



# LICENSING REFORM INITIATIVE

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## Report of Recommendations

Iowa Alcoholic Beverages Division  
March 18, 2019

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## EXECUTIVE SUMMARY

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On August 10, 2016, former Governor Terry Branstad and then-Lt. Governor Kim Reynolds tasked the Iowa Alcoholic Beverages Division (ABD), in partnership with the Iowa Economic Development Authority, with conducting an unprecedented review of Iowa's alcohol laws (Iowa Code chapter 123). A working group was convened consisting of stakeholders representing all three tiers of the alcoholic beverages industry, public safety, and the general public. Over the course of eight public meetings, the working group heard testimony and engaged in discussions which culminated in a set of five recommendations for changes to Iowa's alcohol laws, some of which were enacted into law as a part of House File 607 during the 2017 legislative session.

One of the recommendations of the working group was to perform a further in-depth review of the laws pertaining to alcohol licensing, administrative actions, and administrative appeals. Specific topics to be reviewed included, but were not limited to, consolidation of license/permit classifications, the appropriate balance of responsibilities between local authorities (city councils and county boards of supervisors) and the State in the alcohol licensing process, and whether active enforcement measures properly serve as deterrents.

Beginning in October 2017 and concluding in June 2018, ABD, in partnership with the Iowa Department of Public Safety, conducted a series of eight public forums across the state. Local authorities, local law enforcement, public health and substance abuse prevention groups, retail licensees/permittees, and others attended the forums to share how Iowa's alcohol licensing laws affect their communities today and how the process could be improved in the future. Written suggestions were also solicited from association groups representing these stakeholders in an attempt to gather as much feedback as possible.

After careful consideration of all input received, ABD makes the following recommendations for the legislature's consideration:

1. Increase efficiency in the alcohol licensing process.
2. Consolidate liquor control license classifications.
3. Allow greater flexibility in enforcement actions taken as a result of alcohol law violations.
4. Convene an interim study committee to consider additional stakeholder proposals.

Overall, Iowa's alcohol licensing system has been largely successful. In Fiscal Year 2018 (July 1, 2017 – June 30, 2018), ABD processed and issued a record 16,860 licenses, permits, and certificates of compliance, and all signs point to continued growth in the future. Licensing for alcoholic beverage retailers requires two-step approval from local authorities and ABD to ensure that applicants conform to all applicable laws, ordinances, resolutions, and health and fire regulations. Ultimately, public health, safety, and welfare are better protected by Iowa's alcohol licensing system.

However, no system is perfect. These recommendations will improve Iowa's alcohol licensing system by further streamlining the licensing process, making it easier for businesses to interact with government, and ensuring that effective deterrence and enforcement measures are in place to protect public safety and the integrity of communities throughout the state.

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## OVERVIEW: IOWA'S ALCOHOL LICENSING SYSTEM

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The public policy purpose of Iowa's alcohol laws is to protect the welfare, health, peace, morals, and safety of the people of the state. To achieve this, the manufacture, sale, possession, and transportation of alcoholic beverages is prohibited except upon the terms, conditions, limitations, and restrictions enumerated in Iowa Code chapter 123.

These terms and conditions begin with the requirement that any person engaged in the manufacture or sale of alcoholic beverages first be issued a license or permit by ABD. Because the number of licenses/permits issued for the retail sale of alcoholic beverages greatly outnumbers those issued for manufacturing, importing, or distributing, this overview will focus on the licensing process for specifically retail licenses and permits. However, the process for the issuance of licenses, permits, or certificates of compliance for manufacturing, importing, or distributing is not drastically different.

The first step in the licensing process is for an applicant to submit an application electronically using ABD's eLicensing system. Applications must contain the name and address of the applicant, the precise location of the premises to be licensed along with a sketch or drawing of the premises, the names and addresses of all persons having 10 percent or more ownership or financial interest in the business, and a statement of whether any owners have ever been convicted of any violation of law. The administrator may also require other information at his or her discretion.

In order to be issued a license or permit, an applicant must be deemed a *"person of good moral character."* To meet the eligibility requirement of this defined term within Iowa Code chapter 123, the applicant must:

- Have such financial standing and good reputation as will satisfy the administrator that the person will comply with chapter 123 and all laws, ordinances, and regulations applicable to the person's operations;
- Not be prohibited from obtaining a license or permit due to revocation of a previous license or permit;
- Be a citizen of the United States and a resident of Iowa, or licensed to do business in Iowa in the case of a corporation;
- Not have been convicted of a felony, however, if the felony conviction occurred more than five years before the date of the application for the license/permit, and if the person's citizenship rights have been restored by the governor, the administrator may determine the person is of good moral character; and
- Ensure any person who directly or indirectly has an interest of 10 percent or more in the ownership or profits of the business also meets the criteria listed above.

In addition to the applicant's eligibility requirements, the premises to be licensed must also meet certain requirements. It must be owned or under the control of the prospective licensee, must be equipped with hot and cold running water from a source approved by an authorized health department, and must conform to all applicable laws, health regulations, and fire regulations. Premises to be licensed for on-premises consumption must be equipped with tables and seating to accommodate at least 25 people, and must have at least two separate toilet facilities for men and women, though the applicant can apply for a waiver of this bathroom requirement.

Applicants for on-premises licenses/permits must also have dramshop liability insurance coverage endorsed by a dramshop insurance carrier. This is done online via ABD's eLicensing system. An on-premises retail licensee/permittee is required to maintain active dramshop insurance coverage for the entire duration of

their license/permit. Failure to maintain coverage is grounds for suspension of the license/permit until coverage is reinstated.

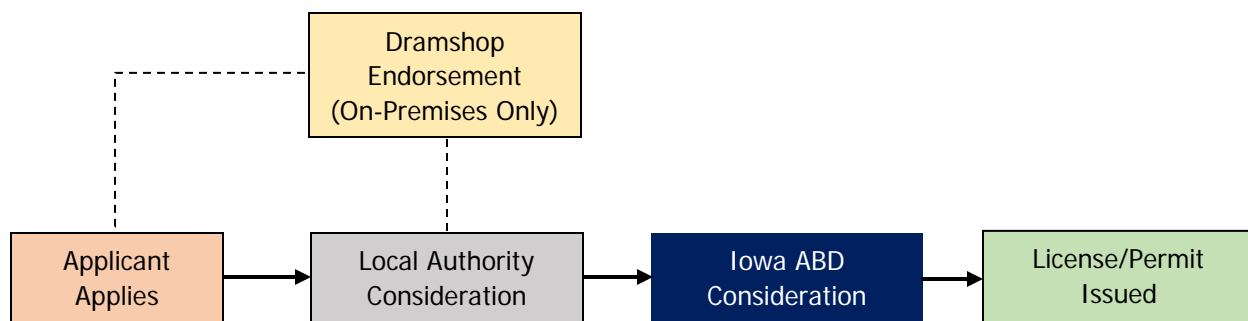
The next step in the licensing process is for local authorities to review an application, either approve or disapprove the issuance of the retail license/permit, and forward their decision on to ABD. City councils review applications for premises to be licensed that are within the corporate limits of a city, and county boards of supervisors review applications for premises that are outside of the corporate limits of a city. There is no limit upon the number of retail licenses/permits which may be approved for issuance by local authorities.

Local authorities also have the power to add additional requirements for applicants. They may adopt ordinances governing the location of the premises of retail establishments or any other activities or matters which may affect the retail sale and consumption of alcoholic beverages and the health, welfare, and morals of the community involved. However, ordinances cannot conflict with Iowa Code chapter 123 and cannot diminish the hours during which alcoholic beverages may be sold. Local authorities can also establish the premises which shall be used by 5- and 14-day retail licensees/permittees during special events sponsored or authorized by the local authority.

After receiving an application approved by the local authority, ABD makes an investigation as the administrator deems necessary to determine that the applicant complies with all requirements for holding a license or permit. This includes, but is not limited to, validating whether applicants who are felons have had their rights restored and paid any outstanding dues, validating the applicant's business is actively registered with the Iowa Secretary of State's Office, and validating there are no prohibited ownership conflicts.

If, after investigation, the administrator approves the application, the license or permit is issued via email and the licensee/permittee is eligible to begin selling alcoholic beverages beginning on the effective date listed on the license/permit.

### **Retail Licensing Process**



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## RECOMMENDATIONS

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### Increase efficiency in the alcohol licensing process.

#### **Background**

Most alcohol licenses and permits issued in the state go through a two-step review and approval process. Beginning at the local level, local authorities review applications for select licenses and permits within their jurisdiction and endorse the approval or disapproval of the application by voting at their regularly-scheduled meetings.

If an application is approved by the local authority, it is then forwarded on to ABD for consideration. ABD reviews the application and performs an investigation to the extent necessary to determine that the applicant complies with all requirements for holding the license or permit. If it is determined that the applicant meets all of these requirements, the license or permit is issued.

#### **Recommended Action**

It is recommended that local authorities be given the ability to select a designee to make licensing decisions on their behalf. Today, the licensing process can be slow and cumbersome due to local authorities taking action on applications for licenses and permits at their regularly-scheduled meetings, which in smaller communities can be as infrequent as once a month. Having a designee with the power to approve applications on behalf of the local authority can potentially hasten the process so that licenses and permits are issued in a timelier manner.

### Consolidate liquor control license classifications.

#### **Background**

There are currently seven classifications of liquor control licenses: class "A", "B", "C", special class "C", "C" native distilled spirits, "D", and "E".

A class "A" liquor control license is issued to clubs and allows for the sale of alcoholic liquor, wine, and beer to club members and their guests for consumption on the licensed premises.

A class "B" liquor control license is issued to a hotel or motel and allows for the sale of alcoholic liquor, wine, and beer for on-premises consumption, and beer for off-premises consumption.

A class "C" liquor control license is issued to commercial establishments, such as bars and restaurants, and allows for the sale of alcoholic liquor, wine, and beer for on-premises consumption and beer for off-premises consumption.

A special class "C" liquor control license is issued to commercial establishments and allows for the sale of only wine and beer for on-premises consumption and beer for off-premises consumption.

A class "C" native distilled spirits liquor control license is issued to a native distillery and allows the native distillery to sell native distilled spirits for on-premises consumption.

A class "D" liquor control license is issued to airplanes, trains, and passenger-carrying boats and allows for the sale of alcoholic liquor, wine, and beer for on-premises consumption.

A class "E" liquor control license is issued to retailers and allows for the sale of alcoholic liquor and high alcoholic content beer for off-premises consumption, and the sale at wholesale of alcoholic liquor and high alcoholic content beer to other eligible liquor control licensees.

### **Recommended Action**

It is recommended that the class "B" liquor control license be eliminated. The privileges under this classification of liquor control license are the same as those under a class "C" liquor control license. And while a few of the other liquor control licenses are specifically intended for a unique business model (e.g. a private club, an airplane, a train, or a passenger-carrying boat), fundamentally there is little discernible difference between the operation of a bar in a hotel or motel and a standalone corner bar or tavern. Hotels or motels will not experience a detrimental difference due to this change as the fees for a class "B" and class "C" liquor control license are either identical or slightly lower for a class "C" liquor control license.

### [Allow greater flexibility in enforcement actions taken as a result of alcohol law violations.](#)

### **Background**

Local authorities or ABD may suspend a license or permit issued pursuant to Iowa Code chapter 123 for a period not to exceed one year, revoke the license or permit, or impose a civil penalty not to exceed \$1,000 per violation. A criminal conviction is not a prerequisite to suspension, revocation, or imposition of a civil penalty.

A license or permit may be suspended or revoked, or a civil penalty may be imposed, for the following causes:

- Misrepresentation of any material fact in the application for the license or permit;
- Violation of any of the provisions of Iowa Code chapter 123;
- Any change in the ownership or interest in the business operated under a liquor control license or wine or beer permit which was not reported within 30 days of the change and approved by the local authority and ABD;
- An event which would have resulted in disqualification from receiving the license or permit when originally issued;
- Any sale, hypothecation, or transfer of the license or permit; or
- The failure or refusal on the part of any licensee or permittee to render any report or remit any taxes to ABD under Iowa Code chapter 123 when due.

### **Recommended Action**

It is recommended that the \$1,000 cap on civil penalties that may be imposed by local authorities and ABD be increased or eliminated. A suspension or revocation is a serious administrative action warranted in some situations. In others, a civil penalty may be more appropriate. However, for some licensees/permittees a \$1,000 civil penalty may be viewed as simply a cost of doing business, with the potential benefit from committing the violation outweighing the penalty. Increasing or removing the current civil penalty cap will allow local authorities and ABD the flexibility to right-size the penalty imposed on the violator based on the violation committed and ensure that civil penalties properly act as deterrents to future violations.

## [Convene an interim study committee to consider additional stakeholder proposals.](#)

### **Background**

During this review process, a number of proposals were brought forth by stakeholders for discussion. These included:

- Introducing a quota system on the number of alcohol licenses/permits that may be issued;
- Implementing probationary licenses/permits;
- Granting local authorities the ability to reduce the hours during which alcoholic beverages may be sold;
- Increasing the minimum age required to sell alcoholic beverages at retail for off-premises consumption; and
- Reviewing fees for licenses, permits, and certificates of compliance to ensure they properly capture operational costs involved with issuance.

### **Recommended Action**

It is recommended that the legislature consider convening an interim study committee to address the aforementioned proposals, as well as any others that stakeholders may have. These proposals would create substantive change if enacted and would benefit from policymakers directly hearing testimony and having the opportunity to fully vet each proposal. ABD would be willing to participate and provide the regulator's point of view on these proposals and their potential impacts. Other state agencies should also be invited to participate to share how these proposals may impact public health, public safety, and commerce.



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## ACKNOWLEDGEMENTS

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ABD would like to thank those individuals, associations, and licensees who attended the public forums and provided feedback. Their time and expertise given to this initiative is greatly appreciated.

The following individuals prepared this report:

### **Stephen Larson**

Stephen Larson was first appointed administrator of ABD in 2010 and has twice since been reappointed in 2014 and 2018. He has been in public service to his home state of Iowa since 1984. During his time in government he has served on state and national boards, most recently as the Chairman of the National Alcohol Beverage Control Association in 2015-2016. He, along with Iowa Economic Development Authority Director Debi Durham, performed a comprehensive review of Iowa's alcohol laws in the fall of 2016 and authored a report of recommendations that were submitted to the governor and lieutenant governor. His prior employment includes various roles and serving on boards and commissions for the State, including auditing for unclaimed property and coordinating debt financing for the State. He graduated with honors from William Penn University in Oskaloosa with a bachelor's degree in business administration.

### **Tyler Ackerson**

Tyler Ackerson serves as an education and outreach program planner at ABD, where he works directly with internal and external stakeholders to help them better understand Iowa's alcohol laws. He has been with ABD since 2015. During that time, he has contributed to various official publications, including the Alcoholic Beverage Control Study ordered by the Iowa legislature and the final report of recommendations from the initial review of Iowa's alcohol laws submitted to the governor and lieutenant governor. He holds bachelor's degrees in journalism and political science from the University of Iowa.

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# APPENDIX A

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# Regulatory Compliance Bureau

## Alcohol Licensing Unit

### RETAIL LICENSES, PERMITS ISSUED \*

	12 Month	8 Month	6 Month	14 Day	5 Day	Sub Permit	FY18 Total	FY17 Total	Increase/ Decrease
<b>On-Premises</b>									
Class "B" Beer Permit (BB)	454	14	83	24	412		987	1,039	-5.0%
Class "A" Liquor License (LA)	129				9		138	134	3.0%
Class "B" Liquor License (LB)	138		1		1		140	126	11.1%
Class "C" Liquor License (LC)	4,071	43	59	14	352		4,539	4,468	1.6%
Class "C" Native Distilled Spirits Liquor License (LCN)	5						5	0	0%
Class "D" Liquor License (LD)	22		1				23	23	0%
Special Class "C" Liquor License (BW)	555	7	33	6	195		796	785	1.4%
Class "C" Native Wine Permit (WCN)	74		1		9	43	127	140	-9.3%
<b>Total</b>	<b>5,448</b>	<b>64</b>	<b>178</b>	<b>44</b>	<b>978</b>	<b>43</b>	<b>6,755</b>	<b>6,715</b>	<b>0.6%</b>
<b>Off-Premises</b>									
Class "C" Beer Permit (BC)	1,684					1,373	3,057	2,954	3.5%
Class "E" Liquor License (LE)	1,473						1,473	1,332	10.6%
Class "B" Wine Permit (WB)	27	1	1			1,885	1,914	1,774	7.9%
Class "B" Native Wine Permit (WBN)	309		9	3	22	905	1,248	1,223	2.0%
<b>Total</b>	<b>3,493</b>	<b>1</b>	<b>10</b>	<b>3</b>	<b>22</b>	<b>4,163</b>	<b>7,692</b>	<b>7,283</b>	<b>5.6%</b>
<b>Special Class "A" Beer Permit (BREW PUB)</b>									
Class "B" Beer Permit (BB)	3						3	3	0%
Class "C" Liquor License (LC)	42						42	34	23.5%
<b>Total</b>	<b>45</b>						<b>45</b>	<b>37</b>	<b>21.6%</b>
<b>Charity Beer, Spirits, and Wine Auction Permit (CP)</b>	<b>89</b>						<b>89</b>	<b>69</b>	<b>29.0%</b>
<b>TOTAL RETAIL LICENSES / PERMITS</b>							<b>14,581</b>	<b>14,104</b>	<b>3.4%</b>

\* Permits Issued on pages 10 and 11 refer to the total number of licenses processed by the Licensing team within the e-Licensing system for the fiscal year.

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# APPENDIX B

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## Changes to Iowa Beer Permits Over Time



<u>Permit Type</u>	<u>1935</u>	<u>1972</u>	<u>1989</u>	<u>2010</u>	<u>2016</u>	<u>2018</u>
Brewer's Certificate of Compliance	n/a	\$100.00	\$500.00	\$500.00	\$500.00	\$500.00
Class A Beer Permit (Manufacturer & Wholesaler of Beer) (BA)	\$250.00	\$250.00	\$250.00	\$250.00	\$250.00	\$750.00
Class AA Beer Permit (Manufacturer & Wholesaler of High Alcohol Content Beer) (BAA) Combined with BA in 2017	n/a	n/a	n/a	\$500.00	\$500.00	n/a
Class A Beer Permit (Native Brewery) (BAN)	\$250.00	\$250.00	\$250.00	\$250.00	\$250.00	\$750.00
Allows 1 Class B Beer Permit	n/a	n/a	See Class B	See Class B	See Class B	See Class B
Class AA Beer Permit (Native Brewery High Alcohol Content Beer) (BAAN) Combined with BAN in 2017	n/a	n/a	n/a	\$500.00	\$500.00	n/a
Allows 1 Class B Beer Permit (see above)			See Class B	See Class B	See Class B	n/a
Special Class A Beer Permit (Brew Pub) - this permit is an add on to a Class C Liquor License or Class B Beer permit.	n/a	n/a	\$250.00	\$250.00	\$250.00	\$750.00
Class C liquor license is the primary license or Class B Beer Permit is the primary permit			See Class C Liquor See Class B	See Class C Liquor See Class B	See Class C Liquor See Class B	See Class C Liquor See Class B
Special Class AA Beer Permit (High Alcohol Content Brew Pub) this permit is an add on to a Class C Liquor License or Class B Beer permit. Combined with Special Class A in 2017	n/a	n/a	n/a	\$500.00	\$500.00	n/a
Class C liquor license is the primary license or Class B Beer Permit is the primary permit (see above)				See Class C Liquor See Class B	See Class C Liquor See Class B	n/a n/a
Class B Beer Permit (Taverns, Bars, Restaurants - Retail on premises & Carry out Beer) (BB)						
Graduated - Population 10,000 or over.		\$300.00	\$300.00	\$300.00	\$300.00	\$300.00
Graduated - Population at least 500 but less than 10,000.		n/a	\$200.00	\$200.00	\$200.00	\$200.00
Graduated - Population at least 1,500 but less than 10,000.		\$200.00	n/a	n/a	n/a	n/a
Graduated - Population less than 500		n/a	\$100.00	\$100.00	\$100.00	\$100.00
Graduated - Population less than 1,500		\$100.00	n/a	n/a	n/a	n/a
Unincorporated - Population of closest city (see above)		See Above	See Above	See Above	See Above	See Above
Standard Class B was Fixed by authorities somewhere between \$100.00-\$300.00	\$100.00 - \$300.00	n/a	n/a	n/a	n/a	n/a
Hotels 250 rooms or more	\$250.00	n/a	n/a	n/a	n/a	n/a
Hotels 100-250 rooms	\$150.00	n/a	n/a	n/a	n/a	n/a
Hotels 100 or less rooms	\$100.00	n/a	n/a	n/a	n/a	n/a
Golf Course or Country Club	\$50.00	n/a	n/a	n/a	n/a	n/a
Special Class B Train	\$100.00	\$100.00	n/a	n/a	n/a	n/a
Class C Beer Permit (Grocery, Convenience Stores - Retail off Premises) (BC)	\$25.00		See Below	See Below	See Below	See Below
Graduated by Floor Space - Up to 1,500 sq ft	n/a	\$75.00	\$75.00	\$75.00	\$75.00	\$75.00
Graduated by Floor Space - 1,500 sq ft - 2,000 sq ft	n/a	\$100.00	\$100.00	\$100.00	\$100.00	\$100.00
Graduated by Floor Space - 2,000 sq ft - 5,000 sq ft	n/a	\$200.00	\$200.00	\$200.00	\$200.00	\$200.00
Graduated by Floor Space - Over 5,000 sq ft	n/a	\$300.00	\$300.00	\$300.00	\$300.00	\$300.00

\* Note: Using the US Inflation Calculator, an item purchased for \$250.00 in 1935 would cost \$4,582.24 in 2018.

# Changes to Iowa Wine Permits Over Time



Permit Type (Prior to 1985, Licenses applied to wine)

	<u>1935</u>	<u>1972</u>	<u>1985</u>	<u>2003</u>	<u>2010</u>	<u>2012</u>	<u>2018</u>
<u>Manufacturer's License</u> (Manufacture, Storage, & Wholesale disposition and sale of alcoholic liquors and wines to the commission and to customers outside of the state.)	\$250.00	\$250.00	Wine is separated from alcoholic liquor. Class A Wine Permit created.	n/a	n/a	n/a	n/a
<u>Wholesaler's License</u> (Purchase alcoholic liquor from distillers either within or without the state for the purpose of selling to the commission and customers of such wholesaler engaged in the sale of alcoholic liquor and wines at retail outside of the state.)	\$100.00	\$100.00	Wine is separated from alcoholic liquor. Class A Wine Permit is created.	n/a	n/a	n/a	n/a
<u>Native Wines</u> (Manufacturers of native wines may sell, keep, or offer for sale and deliver the same in such quantities as may be permitted by the commission for consumption off the premises. Manufacturer shall not allow any wine so sold to be drunk upon the premises of such manufacturer.)	Existed in 1935 with no separate fee designated for native wineries.	No Fee	\$25.00 fee for Class A, added retail sales for off premises consumption at a <u>retail establishment</u> .	\$25.00 for Class A	\$25.00 for Class A	\$25.00 for Class A	\$25.00 for Class A
Beginning in 2003, a manufacturer of native wine may be granted not more than one Class C native wine permit.	n/a	n/a	n/a	See Class C Native	See Class C Native	See Class C Native	See Class C Native
Manufacturer of native wine may ship wine in closed containers to individual purchasers inside and outside this state. Created in 1985. In 2012, language added requiring acquisition of direct shippers license.	n/a	n/a	No Fee	No Fee	No Fee	See DS below	See DS below
<u>Distiller's Certificate of Compliance</u> (Manufacturer, Distiller, <u>Vintner</u> or Importer of Alcoholic Beverages shipping, selling, or having alcoholic beverages brought into this state for resale by the state.)	n/a	\$50.00	Vintner's Cert. of Comp. created in 1985, see below, wine is separated from alcoholic beverages.	n/a	n/a	n/a	n/a
<u>Reciprocal Shipment of Wines</u> Created in 1996 with no associated fee (Becomes <u>Wine Direct Shipper License</u> in 2010)	n/a	n/a	n/a	No Fee	\$25.00	\$25.00	\$25.00
<u>Vintners Certificate of Compliance</u> (Native vintner or native wine bottler exempt from the fee.)	n/a	n/a	\$100.00	\$100.00	\$100.00	\$100.00	\$100.00
<u>Class A Wine Permit</u> (Manufacture and sell, or sell at wholesale, in this state, wine.)	n/a	n/a	\$750.00	\$750.00	\$750.00	\$750.00	\$750.00
<u>Individual Permit</u> (Granted to an individual of the full age of 21 to purchase, possess, and/or transport alcoholic liquor (contains alcohol, spirits, or wine) for medicinal or personal purposes.)	\$1.00	n/a	n/a	n/a	n/a	n/a	n/a
<u>Beginning in 1985, wine is separated from the definition of alcoholic liquor and is added to retail liquor control licenses separately as wine.</u>							
<u>Class B Wine Permit</u> (Wine sales for off premises consumption) Created in 1985	n/a	n/a	\$500.00	\$500.00	\$500.00	\$500.00	\$500.00
<u>Class B Native Wine</u> (Native Wine sales for off premises consumption) Created in 2003.	n/a	n/a	n/a	\$25.00	\$25.00	\$25.00	\$25.00
<u>Class C Native Wine</u> (Native Wine sales for off and on premises consumption) Created in 2003.	n/a	n/a	n/a	\$25.00	\$25.00	\$25.00	\$25.00



