

1 TO THE HONORABLE SENATE:

2 The Committee on Judiciary to which was referred Senate Bill No. 209  
3 entitled “An act relating to prohibiting unserialized firearms and unserialized  
4 firearms frames and receivers” respectfully reports that it has considered the  
5 same and recommends that the Senate propose to the House that the House  
6 proposal of amendment be amended by striking out all after the enacting clause  
7 and inserting in lieu thereof the following:

8 Sec. 1. 13 V.S.A. chapter 85 is amended to read:

9 CHAPTER 85. WEAPONS

10 \* \* \*

11 Subchapter 4. Unserialized Firearms and Firearms Frames and Receivers

12 § 4081. SHORT TITLE

13 This subchapter shall be known as the “Vermont Ghost Guns Act.”

14 § 4082. DEFINITIONS

15 As used in this subchapter:

16 (1) “Federal firearms licensee” means a federally licensed firearm  
17 dealer, federally licensed firearm importer, and federally licensed firearm  
18 manufacturer.

19 (2) “Federally licensed firearm dealer” means a licensed dealer as  
20 defined in 18 U.S.C. § 921(a)(11).

1           (3) “Federally licensed firearm importer” means a licensed importer as  
2           defined in 18 U.S.C. § 921(a)(9).

3           (4) “Federally licensed firearm manufacturer” means a licensed  
4           manufacturer as defined in 18 U.S.C. § 921(a)(10).

5           (5) “Fire control component” means a component necessary for the  
6           firearm to initiate, complete, or continue the firing sequence, including any of  
7           the following: hammer, bolt, bolt carrier, breechblock, cylinder, trigger  
8           mechanism, firing pin, striker, or slide rails.

9           (6) “Frame or receiver of a firearm” means a part of a firearm that, when  
10          the complete firearm is assembled, is visible from the exterior and provides  
11          housing or a structure designed to hold or integrate one or more fire control  
12          components, even if pins or other attachments are required to connect the fire  
13          control components. Any part of a firearm imprinted with a serial number is  
14          presumed to be a frame or receiver of a firearm unless the Federal Bureau of  
15          Alcohol, Tobacco, Firearms and Explosives makes an official determination  
16          otherwise or there is other reliable evidence to the contrary.

17          (7) “Three-dimensional printer” means a computer-aided manufacturing  
18          device capable of producing a three-dimensional object from a three-  
19          dimensional digital model through an additive manufacturing process that  
20          involves the layering of two-dimensional cross sections formed of a resin or  
21          similar material that are fused together to form a three-dimensional object.

1           (8) “Unfinished frame or receiver” means any forging, casting, printing,  
2           extrusion, machined body, or similar article that has reached a stage in  
3           manufacture when it may readily be completed, assembled, or converted to be  
4           used as the frame or receiver of a functional firearm or that is marketed or sold  
5           to the public to become or be used as the frame or receiver of a functional  
6           firearm once completed, assembled, or converted.

7           (9) “Violent crime” has the same meaning as in section 4017 of this  
8           title.

9           § 4083. UNLAWFUL CONDUCT INVOLVING UNSERIALIZED

10           FIREARMS, FRAMES, AND RECEIVERS

11           (a)(1) A person shall not knowingly possess an unfinished frame or  
12           receiver unless the unfinished frame or receiver has been imprinted with a  
13           serial number by a federal firearms licensee pursuant to federal law or section  
14           4084 of this title.

15           (2) A person shall not knowingly transfer or offer to transfer an  
16           unfinished frame or receiver unless the unfinished frame or receiver has been  
17           imprinted with a serial number by a federal firearms licensee pursuant to  
18           federal law or section 4084 of this title.

19           (3) This subsection shall not apply to:

20           (A) a federal firearms licensee acting within the scope of the  
21           licensee’s license;

1           (B) possession or transfer of an unfinished frame or receiver for the  
2           purpose of having it imprinted with a serial number pursuant to federal law or  
3           section 4084 of this title; or

4           (C) an unfinished frame or receiver transferred to or possessed by a  
5           law enforcement officer for legitimate law enforcement purposes.

6           (b)(1) A person shall not knowingly possess a firearm or frame or receiver  
7           of a firearm that is not imprinted with a serial number by a federal firearms  
8           licensee pursuant to federal law or section 4084 of this title.

9           (2) A person shall not knowingly transfer or offer to transfer a firearm or  
10           frame or receiver of a firearm that is not imprinted with a serial number by a  
11           federal firearms licensee pursuant to federal law or section 4084 of this title.

12           (3) This subsection shall not apply to:

13           (A) a federal firearms licensee acting within the scope of the  
14           licensee's license;

15           (B) possession or transfer of a firearm or frame or receiver of a  
16           firearm for the purpose of having it imprinted with a serial number pursuant to  
17           federal law or section 4084 of this title;

18           (C) an unserialized frame or receiver transferred to or possessed by a  
19           law enforcement officer for legitimate law enforcement purposes;

20           (D) an antique firearm as defined in subsection 4017(d) of this title;

21           (E) a firearm that has been rendered permanently inoperable; or

1           (F) a firearm that was manufactured before 1968.

2           (c)(1) A person who manufactures a firearm or frame or receiver of a  
3 firearm, including by a three-dimensional printer, shall cause the firearm,  
4 frame, or receiver to be imprinted with a serial number by a federal firearms  
5 licensee pursuant to federal law or section 4084 of this title.

6           (2) This subsection shall not apply to:

7           (A) a federally licensed firearms manufacturer acting within the  
8 scope of the manufacturer’s license; or

9           (B) possession or transfer of a firearm or frame or receiver of a  
10 firearm for the purpose of having it imprinted with a serial number pursuant to  
11 federal law or section 4084 of this title.

12           (d)(1) A person who violates subdivision (a)(1) or (b)(1) of this section  
13 shall be:

14           (A) for a first offense, assessed a civil penalty of not more than  
15 \$50.00;

16           (B) for a second offense, imprisoned for not more than two years or  
17 fined not more than \$1,000.00, or both; and

18           (C) for a third or subsequent offense, imprisoned for not more than  
19 three years or fined not more than \$2,000.00, or both.

20           (2) A person who violates subdivision (a)(2), (b)(2), or (c)(1) of this  
21 section shall be:

1           (A) for a first offense, imprisoned for not more than one year or fined  
2           not more than \$500.00, or both;

3           (B) for a second offense, imprisoned for not more than two years or  
4           fined not more than \$1,000.00, or both; and

5           (C) for a third or subsequent offense, imprisoned for not more than  
6           three years or fined not more than \$2,000.00, or both.

7           (3) A person who uses an unserialized firearm while committing a  
8           violent crime or while committing reckless endangerment in violation of  
9           section 1025 of this title shall be imprisoned for not more than five years or  
10           fined not more than \$5,000.00, or both.

11           § 4084. FEDERAL FIREARMS LICENSEES; AUTHORITY TO  
12           SERIALIZE FIREARMS, FRAMES, AND RECEIVERS

13           (a) A federal firearms licensee may imprint a serial number on an  
14           unserialized firearm or frame or receiver of a firearm pursuant to this section.

15           (b)(1) A firearm, frame, or receiver serialized pursuant to this section shall  
16           be imprinted with a serial number that begins with the licensee's abbreviated  
17           federal firearms license number, which is the first three and last five digits of  
18           the license number, and is followed by a hyphen that precedes a unique  
19           identification number. The serial number shall not be duplicated on any other  
20           firearm, frame, or receiver serialized by the licensee and shall be imprinted in a  
21           manner that complies with the requirements under federal law for affixing

1 serial numbers to firearms, including that the serial number be at the minimum  
2 size and depth and not susceptible to being readily obliterated, altered, or  
3 removed.

4 (2) A licensee who serializes a firearm, frame, or receiver pursuant to  
5 this section shall make and retain records of the serialization that comply with  
6 the requirements under federal law for the sale of a firearm. In addition to any  
7 record required by federal law, the record shall include the date, name, age,  
8 and residence of any person to whom the item is transferred and the unique  
9 serial number imprinted on the firearm, frame, or receiver.

10 (3) A licensee shall not be deemed a firearms manufacturer solely for  
11 serializing a firearm, frame, or receiver pursuant to this section.

12 (c) Returning a firearm, frame, or receiver to a person after it has been  
13 serialized pursuant to federal law or this section constitutes a transfer that  
14 requires a background check of the transferee. A federal licensee who  
15 serializes a firearm, frame, or receiver pursuant to this section shall conduct a  
16 background check on the transferee pursuant to subsection 4019(c) of this title,  
17 provided that if the transfer is denied, the licensee shall deliver the firearm,  
18 frame, or receiver to a law enforcement agency for disposition. The agency  
19 shall provide the licensee with a receipt on agency letterhead for the firearm,  
20 frame, or receiver.

21 (d) A licensee who violates subsection (b) or (c) of this section shall:

- 1 (1) for a first offense, be fined not more than \$2,500.00; and
- 2 (2) for a second or subsequent offense, be imprisoned for not more than
- 3 one year or fined not more than \$2,500.00, or both.

4 Sec. 2. 4 V.S.A. § 1102 is amended to read:

5 § 1102. JUDICIAL BUREAU; JURISDICTION

6 \* \* \*

- 7 (33) Violations of 13 V.S.A. § 4083(a)(1) or (b)(1) relating to a first
- 8 offense of possessing a firearm, frame or receiver of a firearm, or unfinished
- 9 frame or receiver of a firearm that is not imprinted with a serial number.

10 \* \* \*

11 Sec. 3. 13 V.S.A. § 4019a is amended to read:

12 § 4019a. FIREARMS TRANSFERS; WAITING PERIOD

13 (a) A person shall not transfer a firearm to another person until 72 hours  
14 after the licensed dealer facilitating the transfer is provided with a unique  
15 identification number for the transfer by the National Instant Criminal  
16 Background Check System (NICS) or seven business days have elapsed since  
17 the dealer contacted NICS to initiate the background check, whichever occurs  
18 first.

19 (b) A person who transfers a firearm to another person in violation of  
20 subsection (a) of this section shall be imprisoned not more than one year or  
21 fined not more than \$500.00, or both.



1 (c) This section shall not apply to a firearm transfer that does not require a  
2 background check under 18 U.S.C. § 922(t) or section 4019 of this title.

3 (d) As used in this section, “firearm” has the same meaning as in  
4 subsection 4017(d) of this title.

5 (e)(1) This section shall not apply to a firearms transfer at a gun show.

6 (2) As used in this subsection, “gun show” means a function sponsored  
7 by:

8 (A) a national, state, or local organization, devoted to the collection,  
9 competitive use, or other sporting use of firearms; or

10 (B) an organization or association that sponsors functions devoted to  
11 the collection, competitive use, or other sporting use of firearms in the  
12 community.

13 (3) This subsection shall be repealed on July 1, 2024.

14 (f) This section shall not apply to the return of a firearm, frame, or receiver  
15 to a person by a licensed dealer after the dealer has serialized it pursuant to  
16 federal law or section 4084 of this title if the dealer returns the firearm, frame,  
17 or receiver to the same person from whom it was received.

1 Sec. 4. 13 V.S.A. § 4027 is added to read:

2 § 4027. POLLING PLACES; FIREARMS PROHIBITED

3 (a)(1) A person shall not knowingly possess a firearm at a polling place or  
4 on the walks leading to a building in which a polling place is located on an  
5 election day.

6 (2) The provisions of subdivision (1) of this subsection shall apply to the  
7 town clerk's office during any period when a board of civil authority has voted  
8 to permit early voting pursuant to 17 V.S.A. § 2546b(a)(1).

9 (b) A person who violates this section shall be imprisoned not more than  
10 one year or fined not more than \$1,000.00, or both.

11 (c) This section shall not apply to:

12 (1) a firearm carried for legitimate law enforcement purposes by a  
13 federal law enforcement officer or a law enforcement officer certified as a law  
14 enforcement officer by the Vermont Criminal Justice Council pursuant to  
15 20 V.S.A. § 2358;

16 (2) a firearm carried by a person while performing the person's official  
17 duties as an employee of the United States; a department or agency of the  
18 United States; a state; or a department, agency, or political subdivision of a  
19 state if the person is authorized to carry a firearm as part of the person's  
20 official duties; or

21 (3) a firearm stored in a motor vehicle.

1        (d) Notice of the provisions of this section shall be posted conspicuously at  
2        each public entrance to each polling place.

3        (e) As used in this section:

4            (1) “Firearm” has the same meaning as in section 4017 of this title.

5            (2) “Polling place” means a place that a municipality has designated to  
6        the Secretary of State as a polling place pursuant to 17 V.S.A. § 2502(f).

7        Sec. 5. 17 V.S.A. § 2510 is added to read:

8        § 2510. POLLING PLACES; FIREARMS PROHIBITED

9            (a)(1) A person shall not knowingly possess a firearm at a polling place or  
10        on the walks leading to a building in which a polling place is located on an  
11        election day.

12            (2) The provisions of subdivision (1) of this subsection shall apply to the  
13        town clerk’s office during any period when a board of civil authority has voted  
14        to permit early voting pursuant to subdivision 2546b(a)(1) of this title.

15        (b) This section shall not apply to:

16            (1) a firearm carried for legitimate law enforcement purposes by a  
17        federal law enforcement officer or a law enforcement officer certified as a law  
18        enforcement officer by the Vermont Criminal Justice Council pursuant to  
19        20 V.S.A. § 2358;

20            (2) a firearm carried by a person while performing the person’s official  
21        duties as an employee of the United States; a department or agency of the

1 United States; a state; or a department, agency, or political subdivision of a  
2 state if the person is authorized to carry a firearm as part of the person’s  
3 official duties; or

4 (3) a firearm stored in a motor vehicle.

5 (c) Notice of the provisions of this section shall be posted conspicuously at  
6 each public entrance to each polling place.

7 (d) As used in this section:

8 (1) “Firearm” has the same meaning as in section 13 V.S.A. § 4017.

9 (2) “Polling place” means a place that a municipality has designated to  
10 the Secretary of State as a polling place pursuant to subsection 2502(f) of this  
11 title.

12 **Sec. 6. REPORT; VERMONT CRIME RESEARCH GROUP**

13 On or before January 1, 2026, the Vermont Statistical Analysis Center  
14 (SAC) shall report data on prosecutions under Sec. 1 of this act to the House  
15 and Senate Committees on Judiciary. The report shall include:

16 (1) the number of civil violations filed and adjudications obtained for  
17 violations of 13 V.S.A. § 4083(a)(1) or (b)(1) relating to possessing a firearm,  
18 frame or receiver of a firearm, or unfinished frame or receiver of a firearm that  
19 is not imprinted with a serial number;

20 (2) the number of criminal charges filed and convictions obtained for  
21 violations of 13 V.S.A. § 4083(a)(2), (b)(2), or (c)(1) relating to transferring,

1 offering to transfer, or manufacturing a firearm, frame or receiver of a firearm,  
2 or unfinished frame or receiver of a firearm that is not imprinted with a serial  
3 number;

4 (3) the number of criminal charges filed and convictions obtained for  
5 violations of 13 V.S.A. § 4083(d)(3) relating to carrying an unserialized  
6 firearm while committing a violent crime or while committing reckless  
7 endangerment; and

8 (4) the number of criminal charges filed and convictions obtained for  
9 violations of 13 V.S.A. § 4084(b) or (c) relating to improper serialization or  
10 handling of a firearm or frame or receiver of a firearm by a federal firearms  
11 licensee.

12 Sec. 7. REPORT ON FIREARM IN MUNICIPAL BUILDINGS; VERMONT  
13 LEAGUE OF CITIES AND TOWNS

14 (a) On or before January 15, 2025, the Office of the Secretary of State, in  
15 consultation with the Vermont League of Cities and Towns, the Vermont  
16 Municipal Clerks and Treasurers Association, the Commissioner of Buildings  
17 and General Services, and the Sergeant at Arms, shall report to the House and  
18 Senate Committees on Judiciary, the House Committee on Government  
19 Operations and Military Affairs, and the Senate Committee on Government  
20 Operations on options for prohibiting firearms in municipal and State  
21 government buildings, including the Vermont State House.

1        (b) The report required by this section shall include recommendations on  
2        the following topics:

3                (1) whether the preferable approach is:

4                        (A) for the General Assembly to pass a statute prohibiting firearms in  
5        municipal buildings statewide; or

6                        (B) for municipalities to be provided with the authority to decide  
7        whether to pass an ordinance prohibiting firearms in municipal buildings;

8                (2) whether a statewide prohibition should include a definition of the  
9        term “municipal building,” and if so, what that definition should be; and

10                (3) which municipal buildings should be covered and which should not  
11        be covered by a prohibition on possessing firearms in municipal buildings.

12                (c) As used in this section, “firearm” has the same meaning as in 13 V.S.A.  
13        § 4017(d).

14        Sec. 8. EFFECTIVE DATES

15                (a) Secs. 1 and 2 of this act shall take effect on February 28, 2025.

16                (b) Secs. 3, 4, 5, 6, 7, and this section shall take effect on passage.

17

18

19

20

21

1

2

3 (Committee vote: \_\_\_\_\_)

4

\_\_\_\_\_

5

Senator \_\_\_\_\_

6

FOR THE COMMITTEE