



House of Representatives

General Assembly

File No. 243

January Session, 2025

Substitute House Bill No. 7033

House of Representatives, March 25, 2025

The Committee on Housing reported through REP. FELIPE of the 130th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT PROHIBITING A MUNICIPALITY FROM IMPOSING ANY PENALTY ON HOMELESS PERSONS FOR PERFORMING ACTIVITIES OF DAILY LIVING ON PUBLIC LAND.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. (NEW) (*Effective July 1, 2025*) (a) As used in this section:
- 2 (1) "Homeless person" has the same meaning as provided in 42 USC
- 3 11302, as amended from time to time;
- 4 (2) "Motor vehicle" has the same meaning as provided in section 14-1
- 5 of the general statutes;
- 6 (3) "Public land" means any property that is owned or leased, in
- 7 whole or in part, by any state or local government entity or any property
- 8 upon which there is an easement for public use and that is held open to
- 9 the public, or any federal land where local law enforcement has
- 10 jurisdiction to enforce local laws, including, but not limited to, plazas,
- 11 courtyards, parking lots, sidewalks, the outside area of public
- 12 transportation facilities and services, public buildings, shopping

13 centers, underpasses and lands adjacent to roadways and parks. "Public
14 land" does not include any school grounds;

15 (4) "Recreational vehicle" has the same meaning as provided in
16 section 14-1 of the general statutes;

17 (5) "Activities of daily living" includes, but is not limited to, sleeping
18 or resting, eating or preparing food, seeking shelter from extreme
19 weather, accessing medical care and using hygiene facilities; and

20 (6) "Adequate alternative indoor space" means a space that is legally
21 and physically accessible to an individual and that does not require such
22 individual to sacrifice any other personal right afforded to such
23 individual under federal, state or local law.

24 (b) No municipality may enact any ordinance and no person may
25 take any action that infringes upon the right of homeless persons to use
26 public spaces without discrimination based on housing status in
27 accordance with this section, including the right to: (1) Conduct
28 activities of daily living on public land, provided such activities do not
29 obstruct the normal movement of pedestrian or vehicular traffic in such
30 a manner that creates a hazard to others, or on private property with the
31 permission of the property owner, unless sufficient adequate alternative
32 indoor space is available to the homeless persons in a given jurisdiction
33 and has been offered to the individual, including transportation for the
34 individual and such individual's belongings; (2) use and move freely in
35 places of public accommodation without discrimination based on actual
36 or perceived housing status; (3) be free from civil or criminal sanctions
37 for soliciting, sharing, accepting or offering food, water, money or other
38 donations in public places; (4) privacy of one's personal property stored
39 in public places to the same degree of privacy as property in a private
40 dwelling, which shall not be subject to unreasonable search and seizure;
41 (5) pray, meditate, worship or practice religion in public spaces; and (6)
42 occupy a motor vehicle or a recreational vehicle, provided such vehicle
43 is parked (A) on public property and is not parked in a position that
44 obstructs the normal movement of traffic or creates a hazard to other
45 traffic upon the highway, or (B) on private property with the permission

46 of the private property owner.

47 (c) Any person or municipality that violates any provision of this
48 section shall be assessed a civil penalty of not less than fifty dollars and
49 not to exceed one hundred dollars, to be fixed by the court, for each
50 offense. The Attorney General, upon the request of any aggrieved
51 person, shall institute a civil action in the Superior Court to recover such
52 penalty.

This act shall take effect as follows and shall amend the following sections:		
Section 1	July 1, 2025	New section

Statement of Legislative Commissioners:

In Subsec. (b), "individual" was changed to "person" for consistency and in Subsec. (b)(5), the phrase concerning discrimination was deleted as duplicative.

HSG *Joint Favorable Subst.*

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 26 \$	FY 27 \$
Resources of the General Fund	GF - Potential Revenue Gain	See Below	See Below

Note: GF=General Fund

Municipal Impact:

Municipalities	Effect	FY 26 \$	FY 27 \$
Various Municipalities	Potential Cost	See Below	See Below

Explanation

The bill imposes a civil penalty of \$50 to \$100 on any person or municipality that infringes on the rights of homeless people to use public spaces. This may result in a potential cost to municipalities beginning in FY 26 to the extent they receive a civil penalty.

The bill also allows the Attorney General to bring a civil action against someone who violates the provisions of the bill resulting in a potential revenue gain to the state to the extent violations occur.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to inflation and the number of penalties.

OLR Bill Analysis**sHB 7033*****AN ACT PROHIBITING A MUNICIPALITY FROM IMPOSING ANY PENALTY ON HOMELESS PERSONS FOR PERFORMING ACTIVITIES OF DAILY LIVING ON PUBLIC LAND.*****SUMMARY**

The bill prohibits municipalities from enacting ordinances that infringe on the right of homeless people to use public spaces without discrimination based on their housing status. It also prohibits any person from taking any action that has the same effect. The bill specifies the protected activities and locations. For example, the bill broadly protects a homeless person's right to conduct activities of daily living (e.g., preparing food and seeking shelter from extreme weather) on public land (see below), if it does not create a hazard to pedestrians or traffic.

The bill also (1) imposes a civil penalty, fixed by the court, of \$50-100 per offense on any person or municipality that violates the bill's prohibitions and (2) requires the attorney general, upon an aggrieved person's request, to bring a civil action in Superior Court to recover the penalty.

The bill uses the same broad definition of "homeless person" that applies in federal laws on the Interagency Council on Homelessness and certain homelessness response programs. The term refers to, among others, people (1) who lack a fixed, regular, and adequate nighttime residence; (2) with a primary nighttime residence not designed for use as a regular sleeping place (e.g., car, park, and transit station); (3) who reside in a shelter or similar temporary living arrangement; or (4) imminently at risk of losing their housing. It also broadly includes children and domestic violence victims lacking stable housing.

EFFECTIVE DATE: July 1, 2025

PUBLIC LAND DEFINED

Under the bill, “public land” is (1) land a state or local government owns or leases in whole or in part and that is held open to the public; (2) land upon which there is an easement for public use and that is held open to the public; and (3) federal land where local law enforcement has jurisdiction to enforce local laws. The bill specifies that public land includes plazas, courtyards, parking lots, sidewalks, the outside area of public transportation facilities and services, public buildings, shopping centers, underpasses, and lands adjacent to roadways and parks. The bill specifically excludes “school grounds” but does not define the term.

(While the bill defines the term “public land,” it does not define the terms “public spaces,” “public places,” or “public property.”)

RIGHTS PROTECTED UNDER THE BILL

The specific rights the bill protects are listed below, including any parameters for exercising the right.

Activities of Daily Living

The bill specifies that the right to use public spaces (presumably, “public land”) free from discrimination based on housing status includes the right to conduct do any activities of daily living (see below) on:

1. public land, as long as they do not obstruct in a hazardous way normal pedestrian movement or traffic flow; or
2. private property with the permission of the property owner.

Under the bill, “activities of daily living” include, but are specifically not limited to, sleeping or resting, eating or preparing food, seeking shelter from extreme weather, accessing medical care, and using hygiene facilities.

The two above-listed rights to engage in daily living activities only exist if the person has not been offered adequate alternative indoor

space in the municipality, including transportation of the person and his or her belongings to the space. (It is unclear who would be required to make this offer.) Under the bill, “adequate alternative indoor space” is a space that is legally and physically accessible to an individual and does not require him or her to sacrifice any other personal right afforded under federal, state, or local law. (The bill does not specify who would determine whether a “sacrifice” is required.)

Other Specifically Protected Activities

Additionally, under the bill, a homeless person has a right to the use of public space without being discriminated against based on their housing status. Specifically, the bill gives homeless people the right to:

1. use and move freely in places of public accommodation (the bill also prohibits these actions if based on perceived housing status);
2. be free from civil or criminal sanctions for soliciting, sharing, accepting, or offering food, water, money, or other donations in public places;
3. (a) privacy of their personal property stored in public places, to the same degree as property in a private dwelling, and (b) to be free of the unreasonable search and seizure of their property;
4. pray, meditate, worship, or practice religion in public spaces; and
5. occupy a motor vehicle or a recreational vehicle (including a camper or motor home) parked (a) on public property but not in a position that obstructs the normal movement of traffic or creates a traffic hazard, or (b) on private property with the permission of the private property owner.

COMMITTEE ACTION

Housing Committee

Joint Favorable Substitute

Yea 14 Nay 4 (03/06/2025)