that the City consider these additional recommendations as well in order to ensure that the ordinances better reflect current societal views of animals.

Language:

- Retitle Chapter 5 “Animals”
- Retitle Article II “Dogs and Cats”
- Replace the term “pound” with “animal shelter” throughout
- Replace the term “owner” with “guardian” throughout
- Replace the term “pet” with “companion animal” throughout
- Replace the term “vicious” with “dangerous” throughout
- Replace “it” with “they” when used in reference to an animal throughout

Animal shelter:

- Provide an animal shelter for all species of companion animals in need
- Remove option for animal shelter to sell or give away unredeemed animals, and restrict options to offer for adoption or transfer to cooperating animal shelter

Dogs and cats:

- Require that dogs and cats wear identification
- Require that cats be licensed
- Increase license fees and review the fee structure at least every 5 years
- Dedicate license fees to education and other services pertinent to improved welfare of resident dogs and cats
- Prohibit at-large cats

Enforcement:

- Provide a dedicated, certified animal control officer with investigative resources
- Increase fine for violations of Chapter 5 and include restorative justice as a supplemental option for offenders
- Require impoundment of any animal suspected of being a stray
- Increase impoundment fee
- Require boarding fee to reflect actual expenses
- Increase fine for cruelty to animals
- Add a licensed veterinarian and a certified animal behavior professional to the animal control committee
- Allow any person to use reasonable force to remove an animal whose health or safety is at risk from a motor vehicle if designated officials are unavailable
- Prohibit any person from leaving the scene of an accident for which they have reason to believe that they have caused the injury or death of an animal

Appendix C includes a copy of Articles I, II, and III of Chapter 5 and Section 22-13 of Chapter 22 as well as a detailed discussion of the bases for the recommendations.

Licensing Programs and Policy Updates

Recommendation: Improve the licensing process and dramatically increase the number of animals licensed in the city. Allocate a portion of the license revenues for programs and activities that support healthy and happy dogs and cats within the City.

The Task Force found that Burlington was under licensing dogs compared to neighboring communities. Licensing is an important means of monitoring the overall health of the City's dogs with respect to rabies, and thus reducing transmission of this virus. Rabies, once symptoms appear, is fatal to humans and animals. In addition, treatment is expensive, painful and occurs over multiple visits. Further, licensing facilitates returning animals to their guardians quickly and efficiently, which reduces stress on the animals and saves City resources for other needs.

The Task Force performed a detailed review of licensing data and trends and found that licensing rates in Burlington are very low compared to neighboring cities with smaller populations. The 2022 rate of licensing in Burlington is estimated at 11%. The practices of the neighboring community of South Burlington, which has an estimated 35% licensing rate for dogs, were compared with Burlington's practices.

In the course of the Task Forces research, it was apparent that there are no dedicated funds for the development of parks resources for animals and their guardians. With some effort to improve licensing numbers, revenue increases for the city could be significant enough to fund additional programs and activities that support healthy and happy dogs and cats within the City. Examples of these programs are listed below.

The Task Force overwhelmingly recognized the importance of improving and expanding licensing within Burlington. The Task Force recommends that the City's licensing programs be strengthened and expanded as follows:

Improve licensing compliance

- Expand outreach and awareness to increase the number of animals licensed
- Educate the community about how the licensing funds are used, and the benefits of licensing (e.g. community health - rabies vaccination ensured)
 - This information should be provided when an animal is licensed
- Require cats to be licensed (see next recommendation)
- Expand the consequences for not licensing dogs and cats
 - Increase penalties (see Appendix C, Chapter 5 Article III)

-
- Work with landlords and housing associations to encourage licensing requirements in lease/HOA agreements. Less funding for resident companion animal programs
 - Require at-large animals be licensed before they are returned to their guardian
 - Require animal control officers to verify licenses when responding to incidents and record that information in the incident report
 - Grant the police real-time access to licensing information to increase the ease of rabies verification in the event of a bite.

Use the resulting increase in licensing revenues to create a special fund

The fund would support:

- Annual licensing efforts
- Development of a streamlined process to share licensing data
- Improved incident reporting and data tracking and improved responsiveness from police
- Additional companion animal programs and education
- Low-cost spay/neuter services
- Additional park facilities for animals

Appendix D includes detailed research and discussion of the bases for these recommendations.

Cats: Licensing and Prohibition of At-Large Cats

Recommendation: Require cats to be licensed and prohibit at-large cats.

The Task Force recommends that the City of Burlington require cats be licensed for their own welfare and that of other animals, to aid in identification for animal control purposes, and to better ensure public safety.

Burlington would not be the first to do so, as both South Burlington and Shelburne require cats to be licensed. The many benefits of licensing are enumerated in Appendix C under the [discussion of Article II, sections 5-16 and 5-14](#), and include improving the health of cats

and reducing the number of cats who are lost with no way to identify the guardian. Increased revenues from licensing could also help support better responsiveness to cat-related incidents, as well as support affordable spay/neuter options for low-income residents.

The Task Force also recommends that the City prohibit at-large cats, that is cats that are off-premise and not restrained by their guardian. Free roaming cats are more likely to experience disease and both accidental and intentional injuries as well as fatalities, and thus have shorter life spans (this is reflected in City data where 50 percent of reports about cats pertained to cats who had been found deceased, and of those, 75% were found in roadways). Cats permitted to roam off-premises can easily become nuisances on both public and private property and are classified as such in some neighboring municipal ordinances. Further, free-roaming cats are well documented in the scientific literature as immensely destructive to wildlife, particularly birds.

- Implement ordinance recommendation regarding licensing cats and prohibiting at-large cats as per the Ordinance Update recommendation

For a more detailed discussion, see Appendix C, Article II, Discussion.

Reporting, Enforcement & Compliance

Recommendation: Improve the reporting, compliance and enforcement of animal-related ordinances by creating the position of Animal Control Officer at the Police Department and adding professional experts to the Animal Control Committee.

The Task Force reviewed reporting, compliance and enforcement of dog related ordinances.

This included reviewing reporting mechanisms, social media, Front Porch Forum, and police department data for incidents such as off-leash dogs, aggressive dogs, attacks by dogs, as well as responses by the Burlington Police Department (BPD). Data obtained from the BPD likely reflects only a small portion of the actual incidents that involve animals in the community. Because residents may be aware of the narrow scope of the Department's

work on these issues, as detailed below, it can be assumed that many residents do not bother to report animal incidents and thus there is no record created.

Currently the City's Community Service Officers (CSO) respond to dog and rabies vector related calls for service. Incidents that are called in are responded to and are documented in incident reports. Depending upon the follow-up required, incidents may be responded to over several shifts. CSOs have many other responsibilities besides responding to animal incidents. If there is a higher priority incident such as a car accident, their attention may be focused on those. Additionally CSOs' responsibilities are limited to responding to dog-related reports and to reports about rabies vectors. Therefore concerns about cats or other animal types besides dogs are referred to other organizations such as the Humane Society of Chittenden County or to a wildlife removal service.

The Task Force recognizes the work that the CSOs perform everyday, but strongly recommends that a part- to full time animal control officer be hired by the City.

An animal control officer (ACO) also responds to incidents, but in addition proactively enforces ordinances (such as leash laws) and oversees the overall health and safety of animals within the City. An ACO would have specific and ongoing training and certification in the handling and welfare of animals, be able to perform inspections on and monitor facilities that shelter animals, educate the public on how to care for animals, and investigate trends and repeat problems or animals, conduct in-depth investigations and overall be a point person and resource for the Burlington community.

To improve compliance and enforcement of ordinances, the Task Force recommends the following:

- Create a position at the Police Department of Animal Control Officer
- Ensure personnel that are involved in animal welfare & enforcement of the Animals Ordinances have proper training and access to updated licensing information
- Increase education to improve community awareness on how to report incidents effectively
- Expand online incident reporting categories to include animal issues and ensure issues are assigned to responsive entities within City operations

-
- Recommend adding licensed veterinarian and certified animal behavior professional to animal control committee
 - Improve organization and categorization of data as it relates to incident reporting/tracking

See [Appendix I](#) for a summary of animal incidents reported to police and how they were typically addressed/resolved, per the report data available.

Off Leash Areas

Recommendation: Establish a policy for off-leash dogs that includes the management and creation of fenced and unfenced off-leash dog areas at a limited number of locations; and recommend BPRW conduct a pilot project to test unfenced off-leash areas for dogs.

Currently, it is against City ordinances to allow a dog off leash anywhere in the city, except in two fenced-in dog parks and one unfenced beach area. Areas in which dogs may be off-leash comprise a total of 3.5 out of the 520 acres of City Parks (less than 1% of all park land). Many Burlington dog guardians allow their dogs off leash indiscriminately on Burlington's trails and in parks and the City's enforcement of current leash laws is weak to non-existent. The committee researched potential locations, looked at programs in jurisdictions throughout the US for best practices and conducted a City-wide survey. There is a strong desire from dog guardians to have easy access to off-leash areas.

Our parks are a limited resource, and while more areas could be fenced in for dogs, this would exclude regular park goers from this valuable space.

The Off-Leash Areas recommendations, as follow, satisfy the need to create space in our urban environments where dogs may play freely and the desire not to fence off all of our parks for dogs, while providing a mechanism to better regulate and manage spaces where dogs are off-leash. By providing sufficient sanctioned off-leash spaces for dogs to play, explore, and run, the City may focus on the enforcement of regulations requiring dogs be on a leash otherwise within the City's system of parks and recreation paths, protecting all users and our urban wildlife.

The Task Force recommends increasing designated off-leash spaces while simultaneously increasing the enforcement of leash laws in the rest of the city. The goal is to ensure healthy and safe access to appropriate outdoor space for dogs across the City and to support enforcement of inappropriate spaces where dogs should not be off leash.

- Update the City ordinances with a new [Section 7 of Appendix D](#) which will add one fenced off-leash dog area to Oakledge, formalize the two existing off-leash fenced dog areas, and provide the parks department with regulations and the ability to enforce these regulations.
- Establish an [Off-Leash Dog Policy](#) with oversight by the Parks Commission
- Create a pilot program of off-leash dog areas, as drafted in the [Off-Leash Dog Policy](#) in Appendix F

The list of pilot areas in the [Off-Leash Dog Policy](#) came from a review of prior committee work (see Appendix K), current parks programming and usage, and survey results (Appendix I). Considerable thought was given to how to avoid clashes, including the following:

- Clear signage indicating designated off-leash areas & rules for using these spaces.
- A landing page on Burlington Parks Recreation Waterfront (BPRW) website showing where dogs can and can't go, and where they must be kept on-leash.

Education Campaign

Recommendation: Create and expand an annual calendar of education outreach, activities and parks-based events to reduce issues and conflicts around domestic animals while celebrating the joy they bring to Burlington's residents.

The Burlington Dog Task Force worked with the Parks & Recreation Department to support the education campaigns and events, including:

- ❖ Barking contribution to noise pollution, and solutions to unwanted barking, posted on 2/16/2023
- ❖ On leash in natural areas, posted on 5/18/22

- ❖ Scoop the Poop campaign, posted on 4/1/22
- ❖ Dog License education, posted 3/22/23
- ❖ Wag the Waterfront event

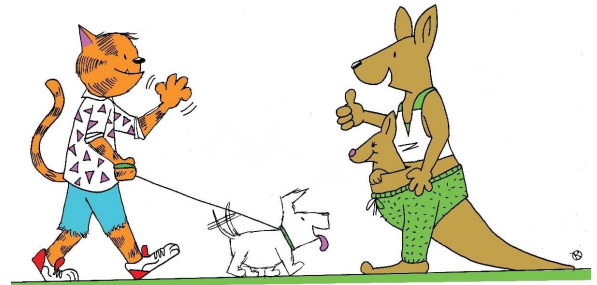
The Burlington Dog Task Force has created a draft calendar with suggested educational posts for social media and Front Porch Forum, as well as sample campaigns, as included in [Appendix H](#). Additional educational ideas included the following:

- ❖ “Having a dog in Burlington” literature handed out when a license is first issued
- ❖ More signage similar to what BPRW posted on the bike path during the summer of 2023 (see image on the right).
- ❖ Recommend that a web page on the city’s website is developed that goes over everything to do with dogs and cats: rules, how and why to license, off leash rules, off leash areas. Then this site can be referenced and linked to. (signs have QR codes leading to this page)
- ❖ How/when to report issues
- ❖ Impact of outdoor cats on wildlife
- ❖ Low cost spay/neuter options

The Task Force recommends the following educational steps be taken by the City:

- Follow an annual calendar of automatic social media posts/news releases (see appendix for content subjects)
- Hold annual programs in parks such as the recent “Wag the Waterfront”.
- Provide behavioral learning opportunities to animals and their companions

Be Friendly Keep Dogs on a Short Leash



-
- Provide resources for new arrivals (either new residents of Burlington who have dogs, or current residents who get a new dog) on on and off leash areas, regulations, general “good neighbor” guidelines and wellness resources
 - Install signage on guidelines for behavior of dogs in designated off-leash areas
 - Distribute education/information/tips annually on the cards that accompany dog license tags
 - Develop a curriculum for the community justice center, should a restorative justice approach be adopted for resolving violations of dog policies & ordinances

Appendices

Appendix A: Council Resolution

On March 30, 2021 the New North End City Councilors (Barlow, Carpenter, and Dieng), South End City Councilor Shannon, and Parks, Recreation and Waterfront Director Wight hosted an informative and constructive meeting with city residents to better understand pet issues beyond complaints shared on social media. This led to a Burlington City Council resolution on June 28 to create a Burlington Dog Task Force to address these issues. Dog Task Force members were officially appointed on November 17, 2021 by the PAC and the first meeting of the Task Force convened on January 27, 2022. The original resolution is copied below.

The scope of work included a mix of actions for implementation and policy recommendations.

HRB/Resolutions 2021/BURLINGTON PARKS ARTS AND CULTURE COMMITTEE TO CREATE A DOG TASK FORCE 7/8/2021

CITY OF BURLINGTON

In the year Two Thousand Twenty-one

Resolved by the City Council of the City of Burlington, as follows:

BURLINGTON PARKS ARTS AND CULTURE COMMITTEE TO CREATE A DOG TASK FORCE

That WHEREAS, According to the City Charter, a dog is defined as the following: Dogs shall include both male and female of the canine species. Dog shall also mean any animal which is considered to be a wolf-hybrid as defined in 20 V.S.A. § 3541(6).

WHEREAS, Dogs are considered an integral part of our society, playing different roles and providing services in the daily lives of humans, such as for accessibility, companionship, exercise, security and more.

WHEREAS, Under the Americans with Disabilities Act (ADA), a service animal is a dog that has been individually trained to do work or perform tasks for an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability.

WHEREAS, According to the American Society for the Prevention of Animal Cruelty (ASPCA), dog adoptions are up 700% nationally during the pandemic.

WHEREAS, According to the City of Burlington Parks, Recreation and Waterfront website, "The State of Vermont has one of the highest rates of pet ownership around the nation, the City of Burlington has made possible for community members to share their experiences in many different locations in the greater Burlington Area."

WHEREAS, The City of Burlington issued 755 dog licenses and collected over \$23,000 in dog license revenue for the 2020 fiscal year.

WHEREAS, The City of Burlington via the Department of Parks, Recreation and Waterfront has made a substantial investment in the renovation of the Starr Farm Dog Park located in the New North End.

WHEREAS, Over the past few months, residents of the New North End alongside other residents of the city have shared via social media (Front Porch Forum, Facebook) a growing number of incidents involving dogs or dog owners. The incidents were reported by both dog owners, former dog owners or nondog owners.

WHEREAS, Most of those incidents are similar in nature; some are unique incidents that resulted in a decreased quality of life and have caused tensions between neighbors. Those incidents include but are not limited to the following:

- Off leash dogs in city parks, natural areas or beaches
- Dogs attacking people or other dogs
- Dog feces not being picked up
- Policies not being enforced
- Unlicensed dogs
- Dog barking contributing to noise pollution

WHEREAS, Several other issues involving other types of pets in the city were also shared by community members.

WHEREAS, On Tuesday, March 30th the New North End City Councilors, Barlow, Carpenter and Dieng, hosted an informative and constructive community meeting alongside South End District City Councilor Shannon and Parks, Recreation and Waterfront Director Wight in order to better understand the pet issue beyond the complaints shared on social media.

WHEREAS, The Community meeting was well attended and received by the community. The attendance ranged from people of the South End, Old North End and New North End. Most attendees were dog owners or former dog owners as well as non-dog owners, nature lovers, dog park volunteers and professionals working with pets.

WHEREAS, Residents who attended the community meeting brainstormed ideas and best practices related to these issues and are willing to formally help the city in an ongoing way.

WHEREAS, The Burlington City Council, via a resolution, respectfully tasked the Parks, Arts and Culture Committee to make a recommendation via a resolution by June 28th to the Council regarding the creation of a Burlington Dog Task Force to address the issues raised in this resolution and possibly other issues.

WHEREAS, The Parks, Arts and Culture Committee, in consultation with the Director of Parks, Recreation and Waterfront and the Starr Farm Dog Park Volunteer Coordinator, developed the following recommendations for a nine (9) member task force and their scope of work.

NOW THEREFORE BE IT RESOLVED, The nine-member Dog Task Force shall be composed of the following members:

- 1) Starr Farm Dog Park Volunteer Coordinator
- 2) Representative of a dog shelter, dog rescue group or other dog group to be appointed by PACC
- 3) Dog trainer to be appointed by PACC
- 4) Veterinarian or animal health professional to be appointed by PACC

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- 5) Burlington Police Department Community Resource Office representative to be designated by the Chief of Police
 - 6) Burlington Parks, Recreation and Waterfront representative (staff with land use or event planning expertise) to be designated by the BPRW director
 - 7) At large Burlington community member who is a non-dog owner to be appointed by PACC
 - 8) At large Burlington community member who is a dog owner to be appointed by PACC
 - 9) A representative of the Parks Commission to be appointed by the Parks Commission Chair

BE IT FURTHER RESOLVED, Parks Director will create an application for task force membership.

Applications will be received by the Clerk/Treasurer's Office until August 31, 2021. PACC appointed members shall be selected by the Parks, Arts and Culture Committee at their September meeting

BE IT FURTHER RESOLVED, The Parks, Art and Culture Committee recommends the following:

- A. That the Dog Task Force members elect a Chair as their first order of business in their first meeting; and the Director of Burlington Parks and Recreations and Waterfront to identify an administrative staff to the taskforce
- B. That the following be within the Dog Task Force's scope of work:
 - 1) Review current city programs and policies including other dog task force work.
 - 2) Conduct an Education Campaign:
 - a) Off leash dogs in city parks, natural areas or beaches
 - b) Dogs attacking people or other dogs
 - c) Dog feces not being picked up
 - d) Dog barking contributing to noise pollution
 - 3) Review licensing rules and make recommendations
 - a) Review licensing fees and make recommendations
 - b) Explore modernizing license fee applications

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- c) Consider the question of licensing of outdoor cats
 - 4) Review compliance and policy enforcement and make recommendations
 - 5) Plan Pet/Dog Events, Activities and Celebrations, i.e., National Pet Day or National Dog Day Celebration
 - 6) Review current funding allocated to our municipal dog/pet resources and make recommendations
 - 7) Provide quarterly updates to the Parks, Arts, and Culture Committee
 - 8) Generate a final report to be presented to the City Council by April 29, 2022

Appendix B: Committee Members & Staff Participants

The full Task Force met monthly, with subcommittees and working groups collaborating in additional meetings as-needed.

Table 1. Appointed Members and City Staff

Appointed Members	City Staff
Jake Schumann, Chair through 10/24/2022 (Position 1)	Cindi Wight, BPRW Director
Lori Kettler (Position 2)	Meghan O'Daniel, BPRW Staff
Maria Karunungan, Chair 10/24/2022 forward (Position 3)	
Nina Hurley (Position 4)	
Dominic Tenan (Position 5, Reassigned) Yusuf Abdi (Position 5, Reassigned) Thomas Young (Position 5)	
Alec Kaeding (Position 6)	
Ilona Blanchard (Position 7)	
Ute Montensen (Resigned, Position 8) Joanne Kalisz (Replaced, Position 8)	
Abbey Duke (Position 9)	

Appendix C: Proposed Amendments to City Ordinances

Proposed Amendments to Article I of Chapter 5

The Task Force's recommended amendments are inserted and underlined, and text that would be eliminated is indicated by strikethroughs.

ARTICLE I. IN GENERAL

5-1 ~~Pound established~~ Animal shelter provided.

There shall be ~~established~~ provided by the city council ~~a pound an animal shelter for the impounding of all beasts~~ all domestic and exotic animals in need ~~liable to be impounded.~~

(Ord. of 6-23-97)

5-2 Appointment of ~~poundkeepers; compensation~~ animal shelter personnel.

It shall be the duty of the mayor to appoint such ~~poundkeepers~~ persons as may be required to ~~take care of and keep such pound as may be~~ manage and maintain the animal shelter that is established pursuant to section 5-1. Their compensation shall be the same as provided by the laws of this state for poundkeepers in towns.

(Ord. of 6-23-97)

Cross reference—Duties of officers of the city, § [2-4](#).

5-2a Appointment of animal control officer

It shall be the duty of the mayor to appoint an enforcement officer(s), in accordance with section 122 of the city charter, who shall be a member of the Burlington Police Department. Such enforcement officer(s) shall be a certified animal control officer.

5-3 Animal bites.

It shall be the duty of every person bitten, or his or her parent or guardian, and the attending physicians to report to the ~~city health officer~~ animal control officer, who shall report to the city health officer, within twenty-four (24) hours the name, address and telephone number of the ~~owner~~ guardian or keeper of the animal ~~which~~ who bit the person and the complete circumstances, to the extent known.

5-4 Nuisance animals.

(a) No ~~owner guardian~~, keeper or other person having control shall permit an animal to be a nuisance animal. For the purposes of this section, nuisance animal means any animal or animals ~~which~~ who:

- (1) ~~Molests Attacks~~ or harasses passersby or passing vehicles, or otherwise creates a public safety hazard;
- (2) Attacks other animals, including but not limited to wildlife;
- (3) Damages property other than that of their ~~its owner guardian~~;
- (4) Defecates off the premises of the animal's ~~owner guardian~~, and the ~~owner guardian~~, or other individual in control of the animal, fails to remove such deposit immediately;
- (5) Roams off the premises of the guardian while not under control of the guardian, or the guardian's agent, by leash or other similar means of physical restraint at all times; or
- (5 ~~6~~) Barks, whines, howls, cries, or makes a noise commonly made by such animals in an excessive and continuous fashion so as to disturb the peace and quiet of any other person.

(b) Any dog or cat found to be a nuisance animal by an animal control officer shall be impounded if the guardian, or the guardian's agent, is not present and cannot be located immediately.

(Ord. of 6-23-97; Ord. of 10-23-06, eff. 11-22-06)

5-5 Exotic animals.

~~(a) Purpose and findings: The purpose of this section is to enhance the public safety of persons who are present on the district known as the Church Street Marketplace (the Marketplace) and in the city's parks by regulating the presence of "exotic" animals on the Marketplace and in the city's parks. The council finds that such pets can pose a threat to the public health, safety, and welfare if present on the Marketplace and in city parks. Such pets are unlicensed and are not typically leashed, as is required of domestic dogs.~~

~~(b) Definitions: "Exotic pet" means all animals except domestic dogs, domestic cats and the European ferret (*Mustela putorius furo*).~~

~~(c) General prohibition: No person shall have an exotic pet or permit their exotic pet to be on or about the Marketplace or within a city park unless expressly approved by the Marketplace Director or Parks Department respectively or exempted under the terms of this section.~~

(d) ~~*Exemptions:* A person may have or permit an exotic pet to be on or about the Marketplace or within a city park when done to transport the pet directly from a pet store in the vicinity of the Marketplace or city park after purchase of such pet or to return such pet to said pet store. The person must retain a receipt for the purchase of such pet and shall display the receipt upon demand from any animal control officer, law enforcement officer, or other person duly authorized to enforce animal control ordinances.~~

(a) *Purpose and findings:* The city recognizes that the keeping of exotic animals raises animal welfare concerns and public health and safety concerns not commonly associated with domesticated animals. This section is intended to prevent mistreatment of exotic animals, reduce the risk of harm to the public from contact with exotic animals as well as accidents and other incidents involving such animals, and reduce the public health risk associated with diseases and pathogens carried by such animals.

(b) *Definitions:* "Exotic animal" means all animals except domestic dogs, domestic cats, domestic mice, domestic rats, domestic rabbits, gerbils, hamsters, guinea pigs, the European ferret, and livestock as defined by Title 6, section 791 of the Vermont Statutes.

(c) *Prohibition:* The offer for sale, sale, purchase, possession, or public display of any exotic animal within the corporate limits of the city is prohibited.

(d) *Exemptions:* Any exotic animal possessed on the date of the enactment of this ordinance is exempted from the prohibition on possession set forth in subsection (c) upon registration of the animal with the Board of Health. The exemption applies only to the individual animal so registered, and does not apply to any animal of the same species subsequently acquired. The prohibition set forth in subsection (c) shall not apply to registered 501(c)(3) organizations whose primary purpose is education, animal rescue, or animal rehabilitation.

(Ord. of 10-27-03, eff. 12-3-03)

~~5-6 Use of non-domesticated animals for public display prohibited.~~

(a) ~~*Purpose.* This section is intended to assist in the prevention of the mistreatment of non-domesticated animals used in any public display, to reduce risk of harm to the public from accidents and incidents involving such animals, and to reduce the public health risk associated with diseases and pathogens carried by such animals.~~

(b) ~~*Definitions:*~~

~~(1) *Non-domesticated animals* are defined as *Felidae* (all wild cats and hybrids thereof), *Ursidae* (all bears), *Proboscideae* (all elephants), and Non-human Primates and *Prosimians*.~~

~~(2) *Public display* shall mean the exhibition, presentation or showing of live non-domesticated animals to the general public regardless of whether for profit, on a not for profit basis or without charge.~~

~~(c) — *Prohibition.* The public display of live non-domesticated animals within the corporate limits of the city is prohibited.~~

(Ord. of 9-7-04; eff. 10-13-04)

5-7 6—5-12 Reserved.

Discussion

Section 5-1

The current language of section 5-1 requires the city to provide an animal shelter that accepts “all beasts liable to be impounded.” It is the Task Force’s understanding that the city has previously contracted only for the impoundment of dogs in need. The Task Force recommends that the city provide a shelter for all domesticated and exotic animal residents in need.

Section 5-2a

Section 5-2a is a new section that requires the appointment of a dedicated, certified animal control officer, or officers, within the Burlington Police Department (“BPD”).

Currently, limited animal control functions are performed by the community service officers at the BPD. Community service officers are not required to have experience or training specific to animal control functions, such as animal handling, care, and welfare.¹ The Task Force recommends that the city retain an officer, or officers, whose sole duty is to respond to animal-related issues and to expand the program so that the city’s animals and citizens are better served in this regard. To achieve that goal, the Task Force recommends that animal control officers obtain certification in animal control and be required to participate in continuing education courses, through a national professional training program.

¹ See City of Burlington, Community Service Officer Job Description, <https://www.governmentjobs.com/careers/burlingtonvt/jobs/3045625/community-service-officer..>

The National Animal Care and Control Association (“NACA”) recognizes the difficulty in determining the optimum number of animal control officers for any particular locality.² The calculation is affected by a number of factors such as the number of calls for service, officer safety, citizen safety, types of services provided, population density and diversity, and coverage area.³

Assessment of the number of officers required to address the animal control needs in Burlington is further complicated by the fact that calls for service may not accurately reflect the need for an animal control officer. For example, residents may be aware that the BPD does not respond to calls regarding free-roaming cats and, as a result, they do not place such calls for service.

Studies and other evidence suggest that most cities with a population similar to that of Burlington (approximately 44,000 residents) employ or contract with at least one animal control officer.⁴

In Vermont, an online search reveals that many smaller and less diverse municipalities have at least one animal control officer who may be part- or full-time, employed, contracted, or in a few instances a volunteer. A partial list includes Barre, Bolton, Brattleboro, Castleton, East Montpelier (2 officers), Fairfax, Guilford, Hartland, Highgate, Hyde Park (2 officers), Newfane, Putney, Randolph, Readsboro, Rockingham, Sharon, Shelburne, Shaftsbury, Waterbury, and Windham.

Section 5-4

Section 5-4 expands the definition of “nuisance animals” to include free-roaming animals. It also authorizes law enforcement to impound a “nuisance animal” if the animal’s guardian, or the guardian’s agent, is not present or readily located, and it requires impoundment of free-roaming animals under such conditions.

²National Animal Care and Control Association, “Determining Field Staffing Needs,” <https://www.nacanet.org/determining-field-staffing-needs/>.

³ *Id.*

⁴ For example, a study conducted by NACA found the average ratio of field animal control officers to citizens was one officer for every 16,000 to 18,000 persons. https://www.sheltertrak.com/downloads/kern/kcac_audit/4.pdf. Private online discussion groups for animal control officers across the country suggest similar statistics. Printouts on file with the author.

Section 5-5

Section 5-5 replaces the ban on exotic animals on Church Street Marketplace and in city parks with a city-wide ban on the offer for sale, sale, purchase, possession, or public display of exotic animals, with a grandfather clause for animals currently possessed, and exceptions for certain 501(c)(3) organizations.

The Task Force recognizes that the proposed amendment falls outside the scope of its mandate but wishes to take this opportunity to point out that societal views on the keeping of exotic animals have changed markedly in the last decade as we have learned more about these animals. It is now well accepted that the complex needs of exotic animals cannot be met in captivity, even by the most well-meaning guardians,⁵ and that the exotic animal trade itself is a source of much suffering.⁶

The environmental impact of the exotic pet trade can be severe as well, often having a devastating effect on wild populations of the species traded. For example, it is estimated that every year 21% of the wild population of African Grey parrots, a popular “pet” and an endangered species, are poached.⁷

Exotic pets released into the wild when their novelty wears off, or when they become too expensive or too difficult to handle, can wreak havoc on native flora and fauna. Perhaps the most well-known examples of this problem are the Burmese pythons and green iguanas in Florida.⁸ Vermont is not immune to invasive species, and it is projected that as the climate continues to warm some invasive species, such as red-eared slider turtles commonly sold in local pet stores, will survive and establish breeding populations in the state.⁹

⁵Exotic animals, even those bred in captivity, still possess innate social and physical needs, and require mental stimulation that cannot be provided in private homes. See, Progressive Animal Welfare Society, “Exotic Pets,” <https://www.paws.org/resources/exotic-animals/>.

⁶ E.g., World Animal Protection, “7 Reasons Why You Shouldn’t Keep Wild Animals as Exotic Pets,” <https://www.worldanimalprotection.ca/news/7-reasons-why-you-shouldnt-keep-wildlife-pets>; Born Free U.S., “The Dangers of Keeping Exotic Pets,” <https://www.bornfreeusa.org/campaigns/animals-in-captivity/the-dangers-of-keeping-exotic-pets/>.

⁷ *Id.*, World Animal Protection.

⁸ Florida Fish and Wildlife Commission, “Burmese Python,” <https://myfwc.com/wildlifehabitats/profiles/reptiles/snakes/burmese-python/>; Florida Fish and Wildlife Commission, “Green Iguana,” <https://myfwc.com/wildlifehabitats/profiles/reptiles/green-iguana/>.

⁹ Vermont Reptile & Amphibian Atlas, “Pond Slider,” <https://www.vtherpatlas.org/herp-species-in-vermont/trachemys-scripta/>.

Aside from the animal welfare and environmental concerns, many species of exotic animals carry zoonotic diseases, and there are frequent reports of injuries and deaths from exotic animals kept as “pets,” who can retain their wild instincts even after decades of captive breeding.¹⁰

All states prohibit or restrict the possession of certain exotic animals, and the latter often involves a permit, license, or registration requirement.¹¹ Vermont allows unrestricted possession of many exotic animals, such as certain species of pythons and boas, but requires a permit to possess other species, such as anacondas and black widow spiders.¹²

As the private “ownership” of exotic animals has increased, a growing number of counties and municipalities across the nation have enacted ordinances to prohibit or further restrict the presence of exotic animals in their communities, for the safety of residents and the welfare of the animals.¹³ For example, Rainsville Alabama’s Responsible Pet Ownership Ordinance prohibits the keeping of any non-domesticated, wild animal.¹⁴ Richmond Virginia has a comprehensive ban on the ownership, breeding, purchase, sale, offer for purchase or sale, keeping or maintenance of all exotic or wild warm-blood animals, venomous reptiles and amphibians, and members of the crocodilian family, with exceptions for a limited number of identified species who are in captivity and have never seen the wild, or who have been domestically bred or legally imported.¹⁵

⁹ *E.g.*, Bruno B. Chomel, Albino Belotto, and François-Xavier Meslin, “Wildlife, Exotic Pets, and Emerging Zoonoses,” *Emerg Infect Dis*, v.13(1); 2007 Jan., available at <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2725831/>, last accessed Sept. 23, 2023.

¹⁰ *E.g.*, People for the Ethical Treatment of Animals, “Reptile Incidents,” <https://www.peta.org/wp-content/uploads/2022/06/reptile-incidents-factsheet.pdf>.

¹¹ Findlaw, “Exotic Animal Laws by State,” <https://www.findlaw.com/injury/torts-and-personal-injuries/exotic-animal-laws-by-state.html>.

¹² Vermont Fish and Wildlife Department, “Unrestricted Wild Animal List” and “Restricted Wild Animal List,” https://vtfishandwildlife.com/sites/fishandwildlife/files/documents/Learn%20More/Living%20with%20Wildlife/Importation/Unrestricted_Wild_Animal_List.pdf.

¹³ See Humane Society of the United States, “Where the Wild Things Shouldn’t Be,” <https://humanepro.org/magazine/articles/where-wild-things-shouldnt-be>.

¹⁴ City Of Rainsville, Alabama, “Non-Domesticated, Wild Animals,” Ord. No. 5-23-13-A, sec. 10, <http://www.rainsvillealabama.com/ordinances/Ordinance-5-23-13-A-amendment.pdf>.

¹⁵ City of Richmond, Virginia, Ord. No. 2023-130 - Amended 20230626, https://library.municode.com/va/richmond/ordinances/code_of_ordinances?nodeId=1228386.

The Task Force recommends that the city consider the proposed revisions to section 5-5 for the reasons stated herein.

Section 5-6

Section 5-5, if adopted, makes the prohibition on public display of certain non-domesticated animals in section 5-6 duplicative and thus unnecessary.

Proposed Amendments to Article II of Chapter 5

The Task Force's recommended amendments are inserted and underlined, and text that would be eliminated is indicated by strikethroughs.

ARTICLE II. DOGS AND CATS¹

5-13 Definitions.

The following definitions shall apply to this article:

"At-large" shall mean not under the control of the ~~owner~~ guardian, a member of the guardian's immediate family, or the guardian's agent or another individual either by leash, ~~cord, chain~~ or other similar means of physical restraint.

"Dog" shall include both male and female of the canine species. Dog shall also mean any animal ~~which~~ who is considered to be a wolf-hybrid as defined in 20 V.S.A. § 3541(6).

"Cat" shall include both male and female of the feline species.

"Enforcement official" when used herein shall mean any animal control officer, police officer, ~~poundkeeper~~ shelter manager, urban park ranger or other individual specifically designated by the city council to enforce the provisions of this chapter.

~~"Owner~~ Guardian" shall include any person or persons, firm, association or corporation owning, keeping or harboring a dog or cat.

~~"Vicious Dangerous dog"~~ shall mean a dog ~~which that~~ attacks or bites a person or other ~~domestic pet~~ companion animal while the dog is off the premises of the ~~owner~~ guardian or keeper, and the person or ~~pet~~ companion animal attacked or bitten requires medical attention. ~~Vicious Dangerous dog~~ complaints shall be investigated pursuant to section 5-27(b).

(Ord. of 6-23-97; Ord. of 4-17-00; Ord. of 4-17-23(1))

5-14 Identification required.

Identification that includes the name and contact information for the guardian of the dog or cat shall be securely attached to a collar or harness and worn at all times.

5-14 15 At-large prohibited.

(a) *Prohibition.* Except as exempted below, no person shall permit a dog or cat for whom they are the guardian ~~him or her~~ or who is ~~under his or her~~ their control to be at-large as defined in section 5-13 or to trespass upon the property of another, public or private.

(b) *Public Safety.* Should an at-large dog or cat be deemed to pose an imminent public safety risk, said animal may be killed by the Police Department or their designee. Such an act shall occur where other reasonable means to control the animal have been unsuccessful or deemed not practicable under the circumstances.

(c) *Exemptions.* A dog or cat ~~may be~~ is not at-large if ~~it is~~ they are:

- (1) On the premises of the dog's or cat's ~~owner~~ guardian;
- (2) On the premises of the person under whose control the dog or cat is under; or
- (3) On the premises of another person as long as that person has given permission for the dog or cat to be at-large;
- (4) A dog is not at-large if they are in a designated off-leash dog area managed and regulated by the board of parks and recreation commissioners.

(Ord. of 6-23-97; Ord. of 4-17-00; Ord. of 9-10-12(1))

5-1516 License and rabies vaccination required.

(a) *Licensing.* Every ~~owner or keeper~~ guardian of a dog or cat more than six (6) months old who has resided in the city for more than 90 days, shall be required to ~~annually~~ register and license the animal, in the manner prescribed by the city, with the city clerk's office and to do so annually provided that no guardian shall be required to register a dog or cat more than once in any calendar year. The license shall expire on the first day of April next after its issuance. Upon issuance of such license and payment of the license fee as required in section [5-17](#) of this chapter, each ~~dog owner~~ guardian shall receive a ~~dog~~ license tag.

(b) *Rabies vaccination.* Proof of a current rabies vaccination, as required by state law, shall be required for the licensing of any animal.

(c) *Fixture of tag.* The ~~dog~~ license tag issued to any person as provided herein shall be securely attached to a collar or harness on such licensed dog or cat and worn at all times.

(Ord. of 6-23-97; Ord. of 8-14-00; Ord. of 6-4-07, eff. 7-4-07)

State law reference—Control of rabies [20](#) V.S.A. § [3801](#) et seq.; immunization required, [20](#) V.S.A. § 4003.

5-1617 License fees.

(a) In addition to the license fee and any penalty fee required by state law, the municipal fee for each license required by this article shall be ~~twenty dollars (\$20.00) for each neutered/spayed dog and forty dollars (\$40.00) for each non-neutered/non-spayed dog~~ recommended by the city clerk's office and approved by the city council, provided that the fee for an intact dog or cat shall be greater than that for a neutered or spayed dog or cat. The fees established under this section shall be reviewed not less than every five years.

(b) The municipal fees collected under this section shall be used for education and other services pertinent to the improved welfare of dogs and cats who reside in the city.

~~(b)~~ (c) The ~~owner or keeper~~ guardian of a neutered/spayed dog that serves as the person's service animal under the Americans with Disabilities Act may request waiver of the municipal license fee (but not the state fee) by providing to the city clerk's office adequate responses to the following questions in writing:

- Is the dog a service animal required because of a disability?
- What work or task has the dog been trained to perform?

(Ord. of 6-23-97; Ord. of 6-25-01; Ord. of 6-4-07, eff. 7-4-07; Ord. of 2-16-21)

State law reference—Similar provisions, 20 V.S.A. § 3581.

5-1718 Removal of dog waste required.

The ~~owner, keeper~~ guardian or person in control of any dog or cat shall be responsible for the removal of any defecation deposited by such dog or cat on any public or private property.

(Ord. of 6-23-97)

5-1819—5-23 Reserved.

Discussion

The title of Article II is revised to reflect the recommended addition of cats to specified sections of the Article.

Section 5-13

Section 5-13 adds a definition of “cat” and updates the definition of “guardian” accordingly.

Section 5-14

Section 5-14 is a new section that requires dogs and cats to wear identification that includes the name and contact information for the guardian. This requirement serves to protect companion animals, and benefits animal control efforts and public safety as well.

Rhode Island summarizes the benefits of such an ordinance in the preamble to a state law that requires identification for cats.¹⁶ Specifically, the Rhode Island legislature determined that:

- (1) Cat identification would provide cats protection under the law, equal to that afforded dogs, by establishing ownership which, in turn, would encourage cat owners to take full responsibility for their pets' welfare.
- (2) [Already required in Vermont] Cat identification would protect cats, as dogs are now protected, by establishing minimum holding periods for cats released to and/or impounded by municipal animal control facilities and private animal shelters.
- (3) A program to require cat identification should facilitate the return of lost, owned cats.
- (4) Cat identification would provide a method to help distinguish between owned and unowned cat populations thus assisting animal control officers and animal shelters in carrying out their mission.
- (5) Cat identification would advance the reduction of the untold suffering of cats at-large in our state by helping to insure the quick return of injured and sick animals to their owners.
- (6) Passage of this bill would reduce the number of unowned cats and increase education to owners as to the need for sterilization of cats, thereby reducing unwanted litters, eliminating cat over-population problems, and reducing the costs to cities and towns for euthanizing at-large or unowned cats.
- (7) Cat identification would help support public health and safety in the control of rabies.¹⁷

These same public purposes are advanced when dogs are required to wear identification.

Section 5-15

Section 5-15 as currently written prohibits at-large dogs. The proposed amendment includes cats in this prohibition. The Task Force recognizes that this recommendation falls outside the scope of its mandate but considers the amendment necessary for the welfare of cats, the protection of wildlife, and public safety. The American Veterinary Medical Association ("AVMA") provides a Model Dog and Cat Control Ordinance that requires all dogs and cats "be kept under restraint" for these very reasons.¹⁸ A number of municipalities

¹⁶ R.I. Gen. Laws § 4-22-1.

¹⁷ *Id.*

¹⁸ American Veterinary Medical Association, "Model Dog and Cat Control Ordinance," sec. V(a), <https://www.avma.org/sites/default/files/resources/Model-Dog-Cat-Control-Ord-Policy.pdf>; American Veterinary Medical Association, "Free-roaming, owned cats," <https://www.avma.org/resources-tools/avma-policies/free-roaming-owned-cats>.

in Vermont, for example South Burlington, Shelburne, and Stowe, have followed the AVMA's lead and prohibit at-large cats and/or include at-large cats in the definition of "nuisance animal," and impose fines and/or permit their impoundment.¹⁹

The Welfare of Cats: As the AVMA and other authorities recognize, free-roaming cats are likely to have a reduced life span and may be exposed to injury, suffering, and death from vehicles, attacks from other animals, disease, cruel acts by humans, poisons, traps, and weather extremes.²⁰ Burlington's resident cats have not escaped these harms.²¹

The Protection of Wildlife: The American Bird Conservancy succinctly summarizes the detrimental and deadly impact of free-roaming cats on native species of wildlife:

Outdoor domestic cats are a recognized threat to global biodiversity. Cats have contributed to the extinction of 63 species of birds, mammals, and reptiles in the wild and continue to adversely impact a wide variety of other species, including those at risk of extinction, such as Piping Plover ...The ecological dangers are so critical that the International Union for Conservation of Nature (IUCN) lists domestic cats as one of the world's worst non-native invasive species.²²

In the United States, it is estimated that outdoor cats kill approximately 2.4 billion birds every year, earning the distinction of the number-one direct, human-caused threat to birds.²³ Between 6.9 to 20.7 billion small mammals are killed by cats each year, and researchers

¹⁹ South Burlington, Vermont, "Care & Control of Dogs & Cats Ordinance," Town Ordinance, Vol. 1, pg. 159-165, sec. 3, https://cms6.revize.com/revize/southburlington/document_center/city%20regulations/Care_and_Control_of_Dogs_and_Cats_Ordinance.pdf; Town of Shelburne, "An Ordinance for the Care and Control of Animals," Town Ordinance, Vol. 1, pg. 3-32, sec. 2(g) and sec. 4(a), <https://www.shelburnevt.org/DocumentCenter/View/103/Animal-Control-Ordinance>; Town of Stowe, Vermont, "Animal Control Ordinance," Municipal Code, Chapter 2, Article III, https://www.townofstowevt.org/vertical/Sites/%7B97FA91EA-60A3-4AC6-8466-F386C5AE9012%7D/uploads/Animal_Control_Ordinance_Final_2015_SIGNED.pdf.

²⁰ E.g. AVMA, "Free-roaming, owned cats," *supra*, n. 1.

²¹ E.g., New England Cable News, "Boy Cited After Allegedly Hanging Cat From Tree in Burlington, Vermont," Nov. 17, 2016, <https://www.necn.com/news/local/vermont/boy-cited-after-allegedly-hanging-cat-from-tree-in-burlington-vermont/41056/>; Burlington Vermont Police Department Incident Reports document an instance in which a cat was injured in a leghold trap and left to stagger off and suffer after their release.

²² American Bird Conservancy, "Indoor Cats," <https://abcbirds.org/program/cats-indoors/cats-and-birds/> (also providing links to scientific literature on the issue); see also, Wildlife Center of Virginia, "Untamed - The Case for Indoor Cats," <https://vermont.pbslearningmedia.org/resource/case-for-indoor-cats-video/untamed-the-wildlife-center-of-virginia/> (also addressing the welfare of cats, zoonotic diseases, and ways to transition free-roaming cats to the indoors).

²³ *Id.*, American Bird Conservancy.

believe that between 258 to 822 million reptiles and 95 to 299 million amphibians may suffer the same fate.²⁴

Burlington is an environmentally conscious community, and the Task Force suggests that a prohibition on free-roaming cats is simply good environmental stewardship.

Public Safety: The scientific literature documents that free-roaming cats pose a significant threat to public health because they can carry and transmit a number of zoonotic viruses, bacteria, and parasites, such as rabies and toxoplasmosis.²⁵ Notably, according to Peter Marra, a professor of biology and the environment at Georgetown University, “[d]ogs used to be the primary way humans picked up rabies from domestic animals ... [b]ut we started licensing dogs and requiring leash laws and rabies vaccines. Now, dogs are not the problem at all—it’s primarily cats.”²⁶

The Task Force recommends that the city prohibit free-roaming cats for the reasons stated herein.

Section 5-16

Section 5-16 extends the requirement for a license to cats. Such requirements have been shown to improve the welfare of cats, increase public safety, and enhance the quality of life in their communities, much like the identification requirements discussed above.

Municipalities across the country have implemented cat-licensing requirements, including jurisdictions in Vermont such as South Burlington and Shelburne.²⁷

The Task Force recommends that the city require licenses for cats for the reasons stated herein.

Section 5-17

²⁴ Smithsonian Magazine, “Feral Cats Kill Billions of Small Critters Each Year,” Jan. 29, 2013, <https://www.smithsonianmag.com/science-nature/feral-cats-kill-billions-of-small-critters-each-year-7814590/#:~:text=Based%20upon%20data%20taken%20from,needed%20to%20verify%20those%20extrapolations>

²⁵ E.g., R. W. Gerhold and D. A. Jessup, “Zoonotic Diseases Associated with Free-Roaming Cats,” *Zoonosis and Public Health*, 2012, <https://abcbirds.org/wp-content/uploads/2015/07/Gerhold-and-Jessup-2012-Zoonotic-diseases-and-free-roaming-cats.pdf>.

²⁶ Kristine Liao, “Outdoor cats are deadly—and not just for birds and squirrels,” *Popular Science*, May 31, 2022, <https://www.popsci.com/environment/outdoor-cats-spread-diseases/>.

²⁷ South Burlington Town Ordinance, *supra* n. 4, sec. 4(A); Town of Shelburne Ordinance, *supra* n. 4, sec. 12(a).

Section 5-17 requires fees for dog and cat licenses to be reviewed no less frequently than every five years, and for the revenue to be used for education and other services pertinent to the improved welfare of dogs and cats who reside in the city. Anecdotal evidence suggests that more residents will comply with the licensing requirement if the fees are used to provide companion animal-related services.

Adequate low-cost spay/neuter options

There is consensus among those knowledgeable about companion animal overpopulation that communities must take the important step to provide adequate safe, affordable, voluntary spay/neuter programs that are readily accessible to the community, and that focus on education and incentives to encourage participation by those sectors of the community most in need of the service.²⁸

The Humane Society of Chittenden County's (HSCC) Community Pet Clinic provides a low-cost spay and neuter service and administers a fund to assist residents who cannot afford the service.²⁹ Task Force member Nina Hurley, who serves on the HSCC's Board of Directors, advises that the clinic is at capacity. The Task Force recommends that the City consult with the HSCC to assess whether the City should provide support to the clinic and/or establish an additional, independent spay/neuter program.

²⁸ See, e.g., American Society for the Prevention of Cruelty to Animals, "Position Statement on Mandatory Spay/Neuter Laws," <https://www.asPCA.org/about-us/asPCA-policy-and-position-statements/position-statement-mandatory-spayneuter-laws#:~:text=ASPCA%20Position,means%20to%20reduce%20shelter%20intake>.

²⁹ Humane Society of Chittenden County, "Spay-Neuter at the Community Pet Clinic," <https://www.hscvct.org/SNClinic>.

Proposed Amendments to Article III of Chapter 5

The Task Force's recommended amendments are inserted and underlined, and text that would be eliminated is indicated by strikethroughs.

ARTICLE III. ENFORCEMENT AND IMPOUNDMENT

5-24 Penalties.

An offense of any provision of this chapter by any person shall be deemed a civil ordinance violation and shall be punishable by the following penalties:

- (1) *First offense.* A first offense of any provision of this chapter in any twelve-month period shall be punishable by a fine of no less than ~~one~~ two hundred dollars (\$~~1~~ 200.00) and no more than ~~one~~ two hundred fifty dollars (\$~~1~~ 250.00). The waiver fine shall be ~~one~~ two hundred dollars (\$~~1~~ 200.00).
- (2) *Second offense.* A second offense of any provision of this chapter in any twelve-month period shall be punishable by a fine of no less than ~~one~~ two hundred fifty dollars (\$~~1~~ 250.00) and no more than ~~two~~ three hundred fifty dollars (\$~~2~~ 350.00). The waiver fine shall be ~~one~~ two hundred fifty dollars (\$~~1~~ 250.00).
- (3) *Third and subsequent offenses.* A third or subsequent offense of any provision of this chapter in any twelve-month period shall be punishable by a fine of no less than ~~two~~ three hundred fifty dollars (\$~~2~~ 350.00) and no more than ~~five~~ six hundred dollars (\$~~5~~ 600.00). The waiver fine shall be ~~two~~ three hundred fifty dollars (\$~~2~~ 50.00).

In addition to the penalties provided in this section,;

- (1) Any person found in violation of this chapter may be subject to a restorative justice process with the Burlington Community Justice Center at the discretion of the animal control committee.
- (2) ~~a~~Any animal found in violation of this chapter may be impounded as provided in section 5-25 of this chapter.

(Ord. of 6-23-97; Ord. of 6-4-07, eff. 7-4-07)

5-25 Impoundment.

(a) *Authority to impound.* ~~Dogs~~ Any animal in violation of any provision of this chapter or suspected of being diseased or injured may be taken by the enforcement officer and impounded in the city ~~pound~~ animal shelter and there confined in a humane manner, except that any animal suspected of being a stray shall be impounded. ~~The enforcement officer may, in lieu of boarding and when in the public interest and consistent with the public safety, allow an impounded dog to remain confined in the custody of its owner on the owner's recognizance that the dog shall remain confined to the owner's property, follow the terms of impoundment set by the enforcement officer and shall not be in violation of any provision of this chapter.~~

~~Confinement in lieu of boarding shall continue until such time as the violation or condition authorizing impoundment has been abated.~~

(b) *Impoundment fees.* Any ~~dog~~ animal impounded under the provisions of this chapter shall be released only on payment of a ~~seventy-five~~ one hundred dollars (\$~~75~~100.00) impoundment fee.

(c) *Boarding fee.* In addition to the impoundment fee charged herein there shall be an additional charge of ~~ten dollars (\$10.00)~~ actual expenses per day for board for each day the period that the ~~dog~~ animal is impounded, ~~except that if an animal is claimed up to three (3) hours after impoundment, the owner will be responsible for one half (1/2) day's boarding fee. If an animal is claimed within two (2) hours of opening business hours on the following business day, the owner will not be charged for that day's boarding fee.~~

(d) *City clerk to collect fees before releasing ~~dog~~ animal.* It shall be the duty of the city clerk to collect all impound and boarding fees before releasing an ~~dog~~ animal.

(e) *Unlicensed dogs and cats to be licensed before release.* If an impounded dog or cat is unlicensed, in addition to the impoundment and boarding fees set forth herein, the dog or cat shall not be released without the payment of the license fee required by section 5-17, except that if the impounded dog or cat has not had its proper vaccinations to be registered a ~~forty-five~~ one hundred dollar (\$~~45~~100.00) cash deposit shall be posted with the city clerk or ~~his~~ or her their designated agent(s) until proof of registration is presented. A dog or cat released under cash deposit shall be registered within two (2) working days after its release. If the dog or cat is not registered within the time period set forth herein, the cash deposit shall be forfeited and the ~~owner~~ guardian of the animal shall be subject to additional penalties under the provisions of 20 V.S.A. Chapter 193

(f) *Disposition of unredeemed ~~dogs~~ animals.* If any impounded ~~dog~~ animal ~~with a current and effective license established by proof of a dog license tag, is not redeemed within (7) days of its impoundment, it~~ the animal ~~shall be sold or given away~~ offered for adoption at the city animal shelter or transferred to a cooperating animal shelter as defined in 20 V.S.A. § 3901. ~~If any impounded dog without a current and effective license established by proof of a dog license tag, is not redeemed within (5) days of its impoundment, it shall be sold or given away. Any proceeds from the sale of any impounded dog shall first be allocated to taxes, fees and other charges related to the impoundment. Any balance then remaining shall be paid to the owner if any is found. If proceeds from the sale of the unredeemed dog do not cover the costs associated with the impoundment, the balance of sums owed under this chapter may be collected in a civil action brought under this section. If any unredeemed ~~dog~~ animal is not sold or given away~~ adopted because of disease, temperament or other cause, it shall be destroyed in a humane way euthanized. The impoundment period may be waived by the poundkeeper director of the animal shelter in the case of a severely injured animal whose ~~owner~~ guardian cannot be located or is unwilling to claim the animal.

(g) *Interference with impoundment.* Any person who interferes with the impounding of an ~~dog~~ animal under provisions of this article or releases, or who attempts to release, an impounded ~~dog~~ animal contrary to this article shall be in violation of this chapter.

(h) *Notice of impoundment.* Within twenty-four (24) hours of the impoundment of any ~~dog animal~~ under this chapter, the enforcement officer shall make every reasonable attempt to notify the ~~owner guardian~~ of the impounded ~~dog animal~~ of such impoundment. Such notice shall include either personal contact with the ~~owner guardian~~ or a written notice posted at the dwelling house of the ~~owner guardian~~.

(Ord. of 6-23-97; Ord. of 6-4-07, eff. 7-4-07)

State law reference—Notice by impounder, [20 V.S.A. § 3413](#).

5-26 Cruelty.

Any person who shall torture, torment or cruelly neglect to provide with necessary sustenance or shelter, or shall cruelly beat or needlessly mutilate or illegally kill any animal, or any person who shall cause any animal to be tortured, tormented, or fight with other animals, or deprived of necessary sustenance or to be cruelly beaten or needlessly mutilated or illegally killed shall be guilty of a misdemeanor offense and shall be punishable by a fine of from ~~one three~~ hundred dollars (\$~~1300.00~~) to ~~five six~~ hundred dollars (\$~~5600.00~~).

(Ord. of 6-23-97)

5-27 Animal control committee.

(a) *Animal control committee established.* For purposes of this section, an animal control committee is established. The animal control committee will be a subcommittee of the Burlington Police Commission and shall consist of three (3) commission members, one (1) licensed veterinarian, and (1) certified animal behavior professional to be appointed on an as needed basis by the chair of the Burlington Police Commission. The designated animal control officer shall be the prosecuting officer for any violation brought before the committee.

(b) *~~Vicious Dangerous dogs.~~* Upon written complaint by a city resident that a dog is alleged to be ~~vicious dangerous~~ as defined in section [5-13\(e\)](#), the animal control committee may hold a hearing on the facts of the complaint and, if the dog is found to be ~~vicious dangerous~~, make such order as necessary to protect the public. Such order may include, but is not limited to, any of the following: confinement in a secure enclosure or other similar restriction, muzzling adoption, or ~~destruction in a humane manner~~ euthanasia. In addition, the animal control committee may revoke the privilege of any ~~owner guardian~~ to keep, harbor or have custody of any animals while in the city and that no new privileges be granted.

(c) *Repeated impoundment.* In the event that any dog shall be impounded three (3) or more times in a twelve-month period, the animal control committee may, at the request of an enforcement officer, or in their discretion, hold a hearing after which they may make such order as is necessary to protect the public. Such order may include, but is not limited to, any of the following: confinement in a secure enclosure or other similar restriction, muzzling adoption, or ~~destruction in a humane manner~~ euthanasia. In addition, the animal control committee may revoke the privilege of any ~~owner guardian~~ to keep, harbor or have custody of any animals while in the city and that no new privileges be granted.

(d) *Penalty for violation of orders.* Any person who violates any provision of any order of the animal control committee shall be guilty of a misdemeanor offense and shall be punishable by a fine of from ~~one~~ three hundred dollars (\$~~1300.00~~) to ~~five~~ six hundred dollars (\$~~500.00~~).

(Ord. of 6-23-97; Ord. of 8-14-00)

5-28 Confinement of animals in vehicles.

(a) A person shall not leave an animal unattended in a standing or parked motor vehicle in a manner that would endanger the health or safety of the animal.

(b) Any ~~humane~~ animal control officer, law enforcement officer, or member of a fire and rescue service may use reasonable force to remove any such animal from a motor vehicle. The officer may not be subject to criminal or civil liability for any damage resulting from actions taken under subsection (a) of this section. If the aforementioned officers are unavailable, a person who forcibly enters a motor vehicle for actions taken under subsection (a) of this section shall not be subject to criminal or civil liability for damage resulting from the forcible entry if the person: (1) determines the motor vehicle is locked or there is otherwise no reasonable method for the animal to exit the vehicle; (2) reasonably and in good faith believes that forcible entry into the motor vehicle is necessary because the animal is in imminent danger of harm; (3) notifies a humane officer, law enforcement officer, or member of a fire and rescue service prior to forcibly entering the vehicle; (4) remains with the animal in a safe location reasonably close to the motor vehicle until a humane officer, law enforcement officer, or member of a fire and rescue service arrives; (5) places a notice on the vehicle that the authorities have been notified and specifying the location of the animal; and (6) uses no more force to enter the vehicle and remove the animal than necessary under the circumstances. ~~The An~~ officer shall deliver the animal to a humane society, veterinarian or ~~the city town or municipal pound~~ animal shelter. If the ~~owner~~ guardian of the animal cannot be found, the officer shall place a written notice in the vehicle, bearing the name of the officer and the ~~department and~~ address where the animal may be claimed. The ~~owner~~ guardian shall be liable for reasonable expenses associated with the removal, delivery, boarding and disposition of the animal and a lien may be placed on the animal for these expenses. (c) A violation of this section shall be a civil violation subject to the penalties imposed by Section [5-24](#).

5-29 Abandonment of injured animal

(a) A person shall not leave the scene of an accident in which such person has reason to believe that they have caused the injury or death of a domestic animal. Such person shall immediately contact an enforcement officer, and make a reasonable effort to immediately contact the guardian of the animal. If the animal is injured wildlife, the person shall contact a humane officer or a licensed wildlife rehabilitator for assistance.

(b) A violation of this section shall be a civil violation subject to the penalties imposed by Section 5-24.

Discussion

Section 5-24

Section 5-24 increases penalties for civil violations of the Chapter 5 and adds restorative justice measures as permissible additional penalties.

Section 5-25

Section 5-25(a) extends the authority to impound to any animal in violation of the chapter or suspected of being diseased or injured, and requires impoundment of any animal suspected of being a stray.

Section 5-25(b) increases the impoundment fee.

Section 5-25(c) replaces the specified boarding fee with the requirement that the fee reflect actual expenses.

Section 5-25(d) extends the city clerk's authority to collect impoundment and boarding fees regardless of the species involved.

Section 5-25(e) requires unlicensed cats, as well as dogs, to be licensed before release.

Section 5-25(f) removes the authority to sell or give away unredeemed animals and replaces it with the authority to offer these animals for adoption through a shelter.

Sections 5-25(g) and (h) extend the prohibition on interference with impoundment and the requirement for notice of impoundment to all animals regardless of species.

Section 5-26

Section 5-26 increases the fines for cruelty to animals.

Section 5-27

Section 5-27(a) adds a licensed veterinarian and a certified animal behavior professional to the animal control committee to be appointed to serve on an as-needed basis. This will ensure that the committee has access to the expertise needed to properly resolve the cases that come before it, such as dangerous dog hearings.

Section 5-27(d) increases the penalty for violations of an order of the animal control committee.

Section 5-28

Section 5-28 authorizes any person to use reasonable force to remove an animal from a vehicle when the health and safety of the animal is at risk, but only when a humane officer, law enforcement officer, or member of a fire and rescue service is unavailable. The Task Force views this amendment as necessary to address situations in which the animal may be in distress and officials are not immediately available. The language of the amendment tracks the language of the similar state law.

Section 5-29

Section 5-29 is a new section that requires a person who has injured or caused the death of an animal to remain at the scene and to contact an enforcement officer. It further requires such person to make a reasonable effort to contact the animal's guardian should it appear that the animal has a guardian, and to contact a humane officer or wildlife rehabilitator if the animal is injured wildlife.

Proposed Amendments to Section 22-13 of Chapter 22

The Task Force's recommended amendments are inserted and underlined, and text that would be eliminated is indicated by strikethroughs.

Chapter 22 - Sec. 22-13. - Animals prohibited; exception

No domestic animals, except dogs and cats, shall be permitted in any park. Dogs shall be leashed or controlled by other similar means of physical restraint at all times, except in off-leash areas designated in the Off-Leash Dog Policy. Cats shall be leashed or confined in a carrier at all times.

Discussion

Section 22-13

If Chapter 5, Article II, section 5-15 is amended to prohibit at-large cats, as recommended, section 22-13 would provide an alternative means for guardians to provide an outdoor experience for the cats under their care.

Appendix D: Detailed Licensing Information

Licensing Program: The Task Force performed a detailed review of licensing data and trends and found that licensing rates in Burlington are low compared to neighboring cities with smaller populations. In 2022, for example, Shelburne was estimated to have a population of 7871, with 763 licensed dogs (9.68%) in FY2022. Burlington, by comparison, was estimated to have a population of 44,595 and 912 licensed dogs (2.04%) — a difference of 7.64%.

The Task Force also compared licensing trends over time in Burlington. In 2012, Burlington had 1255 dogs licensed, while in 2022 it was only 826 despite the fact that the population in Burlington has increased over that time, from 42671 to 44595³⁰.

The American Veterinary Medical Association (AVMA) tracks dog guardianship trends³¹ and estimates that 45% of US households have at least 1 dog, and the percentage owning at least one dog increased from 38% to 45% between 2016 and 2020 (and leveled off by 2022). Home ownership and household income impact the rate of dog guardianship and dog populations are essentially being influenced by the overall economy. With 17,174 households in Burlington between 2017-2021³², the number of dogs in Burlington may be estimated at 7728 using the national rate of 45%. This is likely to be a conservative estimate, as many Burlington homes have more than one dog.

The AVMA also indicates that cat guardianship is on the rise as well: “The percentage of households that own at least one cat increased slightly between 2016 and 2020, from 25% to 26%, and then increased to 29% in 2022.” Based on this, we estimate that there may be at least 4980 companion cats in Burlington (not including feral cat colonies).

If all estimated cats and dogs in Burlington were licensed, the revenues at current licensing fee of \$27 per dog would be \$276,996.51 per fiscal year. Assuming 100% is unattainable, we looked at how much could be raised if we made an effort to increase licensing numbers similar to area communities such as South Burlington.

³⁰ 2012 and 2022 population estimates for the City of Burlington, VT came from census.gov

³¹ <https://www.avma.org/news/pet-ownership-rate-stabilizes-spending-increases>

³² <https://www.census.gov/quickfacts/fact/table/burlingtoncityvermont/HSD410221#HSD410221>

Table 2. Comparison of FY2022 Actual Licensing Revenues in Burlington to Projected increased revenues from increasing licensing numbers, based on the estimated numbers of dogs and cats in Burlington.

	Projected revenues from successfully licensing 100% dogs and cats	Projected revenues from licensing 35% dogs 15% cats ("realistic")*	FY 2022 Revenues from Dog Licenses (11.8% dogs and 0% cats)	Projected Revenue increase ("realistic")
Dogs (7728)	\$ 208,664.10	\$ 74,180.09	\$ 24,624.00	\$ 49,556.09
Cats (3927)	\$ 68,332.41	\$ 20,614.62	\$ 0.00	\$ 20,614.6
Total \$	\$ 276,996.51	\$ 94,794.71	\$ 24,624.00	\$ 70,170.71

*South Burlington has an estimated 35% licensing rate for dogs and 15% licensing rate for cats

Below is more detailed information on licensing trends in neighboring cities from FY2018 – FY2022, showing how Burlington's numbers have decreased compared to those of neighboring cities. We also show licensing numbers in comparison to population estimates and estimated numbers of dogs and cats, as well as detailed information on neighboring communities' efforts to increase education/outreach concerning dog and cat licensing.

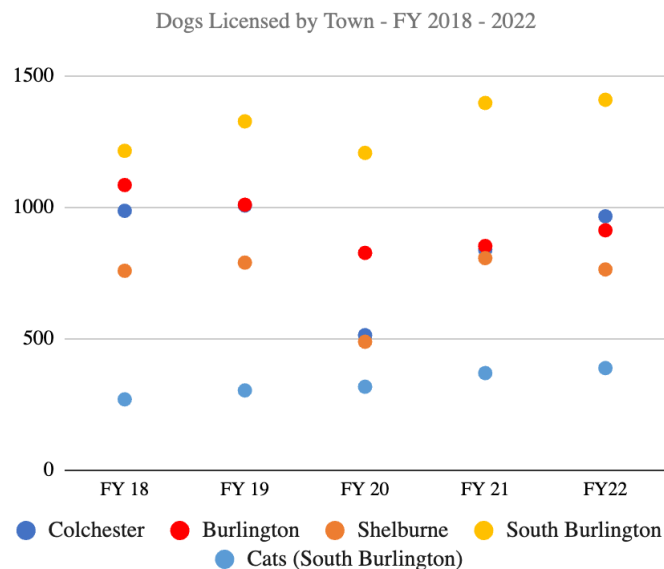


Fig. 2 Burlington's licensing numbers have fallen while its population has increased.

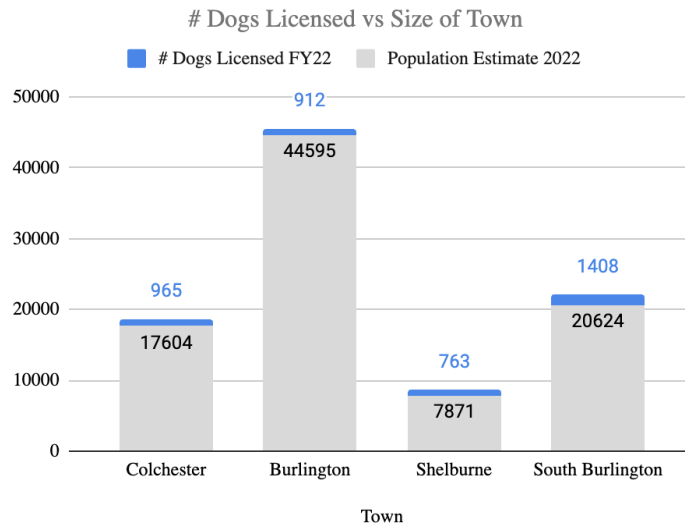


Fig. 3 Comparison of Licensing Numbers to Town Size. In FY 2022 Burlington had the lowest proportion of licenses (912) to its population (44,595), compared to neighboring towns. Shelburne had the highest (9.69%), followed by South Burlington (6.83%) and Colchester (5.48%).

Appendix E: Compliance, Reporting, and Enforcement Challenges

The Task Force recommends the City appoint a dedicated, certified animal control officer, or officers, within the Burlington Police Department (“BPD”). Burlington has not had an Animal Control Officer since 2008³³. Currently, limited animal control functions are performed by the community service officers (CSOs) at the BPD. CSOs are not required to have experience or training specific to animal control functions, such as animal handling, care, and welfare.³⁴ They are not tasked with handling cat-related incidents (except for removing deceased cats and checking for rabies vectors), and are not adequately able to address the increasing number of dog incidents. For example, residents who are bitten by an unfamiliar dog bear the burden of identifying the guardian of that dog in order to get any action from the police, even if that person fled the scene. Without investigative resources and training, CSOs are not positioned to be a resource to help those residents.

Another issue the Task Force found was in both a lack of accessibility to effective reporting, and an understanding of how and what to report:

- *Inaccessibility of reporting.*
 - *Phone limitation for in-progress incidents.* Reports are typically called into the Police Department. If any other means of reporting is used (contacting CSO email address (csobpdvt.org), See Click Fix, Burlington Police website’s online incident report form), the CSOs might not see these as quickly as they would if they are managed by Dispatch responding to a phone call. Thus reporting an emergent animal issue or incident is inaccessible to anyone who cannot use a phone (hearing impaired, Deaf, doesn’t have a phone, etc).
 - No clear category for animal-related incidents exists on the BPD website
 - No clear category for animal-related incidents exists on See Click Fix, which is commonly used by residents to enable other city departments to quickly resolve issues.
- *Reports not made by residents because*
 - Fear of getting neighbors in trouble

³³ Source: Shannon Trammell, executive manager, Burlington Police Dept

³⁴ See City of Burlington, Community Service Officer Job Description, <https://www.governmentjobs.com/careers/burlingtonvt/jobs/3045625/community-service-officer..>

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- Distrust that the police can help or can be a resource to help
 - Lack of awareness of where to complain
 - Knowledge that currently BPD is not fully empowered to address these problems to residents' satisfaction (for example, incidents involving free-roaming cats are not currently addressed by BPD).
 - *Hindrances to enforcement responsiveness.*
 - *Other (higher) priorities.* Other issues are prioritized for CSOs (e.g., car accidents), so even if the report is called in to be dispatched, they are still not always able to respond quickly. 62 reports were reported resolved with the response "gone on arrival"
 - *Not enough information.* Residents who do report issues don't always provide enough information or details for CSOs to be able to follow through and resolve the problem.
 - *Lack of investigative resources.* Residents who are bitten by an unfamiliar dog or cat bear the burden of identifying the guardian of that dog in order to get any action from the police, even if that person, cat or dog fled the scene. The Task Force learned from its BPD representative that BPD is not empowered to take the time and resources to find the guardian if the name and address are not known to the victim.
 - *Legal limitations.* Some problems or incidents that are reported by residents cannot be addressed by CSOs because the issue being reported (e.g., a welfare issue) may not actually comprise an ordinance violation, or because the individual responsible doesn't answer the door to respond to the CSO.

The Task Force recommends that the city retain an officer, or officers, whose sole duty is to respond to animal-related issues so that the city's animals and citizens are better served. The Task Force recommends that City animal control officers obtain certification in animal control and be required to participate in continuing education courses, through a national professional training program. In looking at available literature, Burlington is now of the size that it merits a full time animal control officer. The Task Force notes that some residents do not contact the Burlington Police Department as they may not be aware this is where complaints go, free-roaming cats are not addressed, and that people may not be

comfortable with calling the police with concerns about their neighbors or may be reluctant to report incidents. Please see additional [discussion under the ordinance for Section 5-2a](#)

In addition to the recommendation of a full-time animal control officer or officers, at times the City is not in compliance with the requirement to house stray companion animals due to space issues. Currently companion animals except birds, reptiles, and dogs are taken to the Humane Society of Chittenden County (HSCC). It is unclear if the City's current contractor for dogs, Lucky Puppies, will provide services in the future or have enough space in the future for the City's stray dogs. Because the HSCC and Lucky Puppies take in companion animals from other cities as well, space is an issue. The Task Force recommends that an animal shelter be within Burlington or close so that the shelter may be easily monitored and inspected by the Animal Control Officer.

The Task Force also recommends that the animal shelter follows the standards of care³⁵ set forth by the Association of Shelter Veterinarians. These standards include provisions of adequate shelter, population management, standards for animal handling, sanitation, prevention of pathogen spread, and attention to medical and behavioral health. Given that the City would be responsible for animals in its care, if the City does not have its own shelter it should still ensure that contracted providers follow these guidelines.

³⁵ [The Association of Shelter Veterinarians' Guidelines for Standards of Care in Animal Shelters - Second Edition - December 2022](https://jsmcah.org/index.php/jasv/issue/view/2): <https://jsmcah.org/index.php/jasv/issue/view/2>

Appendix F: Proposed Off-Leash Dog Ordinance and Off-Leash Dog Policy

Proposed Addition of Section 7 to City Ordinance Appendix D

In 2000 the City established a pilot program pertaining to off-leash dog areas that expired in 2003 with no apparent further action by the City.³⁶ The Task Force recommends that a new Section 7 of Appendix D be enacted to reflect current practices:

Appendix D

Sec. 7. - Off-leash dog opportunities

- (A) *Off-Leash Dog Policy.* The Parks, Recreation and Waterfront Department (PRW) shall maintain an Off-Leash Dog Policy (OLDP) as approved by the Parks Commission. The policy may be modified by PRW with the approval of the Parks Commission. The OLDP shall govern the establishment of off-leash dog opportunities, except that permanent fenced dog parks shall be established by ordinance. The OLDP shall govern operations of off-leash dog opportunities and share enforcement authority with the animal control officer(s) as enumerated in this section.
- (B) *Designation of Areas.* Areas shall be designated for the purpose of allowing dogs to be under control of the guardian or guardian's agent by means other than physical restraint. Opportunities shall include: fenced dog parks, water access, and field use on an hourly, seasonal, or year-round basis within reasonable walking distance of neighborhoods. Opportunities, where possible, shall be dispersed across the city. .
 - (1) Permanent off-leash fenced dog parks shall be located at:
 - (a) Oakledge Park
 - (b) Starr Farm Dog Park
 - (c) Urban Reserve
 - (2) Off-leash dogs are prohibited at the following parks. Dogs in these parks must be leashed at all times:
 - (a) Appletree Park
 - (b) Arms Park
 - (c) Baird Park
 - (d) Battery Park
 - (e) Bike path
 - (f) Champlain Street Park
 - (g) City Hall Park
 - (h) Dewey Park
 - (i) Ethan Allen Park

³⁶ City of Burlington, Vermont, Ord. of 9-23-02

<https://www.codepublishing.com/VT/Burlington/#!/BurlingtonAxD/BurlingtonAxD.html> (Pilot program. The rules of this section shall be in full force and effect for eighteen (18) months. The director of parks and recreation shall review the impacts of the designated off-leash areas and shall make a report to the city council after twelve (12) months of operation. Unless directed otherwise by the city council, these rules shall expire upon the end of the 18th month in which the rules were in effect.)

-
- (j) Kieslich Park except for the portion known as "Texaco Beach"
 - (k) Lakeside Park
 - (l) Little Park
 - (m) MacKenzie Park
 - (n) North Beach
 - (o) Pomeroy Park
 - (p) Potvin Park
 - (q) Roosevelt Park
 - (r) Schifilliti Park
 - (s) Starr Farm Park except for the portion known as "Starr Farm Dog Park"
 - (t) Water Works Park
 - (u) Waterfront Park

(C) Public Information.

- (1) PRW shall provide information about off-leash dog opportunities to include maps, hours, and references to rules & policies with onsite signage and through its website.
- (2) PRW shall annually conduct a targeted campaign to educate the community about the City ordinances that pertain to off-leash dogs in general, and the the off-leash dog opportunities and associated rules and policies..
- (3) Funds to implement Section C shall be made available to PRW from the fees collected pursuant to Article II Section 5-17.

(D) General Rules for All Areas Designated as Off-Leash Dog Areas.

- (1) A person taking a dog into an off-leash area shall have the dog held on leash when entering and exiting the off-leash area.
- (2) A person taking a dog into an off-leash area shall maintain voice, hand, or leash control over the dog at all times while the dog is in the off-leash area. Such person shall have in their possession a leash at all times.
- (3) A person taking a dog into an off-leash area is responsible for all actions of the dog, shall keep the dog within their vision at all times, and shall remove the dog when their behavior is in violation of the City of Burlington Code of Ordinances, including but not limited to Appendix D Section 7, or the PRW OLDLP.
- (4) The following are prohibited in off-leash dog areas:
 - (a) Glass containers.
 - (b) Female dogs in heat.
 - (c) Excessive barking, howling, or other noise.
 - (d) Bullying of other dogs.
 - (e) Failure to remove feces; All feces shall be removed from the off-leash area and placed in the appropriate receptacle.
 - (f) Unlicensed dogs; All dogs shall be licensed and display valid license tags.
 - (g) Dangerous dogs as defined by Burlington Code of Ordinances, Article II, Section 5-13.
 - (h) More than 3 dogs per person.
 - (i) Children under 12 years of age unaccompanied by an adult.

(E) Enforcement.

- (1) In addition to the penalties provided for by ordinance, a person or dog that violates the rules of this section is subject to ejection from the off-leash area as defined in the OLDLP.

-
- (2) In addition to the penalties provided for by ordinance, a duly authorized enforcement officer may impound a dog for a violation of the rules of this section or for activities determined to be a nuisance.
 - (3) In addition to the penalties provided for by ordinance, all violations of Appendix D and the OLDP include a restorative justice process with the Burlington Community Justice Center.
- (F) *Administration.*
- (1) Commercial Use of Parks. The PRW may issue a permit and charge a fee to allow for commercial use of off-leash dog areas by professional trainers, and for-profit and not-for-profit animal organizations. Portions of the off-leash dog areas shall remain available for unencumbered use by the public as off-leash areas during these events. Fees collected by PRW for commercial use shall be used for the establishment, operations, or improvements of designated off-leash dog areas. Commercial use of off-leash dog areas without a permit shall result in a fine as set for in Chapter 22 section 23 of the Burlington Code of Ordinances. Commercial use of off-leash dog areas may be further defined or modified by the OLDP.

Proposed Off-Leash Dog Policy (OLDP)

The following text has been drafted by the Dog Task Force as a proposed Off-Leash Dog Policy to be reviewed by the Parks Commission, and once an official OLDP is established, to be revised by the Parks Commission as needed.

OFF-LEASH DOG POLICY

Purpose:

This policy incorporates by reference all rules set forth in Appendix D of the Burlington Code of Ordinances.

Areas of Policy:

- 1) *Designation of Areas and Times of Operations*
 - 2) *Additional Rules for Use of Off-Leash Fenced Dog Areas*
 - 3) *Rules for Commercial Use of Off-Leash Dog Areas*
 - 4) *Signage*
 - 5) *Public Outreach & Enforcement*
 - 6) *Operations*
-
- 1) *Designation of Areas and Times of Operations.*

The following areas are off-leash areas, as designated herein or on site:

 - a) *Fenced Dog Parks*
 - i) *Starr Farm Park (year-round).*

Times. The designated area may be used year-round from 8:00 a.m. to 8:00 p.m. or sunset, whichever is earlier.
 - ii) *Urban Reserve (year-round).*

Times. The designated area is open for off-leash use at any time.

iii) Oakledge Park (year-round)

Times. The designated area is open for off-leash use during the hours the parking lot is open for vehicle parking.

b) Off-Leash areas (not fenced)

i) North End of Leddy Beach (year-round). The area north of the northernmost entrance to Leddy Beach

Times. The designated area is open for off-leash use at any time.

ii) Oakledge Cove (year-round). The area of Oakledge Park known as Oakledge Cove

Times. The designated area is open for off-leash use at any time

iii) Northshore Natural Area (year-round).

Times. The designated is open for off-leash use at any time

iv) Blanchard Beach (seasonal). The area of Oakledge Park known as Blanchard Beach

Times. The designated area is open for off-leash use at any time between November - March

v) Texaco Beach (year-round). The beach area of Kieslich Park known as "Texaco" Beach.

Times. The designated area is open for off-leash use at any time

vi) Lower Calahan Park (year-round). The area of Calahan Park that is bounded on the east by the sledding hill, north by Locust Street, west by Pine Street, and south by the park/neighborhood boundary excluding programmed areas such as baseball fields, roads/walks, etc.

Times. The designated area is open for off-leash use from 6:00 a.m. to 8:00 a.m.

vii) Open Area of Schmanska Park (year-round). The multipurpose field of Schmanska Park extending from the basketball court to the tennis court.

Times. The designated area is open for off-leash use from 6:00 a.m. to 8:00 a.m.

viii) Open Area of Smalley Park (year-round). The multipurpose field excluding the programmed softball field.

Times. The designated area is open for off-leash use from 6:00 a.m. to 8:00 a.m.

ix) Gravel Path of the Urban Reserve The area of the Urban Reserve that is the maintenance access running parallel to the train tracks between the designated off-leash area signs on the northern and southern ends.

Times. The designated area is open for off-leash use at any time.

2) *Community Expectations for Use of Off-Leash Fenced Areas*

(1) In addition to the rules set forth in Appendix D, please observe the following guidelines:

(a) Do not allow dogs to dig holes, except in an area designated for digging by the Parks, Recreation and Waterfront Department (PRW). The person accompanying the dog shall fill in any hole created by the dog prior to exiting the area.

(b) Do not consume human food.

(c) Do not feed other people's dogs.

(2) All gates to the dog park must be closed after entering and exiting.

(3) The priority use for off-leash dog parks is off-leash dogs. Please ensure that children do not interfere with the activities of dogs in the park.

3) *Community Expectations for Use of Unfenced Off-Leash Areas*

In addition to the rules specified in Appendix D, please observe the following guidelines:

- (1) Ensure your dog is placed back on leash after leaving an off-leash dog area.
 - (2) Dog guardians should be respectful of other users using the space. This is a shared space, even during the times where dogs are allowed off-leash. The priority use for these areas is not necessarily dogs.
 - (3) Non-dog guardians should expect dogs may be running free in designated off-leash areas.
-
- ### 4) *Rules for Commercial Use of Off-Leash Fenced areas*
- a) Commercial users are required to be a *Park Program* participant.
 - b) Commercial users are responsible for creating any boundaries, with temporary fencing or by other temporary means, required to meet their needs and that of the other users.
 - c) Commercial users are limited to twelve days per year exclusive of commercial uses that do not restrict other uses of the area.
 - d) No more than one commercial user may use the same dog park concurrently.
 - e) Off-leash dogs will be permitted to access any areas of the off-leash area that are not separated by temporary or permanent fencing.
 - f) With the exception of extraordinary circumstances, no more than 33% of an off-leash dog area shall be permitted to be restricted for commercial use.
 - g) Commercial use shall not interfere with standard entrances and exits from the off-leash dog area.
 - h) If any PRW staff time is required for the event, commercial users of the park are responsible for all costs related to the staff time. PRW staff will only be made available with the approval of the PRW Director
 - i) Commercial users will be responsible for all costs related to set-up, operations, security, and cleanup for all events.
 - j) Standard PRW Department requirements for reserving parks apply.
-
- ### 5) *Public Outreach & Enforcement.*
- a) The PRW and the Police Department shall collaborate to educate and enforce the rules and policies applicable to off-leash dog areas, A person who violates any rules or policies applicable to off-leash dog areas on two (2) occasions within a twelve-month period shall be barred from taking any dog into the off-leash areas during the six (6) months subsequent to the second violation.
-
- ### 6) *Operations*
- a) The PRW shall maintain a volunteer group that provides guidance and support for off-leash areas
 - b) The PRW Director may, upon a finding of need at a particular off-leash area, close the area to off-leash use. The reopening of such area is at the discretion of the Director. The Director shall post a notice indicating that the area has been closed for off-leash use at the entrance to the area and at other locations in the area if needed to give notice to the public of the closing.

Appendix G: Off-Leash Detailed Findings & Recommendations

The Task Force reviewed work from previous committees ([see Appendix K](#)) as well as current practices, ordinances and policies. The group also did a city-wide survey to solicit public opinion on areas proposed by previous committees ([see Appendix I](#)). Prior efforts to create off-leash areas were left uncompleted, as Section 7 of Appendix D in the City Ordinances expired.³⁷

Table 3. Current and Proposed Off-Leash Areas for Dogs

	Current	Proposed
Off-Leash	3.5/520 acres Starr Farm Dog Park Waterfront Dog Park Texaco Beach	Add: • Sections of Neighborhood Parks (Smalley, Calahan, Schmanska) 6-8am • Sections of Natural Areas (Northshore, Urban Reserve) • Beaches (Blanchard, North Beach wintertime only; Oakledge Cove & section of Leddy Beach all year) Keep: • Starr Farm Dog Park, Waterfront Dog Park, Texaco Beach
On-Leash only (Neighborhood Park)	All Neighborhood Parks	Most Neighborhood Parks except for designated areas in Calahan, Schmanska, & Smalley Parks
On-Leash only (Conservation Area)	All Natural Areas	Same (all areas designated “Urban Wilds” - such as Arms Forest, Crescent Woods, Arthur Park, Ethan Allen Park, McKenzie Park, and Mount Cavalry Red Maple)
No Dogs Allowed	Cemeteries	Same (at the wish of Cemetery Commission)

[Interactive map showing proposed off-leash areas](#)

There is a strong desire from dog owners to have easy access to off-leash areas. More fenced in areas exclude non-dogs and their caretakers from spaces in our parks, and the City also lacks funds to build fenced in dog parks. Many communities have turned to unleashed dog areas to solve the issue of limited park spaces and the desire not to fence

³⁷ City of Burlington, Vermont, Ord. of 9-23-02

<https://www.codepublishing.com/VT/Burlington/#!/BurlingtonAxD/BurlingtonAxD.html> (Pilot program. The rules of this section shall be in full force and effect for eighteen (18) months. The director of parks and recreation shall review the impacts of the designated off-leash areas and shall make a report to the city council after twelve (12) months of operation. Unless directed otherwise by the city council, these rules shall expire upon the end of the 18th month in which the rules were in effect.)

these spaces, while providing a mechanism to better regulate and manage where dogs are off-leash and enforce regulations that they be on leash outside of off-leash areas. The question of creating unfenced off-leash dog areas elicits strong opinions both for and against.

Some neighboring cities have successfully created unfenced off-leash areas. South Burlington allows dogs to be under voice control at all parks and only requires leashes on South Burlington Recreation trails and at the following parks: Red Rocks, Vet Memorial, and Jaycee Park. Colchester's default policy is also off-leash, with dogs required on-leash only on sidewalks and the bike path. Winooski's policy is similar to Burlington's, where the default is on-leash only. But for similar reasons they are exploring the possibility of establishing another location or two where dogs can officially be allowed off-leash, then working to tighten up enforcement where it isn't allowed.

Some efforts were made to find alternative spaces to the park spaces overseen by Burlington Parks & Recreation.

- *Cemetery spaces.* The Task Force discussed the fact that some fenced in spaces in Burlington currently exist but are not available for dogs. The idea of using cemetery spaces as an urban solution is not new.³⁸ A proposal to work with the Cemetery Commission to consider the option of on-leash or off-leash use for dogs was unsuccessful. The Cemetery Commission heard the proposal, including the possibility of additional revenue and volunteer hands to maintain the cemeteries, but chose not to work with the Task Force to explore this concept.³⁹
- *Spaces outside Burlington.* At the suggestion of City Councilmember Sarah Carpenter,⁴⁰ the Task Force looked beyond Burlington to understand what off-leash spaces were available (for those with cars who can drive). As noted above, our neighboring



³⁸ For example, see the Cemetery Dogs program at the Congressional Cemetery in Washington, DC - one quarter of the cemetery's operating income derives from donations by dog walking members and covers the costs of grounds maintenance contracts. Source: <https://congressionalcemetery.org/dog-walking/>

³⁹ See Burlington, VT Cemetery Commission meeting minutes from their April 20, 2023 meeting: <https://burlingtonvt.portal.civicclerk.com/event/5294/files/7035>

⁴⁰ See Burlington, VT City Council meeting minutes from their March 27, 2023 meeting: <https://burlingtonvt.portal.civicclerk.com/event/2058/files/2159>

communities of South Burlington and Colchester have much less restrictive leash laws, allowing off-leash use in their parks unless specifically restricted. In addition, South Burlington, Essex, Milton and Shelburne have fenced dog parks.

- *Former Landfill in the Old North End.* The Task Force also discussed the former landfill area at the top of Manhattan Ave. This area is currently being used by some residents as an off-leash area for dogs, but due to continued monitoring of environmental considerations cannot be officially set up for dogs at this time.

After reviewing the prior task force work, the results of the Spring 2023 survey, and consulting with the Cemetery Commission and directors of parks in neighboring towns, the Task Force recommends the following areas to the Parks Commission for piloting. More specific details are in the drafted [Off-Leash Dog Policy](#).

Table 4. Recommended areas to pilot unfenced off-leash dog sections

Park	Time	Rationale
Smalley	6-8am	Significant requests from survey; limited use by youth in the mornings
Leddy Beach (north end)	All day	Slight in favor from survey, significant current use
Northshore	All day	Slight in favor from survey, significant current use
Calahan Park	6-8am	Slight in favor from survey, proposed area (lower field) is in a different location from the playground; significant current use
Schmanska Park	6-8am	Slight in favor, Recommended by 2013 task force, adds an area in the East end of Burlington, suggest morning only
Urban Reserve	All day	More in favor, off-leash connection to dog park and parking lot, will separate from bike path w/ clear signage on start/stop of off-leash areas
Blanchard Beach	November -March	Limited beach use in the winter.
North Beach	November -March	Limited beach use in the winter.
Oakledge Cove	All day	South end water access, helps curb existing off-leash use at Blanchard in the summer.

In addition to the above areas, the proposed fenced-in dog park in Oakledge Park was by far the most popular and most supported area with survey respondents. Future funding and significant planning would be needed to make this a reality.

Appendix H: Education Campaign

Part of the scope of the Task Force work mandated by the City Council resolution requested that Task Force members conduct an educational campaign around the following issues:

1. Off leash dogs in city parks, natural areas or beaches
2. Dogs attacking people or other dogs
3. Dog feces not being picked up
4. Dog barking contributing to noise pollution

All materials and research were developed using volunteer time and resources. Outreach was limited to available slots on the Parks Recreation and Waterfront (PRW) Front Porch Forum and social media accounts. The Task Force recommends some funding be allocated to educational outreach and that multiple city departments participate in the sharing of information on their social media accounts. The campaigns comprised of the following:

1. Leash Your Dog PSA for conservation reasons (wildlife, plants)⁴¹
2. Interview with Seven Days to address additional reasons for leashing your dogs (including prevent of attacks)⁴²
3. April Stools Day PSA to encourage residents to pick up their dogs' feces⁴³
4. Barking PSA to provide helpful tips to address barking and reduce noise pollution

The Task Force also explored the possibility of increasing licensing numbers through a limited social media drive,⁴⁴ and worked with the BPRW to create the Wag the Waterfront event.



⁴¹ As seen in PRW's Front Porch Forum post May 18, 2022:

https://frontporchforum.com/areas/22/issues/4452#post_2786297

⁴² Mullis, R. (Aug 9, 2023). One Burlingtonian's Journey to On-Leash Dog Ownership. Published in print as "Going to the Dogs | One Burlingtonian's journey to on-leash dog ownership" and online at

<https://www.sevendaysvt.com/arts-culture/one-burlingtonians-journey-to-on-leash-dog-ownership-38844346>

⁴³ As seen in PRW's Front Porch Forum Post April 1, 2022:

https://frontporchforum.com/areas/23/issues/5456#post_2747458

⁴⁴ Instagram reel created by task force members on volunteer time, and shared on PRW's Instagram account on March 21, 2023 to encourage residents to license their dogs and explain how to get their dogs licensed.

<https://www.facebook.com/reel/936523320687771>

Proposed Annual Education Calendar

A proposed calendar to continue providing education on various topics was developed and is shown below, followed by details on the various public service announcements as well as the Wag the Waterfront event.

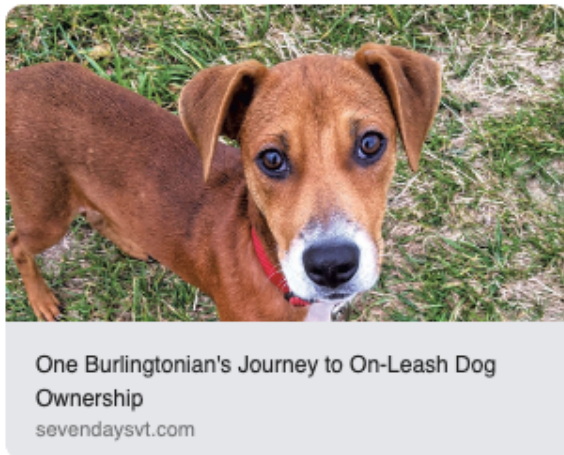
Legend:

PSA
Campaign/Drive
Event

JANUARY Barking PSA	FEBRUARY Repeat Spay/Neuter PSA (February is S/N Awareness Month) Campaign/Drive: Dog Licenses Due April 1	MARCH Licensing Campaign Continues
APRIL Off-Leash PSA (Conservation) Picking up Poop PSA	MAY Don't Leave Your Dog in the Car PSA Off-Leash Dog PSA (to avoid conflicts attacks)	JUNE Keep Your Dog Cool PSA Don't Leave Your Dog in the Car PSA (repeat July/Aug)
JULY Off-Leash Dog PSA (to avoid conflicts attacks) Dog Days Event <i>Church Street tie-in for pet friendly shopping areas or Burlington Farmer's Market on Pine St</i>	AUGUST Off-Leash Dog PSA (to avoid conflicts attacks)	SEPTEMBER Wag the Waterfront Event
OCTOBER Halloween Parade Event? <i>Dog Costume Contest?</i>	NOVEMBER <i>(a week after leaf pick up)</i> Poop Scoop PSA Even through winter need to scoop poop all year round	DECEMBER Spay/Neuter PSA

Leash Your Dog Outreach (7 Days Article)

Taskforce members Maria Karunuñgan and Abbey Duke were interviewed by journalist Rachel Mullis of Seven Days to weigh in on thoughts about off-leash dogs, resulting in the following publication in Seven Days:⁴⁵



The take-home message in the article was to encourage residents to leash their dogs for a variety of reasons, including respect and consideration for others' cultural and religious preferences, prevention of unwanted conflict between unfamiliar dogs with unknown sociability, and generally taking more responsibility for their dogs' behavior around others.

Wag the Waterfront Event September 2023

- PRW hosted on September 9, 2023 1-4pm⁴⁶
- Social media posts invited people to come⁴⁷
- The event featured the following:
 - Afternoon Yappy Hour in the dog park
 - Free professional caricatures & free professional photos



⁴⁵ Mullis, R. (Aug 9, 2023). One Burlingtonian's Journey to On-Leash Dog Ownership. Published in print as "Going to the Dogs | One Burlingtonian's journey to on-leash dog ownership" and online at <https://www.sevendaysvt.com/arts-culture/one-burlingtonians-journey-to-on-leash-dog-ownership-38844346>

⁴⁶ See <https://enjoyburlington.com/event/wag-the-waterfront/>

⁴⁷ See for example <https://www.instagram.com/p/Cw7iosEMae4/>

- Booths rented by local dog-related businesses (daycares, groomers, dog trainers, dog treat bakeries, etc).
- Events such as dog training demos, Paws & Poses yoga, and weight-pulling

Public Service Announcements Developed by the Task Force

The following public service announcements were developed by the Task Force for several educational campaigns. Most of these were shared on social media.

Excessive Barking PSA

The Task Force wrote a public service announcement to address the complaint of excessive barking.⁴⁸ The main points of this campaign were to help raise awareness about why excessive barking is bad (pointing to upset neighbors, welfare issues, & violation of city code). Tips from a professional trainer were provided, including the recommendation to consult with a veterinarian and professional trainer if struggles continued.

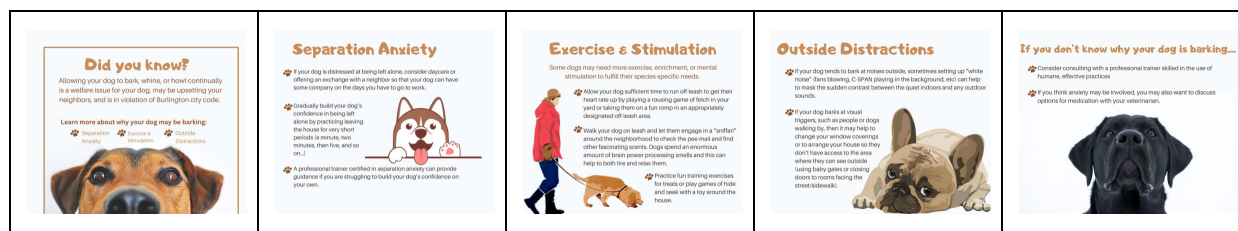


Fig. 4 Barking PSA Instagram slides

Leash Your Dog PSA

The Leash Your Dog PSA released in May 2022⁴⁹ contained the following text:

:: A MESSAGE FROM THE DOG TASK FORCE ::

Protect Nature - Leash Furry Companions in Vermont's Natural Areas

Spring is nature's time to restore and grow, and also nature's most fragile time. Burlington's natural areas are still in recovery from forest clearing hundreds of years ago and use this

⁴⁸ See for example the Facebook post on February 16, 2023:

<https://www.facebook.com/BTVParks/posts/pfbid04CsSzqckLeKfr2BHivHVsYssx3KDYdthXt4CysmTxeATD2FNqeig9Sh eDXinqKhpl>

⁴⁹ PRW's Front Porch Forum post May 18, 2022:

https://frontporchforum.com/areas/22/issues/4452#post_2786297

time to replace and regain strength. Spring flowers have delicate stems and depend on small ground insects, like ants, to help them expand their population.

Larger, similarly tender mammals like foxes are born now through August! For these animals, reproduction takes a lot of energy and kits, pups and their parents are weaker and especially vulnerable throughout this season.

Off-leash dogs (and their owners) unknowingly break tender wildflower stems and chase or even fatally maim baby animals, setting back the tiny steps that ecosystems take each spring towards restoration.

Please walk your dog on a leash on all trails and paths throughout City and Vermont parks. Obey on-leash postings to allow Vermont's forests to regain their species diversity and to save our wildlife. To learn more about spring wildflowers and to see the cutest red fox kit photo, please see our facebook page <https://www.facebook.com/BTVParks>.

Scoop the Poop PSA

The Scoop the Poop PSA ("April Stools Day") released in April 2022⁵⁰ contained the following text:

On behalf of the Burlington Dog Task Force Team, we'd like to remind everyone: Scoop Your Poop!

Pet waste should be picked up promptly because it...

- > is harmful for kids playing in the dirt
- > contaminates locally grown food
- > contaminates drinking water and swimming areas
- is gross!!!!

With the weather warming and snow finally melted, we want to encourage all dog owners to pick up their dog's poop! (and any poop you see from other dogs, even if they are not your own).

Pet waste is harmful for children playing in your local neighborhood as parasites from fecal matter can remain in the soil for years. Picking up poop can also go a long way to protecting local gardens especially if you are growing food for yourselves, and protect anyone working or playing in the dirt. In addition, please keep in mind our drinking water is affected as well! According to the Lake Champlain Committee, pet waste contributes up to one-third of bacterial pollution in waterways near developed areas. (source: <https://www.lakechamplaincommittee.org/learn/news/item/2200-stool-piles-and-counting/>) Bacteria from pet waste adds e-coli that can result in the closing of recreational swimming areas.

Help us protect our children's play areas, neighborhood gardens, and local swimming spots by picking up your dog's poop!

⁵⁰ PRW's Front Porch Forum Post April 1, 2022: https://frontporchforum.com/areas/23/issues/5456#post_2747458

Recommended Additional Areas of Educational Outreach

The Task Force recommends the following additional areas of education:

- Education on preventing dog attacks & conflicts with other dogs & people
- Resource for new arrivals (either new residents of Burlington who have dogs, or current residents who get a new dog)
- How/when to report incidents & what information is helpful
- Guidelines for behavior of dogs in designated off-leash areas
- Education/information that can be distributed on the cards that accompany dog license tags
- Curriculum for community justice center, should a restorative justice approach be adopted for resolving violations of dog policies & ordinances.
- Low-cost spay/neuter outreach

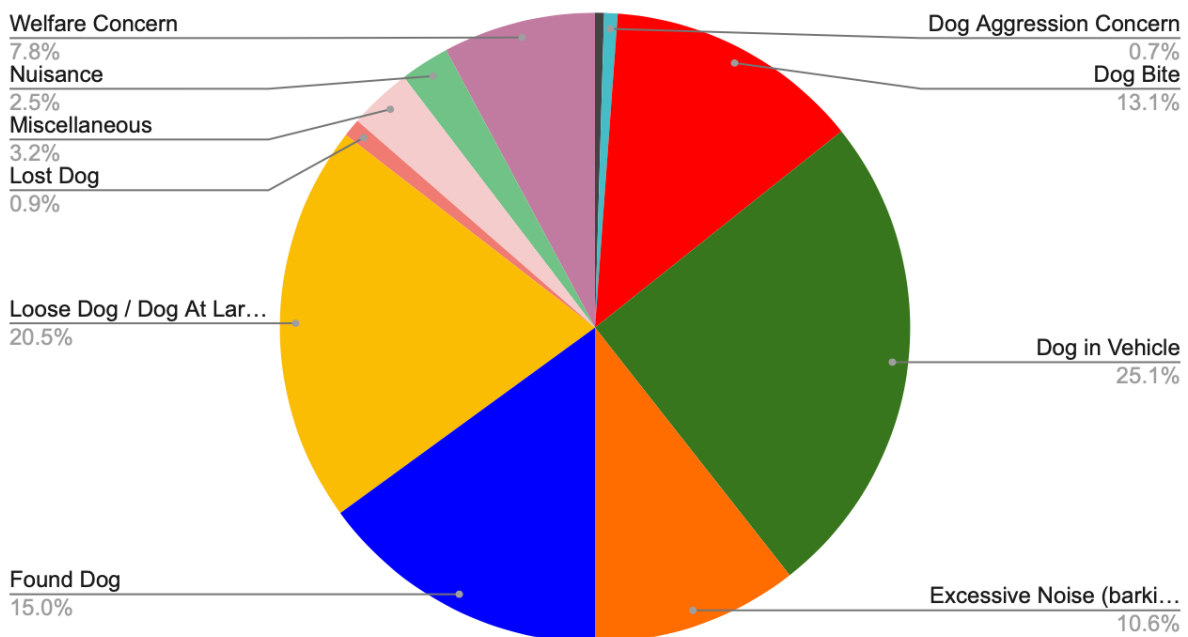
Appendix I: Data Summaries (Police Incident Reports, Off-Leash Survey)

The Task Force analyzed animal incident reports provided by the Burlington Police Department (BPD) and results of an off-leash survey conducted by the Department of Parks Recreation Waterfront (PRW).

2019 Dog and Cat Incident Reports Analysis

The Task Force analyzed data from 467 incidents involving companion animals (cats and dogs) that were reported in the calendar year 2019. The effort to summarize the data and analyze it was time-consuming, as the data were presented to the task force as individual PDF files with written details of each incident. To make sense of these written reports, a dataset was created by pulling the following variables from each report: date, time, incident number, origin of call, animal type, location of incident, incident details, and resolution. Incident details consisted of a summary of what was reported by the caller to dispatch. Resolution consisted of the responding officer's response and/or a more detailed description of the incident. The "Incident Type" variable in the data set was then broken down into dog-related or cat-related incidents, and assigned a category.

Dog Incidents in 2019

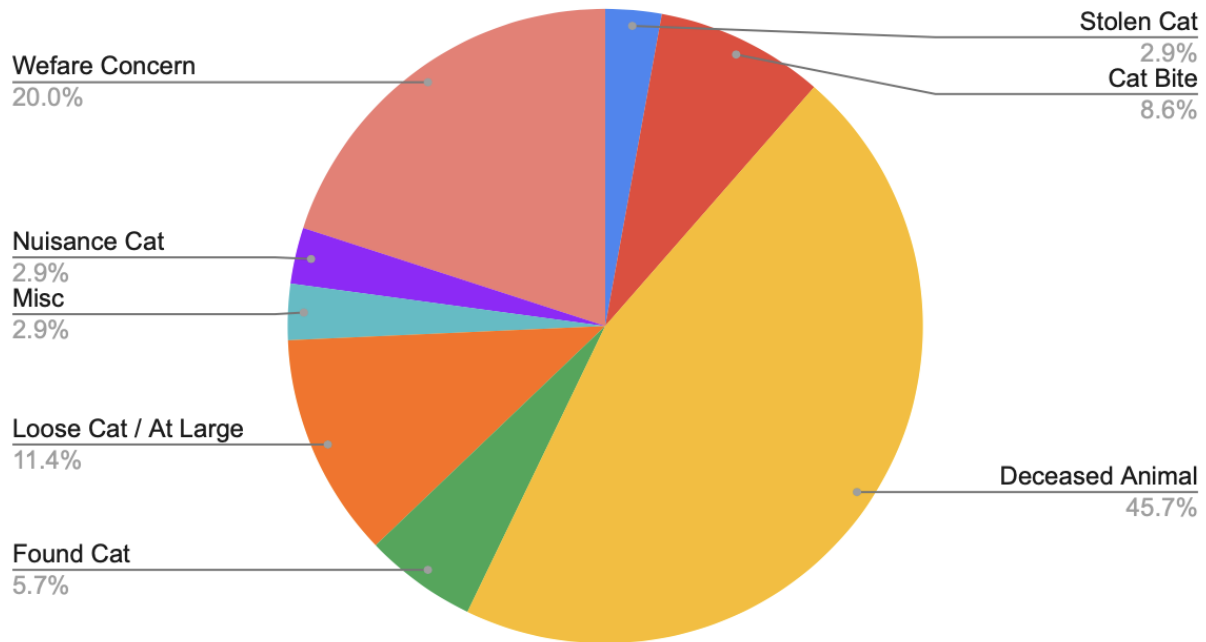


Dog-Related Incidents

Reported dog incidents were categorized as follows (in order by the number of incidents reported in 2019):

- *Dog in Vehicle*: Vehicle was gone on arrival (GOA), Dog did not appear to be in distress (guardian of vehicle not present or mentioned in the incident report), Dog did not appear to be in distress and the guardian returned to their vehicle and the officer was able to speak to the guardian about the dangers of leaving a dog in a car; or Dog was in distress. (109)
- *Loose Dog / Dog At Large*: (89)
- *Found Dog*: (65)
- *Dog Bite*: Dog bite to another dog, Dog bite to a person, Dog bite to both a dog/person, Dog bite to a cat, Dog bite to unknown person or animal. (57)
- *Excessive Noise*: Barking, whining, and/or howling (46)
- *Welfare Concern*: Issues related to an animal's well-being and safety including but not limited to possible animal neglect, animal abuse, and injured animals. (34)
- *Miscellaneous*: Examples are guardianship disputes, how to surrender an animal, requests for behavioral training assistance, and how to obtain care for an animal while the guardian is hospitalized. (14)
- *Nuisance*: (11)
- *Lost Dog*: (4)
- *Dog Aggression Concern*: (3)
- *Deceased Animal*: (2)

Animal Incidents: Cats 1/1/2019-12/31/2019



Cat-Related Incidents

- *Deceased Animal:* (15)
- *Welfare Concern:* (7) Issues related to an animal's well-being and safety including but not limited to possible animal neglect, animal abuse, and injured animals
- *Loose Cat / At Large:* (4)
- *Cat Bite:* (3)
- *Found Cat:* (2)
- *Miscellaneous:* Example: Request for behavioral training assistance. (1)

Cat Incident Reports. Almost half of police incident reports concerning domesticated cats involved the reporting of a deceased cat (45.7%). People reporting these incidents were concerned about cats and other cat related incidents included welfare concerns (20%), loose cats (11.4%), and found cats (5.7%). Cat bites made up 8.6% of all cat related incident reports. Because residents know that general issues with cats (cat welfare, lost cats, etc) are not handled by CSOs, the number of cat incidents is likely to be grossly underreported.

Spring 2023 Off-Leash Survey Analysis

Based on the work of the previous task force & work groups ([see Appendix K](#)), areas recommended for off-leash usage were reviewed by the committee based on current usage, and a proposal for areas to pilot was derived. This proposal was included in a survey to get feedback from the community. Based on feedback and information about current off-leash use by residents, the pilot areas were further revised. For example, Roosevelt and Schmanska were removed from consideration, based on quantitative survey opinions and written comments. Leddy Park Trails was also removed from consideration, in spite of quantitative results in favor of, due to important written considerations brought up by community members in the open comments portion.

Quantitative Survey Results

BURLINGTON PARKS OFF-LEASH SURVEY

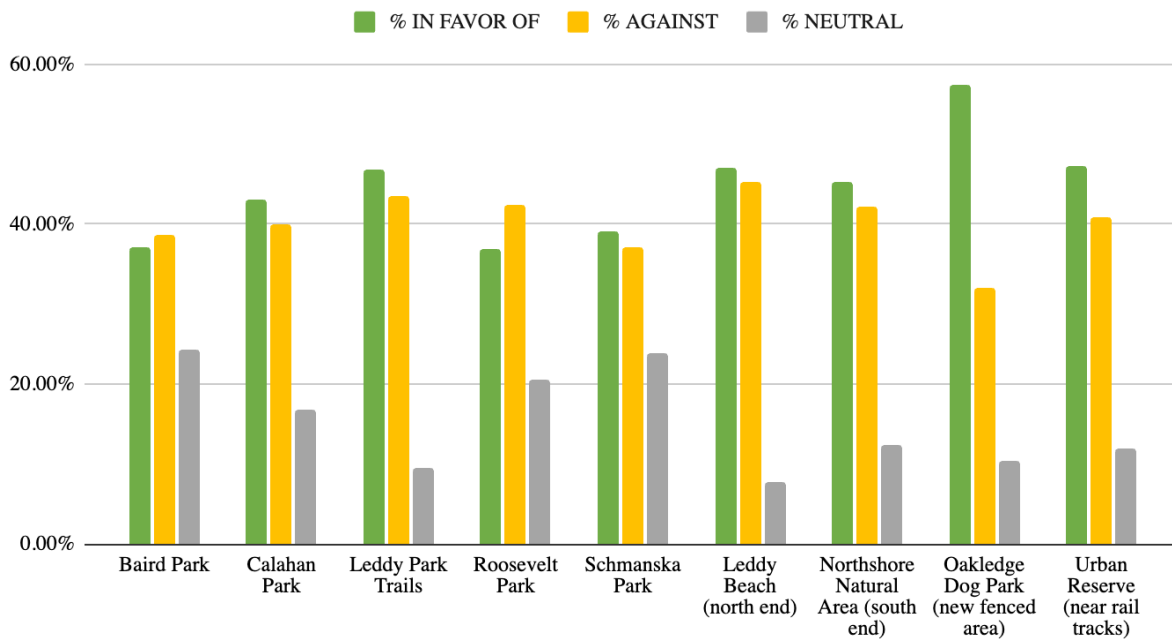


Fig. 5. Community members' opinions about proposed off-leash areas.

Table 4. Community members' opinions about proposed off-leash areas

LOCATION	IN FAVOR	AGAINST	NEUTRAL
Baird Park	353 (37.04%)	368 (38.61%)	232 (24.34%)
Calahan Park	422 (43.11%)	392 (40.04%)	165 (16.85%)
Leddy Park Trails	467 (46.93%)	433 (43.52%)	95 (9.55%)
Roosevelt Park	352 (36.9%)	405 (42.45%)	197 (20.65%)
Schmanska Park	369 (39.13%)	349 (37.01%)	225 (23.86%)
Leddy Beach (north end)	445 (46.99%)	429 (45.30%)	73 (7.71%)
Northshore Natural Area (south end)	414 (45.25%)	387 (42.30%)	114 (12.46%)
Oakledge Dog Park (new fenced area)	542 (57.48%)	303 (32.13%)	98 (10.39%)
Urban Reserve (near rail tracks)	433 (47.22%)	375 (40.89%)	109 (11.89%)

Qualitative Survey Results (Analysis/Coding of Written Comments)

In addition to the quantitative survey collected, the Task Force compiled 631 written comments from respondents providing additional opinions and suggestions regarding off-leash areas and dog parks (61% of respondents left one or more comments). Many comments focused on specific proposed locations, or suggested additional locations not included in the survey. Comments fell into the following categories or theme (in order by the number of comments received in the categories):

- *Appreciate off-leash areas as option:* Commenters felt there were not enough off-leash areas or appreciated the city was investigating additional off-leash spaces for dogs. (202)
- *Dog parks only:* Commenters felt off-leash areas should only be provided strictly in fenced-in dog parks designated for dogs, and that there should not be designated unfenced areas. (143)
- *Nuisance behavior / Environmental impact.* Commenters expressed concern over the negative impact of dogs in general - contributing to noise, annoying people, or trampling local plants/killing wildlife especially in conservation areas. (122)

-
- *Enforcement & Reporting:* Commenters asked for more accessible complaint forms, stronger consequences for existing ordinance infractions, or complained that they never saw enforcement happen, and this made them leery of offering off-leash areas. (121)
 - *Park-specific.* Commenters made a comment about a specific park, such as requesting we consider Smalley Park for off-leash. (100)
 - *Safety.* Commenters were concerned about aggressive dogs, or dogs jumping on/injuring people (small children were often mentioned). (67)
 - *Time/season complexity:* Commenters felt the initial survey's multiple sets of disparate times per individual park would lead to a lot of confusion and possibly be difficult to enforce. (39)
 - *Comments for other public land-owners.* Commenters suggested offering areas not governed by the city of Burlington as possibilities for off-leash. (38)
 - *Education:* Commenters asked for increased education around rules, requested more signage and clarity so that community members knew which rules applied in which parks and where. (25)
 - *Cultural impact.* Commenters expressed concern for individuals whose cultural or religious practices may be adversely affected by allowing off-leash dogs in unfenced spaces (this was especially common in reference to Roosevelt Park) (17)
 - *Neighborhood park concerns.* Commenters made suggestions for specific parks. (17)
 - *Tag / Permit Concept.* Commenters thought that some off-leash areas should be provided on a tag or permit basis. (16)
 - *Accessibility.* Commenters were concerned about more off-leash spaces being accessible to people who don't have cars and need to walk their dogs to an available off-leash area. (10)
 - *Comparison to other cities.* Commenters made positive or negative comparisons of Burlington to other cities (usually to complain that Burlington was not dog-friendly enough, but sometimes to complain that it was too dog-friendly). (8)
 - *No off-leash.* Commenters felt dogs should not be allowed off-leash anywhere in Burlington. (6)
 - *No additional comment.* 39% of respondents did not leave a comment

After reviewing the written comments and quantitative data, decisions were made to remove the following proposed off-leash areas from consideration by the Parks Commission as a pilot, for the reasons stated below:

- Leddy Trails (concerns about wildlife disruption)
- Roosevelt Park (concerns about aversive effect on neighborhood cultural practices)
- Baird Park (concerns about how close the proposed dog play area would be to the children's playground)

The survey also collected feedback from respondents on areas that had not been included, to see if there should be additional areas considered.

- Smalley Park came up frequently and as a result, Smalley was added to the list of pilot areas.
- Many commenters requested additional locations not under the purview of PRW to be made off-leash (for example, Red Rocks or Ethan Allan Homestead, both of which require dogs to be on-leash and are not part of PRW).

Appendix J: Task Force Progress Reports to City Council PACC Committee

The Task Force submitted progress reports to the [City Council PACC Committee](#) on the following dates.

2022-03-01

2023-02-23

2023-08-23

Appendix K: History of Prior Task Force Work

In 1998, the City chose to pilot five locations for off-leash areas. They included Starr Farm Park, Urban Reserve, Intervale, Schmanska and Oakledge Park. Two areas, Starr Farm and Urban Reserve, exist today as off-leash fenced parks. The language for the program still exists in the City Ordinances under Appendix D, section 7, Rules and Regulations of the Burlington Parks and Recreation Park. The section became no longer enforceable in approximately 2002 as the pilot ran out without any information that indicates that the City Council took action.

In 2011, the City Council created a work group to revise and formalize the pilot program started in 1998. After two years, the workgroup recommended that the South, Center and North end of the City all have options for dogs off-leash. They also specified four parks off-leash areas would not be permitted including Burlington Greenway, Battery Park, City Hall Park and Champlain Street Park. They suggested that Starr Farm and Urban Reserve fenced dog parks be listed in the ordinance and that the non-fenced areas be listed in a new off-leash dog policy rather than an ordinance. The off-leash dog policy would be approved by the Parks Commission and not through City Council.

The suggested off-leash areas from the 2011-2013 report included Leddy Park, Oakledge Park, Calahan Park, Schmanska Park, Waterfront Park (in addition to the fenced area), and Roosevelt Park. It was a mix of year-round and seasonal and any time of day to specified times of day. The Parks, Recreation & Waterfront (BPRW) department started a Parks

Comprehensive Plan process around the time of the final report. With that process starting, the decision was made to pause the off-leash work to see what came out of the comprehensive plan. It did not get picked back up again following the release of the 2015 Comprehensive Plan.

In 2019, the current BPRW Director started to move forward with the work from 2011-2013 meeting with PACC and the Parks Commission. The suggestion was made by the Parks Commission to survey the community as quite a bit of time had passed from the 2011-2013 work. Before sending out the survey, the pandemic hit and once again, the project stalled.

CITY OF BURLINGTON

ORDINANCE _____

Sponsor: _____
Public Hearing Dates: _____

In the Year Two Thousand Twenty-Four

First reading: _____

Referred to: _____

Rules suspended and placed in all _____

An Ordinance in Relation to

Stages of passage:

ANIMALS

BCO Chapter 5, Arts. I-III and Sec. 22-13

It is hereby Ordained by the City Council of the City of Burlington as follows:

That Chapter 5, Animals and Fowl, and Chapter 22, Parks, of the Code of Ordinances of the City of Burlington be and is hereby amended by amending Article I, In General; II, Dogs; Article III, Enforcement and Impoundment; Section 22-13, Animals Prohibited, Exceptions; to read as follows:

Chapter 5 ANIMALS AND FOWL¹

Article I. In General

5-1 ~~Pound-established~~ Animal shelter provided.

There shall be ~~established~~provided by the city council ~~a pound~~an animal shelter for ~~the impounding of all~~
~~beasts~~all domestic and exotic animals in need ~~liable to be impounded.~~

5-2 Appointment of ~~poundkeepers; compensation~~ animal shelter personnel.

It shall be the duty of the mayor to appoint such ~~poundkeepers~~persons as may be required to ~~take care of and~~
~~keep such pound as may be~~manage and maintain the animal shelter that is established pursuant to section 5-
1. Their compensation shall be the same as provided by the laws of this state for poundkeepers in towns.

5-2a Appointment of animal control officer

It shall be the duty of the mayor to appoint an enforcement officer(s), in accordance with section 122 of the
city charter, who shall be a member of the Burlington Police Department. Such enforcement officer(s) shall
be a certified animal control officer.

5-3 Animal bites.

It shall be the duty of every person bitten, or his or her parent or guardian, and the attending physicians to
report to the animal control officer, who shall report to the city health officer, within twenty-four (24) hours

the name, address and telephone number of the ~~owner~~guardian or keeper of the animal ~~whowhich~~ bit the person and the complete circumstances, to the extent known.

5-4 Nuisance animals.

(a) No ~~owner~~guardian, keeper or other person having control shall permit an animal to be a nuisance animal. For the purposes of this section, nuisance animal means any animal or animals wh~~o~~ich:

(1) ~~Molests~~Attacks or harasses passersby or passing vehicles, or otherwise creates a public safety hazard;

(2) Attacks other animals, including but not limited to wildlife;

(3) Damages property other than that of its their guardian~~owner~~;

(4) Defecates off the premises of the animal's ~~owner~~guardian, and the ~~owner~~guardian, or other individual in control of the animal, fails to remove such deposit immediately;

(5) Roams off the premises of the guardian while not under control of the guardian, or the guardian's agent, by leash or other similar means of physical restraint at all times; or

(56) Barks, whines, howls, cries, or makes a noise commonly made by such animals in an excessive and continuous fashion so as to disturb the peace and quiet of any other person.

(b) Any dog or cat found to be a nuisance animal by an animal control officer shall be impounded if the guardian, or guardian's agent, is not present and cannot be located immediately.

5-5 Exotic animals.

(a) *Purpose and findings:* ~~The purpose of this section is to enhance the public safety of persons who are present on the district known as the Church Street Marketplace (the Marketplace) and in the city's parks by regulating the presence of "exotic" animals on the Marketplace and in the city's parks. The council finds that such pets can pose a threat to the public health, safety, and welfare if present on the Marketplace and in city parks. Such pets are unlicensed and are not typically leashed, as is required of domestic dogs. The City recognizes that the keeping of exotic animals raises animal welfare concerns and public health and safety concerns not commonly associated with domesticated animals. This section is intended to prevent mistreatment of exotic animals, reduce the risk of harm to the public from contact with exotic animals as well as accidents and other incidents involving such animals, and reduce the public health risk associated with diseases and pathogens carried by such animals.~~

(b) *Definitions:* "Exotic pet" means all animals except domestic dogs, domestic cats, domestic mice, domestic rats, domestic rabbits, gerbils, hamsters, guinea pigs, and the European ferret, (*Mustela putorius furo*) and livestock as defined by Title 6, section 791 of the Vermont Statutes.

(c) ~~General p~~Prohibition: ~~No person shall have an exotic pet or permit their exotic pet to be on or about the Marketplace or within a city park unless expressly approved by the Marketplace Director or Parks Department respectively or exempted under the terms of this section~~The offer for sale, sale, purchase, possession, or public display of any exotic animal within the corporate limits of the city is prohibited.

(d) ~~Exemptions~~: ~~A person may have or permit an exotic pet to be on or about the Marketplace or within a city park when done to transport the pet directly from a pet store in the vicinity of the Marketplace or city park after purchase of such pet or to return such pet to said pet store. The person must retain a receipt for the purchase of such pet and shall display the receipt upon demand from any animal control officer, law enforcement officer, or other person duly authorized to enforce animal control ordinances~~Any exotic animal possessed on the date of the enactment of this ordinance is exempted from the prohibition on possession set forth in subsection (c) upon registration of the animal with the Board of Health. The exemption applies only to the individual animal so registered, and does not apply to any animal of the same species subsequently acquired. The prohibition set forth in subsection (c) shall not apply to registered 501(c)(3) organization whose primary purpose is education, animal rescue, animal rehabilitation.

5-6 Use of non-domesticated animals for public display prohibited.

(a) ~~Purpose~~. This section is intended to assist in the prevention of the mistreatment of non-domesticated animals used in any public display, to reduce risk of harm to the public from accidents and incidents involving such animals, and to reduce the public health risk associated with diseases and pathogens carried by such animals.

(b) ~~Definitions~~.

(1) ~~Non-domesticated animals~~ are defined as *Felidae* (all wild cats and hybrids thereof), *Ursidae* (all bears), *Proboscideae* (all elephants), and Non-human Primates and *Prosimians*.

(2) ~~Public display~~ shall mean the exhibition, presentation or showing of live non-domesticated animals to the general public regardless of whether for profit, on a not for profit basis or without charge.

(c) ~~Prohibition~~. The public display of live non-domesticated animals within the corporate limits of the city is prohibited.

5-7—5-12 Reserved.

ARTICLE II. DOGS AND CATS¹

5-13 Definitions.

The following definitions shall apply to this article:

"At-large" shall mean not under the control of the ~~owner~~ guardian, a member of the guardian's immediate family, or the guardian's agent or another individual either by leash, ~~cord, chain~~ or other similar means of physical restraint.

"Cat" shall include both male and female of the feline species.

"Vicious Dangerous dog" shall mean a dog that which attacks or bites a person or other domestic pet companion animal while the dog is off the premises of the owner guardian or keeper, and the person or pet companion animal attacked or bitten requires medical attention. Vicious Dangerous dog complaints shall be investigated pursuant to section 5-27(b).

"Dog" shall include both male and female of the canine species. Dog shall also mean any animal wh~~o~~^{ich} is considered to be a wolf-hybrid as defined in 20 V.S.A. § 3541(6).

"Enforcement official" when used herein shall mean any animal control officer, police officer, ~~poundkeeper~~ shelter manager, urban park ranger or other individual specifically designated by the city council to enforce the provisions of this chapter.

"Owner Guardian" shall include any person or persons, firm, association or corporation owning, keeping or harboring a dog or cat.

~~"Vicious dog" shall mean a dog which attacks or bites a person or other domestic pet while the dog is off the premises of the owner or keeper, and the person or pet attacked or bitten requires medical attention. Vicious dog complaints shall be investigated pursuant to section 5-27(b).~~

5-15 Identification required.

Identification that includes the name and contact information for the guardian of the dog or cat shall be securely attached to a collar or harness and worn at all times.

5-14~~5~~ At-large prohibited.

(a) *Prohibition.* Except as exempted below, no person shall permit a dog or cat for whom they are the guardian owned by him or her or who is under ~~their~~^{his or her} control to be at-large as defined in section 5-13 or to trespass upon the property of another, public or private.

(b) *Public Safety.* Should an at-large dog or cat be deemed to pose an imminent public safety risk, said animal may be killed by the Police Department or their designee. Such an act shall occur where other reasonable means to control the animal have been unsuccessful or deemed not practicable under the circumstances.

(c) *Exemptions.* A dog or cat ~~may be~~ is not at-large if ~~it is~~^{they are}:

- (1) On the premises of the dog's or cat's guardian~~owner~~;
- (2) On the premises of the person under whose control the dog or cat is under; or
- (3) On the premises of another person as long as that person has given permission for the dog or cat to be at-large;
- (4) A dog is not at-large if they are in a designated off-leash dog area managed and regulated by the board of parks and recreation commissioners.

5-156 License and rabies vaccination required.

- (a) *Licensing.* Every guardian~~owner or keeper~~ of a dog or cat more than six (6) months old who has resided in the city for more than 90 days, shall be required to ~~annually~~ register and license the animal, in the manner prescribed by the city, with the city clerk's office and to do so annually provided that no guardian shall be required to register a dog or cat more than once in any calendar year. The license shall expire on the first day of April next after its issuance. Upon issuance of such license and payment of the license fee as required in section 5-16 of this chapter, each guardian~~dog owner~~ shall receive a ~~dog~~-license tag.
- (b) *Rabies vaccination.* Proof of a current rabies vaccination, as required by state law, shall be required for the licensing of any animal.
- (c) *Fixture of tag.* The ~~dog~~-license tag issued to any person as provided herein shall be securely attached to a collar or harness on such licensed dog or cat and worn at all times.

5-167 License fees.

- (a) In addition to the license fee and any penalty fee required by state law, the municipal fee for each license required by this article shall be ~~twenty dollars (\$20.00) for each neutered/spayed dog and forty dollars (\$40.00) for each non-neutered/non-spayed dog~~ recommended by the clerk's office and approved by the city council, provided that the fee for an intact dog or cat shall be greater than that for a neutered or spayed dog or cat. The fees established under this section shall be reviewed not less than every five years.
- (b) The municipal fees collected under this section shall be used for education and other services pertinent to the improved welfare of dogs and cats who reside in the city.
- ~~(bc)~~ The owner or keeper~~guardian~~ of a neutered/spayed dog that serves as the person's service animal under the Americans with Disabilities Act may request waiver of the municipal license fee (but not the state fee) by providing to the city clerk's office adequate responses to the following questions in writing:

- Is the dog a service animal required because of a disability?
- What work or task has the dog been trained to perform?

5-178 Removal of dog waste required.

The ~~guardian~~~~owner, keeper~~ or person in control of any dog or cat shall be responsible for the removal of any defecation deposited by such dog or cat on any public or private property.

5-189—5-23 Reserved.

ARTICLE III. ENFORCEMENT AND IMPOUNDMENT

5-24 Penalties.

An offense of any provision of this chapter by any person shall be deemed a civil ordinance violation and shall be punishable by the following penalties:

(1) *First offense.* A first offense of any provision of this chapter in any twelve-month period shall be punishable by a fine of no less than ~~one~~two hundred dollars (\$~~1~~200.00) and no more than ~~one~~two hundred fifty dollars (\$~~1~~250.00). The waiver fine shall be ~~two~~one hundred dollars (\$~~1~~200.00).

(2) *Second offense.* A second offense of any provision of this chapter in any twelve-month period shall be punishable by a fine of no less than ~~one~~two hundred fifty dollars (\$~~1~~250.00) and no more than ~~three~~two hundred fifty dollars (\$~~3~~250.00). The waiver fine shall be ~~two~~one hundred fifty dollars (\$~~1~~250.00).

(3) *Third and subsequent offenses.* A third or subsequent offense of any provision of this chapter in any twelve-month period shall be punishable by a fine of no less than ~~three~~two hundred fifty dollars (\$~~3~~250.00) and no more than ~~five~~six hundred dollars (\$~~5~~600.00). The waiver fine shall be ~~three~~two hundred fifty dollars (\$~~3~~250.00).

In addition to the penalties provided in this section:

(1) Any person found in violation of this chapter may be subject to a restorative justice process with the Burlington Community Justice Center at the discretion of the animal control committee.

(2) aAny animal found in violation of this chapter may be impounded as provided in section 5-25 of this chapter.

5-25 Impoundment.

(a) *Authority to impound.* ~~Dogs~~Any animal in violation of any provision of this chapter or suspected of being diseased or injured may be taken by the enforcement officer and impounded in the city animal shelter~~pound~~ and there confined in a humane manner, except that any animal suspected of being a stray shall be impounded. ~~The enforcement officer may, in lieu of boarding and when in the public interest and~~

consistent with the public safety, allow an impounded dog to remain confined in the custody of its owner on the owner's recognizance that the dog shall remain confined to the owner's property, follow the terms of impoundment set by the enforcement officer and shall not be in violation of any provision of this chapter. Confinement in lieu of boarding shall continue until such time as the violation or condition authorizing impoundment has been abated.

(b) *Impoundment fees.* Any ~~dog~~animal impounded under the provisions of this chapter shall be released only on payment of a ~~one hundredseventy-five~~ dollars (\$~~75~~100.00) impoundment fee.

(c) *Boarding fee.* In addition to the impoundment fee charged herein there shall be an additional charge of ~~ten dollars (\$10.00) per day~~actual expenses for board for ~~each day~~ the ~~period that the animal~~dog is impounded, ~~except that if an animal is claimed up to three (3) hours after impoundment, the owner will be responsible for one-half (1/2) day's boarding fee. If an animal is claimed within two (2) hours of opening business hours on the following business day, the owner will not be charged for that day's boarding fee.~~

(d) *City clerk to collect fees before releasing animal*dog. It shall be the duty of the city clerk to collect all ~~impound~~ and ~~boarding~~ fees before releasing an ~~animal~~dog.

(e) *Unlicensed dogs and cats to be licensed before release.* If an impounded dog ~~or cat~~ is unlicensed, in addition to the impound~~menting~~ and boarding fees set forth herein, the dog ~~or cat~~ shall not be released without the payment of the license fee required by section ~~5-17~~, except that if the impounded dog ~~or cat~~ has not had its proper vaccinations to be registered a ~~one hundredforty-five~~ dollar (\$~~100~~45.00) cash deposit shall be posted with the city clerk or ~~their~~his or her designated agent(s) until proof of registration is presented. A dog ~~or cat~~ released under cash deposit shall be registered within two (2) working days after ~~its~~release. If the dog ~~or cat~~ is not registered within the time period set forth herein, the cash deposit shall be forfeited and the ~~guardianowner~~ of the animal shall be subject to additional penalties under the provisions of ~~20~~ V.S.A. Chapter ~~193~~

(f) *Disposition of unredeemed dogs*animals. If any impounded ~~animal~~dog with a current and effective license established by proof of a dog license tag, is not redeemed within (7) days of ~~its~~impoundment, ~~it~~the animal shall be ~~sold or given away~~offered for adoption at the city animal shelter or transferred to a cooperating animal shelter as defined in 20 V.S.A. §3901. ~~If any impounded dog without a current and effective license established by proof of a dog license tag, is not redeemed within (5) days of its impoundment, it shall be sold or given away. Any proceeds from the sale of any impounded dog shall first be allocated to taxes, fees and other charges related to the impoundment. Any balance then remaining shall be paid to the owner if any is found. If proceeds from the sale of the unredeemed dog do not cover the costs associated with the impoundment, the balance of sums owed under this chapter may be collected in a civil action brought under this section.~~ If any unredeemed ~~animal~~dog is not ~~sold or given away~~adopted because of disease, temperament or other cause, it shall be ~~euthanized~~destroyed in a humane way. The impoundment period may be waived by the ~~poundkeeper~~director of the animal shelter in ~~the~~ case of a severely injured animal whose ~~guardianowner~~ cannot be located or is unwilling to claim the animal.

(g) *Interference with impoundment.* Any person who interferes with the impounding of an ~~animal~~dog under provisions of this article or releases, or who attempts to release, an impounded ~~animal~~dog contrary to this article shall be in violation of this chapter.

(h) *Notice of impoundment.* Within twenty-four (24) hours of the impoundment of any ~~animal~~dog under this chapter, the enforcement officer shall make every reasonable attempt to notify the ~~guardian-owner~~ of the impounded ~~animal~~dog of such impoundment. Such notice shall include either personal contact with the ~~guardianowner~~ or a written notice posted at the dwelling house of the ~~guardianowner~~.

5-26 Cruelty.

Any person who shall torture, torment or cruelly neglect to provide with necessary sustenance or shelter, or shall cruelly beat or needlessly mutilate or illegally kill any animal, or any person who shall cause any animal to be tortured, tormented, or fight with other animals, or deprived of necessary sustenance or to be cruelly beaten or needlessly mutilated or illegally killed shall be guilty of a misdemeanor offense and shall be punishable by a fine of from ~~onethree~~ hundred dollars (\$~~13~~00.00) to ~~sixfive~~ hundred dollars (\$~~56~~00.00).

5-27 Animal control committee.

(a) *Animal control committee established.* For purposes of this section, an animal control committee is established. The animal control committee will be a subcommittee of the Burlington Police Commission and shall consist of three (3) commission members, ~~one (1) licensed veterinarian, and (1) certified animal behavior professional~~ to be appointed on an as needed basis by the chair of the Burlington Police Commission. The designated animal control officer shall be the prosecuting officer for any violation brought before the committee.

(b) ~~Vicious~~Dangerous dogs. Upon written complaint by a city resident that a dog is alleged to be ~~dangerous~~vicious as defined in section ~~5-13~~(e), the animal control committee may hold a hearing on the facts of the complaint and, if the dog is found to be ~~dangerous~~vicious, make such order as necessary to protect the public. Such order may include, but is not limited to, any of the following: confinement in a secure enclosure or other similar restriction, muzzling adoption, or ~~euthanasiadestruction in a humane manner~~. In addition, the animal control committee may revoke the privilege of any ~~guardianowner~~ to keep, harbor or have custody of any animals while in the city and that no new privileges be granted.

(c) *Repeated impoundment.* In the event that any dog shall be impounded three (3) or more times in a twelve-month period, the animal control committee may, at the request of an enforcement officer, or in their discretion, hold a hearing after which they may make such order as is necessary to protect the public. Such order may include, but is not limited to, any of the following: confinement in a secure enclosure or other similar restriction, muzzling adoption, or ~~euthanizeddestruction in a humane manner~~. In addition, the animal control committee may revoke the privilege of any ~~guardianowner~~ to keep, harbor or have custody of any animals while in the city and that no new privileges be granted.

(d) *Penalty for violation of orders.* Any person who violates any provision of any order of the animal control committee shall be guilty of a misdemeanor offense and shall be punishable by a fine of from ~~three~~ hundred dollars (\$~~13~~00.00) to ~~six~~ hundred dollars (\$~~6~~500.00).

5-28 Confinement of animals in vehicles.

(a) A person shall not leave an animal unattended in a standing or parked motor vehicle in a manner that would endanger the health or safety of the animal.

(b) Any ~~humane animal control~~ officer, law enforcement officer, or member of a fire and rescue service may use reasonable force to remove any such animal from a motor vehicle. ~~The officer so removing an animal shall deliver the animal to a humane society, veterinarian or town or municipal pound. If the owner of the animal cannot be found, the officer shall place a written notice in the vehicle, bearing the name of the officer and the department and address where the animal may be claimed. The owner shall be liable for reasonable expenses associated with the removal, delivery, boarding and disposition of the animal and a lien may be placed on the animal for these expenses.~~ The officer may not be held ~~liable for~~ subject to criminal or civil liability for any damage resulting from actions taken under subsection (a) of this section. If the aforementioned officers are unavailable, a person who forcibly enters a motor vehicle for actions taken under subsection (a) of this section shall be subject to criminal or civil liability for damage resulting from the forcible entry if the person: (1) determines the motor vehicle is locked or there is otherwise no reasonable method for the animal to exit the vehicle; (2) reasonably and in good faith believes that forcible entry into the motor vehicle is necessary because the animal is in imminent danger of harm; (3) notifies a humane officer, law enforcement officer, or member of a fire and rescue service prior to forcibly entering the vehicle; (4) remains with the animal in a safe location reasonably close to the motor vehicle until a humane officer, law enforcement officer, or member of a fire and rescue service arrives; (5) places a notice on the vehicle that the authorities have been notified and specifying the location of the animal; and (6) uses no more force to enter the vehicle and remove the animal than necessary under the circumstances. The ~~An officer so removing an animal shall deliver the animal to a humane society, veterinarian or town or municipal pound~~ the city animal shelter. If the guardian ~~owner~~ of the animal cannot be found, the officer shall place a written notice in the vehicle, bearing the name of the officer ~~and the department~~ and address where the animal may be claimed. The guardian ~~owner~~ shall be liable for reasonable expenses associated with the removal, delivery, boarding and disposition of the animal and a lien may be placed on the animal for these expenses.

(c) A violation of this section shall be a civil violation subject to the penalties imposed by Section [5-24](#).

5-29 Abandonment of injured animal

(a) ~~A person shall not leave the scene of an accident in which such person has reason to believe that they have caused the injury or death of a domestic animal. Such person shall immediately contact an enforcement officer, and make a reasonable effort to immediately contact the guardian of the animal. If the animal is injured wildlife, the person shall contact a humane officer or a licensed wildlife rehabilitator for assistance.~~

(b) A violation of this section shall be a civil violation subject to the penalties imposed by Section 5-24.

22-13 Animals prohibited; exception.

No domestic animals, except dogs and cats, shall be permitted in any park. Dogs shall be leashed or controlled by other similar means of physical restraint at all times, except in off-leash areas designated in the Off-Leash Dog Policy. Cats shall be leashed or confined in a carrier at all times.

* Material stricken out deleted.

** Material underlined added.

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