\*\*\*\* Bill No. \*\*\*\*

### Introduced By \*\*\*\*\*\*\*\*\*

By Request of the Environmental Quality Council

A Bill for an Act entitled: "An Act revising bird hunting dog laws; establishing requirements for bird hunting dog training and field trials; requiring a permit for field trials on public land; defining terms; providing rulemaking authority; amending section 87-6-404, MCA; repealing sections 87-4-915 and 87-6-220, MCA; and providing an immediate effective date."

Be it enacted by the Legislature of the State of Montana:

NEW SECTION. Section 1. Definitions. As used in this part, the following definitions apply:

- (1) "Bird hunting dog" means a dog trained or being trained to point, flush, or retrieve game birds.
- (2) "Field trial" means an organized event affiliated with a national organization to examine, evaluate, or test the ability of bird hunting dogs to point, flush, or retrieve game birds.
- (3) "Game bird" means a bird defined as an upland game bird or migratory game bird in 87-2-101."

NEW SECTION. Section 2. Training bird hunting dogs. (1)
Training of bird hunting dogs is allowed.

(2) A person training bird hunting dogs with a method that kills game birds shall tag or mark the game bird prior to release.

(3) A person who takes an untagged or unmarked game bird while training a bird hunting dog outside of the established season for that species or who is not licensed to take that species shall immediately report the taking to a representative of the department.

NEW SECTION. Section 3. Field trials -- requirements -- reporting taking of untagged game birds. (1) A person or organization shall apply for a permit from the department using a form provided by the department prior to conducting a field trial on public land.

- (2) A signed application must be submitted to the department at least 20 days prior to the date of the field trial.
- (3) The application must state the name and address of the national affiliate, the location of the field trial, the date or dates of the field trial, whether live game birds are to be used, and any other information required by the department to determine the advisability of granting permission for the field trial.
- (4) The department may deny an application that it determines is not in the best interests of the protection, preservation, propagation, and conservation of game birds.
- (5) The department may condition a permit for a field trial as necessary for the protection, preservation, propagation, and conservation of game birds.
- (6) Within 10 days of receiving the application, the department shall notify the applicant if the permit is granted, granted with conditions, or denied.
  - (7) Game birds used in a field trial must be tagged or

marked before being planted or released.

(8) A person who takes an untagged game bird during a field trial outside of the established season for that species or who is not licensed to take that species shall immediately report the taking to a representative of the department.

NEW SECTION. Section 4. Rulemaking authority. The department may adopt rules to implement the provisions of [sections 1 through 3].

Section 5. Section 87-6-404, MCA, is amended to read:

"87-6-404. Unlawful use of dog while hunting. (1) Except as provided in subsections (3) through  $\frac{(6)}{(5)}$ , a person may not:

- (a) chase any game animal or fur-bearing animal with a dog; or
- (b) purposely, knowingly, or negligently permit a dog to chase, stalk, pursue, attack, or kill a hooved game animal. If the dog is not under the control of an adult at the time of the violation, the owner of the dog is personally responsible. A defense that the dog was allowed to run at large by another person is not allowable unless it is shown that at the time of the violation, the dog was running at large without the consent of the owner and that the owner took reasonable precautions to prevent the dog from running at large.
- (2) Except as provided in subsection (3)(d), a peace officer, game warden, or other person authorized to enforce the Montana fish and game laws who witnesses a dog chasing, stalking, pursuing, attacking, or killing a hooved game animal may destroy

that dog on public land or on private land at the request of the landowner without criminal or civil liability.

- (3) A person may:
- (a) take game birds during the appropriate open season with the aid of a dog;
- (b) hunt mountain lions during the winter open season, as established by the commission, with the aid of a dog or dogs;
- (c) hunt bobcats during the trapping season, as established by the commission, with the aid of a dog or dogs; and
- (d) train bird hunting dogs pursuant to the requirements of [section 2];
- (e) conduct field trials for bird hunting dogs pursuant to the requirements of [section 3] or on private land; and
- $\frac{(d)}{(f)}$  use trained or controlled dogs to chase or herd away game animals or fur-bearing animals to protect humans, lawns, gardens, livestock, or agricultural products, including growing crops and stored hay and grain. The dog may not be destroyed pursuant to subsection (2).
- (4) A resident who possesses a Class D-3 resident hound training license may pursue mountain lions and bobcats with a dog or dogs during a training season from December 2 of each year to April 14 of the following year.
- (5) (a) A person with a valid hunting license issued pursuant to Title 87, chapter 2, may use a dog to track a wounded game animal during an appropriate open season. Any person using a dog in this manner:
- (i) shall maintain physical control of the dog at all times by means of a maximum 50-foot lead attached to the dog's collar

or harness;

- (ii) during the general season, whether handling or accompanying the dog, shall wear hunter orange material pursuant to 87-6-414;
  - (iii) may carry any weapon allowed by law;
- (iv) may dispose of the wounded game animal using any weapon allowed by the valid hunting license; and
- (v) shall tag an animal that has been reduced to possession in accordance with 87-6-411.
- (b) Dog handlers tracking a wounded game animal with a dog are exempt from licensing requirements under Title 87, chapter 2, as long as they are accompanied by the licensed hunter who wounded the game animal.
- (6) Any person or association organized for the protection of game may run field trials at any time upon obtaining written permission from the director.
- (7)(6) A person who is convicted of or who forfeits bond or bail after being charged with a violation of this section shall be fined not less than \$50 or more than \$1,000 or be imprisoned in the county detention center for not more than 6 months, or both. In addition, the person, upon conviction or forfeiture of bond or bail, may be subject to forfeiture of any current hunting, fishing, or trapping license issued by this state and the privilege to hunt, fish, and trap in this state or to use state lands, as defined in 77-1-101, for recreational purposes for a period of time set by the court.
- $\frac{(8)}{(7)}$  A violation of this section may also result in an order to pay restitution pursuant to 87-6-905 through 87-6-907."

{Internal References to 87-6-404: 87-2-521x}

NEW SECTION. Section 6. {standard} Repealer. The following sections of the Montana Code Annotated are repealed:

87-4-915. Field trials -- permits.

87-6-220. Field trial offenses.

{Internal References to 87-4-915: 87-6-220r Internal References to 87-6-220: None.}

### NEW SECTION. Section 7. {standard} Codification

instruction. [Sections 1 through 4] are intended to be codified
as an integral part of Title 87, chapter 3, part 4, and the
provisions of Title 87, chapter 3, part 4, apply to [sections 1
through 4].

NEW SECTION. Section 8. {standard} Effective date. [This act] is effective on passage and approval.

- END -

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Environmental Quality Council Joe Kolman

# FINAL REPORT TO THE 66TH MONTANA LEGISLATURE

# CAN'T LET SLEEPING DOGS LIE: A STUDY OF BIRD DOG REGULATIONS

# ENVIRONMENTAL QUALITY COUNCIL

Before the close of each legislative session, the House and Senate leadership appoint lawmakers to interim committees. The members of the EQC, like most other interim committees, serve one 20-month term. Members who are reelected to the Legislature, subject to overall term limits and if appointed, may serve again on an interim committee. This information is included in order to comply with 2-15-155, MCA.

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Environmental Quality Council Legislative Environmental Policy Office



# **Executive Summary**

This report is a summary of the work of the Environmental Quality Council (EQC) specific to the council's 2017-2018 work pertaining to regulations related to the training of bird dogs. Members received additional information and public testimony on the subject, and this report is an effort to highlight key information and the processes followed by the EQC in reaching its conclusions. To review additional information, including audio minutes, and exhibits, visit the EQC website: <a href="https://www.leg.mt.gov/eqc">www.leg.mt.gov/eqc</a>.

After twice objecting to attempts by the Department of Fish, Wildlife, and Parks to implement a decades-old statute for regulating the training of bird dogs, the EQC delved into the matter. The council examined the history of the current law and how training and field trials are regulated in other jurisdictions.

### **Draft Findings**

- 1. The current law regulating bird dog field trials and training is out of date and difficult to enforce.
- 2. Agency attempts to implement the statute through administrative rule were objectionable to members of the public as well as the EQC.
- 3. Other EQC findings as approved.

### Draft Recommendations (Reflect LCDog4 bill draft)

- 1. The current law regulating bird dog field trials should be repealed.
- 2. Training of bird dogs is allowed without a permit from the department provided that if game birds will be killed in training, the game birds are tagged or marked prior to release.
- 3. A person who kills an untagged or unmarked game bird during training outside of the established season for that species or who is not licensed to take that species shall immediately report the taking to a representative of the department.
- 4. Field trial permits are required only for field trials on public land. Field trials are contests affiliated with a national organization.
- 5. The department may deny an application that is not in the best interests of the protection, preservation, propagation, and conservation of game birds.
- 6. The department may condition a permit for a field trial as necessary for the protection, preservation, propagation, and conservation of game birds.
- 7. A person who kills an untagged or unmarked game bird during a field trial outside of the established season for that species or who is not licensed to take that species shall immediately report the taking to a representative of the department.
- 8. Other EQC recommendations as approved.

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# INTRODUCTION

The EQC did not begin the interim intending to study laws and regulations pertaining to the training of bird dogs. At its first meeting of the interim in June 2017, the EQC reviewed a rule proposed by the Department of Fish, Wildlife, and Parks.

The agency stated that in recent years complaints alleged massive dog training events, mostly in eastern Montana, consisting of as many of 60 dogs, that harmed local bird populations and decreased hunting opportunities. Bird hunters also told the Fish and Wildlife Commission about a large decrease in birds during hunting season.<sup>1</sup>

The current statute first appeared as a rule in 1972 that was later put into law as part of a legislative package to regulate farms for game animals, game birds, and fur animals.<sup>2</sup>

The part of law pertaining to bird dog training states, "Dogs may be trained in open fields at any time without

permission of the director only if live game birds are not killed or captured during training and the training is more than 1 mile from any bird nesting or management area or game preserve."<sup>3</sup>

The department proposed a rule that said: "A person wishing to train dogs in open fields must apply for a permit by filing an application on a form provided by the department at the regional office in the region where the person will conduct such activity."



<sup>&</sup>lt;sup>1</sup> Montana Administrative Register Notice <u>12-473</u>, May 2017.

<sup>&</sup>lt;sup>2</sup> Overview and history of section 87-4-915(5)(a), MCA, referred to as the "bird dog statute," Erin Bills, EQC legal staff, 2017.

<sup>&</sup>lt;sup>3</sup> 87-4-915, MCA.

<sup>&</sup>lt;sup>4</sup> Montana Administrative Register Notice <u>12-473</u>, May 2017.

By defining terms, the rule required training to be more than a mile away from a bird nesting area where "the targeted game bird(s) could make a reasonable attempt to successfully produce a nest."<sup>5</sup>

The DFWP did not plan to conduct a public hearing, but the proposal received public attention and was on the June 2017 agenda for the EQC. The <u>council objected</u> to the rule, effectively delaying its implementation. The agency revised its proposal and in early September published notice of meetings around the state in October.

The revised proposal allowed dog training within one mile of a bird nesting or management area or game preserve if live game birds are not killed or captured during training and if the person, party, group, or business is training fewer than four dogs a day. If more than four dogs a day are trained, the rule said training could only occur between September 1 and March 31.6

In a letter to the council, DFWP Director Martha Williams said, "The language in the proposed rule provides for permission for these activities on a smaller scale during the nesting season and grants permission for larger scale activities outside of the nesting season. Granting this permission will provide clarity and limit administrative process for permission for the public as well as for enforcement purposes."

However, in September the EQC <u>continued its objection</u> but asked the DFWP to proceed with the scheduled hearings. The council also raised the possibility of tackling the issue through legislation rather than agency rulemaking. The agency received a <u>slew of comments</u> and in November decided to stop pursuing the rule and instead work with the EQC on a legislative proposal.<sup>8</sup>

<sup>&</sup>lt;sup>5</sup> Ibid.

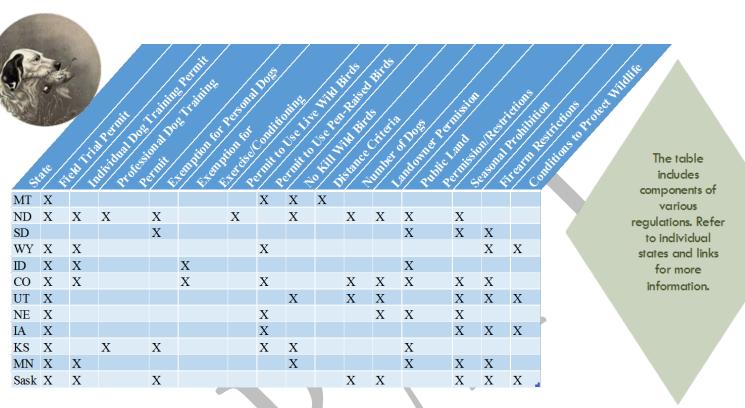
<sup>&</sup>lt;sup>6</sup> Montana Administrative Register Notice <u>12-473</u>, September 2017.

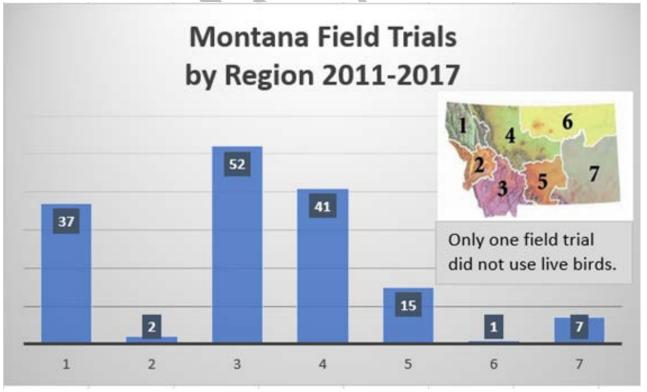
<sup>&</sup>lt;sup>7</sup> <u>Letter</u> to EQC, Martha Williams, Sept. 6, 2017.

<sup>&</sup>lt;sup>8</sup> Montana Administrative Register Notice <u>12-473</u>, November 2017.

# BIRD DOG REGULATIONS

The EQC examined bird dog regulations in Montana, 10 other states, and Saskatchewan.





# MONTANA

- Permits required for field trials (examinations to determine the ability of dogs to point, flush, or retrieve game birds).
  - o Location and date of field trial required.
  - o Wild game flushed prior to field trial.
  - o Live birds must be tagged and planted or released in presence of FWP representative.
- Dog training means "the handling, exercising, teaching, instructing, and disciplining of dogs in the skills and techniques of hunting and retrieving game birds characterized by absence of judging, awards, or any fees related to the shooting of captive-reared birds."
- Dog training allowed in open fields without agency permission if:
  - Live game birds not killed or captured;
  - o Training more than 1 mile from:
    - Any bird nesting area;
    - Management area;
    - Game preserve.
- Permit required for training that kills game farm birds.

# **NORTH DAKOTA**

- Permit and fee required for:
  - o Training by professional trainer, which is a person who trains any breed of gun dog for remuneration which is the basis for the person's livelihood;
    - Professional training prohibited April 1 July 14.
    - Professional training prohibited year round on wildlife management areas.
  - o Training by nonresident amateur trainer with more than four gun dogs;
  - o Field trials that use live wild birds;
  - Training on wildlife management area by nonprofessional except April 1 Aug. 15;
  - o Exempt training area up to 40 acres for professional training of any dog at any time.
- No permit required for field trials or training of personal dog if:
  - o Landowner permission acquired;
  - Trainer is present;
  - o No native game birds captured or killed;
  - o No training in designated game management or waterfowl production areas.

# SOUTH DAKOTA

- Training on wild game birds prohibited April 15 July 31.
- Commission <u>rules</u> include:
  - O Any event, activity related to sport dog training, or field trials allowed at any time for certain birds obtained from a holder of a state captive bird license on private land.
    - On public land, allowed with prior approval of land manager.

- Dog training prohibited from Aug. 1 to third Saturday in September for the purpose of locating, pursuing, pointing, or retrieving wild game birds on public land or road right of way. Firearms prohibited.
  - Exemption for up to four dogs per day owned by the person and not for sale.
  - With approval of public land manager, exemption for using a horse for dog training on public lands until 12:00 noon central time on Fridays, Saturdays, and Sundays from the first Friday of August to the first Sunday of September.

# WYOMING

- Dog training using pen-raised birds is allowed year-round provided:
  - O The person possessing the pen-raised birds has a valid permit from the Game and Fish

Department;

- The pen-raised game bird is toe clipped or banded;
- The person provides a legal description of site or sites for training;
- Pen-raised game birds may not be released in areas inhabited by wild game birds of the same species unless the season for the taking of the game bird is open;
- Department personnel may witness taking of penraised game birds;



- Pen-raised game birds may only be taken with approved firearms or archery equipment;
- Only nontoxic shot may be used on captive-reared mallards used for dog training.
- Dog field trials include organized competition and training of dogs preparing for a trial.
  - o Participants may take game birds with a permit provided that:
    - The department is notified of date and location of the field trial;
    - Department personnel may witness taking of game birds.

# DAHO

- Permit required:
  - o To <u>train bird dogs</u> on public or private land (except licensed shooting preserves) when releasing artificially propagated upland game birds or waterfowl;
    - Permit valid for 2 years.
  - O To conduct organized competitive <u>dog trials</u> on private or public lands (excluding licensed shooting preserves) when artificially propagated game birds are used;
  - o For all trials on Wildlife Management Area lands.

• No permit required to exercise or train dogs in areas open to public use when no attempt to take wild birds is made or when feral pigeons are used.

# **COLORADO**

- On property owned by Parks and Wildlife Division:
  - o Permit required for field trial or group training.
    - Field training is a hunting dog trial under rules of a club, including sanctioned practice or organized test.
    - Group training involves 10 or more people and associated dogs.
      - Exercising or conditioning dogs is not training.
  - Annual permit required for training where release and shooting of privately owned game birds on Parks and Wildlife property where release authorized.
    - Valid April 1 through March 31.
    - Maximum of two dogs trained by an individual at a time.
  - o No permit required for nine or fewer people not releasing privately owned birds.
- Private or other public land:
  - No license required for field trials.
    - 30-day notice required.
    - Permission of landowner required.
- Individuals may train dogs on wild game birds Aug. 1 through April 15.
  - Only blank shells allowed outside hunting season.

# <u>Utah</u>

- Registration required for field trials using pen-reared game birds unless on a commercial hunting area.
  - o Landowner permission required.
  - Registration may be denied if the trial or release of pen-reared game birds interferes with wildlife, wildlife habitat, or wildlife nesting periods.
- Dogs may be used for upland game birds, turkeys, and waterfowl during hunting seasons.
  - O Dogs generally allowed on wildlife and waterfowl management areas, except <u>certain areas</u> prohibited from March 10 to Aug. 31.
- Requirements to use pen-reared game birds for dog training include:
  - o Birds are marked;
  - o No person may release more than 10 pen-reared birds per day or three pen-reared game birds per day per dog, whichever is greater.
  - No more than three firearms may be used at a time, except for four firearms when training retrievers using the American Kennel Club quad flyer test.
  - O Training may not consist of more than four dogs at any time unless:
    - The dogs exceeding four dogs are 8 months or younger;
    - No live ammunition is possessed by the trainer.
  - Exceptions for number of dogs, birds, and firearms allowed on official dog training areas as designated by state.

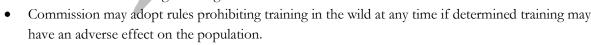
- Requirements to use wild game birds for dog training include:
  - Wild game birds may not be harassed, caught, injured, or killed except during legal hunting
  - Except during hunting season, may not possess a firearm except for a pistol firing blanks; Landowner permission required for training on properly posted private property.

# **NEBRASKA**

- For state Wildlife Management Areas:
  - Professional dog trainers prohibited year-round.
  - Dog training, exercise, and hunting prohibited May 1 through July 31 unless posted otherwise.
- On private land, dog training allowed by landowner and those with landowner permission.
  - Dog training means a noncompetitive process to enhance hunting skills.
  - Sale or release of birds requires permit.
- Authorization required for dog trials where dogs compete and are judged.

### OWA

- Permit required for sanctioned meets and trials to demonstrate skill of dogs.
  - Representative of agency must attend trial.
  - Birds must be tagged.
- Dogs prohibited on stateowned game management areas between March 15 and July 15 unless training is allowed on designated areas.
- Bird dog training on any game birds allowed at any time with valid hunting license and habitat fee.
  - o Firearm use restricted during closed season.
  - Tagged, pen-raised birds may be used and
  - shot for training bird dogs.



# **KANSAS**

- On land and water owned by Kansas Wildlife, Parks, & Tourism and designated for public hunting, noncommercial training of bird dogs and retrieving dogs authorized <u>year-round</u>.
  - <u>Permit required</u> to release game birds, pen-raised bird, or wild trapped birds.



- Pen-raised, banded game birds may not be shot during <u>training</u> except during hunting season for that species.
- Permit required for commercial dog training.
  - o Allowed year-round.
  - o Pen-raised, banded birds may be released and shot.
  - Wild birds, except waterfowl, may be pursued during training but only killed during hunting season for that species.
  - o Dog training restricted to area listed on permit.
- Permit required for <u>field trial</u>.
  - o Banded, pen-raised game birds may be released and shot.
  - o Wild birds, except waterfowl, may be pursued during training but only killed during hunting season for that species.

# **MINNESOTA**

- Hunting dog training prohibited on Department of Natural Resources land from April 16 to July 14
  except by permit or rule.
  - o Allowed April 16 to July 14 on DNR land.
    - No live ammunition.
    - No taking of birds.
    - Does not include wildlife management areas due to ground nesting birds.
- <u>Permit</u> required for:
  - Organizations holding field dog trials that use live ammunition or take domesticated birds;
  - Individuals training hunting dogs using live ammunition or taking domesticated birds.
- No taking of wild birds.

# SASKATCHEWAN

- Dog training license required, except for a resident of Saskatchewan who trains four or fewer bird dogs for personal use.
- Dog training license application includes legal description of area for training and permission of owners.
  - o May require information regarding bird populations and dog training.
- Dog trainer (any person who trains dogs) may not:
  - o Use a firearm with live ammunition except during game bird season;
  - o Train bird dogs in an area likely to be frequented by game birds between April 1 and July 15.
- Field trials require a permit subject to conditions.

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