



## Final Regulation Agency Background Document

<b>Agency name</b>	Alcoholic Beverage Control Board
<b>Virginia Administrative Code (VAC) citation</b>	3 VAC 5-40 and 3 VAC 5-70
<b>Regulation title</b>	Requirements for Product Approval and Other Provisions
<b>Action title</b>	Direct Shipment Rules
<b>Document preparation date</b>	12/02/2004

This information is required for executive branch review and the Virginia Registrar of Regulations, pursuant to the Virginia Administrative Process Act (APA), Executive Orders 21 (2002) and 58 (1999), and the *Virginia Register Form, Style, and Procedure Manual*.

### Brief summary

*Please provide a brief summary (no more than 2 short paragraphs) of the proposed new regulation, proposed amendments to the existing regulation, or the regulation proposed to be repealed. Alert the reader to all substantive matters or changes. If applicable, generally describe the existing regulation.*

The 2003 General Assembly enacted House Bill 1652 and Senate Bill 1117, two identical pieces of legislation allowing direct shipments of beer and wine to consumers by holders of wine or beer shippers' licenses. The second enactment clause of each bill states, "That the Alcoholic Beverage Control Board shall promulgate regulations to implement the provisions of this act to be effective within 90 days of its enactment. The bills were signed by the Governor on April 9, 2003. The regulation is not otherwise exempt from the provisions of the Administrative Process Act. Emergency regulations were promulgated effective July 10, 2003. This action proposes the permanent regulations to replace the emergency regulations. The proposed text is the same as the emergency regulations. The proposed regulation provides for the application process, record-keeping and reporting process for wine or beer shippers' licensees and common carriers approved to deliver shipments from such licensees. An associated secondary action revises current label approval rules to exempt products sold only by direct shipment from most such requirements.

### Statement of final agency action

*Please provide a statement of the final action taken by the agency including (1) the date the action was taken, (2) the name of the agency taking the action, and (3) the title of the regulation.*

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On October 23, 2004, the Alcoholic Beverage Control Board adopted a final regulation amending chapter 3 VAC 5-40, entitled "Requirements for Product Approval," and 3 VAC 5-70, entitled "Other Provisions."

### Legal basis

*Please identify the state and/or federal legal authority to promulgate this proposed regulation, including (1) the most relevant law and/or regulation, including Code of Virginia citation and General Assembly chapter numbers, if applicable, and (2) promulgating entity, i.e., agency, board, or person. Describe the legal authority and the extent to which the authority is mandatory or discretionary.*

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Section 4.1-103 of the Code of Virginia grants the Alcoholic Beverage Control Board general authority to promulgate regulations, to grant, suspend, and revoke licenses, and to do all acts necessary or advisable to carry out the purposes of Title 4.1. Section 4.1-111 authorizes the Board to promulgate reasonable regulations, not inconsistent with law, which it deems necessary to carry out the provisions of Title 4.1. Sections 4.1-112.1 and 4.1-204, as effective July 1, 2003, authorize the Board promulgate such regulations as it may deem reasonably necessary governing the regulation of holders of wine shippers' licenses and beer shippers' licenses and the common carriers approved to deliver shipments of wine and beer from such licensees. The purpose of this regulation is to specify the process for applying for such licenses or carrier approval and establish record-keeping and reporting requirements for licensees and approved carriers. The Office of the Attorney General has certified that the agency has the statutory authority to promulgate the regulation and that it comports with applicable state and/or federal law. The regulation is not otherwise exempt under the provisions of subdivision A.4 of Section 2.2-4006 of the APA.

### Purpose

*Please explain the need for the new or amended regulation. Describe the rationale or justification of the proposed regulatory action. Detail the specific reasons it is essential to protect the health, safety or welfare of citizens. Discuss the goals of the proposal and the problems the proposal is intended to solve.*

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The board has determined that the proposed regulatory action is essential to protect the health, safety, or welfare of Virginians because an effective regulatory scheme is necessary to ensure that alcoholic beverages shipped to Virginia consumers are only delivered to those legally entitled to receive and consume them, and that all appropriate Virginia taxes are collected on such shipments.

### Substance

*Please identify and explain the new substantive provisions, the substantive changes to existing sections, or both where appropriate. A more detailed discussion is required under the "All changes made in this regulatory action" section.*

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The regulation will provide the process for those qualified for wine or beer shippers' licenses to apply for such licenses, and regulate the process of adding and deleting brands approved for shipment. There are record-keeping and reporting requirements, as well as an approval process and delivery rules for common carriers who would carry wine or beer shipments to Virginia consumers.

**Issues**

*Please identify the issues associated with the proposed regulatory action, including:*  
 1) *the primary advantages and disadvantages to the public, such as individual private citizens or businesses, of implementing the new or amended provisions;*  
 2) *the primary advantages and disadvantages to the agency or the Commonwealth; and*  
 3) *other pertinent matters of interest to the regulated community, government officials, and the public. If there are no disadvantages to the public or the Commonwealth, please indicate.*

The regulatory action poses no disadvantages to the public or the Commonwealth. The primary advantages to the public and the Commonwealth are ensuring that records necessary for the enforcement of the laws of the Commonwealth relating to the lawful possession and sale of alcoholic beverages are maintained, and that appropriate Virginia taxes on such beverages shipped into the Commonwealth are collected.

**Changes made since the proposed stage**

*Please describe all changes made to the text of the proposed regulation since the publication of the proposed stage. For the Registrar's office, please put an asterisk next to any substantive changes.*

Section number	Requirement at proposed stage	What has changed	Rationale for change

There have been no changes since the publication of the proposed stage.

**Public comment**

*Please summarize all comments received during the public comment period following the publication of the proposed stage, and provide the agency response. If no comment was received, please so indicate.*

Commenter	Comment	Agency response
Walter Marston, Virginia Beer Wholesalers Association, Virginia Wine Wholesalers	Virginia Beer Wholesalers Association and Virginia Wine Wholesalers Association both support the amendments	

Association		
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Enter any other statement here

**All changes made in this regulatory action**

*Please detail all changes that are being proposed and the consequences of the proposed changes. Detail new provisions and/or all changes to existing sections.*

Current section number	Proposed new section number, if applicable	Current requirement	Proposed change and rationale
3 VAC 5-40-20		All wines sold in the Commonwealth must be submitted for state label approval.	Wines sold by direct shipment need only submit a copy of federal label approval. The board feels that since these will be only occasional sales and these wines will not be in widespread distribution in the Commonwealth, the lesser standard will be enough to protect consumers.
3 VAC 5-40-50		All beers sold in the Commonwealth must be submitted for state label approval.	Beers sold by direct shipment need only submit a copy of federal label approval. The board feels that since these will be only occasional sales and these beers will not be in widespread distribution in the Commonwealth, the lesser standard will be enough to protect consumers.

The new section in chapter 70, 3 VAC 5-70-220, provides in subsection A that qualified applicants may apply for a wine or beer shippers' license using ABC's standard application form, with the following attachments required to comply with Section 4.1-112.1 of the Code:

- 1) a list of brands sought to be shipped by the applicant
- 2) consent of the brand owner, if the applicant is not also the brand owner
- 3) a photocopy of its current alcoholic beverage license
- 4) evidence of its registration with the Virginia Department of Taxation for the collection of Virginia retail sales tax

Subsection B requires that any manufacturer which applies for a shippers' license or consents to another's application to ship its brands must notify all wholesalers that have been authorized to distribute its products in Virginia of such application.

Subsection C provides the process for the addition or deletion of brands authorized to be shipped under a wine or beer shippers' license.

Subsection D sets forth the process for a brand owner to withdraw consent to the shipping of its brands by a license holder.

Subsection E requires license holders to maintain records of each shipment made pursuant to the license for a period of two years.

Subsection F requires license holders to file a monthly report of all shipments made under the license during the previous month.

Subsection G provides the process for common carriers to seek approval to carry shipments of wine or beer made by holders of wine or beer shippers' licenses.

Subsection H sets forth the requirements for delivery of such shipments, including determination of legal age of the recipient and signature.

Subsection I requires all approved common carriers to maintain records of all shipments made by wine or beer shippers' licensees for a period of two years.

Subsection J provides for quarterly reporting by each approved common carrier of the dates and names and addresses of shippers and recipients for each shipment carried for a wine or beer shippers' licensee.

There have been no changes since the publication of the emergency regulation.

### Family impact

*Please assess the impact of the proposed regulatory action on the institution of the family and family stability.*

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The action should have no impact on the institution of the family and family stability.