

D R A F T  
FOR APPROVAL

# Uniform Alcohol Direct-Shipping Compliance Act

---

Uniform Law Commission

---

MEETING IN ITS ONE-HUNDRED-AND-THIRTY-FIRST YEAR  
PHILADELPHIA, PENNSYLVANIA  
JULY 8 – 14, 2022



Copyright © 2022  
National Conference of Commissioners on Uniform State Laws

---

*This draft, including the proposed statutory language and any comments or reporter's notes, has not been reviewed or approved by the Uniform Law Commission or the drafting committee. It does not necessarily reflect the views of the Uniform Law Commission, its commissioners, the drafting committee, or the committee's members or reporter.*

June 23, 2022

## Uniform Alcohol Direct-Shipping Compliance Act

The Committee appointed by and representing the National Conference of Commissioners on Uniform State Laws in preparing this act consists of the following individuals:

Steven G. Frost	Illinois, <i>Chair</i>
Deborah E. Behr	Alaska
David J. Clark	California
Kenneth D. Dean	Missouri
Brian G. Gosch	South Dakota
Jess O. Hale	Tennessee
Robert W. Hayes	South Carolina
Gerald L. Jackson	Oklahoma
Philip Larragoite	New Mexico
Gene N. Lebrun	South Dakota
Gail Russell	Kentucky
Duane M. Searle	Pennsylvania
Nicole L. Streeter	District of Columbia
Aaron R. Gary	Wisconsin, <i>National Conference Reporter</i>
William H. Henning	Alabama, <i>Division Chair</i>
Dan Robbins	California, <i>President</i>

### Other Participants

Richard Blau	Florida, <i>American Bar Association Advisor</i>
Vincent C. Deliberato Jr.	Pennsylvania, <i>Style Liaison</i>
Tim Schnabel	Illinois, <i>Executive Director</i>

Copies of this act may be obtained from:

Uniform Law Commission  
111 N. Wabash Ave., Suite 1010  
Chicago, IL 60602  
(312) 450-6600  
[www.uniformlaws.org](http://www.uniformlaws.org)

# Uniform Alcohol Direct-Shipping Compliance Act

## Table of Contents

Prefatory Note.....	1
Section 1. Title.....	2
Section 2. Definitions.....	2
Section 3. Registration of Fulfillment Provider.....	6
Section 4. Delivery by Carrier from Licensed Direct Shipper or Registered Fulfillment Provider.....	10
Section 5. Shipment Report.....	12
Section 6. Jurisdiction; Enforcement Powers.....	17
Section 7. Confidential Information.....	19
Section 8. Notice of Consignor’s Unlawful Shipment; Order.....	21
Section 9. Suspension, Revocation, or Nonrenewal of [License] [Permit] Because of Unlawful Shipping into Another State.....	24
[Section 10. Penalties].....	27
[Section 11. Rulemaking Authority].....	30
Section 12. Uniformity of Application and Construction.....	30
Section 13. Relation to Electronic Signatures in Global and National Commerce Act.....	30
[Section 14. Transitional Provision].....	31
[Section 15. Severability].....	31
[Section 16. Repeals; Conforming Amendments].....	32
Section 17. Effective Date.....	32

1 **Uniform Alcohol Direct-Shipping Compliance Act**

2 **Prefatory Note**

3 Alcoholic beverages enjoy a unique constitutional status, and states have broad power to  
4 regulate the alcohol trade. Section 2 of the 21<sup>st</sup> Amendment empowers states to regulate the  
5 “transportation or importation” into the state of intoxicating liquor “for delivery or use therein.”  
6 The 21<sup>st</sup> Amendment grants the states “virtually complete control over whether to permit  
7 importation or sale of liquor and how to structure the liquor distribution system.” *Granholm v.*  
8 *Heald*, 544 U.S. 460, 488-89 (2005) (quoting *California Retail Liquor Dealers Ass’n v. Midcal*  
9 *Aluminum, Inc.*, 445 U.S. 97, 110 (1980)).

10  
11 In preparing this act, the National Conference of Commissioners on Uniform State Laws  
12 (Conference) recognizes that the policy-makers in each state are best suited to determine whether  
13 alcoholic beverages should be sold in the state and, if so, under what circumstances or with what  
14 restrictions the distribution and sale of alcoholic beverages should occur. The Conference is a  
15 state-supported organization comprised of representatives from each state who are appointed by  
16 state governments. The Conference was founded on principles of federalism and state autonomy.

17  
18 At the time this act was prepared, approximately 47 states plus the District of Columbia  
19 had chosen to allow some form of direct-to-consumer (DTC) wine shipping by wineries. Some  
20 of these states also allow DTC shipping by retailers and by producers of beer and distilled spirits.  
21 Most of these states require licensing of DTC shippers. The purpose of this act is not to require  
22 states to allow DTC shipping of alcoholic beverages or to establish requirements or standards for  
23 DTC shipments, but rather to assist states with better mechanisms to stop the unlawful DTC  
24 shipments that state policy-makers have chosen not to allow. Unauthorized DTC shipments are  
25 often interstate shipments, and the act promotes uniformity and cooperation among states  
26 seeking more effective cross-border enforcement of their existing DTC shipping laws.

27  
28 This act enhances each state’s capability to detect and stop unlawful DTC shipments of  
29 alcoholic beverages to the state’s residents. The act incorporates the state’s existing law as to the  
30 industry participants and types of alcoholic beverages for which DTC shipping is allowed and  
31 does *not* create any new or additional authorization to ship alcoholic beverages directly to a  
32 consumer. The act provides state regulators with new tools to distinguish between DTC  
33 shipments that originate from shippers licensed under the state’s existing law and DTC  
34 shipments that do not, and aids state regulators in enforcing their existing laws governing DTC  
35 shipments of any type of alcoholic beverage.

1 **Uniform Alcohol Direct-Shipping Compliance Act**

2 **Section 1. Title**

3 This [act] may be cited as the Uniform Alcohol Direct-Shipping Compliance Act.

4 **Section 2. Definitions**

5 In this [act]:

6 (1) “Alcoholic beverages” has the meaning in [cite to state’s law defining  
7 alcoholic beverages].

8 (2) “Carrier” means a person that:

9 (A) holds itself out to the general public as engaged in the business of  
10 transporting goods for a fee; and

11 (B) is engaged in the business of transporting and delivering alcoholic  
12 beverages directly to consumers.

13 (3) [“Commission”] means [this state’s alcoholic beverage commission].

14 (4) “Consignor” means a person that provides alcoholic beverages to a carrier for  
15 shipment.

16 (5) “Consumer” means an individual who orders, or for whom is ordered, covered  
17 alcoholic beverages to be shipped to the individual in this state. The term does not include an  
18 individual who [:

19 (A) holds, or acts on behalf of a person that holds, an alcoholic-beverage  
20 [license] [permit] authorizing the receipt of shipments of alcoholic beverages for resale or  
21 production [; or

22 (B) orders, or for whom is ordered, alcoholic beverages sold by a retailer  
23 licensed in this state for delivery not later than [24] hours after the order and not more than [50]

1 miles from the retailer’s licensed premises].

2 (6) “Covered alcoholic beverages” means [list types of alcoholic beverages for  
3 which the state authorizes direct-to-consumer shipments].

4 (7) “Direct-shipper license” means a [license] [permit] issued by the  
5 [commission] authorizing the sale and shipment of covered alcoholic beverages directly to a  
6 consumer.

7 (8) “Electronic” means relating to technology having electrical, digital, magnetic,  
8 wireless, optical, electromagnetic, or similar capabilities.

9 (9) “Fulfillment provider” means a person that acts on behalf of a licensed direct  
10 shipper to ship covered alcoholic beverages to a consumer and arranges for transport of covered  
11 alcoholic beverages by a carrier to the consumer.

12 (10) “Licensed direct shipper” means a person that holds a direct-shipper license.

13 (11) “Person” means an individual, estate, business or nonprofit entity, public  
14 corporation, government or governmental subdivision, agency, or instrumentality, or other legal  
15 entity.

16 (12) “Record” means information:

17 (A) inscribed on a tangible medium; or

18 (B) stored in an electronic or other medium and retrievable in perceivable  
19 form.

20 (13) “Registered fulfillment provider” means a fulfillment provider registered  
21 under Section 3.

22 (14) “State” means a state of the United States, the District of Columbia, Puerto  
23 Rico, the United States Virgin Islands, or any other territory or possession subject to the

1 jurisdiction of the United States.

2 **Legislative Note:** *In paragraph (3), a state should replace the term “commission” and bracketed*  
3 *agency description with the agency reference in the state.*

4  
5 *The bracketed text in paragraphs (5) and (7) allows a state to adjust these paragraphs to reflect*  
6 *whether the authorization is in the form of a license or permit. If appropriate, the state also may*  
7 *insert another form of authorization, such as registration. The state may prefer to substitute*  
8 *cross references to state law authorizing direct shipping to a consumer.*

9  
10 *The bracketed text in paragraph (5)(B) should be included in a state that allows local delivery by*  
11 *or through a licensed retailer of alcoholic beverages supplied by an in-state wholesaler for*  
12 *which orders are received electronically, by telephone, or by other means. The bracketed text*  
13 *allows the state to tailor the exclusion from the definition of “consumer” to fit the specific*  
14 *authorization granted to the licensed retailer under state law.*

15  
16 *In paragraph (5)(intro.), a state may substitute “person” for “individual” if the state allows*  
17 *shipment of covered alcoholic beverages to an entity without naming a specific individual as the*  
18 *intended recipient of the shipment.*

19  
20 *In paragraph (6), depending on the types of alcoholic beverages that may be shipped, the state*  
21 *also may need to add to this section the state’s definitions of those alcoholic beverages.*

## 22 23 **Comment**

24  
25 States take a variety of approaches to direct-to-consumer shipping. Approximately 48  
26 states plus the District of Columbia authorize wineries to ship wine directly to consumers. About  
27 14 states allow retailers to ship directly to consumers. Some states allow producers and retailers  
28 to ship any type of alcoholic beverage (wine, beer, or distilled spirits) directly to consumers.  
29 Almost all of these states require licensing to ship directly to the state’s consumers. The enacting  
30 state’s approach to enforcement will depend in part on what types of shipments are considered  
31 lawful, so the act is drafted to recognize this variation in both the types of direct shipping  
32 licenses states issue and the types of alcoholic beverages that may be lawfully shipped to  
33 consumers. The act’s definition of “covered alcoholic beverages” identifies the types of alcoholic  
34 beverages for which the state authorizes direct-to-consumer shipments. The act’s definitions of  
35 “licensed direct shipper” and “direct-shipper license” are also intended to fit within the enacting  
36 state’s existing framework. The term “person” in the definition of “licensed direct shipper” might  
37 be limited to a winery in some states, or also include a retailer or other producers in other states,  
38 depending on whether the state authorizes only direct-to-consumer shipping of wine by wineries  
39 or authorizes other direct-to-consumer shipping as well.

40  
41 The term “consumer” is used repeatedly throughout the act. It is worth emphasizing that a  
42 consumer is an individual located in the state of enactment. The consumer is the consignee of the  
43 shipment, the addressee or intended recipient of the package containing alcoholic beverages. The  
44 consumer will usually be the individual who purchases the product and to whom it is shipped.  
45 However, if the product is ordered by someone as a gift for another, the consumer will be the

1 intended recipient of the gift rather than the purchaser. The act recognizes that, as with other  
2 packages delivered by a carrier, many states allow the package containing alcoholic beverages to  
3 be received and signed for by another of-age person, such as a spouse at the consumer's  
4 residence or a receptionist at the consumer's place of business. Under the act, the consumer is the  
5 addressee or *intended* recipient of the package even if the *actual* recipient of the package is a  
6 third-party who signs the carrier's delivery slip on behalf of the consumer. The act identifies a  
7 "consumer" as an "individual" (i.e., human being) rather than a "person" (i.e., human being or  
8 entity) because of state age-verification requirements. An individual may order alcoholic  
9 beverages on behalf of an entity, but the requirement in most if not all states that an alcoholic  
10 beverage may only be sold to or received by someone (typically referred to as either an  
11 individual, a person, or a resident) who is at least 21 years of age necessarily means that the  
12 legally responsible party must be an individual. The act does not preclude an individual from  
13 ordering alcoholic beverages for an entity's use at a reception or other event if doing so complies  
14 with the enacting state's existing law. If an enacting state allows or might allow direct-to-  
15 consumer shipments addressed to persons who are not individuals, the state may change the term  
16 "individual" in the definition of "consumer" (paragraph (5)(intro.)) to "person" (defined in  
17 paragraph (11)) to more comprehensively identify the intended recipient deemed the "consumer"  
18 under the act.

19  
20 Most states restrict direct-to-consumer shipping to shipments for the recipient's personal  
21 use, and the act clarifies that a consumer does not include, for example, a person who receives  
22 the shipment as an employee of a retailer or rectifier or otherwise as part of the three-tier  
23 distribution system. In theory, a state's "three-tier system" requires alcoholic beverages to be  
24 distributed through a vertical chain in which the producer sells to an independent, in-state  
25 wholesaler, this wholesaler sells to an independent, in-state retailer, and only the retailer may  
26 then sell to the consumer. Almost every state has adopted a form of the three-tier system, but  
27 with various exceptions to it. The term "consumer" is also defined to exclude a person who  
28 orders alcoholic beverages for local delivery, as opposed to shipment. Many states have now  
29 authorized retailers to make online sales followed by local delivery, both directly and through  
30 third-party applications and services, and the act is not intended to apply to these transactions  
31 that are made locally through the three-tier system and typically involve contemporaneous  
32 purchase and delivery.

33  
34 The term "fulfillment provider" means, in effect, the consignor or sender of a shipment if  
35 the shipment is arranged with the carrier by a third-party and not by the seller (the licensed direct  
36 shipper). Usually fulfillment providers warehouse, pack, and ship the product for the licensed  
37 direct shipper, but providing storage and packaging services is not a requirement for being  
38 considered a fulfillment provider subject to the provisions of the act.

39  
40 Regarding the term "carrier," the definition is in part similar to the definition of  
41 "common carrier" under 15 U.S.C. Section 375 relating to cigarette taxes and the definition  
42 under South Dakota statute section 35-12B-1. The definition of "carrier" is intended to be much  
43 narrower than "common carrier," focusing only on common carriers that deliver direct-to-  
44 consumer shipments of alcoholic beverages. The definition does not apply to motor carriers,  
45 water carriers, and railroads that transport alcoholic beverages into and within the state as part of  
46 the three-tier system (that is, to other businesses in the alcoholic beverage industry). The act

1 allows, but does not require, the carrier to have the consignor identify whether the package  
2 containing alcohol is being sent to a licensee (that is, distributed through the three-tier system) or  
3 to a consumer. Only consumer shipments must be reported under Section 5 of the act. A carrier  
4 engaged in the business of transporting and delivering to consumers only wine and no other  
5 alcoholic beverages meets the standard under paragraph (2) (B) because wine is an alcoholic  
6 beverage.

7  
8 Regarding the term “Commission,” the name of the department or agency responsible for  
9 administering the state’s alcoholic beverage laws varies from state to state. Common agency  
10 names include the Alcoholic Beverage Commission, Department of Revenue, Liquor Control  
11 Commission, and others. The act uses the term “Commission” as the default because it is the  
12 most common agency name.

13  
14 The definition of “state” in paragraph (14) does not include a federally recognized Indian  
15 tribe as a separate jurisdiction. In *Rice v. Rehner*, 463 U.S. 713 (1983), the Supreme Court held  
16 that tribes and states have concurrent authority to regulate liquor transactions, including  
17 imposing licensing requirements, on tribal lands, and such transactions must be in conformity  
18 with both state law and tribal ordinances. Because a tribe is not exempt from a state’s alcoholic  
19 beverage law, there is not a compelling reason to treat tribal lands as an independent jurisdiction.

### 20 21 **Section 3. Registration of Fulfillment Provider**

22 (a) A fulfillment provider must register with the [commission] before shipping covered  
23 alcoholic beverages into or within this state.

24 (b) Subject to subsection (c), an application for registration as a fulfillment provider must  
25 be in the form prescribed by the [commission] and include:

26 (1) each address from which the fulfillment provider will ship covered alcoholic  
27 beverages to a consumer;

28 (2) the name, business address, and license number of each licensed direct  
29 shipper, with the name stated as it appears on the direct-shipper license, on whose behalf the  
30 fulfillment provider will ship covered alcoholic beverages to a consumer; and

31 (3) other information the [commission] requires.

32 (c) To register under this section, a fulfillment provider must agree to:

33 (1) allow the [commission] to inspect and audit its records under Section 6(b);

1 (2) allow the [commission] to inspect a location under Section 6(c);

2 (3) appoint and maintain an agent for service of process under Section 6(d);

3 and

4 (4) submit to the jurisdiction of the [commission] and the courts and other  
5 enforcement authority of this state in a matter relating to enforcement of this [act] or law of this  
6 state other than this act regulating the shipment of alcoholic beverages directly to a person in this  
7 state.

8 (d) A registered fulfillment provider shall provide [monthly] to the [commission] a  
9 current list of all licensed direct shippers on whose behalf the fulfillment provider ships covered  
10 alcoholic beverages to consumers. The list must include the name, business address, and license  
11 number of each licensed direct shipper, with the name stated as it appears on the direct-shipper  
12 license. A fulfillment provider is not required to provide a list under this subsection in a [month]  
13 in which the list is unchanged from the previous [month].

14 (e) A fulfillment provider may ship covered alcoholic beverages to a consumer only if:

15 (1) the fulfillment provider maintains a current registration under this section that  
16 is not suspended, revoked, or canceled;

17 (2) the covered alcoholic beverages were provided to the fulfillment provider by a  
18 licensed direct shipper;

19 (3) the package containing the covered alcoholic beverages clearly indicates:

20 (A) on the shipping label, the name of the fulfillment provider and the address  
21 from which the fulfillment provider originated the shipment, as they appear in the registration, as  
22 consignor and the name and address of the consumer as intended recipient; and

23 (B) on the package or shipping label, the name and license number of the

1 licensed direct shipper that provided the fulfillment provider the covered alcoholic beverages  
2 contained in the package; and

3 (4) the shipment is authorized under other law of this state.

4 (f) A registration under this section is valid for [two] years and may be renewed for  
5 [two]-year periods. [The fee for the initial registration and each renewal is \$[50].] If there is a  
6 material change in the information provided to the [commission] relating to the initial  
7 registration or renewal, the registered fulfillment provider shall provide updated information to  
8 the [commission] not later than [14] days after the change.

9 [(g) The [commission], after notice and an opportunity for an evidentiary hearing, may  
10 suspend, revoke, impose conditions on, or deny renewal of the registration of a fulfillment  
11 provider [for good cause, including a violation listed in Section 10(a)(1)].]

12 [(h) A registered fulfillment provider may cancel its registration. Cancellation does not  
13 affect the [commission’s] jurisdiction relating to activity before the cancellation. If an  
14 enforcement proceeding is pending against a registered fulfillment provider, the fulfillment  
15 provider may cancel its registration only with consent of the [commission].]

16 (i) Use by a licensed direct shipper of the services of a registered fulfillment provider  
17 does not relieve the direct shipper of a requirement imposed on the direct shipper under [cite to  
18 applicable law of the state].

19 **Legislative Note:** *This section requires a registered fulfillment provider to identify to the*  
20 *commission each licensed direct shipper on whose behalf it makes shipments. A state may choose*  
21 *to amend its law to require each licensed direct shipper to notify the commission of all fulfillment*  
22 *providers it has engaged to make shipments on its behalf. The state may need to clarify in its law*  
23 *that a licensed direct shipper may engage the services of a registered fulfillment provider to*  
24 *make a shipment to a consumer.*

25  
26 *In subsection (d), “monthly” is bracketed because a state may prefer an alternative period,*  
27 *such as quarterly or the fulfillment provider’s reporting period under Section 5.*  
28

1 *The text in the second sentence of subsection (f) is bracketed because a state may prefer not to*  
2 *impose a registration fee.*

3  
4 *Subsections (g) and (h) are bracketed because the subjects may be covered under a state’s*  
5 *administrative procedure act or may fit better under other state law addressing similar matters.*

6  
7 *In subsection (g), the bracketed text after “provider” allows a state to adopt a different*  
8 *standard, including listing specific conduct or a violation for which the commission may*  
9 *suspend, revoke, impose conditions on, or deny renewal of the registration.*

10  
11 *In subsection (i), a state should cite to law that imposes restrictions on direct-to-consumer*  
12 *shipments, such as the quantity of covered alcoholic beverages that may be shipped to a*  
13 *consumer.*

14  
15 *This section does not include an interest-restriction provision; but, if a state chooses, for*  
16 *example, to prohibit common ownership and operation by a licensed direct shipper and*  
17 *fulfillment provider, the state may amend its law establishing eligibility requirements for a*  
18 *direct- shipper license to preclude a registered fulfillment provider from holding a direct-shipper*  
19 *license.*

## 20 21 **Comment**

22  
23 A significant amount of direct-to-consumer shipping of alcoholic beverages is  
24 accomplished by means of an intermediary, usually referred to as a fulfillment provider. Few  
25 states require licensing or registration of such intermediaries, but the use of such an intermediary  
26 makes it difficult for state regulators to identify the originator of the alcoholic beverage  
27 shipment. This act provides a mechanism under which state regulators can better identify what  
28 alcoholic beverages are being shipped into the state and by whom. The act does not establish  
29 standards or requirements for these shipments. The enacting state’s existing law will govern such  
30 matters as licensing requirements for direct shippers authorized to ship to consumers in the state,  
31 which might be wineries only or might include retailers and other producers. The enacting state’s  
32 existing law also governs what types of alcoholic beverages may be shipped, i.e., whether the  
33 state authorizes direct-to-consumer shipments of wine only or also allows direct-to-consumer  
34 shipments of other alcoholic beverages, and what restrictions apply to these shipments, such as  
35 quantity limits, package marking, and age verification. The enacting state’s law will require  
36 compliance by the licensed direct shipper, whether that shipment is accomplished directly or  
37 with help from a fulfillment provider. This act assists state regulators in establishing the identity  
38 of both the seller of alcoholic beverages and the fulfillment provider acting on its behalf.

39  
40 A central aspect of this act is ensuring that the enacting state can establish jurisdiction  
41 over out-of-state actors. Subsection (c) is included in the act, in addition to Section 6, to create  
42 stronger support for the enacting state’s authority to assert jurisdiction. Subsection (c) requires  
43 the actor to agree to the state’s jurisdiction, rather than relying only on a statutory assertion of  
44 jurisdiction. It is contemplated that the agreement will take the form of a check-box on the  
45 registration application.

1 Subsection (g) allows the enacting state to suspend or revoke a fulfillment provider's  
2 registration for good cause, including violations of the act. This standard is bracketed as optional  
3 because the state may wish to more specifically identify the conduct that may result in  
4 suspension or revocation of the registration. The act also allows the state, in Section 11, to adopt  
5 rules to define, or establish guidelines for determining, "good cause." Subsection (g) also allows  
6 the state to opt for a punishment less severe than suspension or revocation by imposing a  
7 condition on the registration, such as requiring additional employee training. Subsections (g) and  
8 (h) are also bracketed in their entirety because the enacting state may have existing standards or  
9 procedures that are well-suited to the administrative considerations underlying these provisions.

10  
11 Subsection (d) requires a registered fulfillment provider to provide the state with a  
12 current list of licensed direct shippers on whose behalf shipments are made. Under Section 2,  
13 "licensed direct shipper" is a defined term that includes only a person holding a direct-shipper  
14 license issued by the enacting state. In other words, this list of direct shippers is limited to the  
15 direct shippers licensed by the enacting state.

16  
17 The act does not specifically require a contract between a fulfillment provider and the  
18 licensed direct shipper on whose behalf it arranges shipments, but it is likely there will be such a  
19 contract defining the parties' respective responsibilities and liabilities. The act also does not  
20 expressly refer to the fulfillment provider as the "agent" of the licensed direct shipper, although  
21 the parties' contract might.

#### 22 23 **Section 4. Delivery by Carrier from Licensed Direct Shipper or Registered**

##### 24 **Fulfillment Provider**

25 (a) Subject to subsections (b), (c), and (d), a carrier may not deliver to a consumer a  
26 package known by the carrier to contain alcoholic beverages unless the consignor is:

27 (1) a licensed direct shipper and the carrier has verified the direct-shipper license  
28 for the current license period; or

29 (2) a registered fulfillment provider and the carrier has verified the registration  
30 under Section 3 for the current registration period.

31 (b) A carrier that verifies that a direct shipper has a direct-shipper license for the current  
32 license period may consider the license to be valid for the remainder of the license period unless  
33 the carrier receives notice from the [commission] that the license has been [suspended, revoked,  
34 or canceled].

1 (c) A carrier that verifies that a fulfillment provider is registered under Section 3 for the  
2 current registration period may consider the registration to be valid for the remainder of the  
3 registration period unless the carrier receives notice from the [commission] that the registration  
4 has been suspended, revoked, or canceled.

5 (d) A carrier may consider an expired direct-shipper license or fulfillment provider's  
6 registration to be valid if:

7 (1) an application for renewal of the direct-shipper license or fulfillment  
8 provider's registration was submitted to the [commission] in the time required;

9 (2) the carrier reasonably believes that the [commission] is experiencing delays in  
10 processing renewal applications and has not acted on the application for renewal because of the  
11 delays; and

12 (3) the [commission] has not informed the carrier that it may no longer consider  
13 the expired direct-shipper license or fulfillment provider's registration as valid under this  
14 subsection.

15 **Legislative Note:** *In subsection (b), a state should insert the proper terminology for suspension,*  
16 *revocation, or cancellation of a direct-shipper license.*

17  
18 **Comment**  
19

20 This section creates requirements related to the carrier's activities in the enacting state,  
21 where the delivery occurs. Under subsection (a), a carrier may deliver a package known to  
22 contain any alcoholic beverage only if the package is received by the carrier from a licensed  
23 direct shipper or registered fulfillment provider. By definition, licensed direct shippers and  
24 registered fulfillment providers are the persons authorized to ship alcoholic beverages directly to  
25 the state's consumers. Subsection (a) applies in conjunction with the state's other direct shipping  
26 law and does not override any restriction in other law on, for example, the type or quantity of  
27 alcoholic beverages that a direct shipper or fulfillment provider may ship.

28  
29 After a carrier has verified that a consignor either holds a direct-shipper license valid for  
30 the applicable license period or has a fulfillment provider's registration valid for the applicable  
31 registration period, the carrier is not required to continually confirm that the license or  
32 registration has not been suspended or revoked. However, if the carrier receives notice that the

1 license or registration has been suspended or revoked, the carrier cannot thereafter consider the  
2 license or registration as valid.

3  
4 Subsection (c) creates an exception allowing the carrier to continue delivering alcoholic  
5 beverages if there is an administrative delay in renewing a direct-shipper license or fulfillment-  
6 provider registration, but the [commission] may override this exception through a directive to the  
7 carrier.

## 8 9 **Section 5. Shipment Report**

10 (a) Except as provided in subsection (e), a registered fulfillment provider shall file with  
11 the [commission] a [monthly] report that includes:

12 (1) the name, business address, and registration number of the fulfillment  
13 provider;

14 (2) the total [gallons] [liters] of each type of covered alcoholic beverages the  
15 fulfillment provider shipped to consumers during the reporting period, categorized according to  
16 the state's tax classification for alcoholic beverages; and

17 (3) for each shipment of covered alcoholic beverages to a consumer during the  
18 reporting period:

19 (A) the name, business address, and license number of the licensed direct  
20 shipper, with the name stated as it appears on the direct-shipper license, on whose behalf the  
21 fulfillment provider shipped the covered alcoholic beverages;

22 (B) the name and address of the consumer to whom the covered alcoholic  
23 beverages were shipped;

24 (C) the address from which the fulfillment provider originated the  
25 shipment, stated identically as an address provided by the fulfillment provider under Section  
26 3(b)(1);

27 (D) the date the shipment was delivered;

1 (E) the type and quantity by volume of covered alcoholic beverages  
2 shipped, with the type categorized according to the state's tax classification for alcoholic  
3 beverages; and

4 (F) the name and business address of the carrier that delivered the covered  
5 alcoholic beverages and the carrier's parcel tracking number for the shipment.

6 [(b) Except as provided in subsection (e), a licensed direct shipper shall file with the  
7 [commission] a [monthly] report that includes:

8 (1) the name, business address, and license number of the licensed direct shipper;

9 (2) the total [gallons] [liters] of each type of covered alcoholic beverages shipped  
10 to consumers by the licensed direct shipper, or by a registered fulfillment provider on behalf of  
11 the licensed direct shipper, during the reporting period, categorized according to the state's tax  
12 classification for alcoholic beverages; and

13 (3) for each shipment of covered alcoholic beverages to a consumer during the  
14 reporting period:

15 (A) the name and address of the consumer to whom the covered alcoholic  
16 beverages were shipped;

17 (B) the date the shipment was delivered;

18 (C) the type and quantity by volume of covered alcoholic beverages  
19 shipped, with the type categorized according to the state's tax classification for alcoholic  
20 beverages;

21 (D) the purchase price of the beverages shipped and the amount and type  
22 of each tax charged relating to the covered alcoholic beverages;

23 (E) if the covered alcoholic beverages were shipped for the licensed direct

1 shipper by a fulfillment provider, the name, business address, and registration number of the  
2 fulfillment provider, with the name stated as it appears on the fulfillment provider's registration;  
3 and

4 (F) if the covered alcoholic beverages were delivered by a carrier, the  
5 name and business address of the carrier and the carrier's parcel tracking number for the  
6 shipment.]

7 [(c) Except as provided in subsection (e), a carrier shall file with the [commission] a  
8 [monthly] report that includes:

9 (1) the name and business address of the carrier;

10 (2) a list containing the name, business address, and license or registration number  
11 of each licensed direct shipper and registered fulfillment provider with which the carrier has an  
12 agreement to ship alcoholic beverages, with the name stated as it appears on the direct-shipper  
13 license or fulfillment provider's registration; and

14 (3) for each shipment known by the carrier to contain alcoholic beverages that  
15 was delivered to a consumer during the reporting period:

16 (A) the name and business address of the consignor of the shipment;

17 (B) the name and address of the consumer;

18 (C) the date the shipment was delivered by the carrier;

19 (D) the weight, in pounds, of the package shipped; and

20 (E) the carrier's parcel tracking number for the shipment.]

21 (d) The [commission] may require a person filing a report under this section to submit  
22 additional information, including business records, to substantiate information in the report.

23 (e) If no covered alcoholic beverages were shipped to consumers during the reporting

1 period, a report under this section must include the information under subsection [(a)(1)] [(a)(1)  
2 or [(b)(1)] [(a)(1) or (c)(1)] [(a)(1), (b)(1), or (c)(1)] and report that no covered alcoholic  
3 beverages were shipped to consumers during the reporting period.

4 **Legislative Note:** *If a state authorizes direct-to-consumer shipping of distilled spirits, the state*  
5 *should determine whether the quantity in subsections (a)(2) and (b)(2) must be stated in proof*  
6 *gallons.*

7  
8 *The reporting period in subsections (a), (b), and (c) is bracketed as optional. Depending on*  
9 *the volume of reports, the state may prefer an alternative reporting period, such as quarterly.*

10  
11 *If other state law requires a licensed direct shipper or carrier to file a report with the state*  
12 *regulator, the state may choose to amend the other state law to add the information under*  
13 *subsection (b) or (c) and omit the subsection.*

14  
15 *In subsection (e), the bracketed text requires a choice based on whether optional subsections*  
16 *(b) and (c) are included.*

#### 17 **Comment**

18  
19 The act requires reporting of certain critical pieces of information that assist state  
20 regulators in determining whether shipments into the enacting state are originating from a  
21 licensed or unlicensed direct shipper. If the carrier reports the package tracking number, the  
22 direct shipper reports the package tracking number and its direct-shipper-license number, and  
23 (if applicable) the fulfillment provider reports the package tracking number and the name and  
24 license number of the direct shipper on whose behalf it is shipping, the state regulator can  
25 “triangulate” information to determine whether the shipment originated from a licensed  
26 direct shipper. That is, the absence of a tracking number match with an associated direct-  
27 shipper-license number indicates a possible unlicensed shipment. This information is  
28 particularly helpful if reports are filed electronically and included in a searchable database.

29  
30 The act requires a registered fulfillment provider, licensed direct shipper, and carrier  
31 to report some of the same information. As discussed, cross-reporting of information is  
32 intended to assist the state regulator in analyzing shipping into the enacting state. Although  
33 the act requires a carrier to report only the weight of the package and the licensed direct  
34 shipper and fulfillment provider to report the contents of the package, this information can be  
35 cross-referenced to ascertain whether the package weight is consistent with the reported  
36 contents or whether the direct shipper appears to be underreporting shipments (and tax  
37 obligations). Reporting requirements in the act assist the state in verifying that required taxes  
38 are being reported and collected.

39  
40 State regulators also have difficulty matching information among reports if the same  
41 information is reported in an inconsistent manner. For example, if a direct shipper is licensed  
42 as “Three Lakes Winery, Inc.” but the registered fulfillment provider reports the direct  
43 shipper as “3 Lakes,” the regulator may be uncertain whether it is the same company. The act

1 requires names to be reported as they appear on a license or registration maintained with the  
2 enacting state. The reporting entity may obtain this information by requesting a copy of the  
3 applicable license or registration certificate or, in a state that makes such information  
4 publicly available, by checking the state’s database. This requirement for precision in  
5 reporting a name is not intended to preclude the reporting entity from using a trade name  
6 (DBA) identified in a license or registration, but the DBA must be stated with accuracy on  
7 each report.  
8

9 The act requires reporting by a common carrier that delivers alcoholic beverages in  
10 the enacting state to a consumer. The act does not require carriers to report alcoholic  
11 beverage shipments to licensed industry participants receiving the package through the three-  
12 tier system. Although the act does not require it, a carrier may choose to compel consignors  
13 to declare (perhaps through a check-box) whether the consignee is a consumer or a licensee.  
14

15 Many states already require licensed direct shippers and carriers to report information  
16 similar to the information required under this section. If this is the case in the enacting state, the  
17 enacting state may wish to add elements of this section to its existing requirements to ensure that  
18 state regulators are able to make full use of the reported information.  
19

20 Most states require direct shippers’ reports to include the name and address of the  
21 consumer for each shipment of alcoholic beverages. Likewise, subsection (a) requires  
22 fulfillment provider reports to include this information, but Section 7 generally requires the  
23 state regulator to maintain this information as confidential.  
24

25 The act includes a minimal reporting requirement if there was no reportable activity  
26 during the reporting period. State regulators will therefore be able to distinguish between  
27 lack of activity and non-compliance (failure to report). The act includes a presumption of  
28 monthly reporting, but the enacting state may prefer a different reporting period.  
29

30 As mentioned above, reports under this section assist the state not only in identifying  
31 shipment origin but also in ensuring tax collection. Therefore, subsections (a)(2) and (b)(2)  
32 require reporting according to tax classification. To use federal tax classifications as an  
33 example, aggregate volumes would be grouped in the reports as follows: still wine with an  
34 alcohol content not exceeding 16 percent; still wine with an alcohol content greater than 16  
35 percent; sparkling wine; and cider (although there are actually more tax classifications than  
36 these).  
37

38 This section establishes a system for cross-reporting information about shipments of  
39 “covered alcoholic beverages,” which are the types of alcoholic beverages that licensed  
40 direct shippers and registered fulfillment providers are allowed to ship, by carrier, to the  
41 state’s consumers. This section does not require a report to include unlawful shipments of  
42 alcoholic beverages of a type not authorized for direct-to-consumer shipment. A requirement  
43 to report unlawful shipments would have little practical benefit and is not consistent with  
44 existing reporting requirements for direct shippers. Because a violation occurs with the  
45 unlawful shipment, creating a second violation for failure to report the unlawful shipment  
46 does not improve a state’s ability to enforce its direct shipping law.

1           **Section 6. Jurisdiction; Enforcement Powers**

2           (a) A registered fulfillment provider [, licensed direct shipper, and carrier] [is] subject to  
3 the jurisdiction of the [commission] and the courts and other enforcement authority of this state  
4 in a matter relating to the enforcement of this [act] or law of this state other than this act  
5 regulating the shipment of alcoholic beverages directly to a person in this state.

6           (b) The [commission] may inspect and audit the records of a registered fulfillment provider [,  
7 licensed direct shipper, and carrier] for compliance with this [act] and law of this state other than  
8 this act regulating the shipment of alcoholic beverages directly to a person in this state. A  
9 registered fulfillment provider [, licensed direct shipper, and carrier] shall allow the [commission]  
10 to inspect and audit its records and, at the [commission's] request in a record, provide complete  
11 and accurate copies of its records to the [commission] at a location specified by the  
12 [commission], not later than [15] days after the date of the request.

13           (c) The [commission] may inspect, during ordinary hours of operation, a location from which a  
14 registered fulfillment provider [, licensed direct shipper, or carrier] conducts business, to assess  
15 compliance with this [act] and law of this state other than this [act] regulating the shipment of  
16 alcoholic beverages directly to a person in this state.

17           (d) A registered fulfillment provider [, licensed direct shipper, and carrier] shall appoint  
18 and continuously maintain with the [commission] an agent for service of process. The agent may  
19 be located in this or another state. By appointing an agent under this subsection, the registered  
20 fulfillment provider [, licensed direct shipper, and carrier] affirms that the agent consents to  
21 accept service. Service of process on the agent constitutes valid service of process on the  
22 registered fulfillment provider [, licensed direct shipper, or carrier] in an action or proceeding  
23 arising out of enforcement of this [act] or law of this state other than this act regulating the

1 shipment of alcoholic beverages directly to a person in this state. If a registered fulfillment  
2 provider [, licensed direct shipper, or carrier] fails to maintain in the records of the [commission]  
3 a current agent for service of process or if the current agent cannot be served with reasonable  
4 diligence, the [commission] is the agent for service of process.

5 **Legislative Note:** *The bracketed text in this section allows the state to impose requirements on a*  
6 *licensed direct shipper or carrier, or both, if the state’s law does not include a similar provision.*

7  
8 *In subsection (d), a state may replace the bracketed term “commission” with, or add as a filing*  
9 *alternative, the name of the state agency responsible for filing business-entity-agent*  
10 *appointments.*

### 11 12 **Comment**

13  
14 Many states require licensed direct shippers to consent to jurisdiction, appoint an agent  
15 for service of process, provide records upon request, and allow audits and inspections. Similar  
16 requirements may also apply to carriers, although carriers by definition conduct physical  
17 operations (package delivery) within the territorial limits of the state so jurisdiction is evident.  
18

19 Subsection (a) asserts the enacting state’s jurisdiction over registered fulfillment  
20 providers, whether located in the enacting state or another state, and further asserts jurisdiction  
21 over licensed direct shippers and carriers if the optional language is included. (This jurisdictional  
22 provision is not necessary for an entity with significant in-state operations, like a carrier or in-  
23 state direct shipper.) Subsection (a) operates in conjunction with Section 3(c)(3) and (4) to  
24 ensure that out-of-state fulfillment providers registered to ship alcoholic beverages to the  
25 enacting state’s consumers are subject to jurisdiction in the enacting state. Subsection (a) does  
26 not assert jurisdiction over a person that is not licensed or registered in the enacting state and is  
27 not regularly operating within the enacting state. Whether the enacting state has jurisdiction over  
28 an unlicensed or unregistered “bad actor” unlawfully shipping into the state will be determined  
29 on a fact-specific basis under the state’s long-arm statute in light of constitutional due process  
30 considerations, such as whether the bad actor has “minimum contacts” with the state. *See Burger*  
31 *King Corp. v. Rudzewicz*, 471 U.S. 462 (1985); *Int’l Shoe Co. v. Washington*, 362 U.S. 310  
32 (1945).  
33

34 The enforcement provisions of Section 6 apply with respect to all alcoholic beverages.  
35 Even if the enacting state limits authorized shipping to wine only, the state has a strong interest  
36 in detecting and stopping unlawful shipments of any type of alcoholic beverage. The state also  
37 has a strong interest in enforcing tax obligations, and the right to records inspection in Section 6  
38 helps the state ensure appropriate tax collections.  
39

40 Section 2 defines a record to include electronic materials. Accordingly, subsection (b)  
41 authorizes the state to inspect and audit electronic records as well as records in paper format.  
42

1           **Section 7. Confidential Information**

2           (a) Except as provided in subsection (b), (c), or (e) [and in [cite to applicable exceptions  
3 to state open records law]], the [commission] shall maintain as confidential [and as exempt from  
4 public inspection and disclosure under [cite to state open records law]]:

5                   (1) information specified in Section 3(b)(2) and (d);

6                   (2) a report filed under Section 5 and information contained in the report;

7                   (3) records inspected or obtained by the [commission] under Section 6(b) and  
8 information contained in the records; and

9                   (4) other information obtained by the [commission] relating to an investigation or  
10 enforcement of a violation of this [act].

11           (b) Subject to subsection (d), the [commission] may disclose a report, a record, or  
12 information specified in subsection (a) to:

13                   (1) a law enforcement agency or other state or local agency, of this state or  
14 another state, with enforcement authority over a matter relating to alcoholic beverages or  
15 taxation, to investigate or enforce a violation of this [act] or of other law relating to the shipment  
16 or taxation of alcoholic beverages; and

17                   (2) a federal law enforcement agency, or other federal agency, with enforcement  
18 authority over a matter relating to alcoholic beverages or taxation, to investigate or enforce a  
19 violation of federal law or to assist the [commission] in investigating or enforcing a violation of  
20 this [act] or of other law of this state relating to the shipment or taxation of alcoholic beverages.

21           (c) The [commission] may disclose information specified in subsection (a)(1) to a carrier.

22           (d) A person to which a report, record, or information is disclosed under subsection (b)  
23 may not disclose to any other person the report, record, or information unless the subsequent

1 disclosure meets the requirements under subsection (b)(1) or (2) that apply to the original  
2 disclosure. A carrier to which information is disclosed under subsection (c) may not disclose the  
3 information to any other person.

4 (e) This section does not prohibit the [commission] from disclosing:

5 (1) aggregate data that does not disclose:

6 (A) personally identifiable information relating to a consumer; or

7 (B) information attributable to a specific registered fulfillment provider,  
8 licensed direct shipper, or carrier;

9 (2) an order of the [commission] resulting from a completed investigation [,] [or]  
10 other enforcement action [, or other order or advisory opinion of the [commission]], if the  
11 [commission] redacts personally identifiable information relating to a consumer; or

12 (3) information identifying a fulfillment provider and its registration status and  
13 registration number or a direct shipper and its license status and license number.

14 **Legislative Note:** *Because open records laws vary considerably from state to state, the bracketed*  
15 *text in subsection (a) allows a state to harmonize subsection (a) with existing state law; or, a*  
16 *state may amend its open records law and incorporate the bracketed text in subsection (a) to*  
17 *accomplish the confidentiality required under this section. If harmonization is required,*  
18 *changes may be necessary in subsection (a).*

19  
20 *In subsection (e)(2) the bracketed text “order or advisory opinion of the commission” allows the*  
21 *commission to make industry guidance publicly available.*

22

23

24

### Comment

25 Section 5 incorporates the approach taken for direct shipper reporting in most states by  
26 requiring registered fulfillment provider reports to include detailed information about direct-to-  
27 consumer shipments, including the name and address of the consumer and the quantity of  
28 alcoholic beverages shipped. This section creates a default generally requiring the state to  
29 maintain confidentiality of these reports and exempting them from disclosure under the  
30 state’s open records law, subject to limited exceptions. If the state incorporates optional  
31 language for reporting by carriers and licensed direct shippers, these default confidentiality  
32 provisions apply to these reports as well. However, state open records laws vary widely. If  
33 similar records are not confidential under the enacting state’s existing law, optional language  
34 in the act allows the state to maintain its existing open records policy.

1 Subsection (b) allows the state regulator in the enacting state to share information with  
2 regulators in other states, and with other officials in the same state and federal officials, for  
3 purposes of investigation or enforcement, including prosecuting violations. This provision allows  
4 states to easily cooperate to stop unlawful interstate shipping. For example, the regulator in the  
5 destination state where unlawful shipments are received might provide evidence of the unlawful  
6 shipments to the regulator in the origination state, which could then initiate a proceeding under  
7 Section 9. The regulator in the receiving state might also provide evidence of the unlawful  
8 shipments to the Alcohol and Tobacco Tax and Trade Bureau (TTB) that serves as the basis for  
9 TTB action against the violator's federal basic permit.

10  
11 This section clarifies that it is public information whether a direct shipper is licensed or a  
12 fulfillment provider is registered, but a registered fulfillment provider's customer list is not  
13 public information. A carrier, however, can access information from the state regulator submitted  
14 by the registered fulfillment provider identifying the direct shippers it claims to be authorized to  
15 ship on behalf of, because this information could be relevant to the carrier under Section 4 if the  
16 carrier questions the fulfillment provider's candor with the carrier.

17  
18 **Section 8. Notice of Consignor's Unlawful Shipment; Order**

19 (a) If the [commission] has good cause to believe that a consignor has shipped alcoholic  
20 beverages unlawfully into or within this state, the [commission] may give notice in a record to  
21 the consignor requiring the consignor to show cause why the consignor should not be prohibited  
22 from shipping alcoholic beverages into or within this state. If the [commission], after an  
23 opportunity for an evidentiary hearing, determines that the consignor shipped alcoholic  
24 beverages into or within this state unlawfully, the [commission] may issue an order prohibiting  
25 the consignor from additional shipment of alcoholic beverages into or within this state.

26 (b) The [commission] may give notice in a record to a carrier of an order under  
27 subsection (a). Beginning 15 days after the date of the notice, and until the carrier receives notice  
28 from the [commission] that the order is [rescinded or modified], the carrier may not deliver in  
29 this state a package received from the consignor identified in the notice and known by the carrier  
30 to contain alcoholic beverages.

31 (c) [[For good cause, the] [The] [commission] may [rescind or modify] an order issued  
32 under subsection (a).] If an order issued under subsection (a) is [rescinded or modified], the

1 [commission] shall give notice in a record of the [rescission or modification] to each carrier that  
2 received notice under subsection (b).

3 **Alternative A**

4 (d) A proceeding under this section is governed by [cite to state administrative procedure  
5 act].

6 **Alternative B**

7 (d) The [commission] may not hold a hearing under subsection (a) less than [30] days  
8 after the date of the notice under subsection (a) unless:

9 (1) the consignor agrees to an earlier hearing date; or

10 (2) the notice describes with particularity how the consignor’s alleged unlawful  
11 shipment poses a serious risk to public health or safety.

12 (e) If the notice under subsection (a) includes a description under subsection (d)(2) and  
13 the [commission] issues an order under subsection (a):

14 (1) the order must identify the risk;

15 (2) the 15-day period specified in subsection (b) does not apply; and

16 (3) the [commission’s] notice under subsection (b) must require the carrier to  
17 implement the order as soon as possible.

18 (f) An order issued or denied under this section, including an order [rescinding or  
19 modifying] or denying [recission or modification of] an order, is subject to judicial review under  
20 [cite to state administrative procedure act].

21 **End of Alternatives**

22 **Legislative Note:** A state may replace the bracketed text relating to rescission and modification  
23 of an order in subsections (b), (c), and (f) with the appropriate terms applicable under the state’s  
24 administrative procedure act.  
25

1 *If a state’s administrative procedure act is sufficiently comprehensive to govern a proceeding*  
2 *under this section, the state should adopt Alternative A and omit the bracketed first sentence of*  
3 *subsection (c). If not, the state should incorporate Alternative B and the bracketed text in*  
4 *subsection (c). A state may need to authorize the commission to issue an order under this section*  
5 *if the state’s administrative procedure act does not include the authority.*

6  
7 *A state that adopts Alternative B may replace the bracketed term “good cause” in subsection (c)*  
8 *with more specific criteria for rescinding or modifying an order.*

9  
10 **Comment**

11  
12 This section provides an enforcement mechanism to aid the enacting state in stopping  
13 unlawful alcoholic beverage shipping into or within the state, particularly by unlicensed shippers.  
14 The advantage of this mechanism is that it involves an administrative proceeding rather than a  
15 court action. If the state regulator detects an unlawful shipment of alcoholic beverages into or  
16 within the state, the state regulator may give notice to the consignor to show cause why  
17 shipments from the consignor should not be enjoined. After affording the consignor an  
18 opportunity for an evidentiary hearing, the state regulator may determine that the consignor has  
19 unlawfully shipped alcoholic beverages into or within the enacting state and issue an  
20 administrative order prohibiting additional shipments of alcoholic beverages into or within the  
21 state by the consignor. The state regulator may give notice of the administrative order to any  
22 carrier, whether it be the carrier that delivered the unlawful shipment or other carriers in the  
23 state. Beginning 15 days after this notice, the carrier may not accept from the consignor  
24 identified in the notice any package known to contain alcoholic beverages, except that, under  
25 Alternative B, this 15-day period is shortened if the consignor’s shipment poses a serious risk to  
26 public health or safety. The act neither limits carriers to accepting packages from only an  
27 authorized list of shippers, nor prohibits carriers from accepting packages from an ever-changing  
28 list of banned consignors. The notice to a carrier under the act is specific to a single consignor  
29 and permanent unless the carrier receives a subsequent notice that the administrative order has  
30 been rescinded.

31  
32 Under Section 3, if a registered fulfillment provider unlawfully ships alcoholic beverages  
33 into or within the enacting state, the regulator may suspend or revoke the fulfillment provider’s  
34 registration and the fulfillment provider may not thereafter ship alcoholic beverages into or  
35 within the state. The act presumes that the enacting state’s existing law provides similar authority  
36 to suspend or revoke a direct-shipper license if the licensed direct shipper unlawfully ships  
37 alcoholic beverages into or within the state. The most significant aspect of this section is to  
38 provide state regulators with an enforcement tool when there is no registration or license to take  
39 action against. Nonetheless, a state regulator could pursue an administrative order under this  
40 section against a consignor that is a registered fulfillment provider or licensed direct shipper,  
41 including pursuing an administrative order in tandem with a proceeding to suspend or revoke the  
42 fulfillment provider registration or direct-shipper license.

43  
44 Most states have enacted a general prohibition making it unlawful to ship alcoholic  
45 beverages into the state unless the shipper is authorized to do so. In some states, the statute  
46 prohibits any person from shipping alcoholic beverages into the state except to a licensed

1 wholesaler, with an exception recognized for certain licensed direct-to-consumer shippers. Other  
2 states specifically prohibit direct-to-consumer shipments unless the shipper holds a specified  
3 direct-shipper license. (A few states allow direct-to-consumer shipments with no required  
4 license.) This act presumes, and relies on, the enacting state’s existing general prohibition and  
5 does not include a blanket ban on unlicensed direct-to-consumer shipments.  
6

7 Certain provisions in this section are not needed if the enacting state has a comprehensive  
8 administrative procedure act that governs proceedings under this section. In that case, the state  
9 should adopt Alternative A. If the state adopts Alternative B and the bracketed language in  
10 subsection (c), the state may wish to replace the “good cause” standard with specific  
11 requirements or criteria for rescinding an administrative order. The act also allows the state, in  
12 Section 11, to adopt rules to define, or establish guidelines for determining, “good cause” under  
13 subsection (c).  
14

15 **Section 9. Suspension, Revocation, or Nonrenewal of [License] [Permit] Because of**  
16 **Unlawful Shipping into Another State**

17 [(a)] [Except as provided in subsections (b) and (d) and subject to subsection (g), the]  
18 [The] [commission] [or other applicable authority] may suspend, revoke, or deny renewal of a  
19 [license] [permit] issued by the [commission] [or other applicable authority] to produce,  
20 distribute, or sell alcoholic beverages if the [commission] [or other applicable authority] finds,  
21 after notice and an opportunity for an evidentiary hearing, that the person holding the [license]  
22 [permit] shipped alcoholic beverages into another state in violation of the other state’s law.

23 [(b) The [commission] [or other applicable authority] may not suspend, revoke, or deny  
24 renewal of a [license] [permit] under subsection (a) if the person holding the [license] [permit]  
25 shows that the violation of the other state’s law:

26 (1) is the subject of a pending enforcement action in the other state;

27 (2) was the subject of an enforcement action in the other state that has concluded  
28 and resulted in a determination that no violation of the other state’s law occurred; or

29 (3) occurred more than [two] years before the date of the notice under subsection  
30 (a).]

1 [(c) Suspension or revocation of, or refusal to renew, a [license] [permit] under  
2 subsection (a) is not effective until all administrative proceedings under subsection (a) are  
3 concluded and administrative remedies exhausted.]

4 [(d) The [commission] [or other applicable authority] may not suspend, revoke, or deny  
5 renewal of a [license] [permit] under subsection (a) unless the [licensee] [permittee] ships  
6 alcoholic beverages into another state in violation of the other state's law after the [commission]  
7 [or other applicable authority] issues a cease and desist [order] [letter].]

8 [(e) The [commission] [or other applicable authority] shall determine the duration of a  
9 suspension under subsection (a). The suspension may not exceed [60] days for a first violation or  
10 [120] days for a violation that occurs not later than [three] years after an earlier violation. A  
11 violation that occurs more than [three] years after an earlier violation is treated as a first  
12 violation. If the [commission] [or other applicable authority] revokes or refuses to renew a  
13 [license] [permit] under subsection (a), the [licensee] [permittee] may not reapply for issuance of  
14 the same [license] [permit] for [one year] after the date of the revocation or refusal to renew.]

15 [(f) Suspension or revocation of, or refusal to renew, a [license] [permit] under this  
16 section is subject to judicial review under [cite to state administrative procedure act].]

17 [(g) Instead of suspending, revoking, or refusing to renew a [license] [permit] under  
18 subsection (a), the [commission] [or other applicable authority] and the [licensee] [permittee]  
19 may agree to [an offer in compromise under which the [licensee] [permittee] pays to the  
20 [commission] [or other applicable authority]] an administrative penalty.]

21 [(h) After the [commission] [or other applicable authority] gives notice under subsection  
22 (a) of a proceeding to suspend, revoke, or deny renewal of a [license] [permit], the [licensee]  
23 [permittee] may not surrender the [license] [permit] without the consent of the [commission] [or

1 other applicable authority].]

2 **Legislative Note:** *A state may include in this section each alcoholic-beverage licensing authority*  
3 *in the state. A state should substitute the appropriate terminology in this section if state*  
4 *administrative action against a license is characterized by terms other than suspension or*  
5 *revocation, such as cancellation or termination.*

6  
7 *A state may limit the administrative authority granted under subsection (a) by adopting*  
8 *subsection (b).*

9  
10 *Subsections (c) through (h) are bracketed because, if a state’s law governs suspension,*  
11 *revocation, or nonrenewal of an alcoholic beverage license or permit, the state may prefer to*  
12 *amend that law instead of adopting subsections (c) through (h). A state may prefer not to adopt*  
13 *subsections (c) through (h) if they are inconsistent with the state’s administrative process or a*  
14 *policy objective.*

15  
16 *A state that issues both licenses and permits should retain both terms in this section.*

17  
18 *In subsection (d), a state may insert “order” rather than “letter”, depending on the formality of*  
19 *its cease-and-desist process.*

20  
21 *The bracketed text in subsection (g) allows a state to refer to the settlement process by the term*  
22 *“offer in compromise” used by many states and the federal Alcohol and Tobacco Tax and Trade*  
23 *Bureau.*

## 24 25 **Comment**

26  
27 This section allows the enacting state to, for example, take action against a retailer  
28 licensed in the enacting state if the retailer is unlawfully shipping alcohol into another state in  
29 violation of that state’s law. A retailer that does so risks losing its retail license in its home state.  
30 The provision facilitates cooperation among state regulators, as the retailer’s unlawful shipping  
31 is likely to come to light as a result of information provided by regulators in other states. The  
32 retailer’s home state must afford the retailer due process in any action taken against the retailer.

33  
34 Optional subsection (b) limits the authority granted in subsection (a) for a licensee’s  
35 home state to take action against a license based on the licensee’s unlawful shipping of alcoholic  
36 beverages into another state. For example, the home state may not proceed against the license if  
37 the licensee has been exonerated in the state where the shipments were received or if there is a  
38 pending enforcement action in that state, including an action pending before an administrative  
39 body or a trial or appellate court.

40  
41 Each state issues various forms of alcoholic beverage licenses or permits. There may also  
42 be more than one issuing authority in the enacting state. For example, the state may issue  
43 licenses to producers, but local governments may issue permits to retailers or wholesalers. Each  
44 state has some form of existing process and standards for the suspension, revocation, or  
45 nonrenewal of alcoholic beverage licenses or permits. Accordingly, at least some portion of this

1 section is likely to already be covered by the enacting state’s law, and that is why most of the  
2 section is bracketed as optional. The state may prefer to address the topics contained in this  
3 section by amendment of its existing law governing the administrative process applicable to its  
4 alcoholic beverage licensing system.

5  
6 While subsection (e) includes a three-year “look back” period in counting prior  
7 violations, many states place no limit on the “look back” period. In subsection (e), the date the  
8 violation occurs is the date of the conduct giving rise to the offense. Regarding subsections (d)  
9 and (g), some states provide for a cease-and-desist “warning” process and allow settlement of  
10 violations through an offer-in-compromise process and some do not. Regarding subsection (h),  
11 the enacting state may already preclude a licensee from surrendering a license while an  
12 administrative enforcement proceeding is pending unless the license-issuing authority consents  
13 to the surrender.

14  
15 **[Section 10. Penalties**

16 (a) A court may impose a penalty on:

17 (1) a fulfillment provider that violates:

18 (A) Section 3(e)(1), (2), or (4);

19 (B) Section 3(e)(3) or 6(d); or

20 (C) Section 3(d), 5(a), or 6(b); [and]

21 (2) a carrier that violates [:

22 (A)] Section 4 or 8(b) [;] [or]

23 [(B) Section 6(d)] [; or

24 (C) Section 5(c) or 6(b)] [; and

25 (3) a licensed direct shipper that violates:

26 (A) Section 6(d); or

27 (B) Section 5(b) or 6(b)].

28 (b) Except as provided in subsection (c), the penalty for a violation under:

29 (1) subsection (a)(1)(A) is [not more than \$1,000];

30 (2) subsection (a)(1)(B) is [not more than \$100];

1 (3) subsection (a)(1)(C) is [not more than \$100]; [and]  
2 (4) subsection [(a)(2)(A)] [(a)(2)] is [not more than \$1,000] [;] [; and]  
3 [(5) subsection (a)(2)(B) is [not more than \$100]] [;] [; and]  
4 [(6) subsection (a)(2)(C) is [not more than \$100]] [;]  
5 [(7) subsection (a)(3)(A) is [not more than \$100]] [; and]  
6 [(8) subsection (a)(3)(B) is [not more than \$100]].

7 (c) For a violation listed in subsection (b) that occurs not later than [three] years after an  
8 earlier violation under subsection (b), the penalty for the subsequent violation under:

9 (1) subsection (a)(1)(A) is [not more than \$5,000];  
10 (2) subsection (a)(1)(B) is [not more than \$500];  
11 (3) subsection (a)(1)(C) is [not more than \$500]; [and]  
12 (4) subsection [(a)(2)(A)] [(a)(2)] is [not more than \$5,000] [;] [; and]  
13 [(5) subsection (a)(2)(B) is [not more than \$500]] [;] [; and]  
14 [(6) subsection (a)(2)(C) is [not more than \$500]] [;]  
15 [(7) subsection (a)(3)(A) is [not more than \$500]] [; and]  
16 [(8) subsection (a)(3)(B) is [not more than \$500]].

17 (d) The court may impose a separate penalty under subsection (b)(1), (2), [or] (4) [,] [or]  
18 [(5)] [, or] [(7)] or (c)(1), (2), [or] (4) [,] [or] [(5)] [, or] [(7)] for each day a violation occurs.

19 (e) The court may impose a separate penalty under subsection (b)(3) [,] [or] [(6)] [, or]  
20 [(8)] or (c)(3) [,] [or] [(6)] [, or] [(8)] for each violation.

21 (f) A violation of a rule adopted by the [commission] under this [act] is a violation of the  
22 provision of this [act] to which the rule relates.]

23 **Legislative Note:** A state should omit this section if it prefers to add these penalties to its  
24 alcoholic beverage law.

1 *A state that makes a violation of alcoholic beverage law a criminal offense may need to amend*  
2 *other state law to correspond to the civil penalties in this section or may substitute criminal*  
3 *penalties in this section.*

4  
5 *A state should enact subsections (a)(2)(B) and (C) and (3), (b)(5) through (8), and (c)(5) through*  
6 *(8) only if the state enacts the corresponding optional text in Sections 5 and 6. The state should*  
7 *ensure that the text in these provisions is consistent.*

8  
9 *If a state requires licensed direct shippers to submit reports under its law, it should conform the*  
10 *penalties under this section for fulfillment providers to the penalties under the law for licensed*  
11 *direct shippers.*

12  
13 *In subsections (b)(4) and (c)(4), if a state enacts subsection (a)(2)(B) or (C), the state should*  
14 *refer to subsection (a)(2)(A).*

### 15 16 **Comment**

17  
18 Some states prescribe general penalties that apply to almost any violation of the state's  
19 alcoholic beverage laws. Accordingly, at least some portion of this section may already be  
20 covered by the enacting state's law. It is also common for violations of a state's alcoholic  
21 beverage laws to be criminal offenses. The creation in the act of only civil penalties might not be  
22 consistent with the state's approach to penalizing alcoholic beverage violations.

23  
24 The monetary penalties imposed under this section are in addition to any administrative  
25 remedies available under other sections of the act, such as suspension or revocation of a license,  
26 permit, or registration under section 3 or 9 or an order prohibiting shipments under section 8.

27  
28 Subsections (b) and (c) establish a higher monetary penalty for a subsequent violation  
29 occurring within [three] years of a first violation. If the subsequent violation occurs more than  
30 [three] years after the earlier violation, subsection (c) does not apply and the violation is treated  
31 under subsection (b) as a first violation. Subsection (d) limits the total penalty that may apply for  
32 multiple violations. Subsection (d)(1) generally applies to violations related to shipping and is  
33 intended the limit the aggregate penalty for a violator that makes dozens or hundreds of  
34 shipments per day. The provision also specifies that the penalty for failure to maintain an agent  
35 for service of process is assessed per day. Subsection (d)(2) applies to violations that are  
36 occasional and discrete, like failure to file a monthly report or provide required records upon  
37 request. The state may wish to assess the impact of subsection (d)(1) when determining the  
38 appropriate amount of the penalty under subsections (b) and (c) for a violation identified in  
39 subsection (a)(1)(A) and (a)(2)(A).

40  
41 The penalties imposed under this section are imposed by a court. The act does not include  
42 any provision specifying who may bring a court enforcement proceeding. Depending on the  
43 state, the action might be brought by the attorney general, a district attorney or city attorney, or  
44 the regulatory agency. This act presumes that each state will continue to rely on existing law that  
45 specifies which agencies or governmental units may bring an enforcement action.

1           **[Section 11. Rulemaking Authority**

2           The [commission] may adopt rules under [cite to state administrative procedure act] to  
3 administer, enforce, implement, or interpret this [act], including rules concerning:

4                   (1) a form under this [act];

5                   (2) the method for submitting a registration application, or cancelling registration,  
6 as a fulfillment provider; [and]

7                   (3) the method and deadline for filing a report, including the format of an  
8 electronic report [;] [and]

9                   [(4) appointing and maintaining an agent for service of process [;] [and]]

10                  [(5) due process in administrative proceedings [; and

11                  (6) a definition of, or guidelines for determining, [good cause] under [cite to  
12 Sections of this [act] that include reference to [good cause]].]

13 ***Legislative Note:*** *A state should include this section only if the state’s administrative procedure*  
14 *act does not provide adequate rulemaking authority to the commission. A state should include*  
15 *paragraph (6) only if it enacts the bracketed language referring to “good cause” in Section 3(g)*  
16 *or 8(c).*

17  
18           **Section 12. Uniformity of Application and Construction**

19           In applying and construing this uniform act, a court shall consider the promotion of  
20 uniformity of the law among jurisdictions that enact it.

21           **Section 13. Relation to Electronic Signatures in Global and National Commerce Act**

22           This [act] modifies, limits, or supersedes the Electronic Signatures in Global and National  
23 Commerce Act, 15 U.S.C. Section 7001 et seq.[, as amended], but does not modify, limit, or  
24 supersede 15 U.S.C. Section 7001(c), or authorize electronic delivery of any of the notices  
25 described in 15 U.S.C. Section 7003(b).

26 ***Legislative Note:*** *It is the intent of this act to incorporate future amendments to the cited federal*

1 *law. In a state in which the constitution or other law does not permit incorporation of future*  
2 *amendments when a federal statute is incorporated into state law, the phrase “as amended”*  
3 *should be omitted. The phrase also should be omitted in a state in which, in the absence of a*  
4 *legislative declaration, future amendments are incorporated into state law.*

5  
6 **[Section 14. Transitional Provision**

7 (a) A [license] [permit] issued by the [commission] [to a person to ship covered alcoholic  
8 beverages on behalf of another to a consumer] in effect on [the effective date of this [act]]  
9 continues until the earlier of its date of expiration or [three] months after [the effective date of  
10 this [act]]. During that period, the person holding the [license] [permit] may continue activity  
11 authorized under the [license] [permit] and is subject to the law of this state applicable to the  
12 [license] [permit] as it existed immediately before [the effective date of this [act]]. On expiration  
13 of that period, the person holding the [license] [permit] is subject to this [act].

14 (b) A person that does not hold a [license] [permit] [to ship covered alcoholic beverages  
15 on behalf of another to a consumer] on [the effective date of this [act]] is subject to this [act] on  
16 and after [the effective date of this [act]].]

17 ***Legislative Note:*** *A state should include this section only if it already issues fulfillment-provider*  
18 *licenses or permits.*

19  
20 **Comment**

21  
22 Several states authorize by license, registration, or otherwise the operations of fulfillment  
23 providers. If the enacting state is such a state, this section provides a “phase-in” during which the  
24 state’s existing system is replaced with the fulfillment provider registration system under the act.

25  
26 **[Section 15. Severability**

27 If a provision of this [act] or its application to a person or circumstance is held invalid,  
28 the invalidity does not affect another provision or application that can be given effect without the  
29 invalid provision.]

30 ***Legislative Note:*** *Include this section only if the state lacks a general severability statute or a*  
31 *decision by the highest court of the state adopting a general rule of severability.*  
32

1           **[Section 16. Repeals; Conforming Amendments**

2           [(a) [Cite to direct-to-consumer alcoholic beverage shipping law relating to a fulfillment  
3 provider] is repealed.]

4           [(b) ...]

5    **Legislative Note:** *A state should examine its statutes to determine whether conforming revisions*  
6 *are required by:*

7                   (1) *Section 3 {Registration of Fulfillment Provider};*

8                   (2) *Section 7 {Confidential Information};*

9                   (3) *Section 9 {Suspension, Revocation, or Nonrenewal of License or Permit*

10 *Because of Unlawful Shipping into another State}; or*

11                   (4) *Section 10 {Penalties}.*

12

13           **Section 17. Effective Date**

14           This [act] takes effect . . .

15    **Legislative Note:** *A state may wish to consider a delayed effective date, for example, 60 days, to*  
16 *allow time for agencies and industry members to prepare for implementation.*