# LAW AND PUBLIC SAFETY

# DIVISION OF ALCOHOLIC BEVERAGE CONTROL

**Disciplinary Proceedings** 

Proposed New Rules: <u>N.J.A.C</u>. 13:2-19.1 through 19.4, 19.11 through 19.16

Proposed Recodification with Amendment: N.J.A.C. 13:2-19.7 as 19.10

Proposed Repeal: <u>N.J.A.C</u>. 13:2-19.6

Authorized By: Jerry Fischer, Director

Division of Alcoholic Beverage Control

Authority: <u>N.J.S.A</u>. 33:1-31, et seq.

Proposal Number: PRN 2001-344

Submit comments by October 28, 2001 to:

Jerry Fischer, Director

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The agency proposal follows:

#### **Summary**

The Division of Alcoholic Beverage Control (Division) is proposing new rules, an amendment and recodification of an existing rule, and the recodification of five existing rules which pertain to the administrative disciplinary proceedings instituted for violation of the Alcoholic Beverage Control Act and/or the rules of the Division. These proposed new rules, recodified rules, and amendment supersede the schedule of penalties published in Alcoholic Beverage Control Bulletin 2453, Item 2 (October 31, 1988) which have been utilized by the Division since this original publication. The penalties set forth herein shall apply to violations occurring on or after the effective date of these new rules and amendment.

The Division sought and received input from the alcoholic beverage industry during the process of drafting these new penalty rules. Specifically, a report containing industry comments and recommendations was submitted by a subcommittee of the Alcoholic Beverage Control Advisory Committee in 1998. The Advisory Committee is a body made up of members of the alcoholic beverage community which gives input to the Director of the Division on issues upon his request. The report from the subcommittee was thoroughly considered and many changes from the initial draft of these penalty rules are based on this industry input.

These final penalty rules are meant to balance the industry concerns with the Division's administrative mandate.

Existing rule <u>N.J.A.C</u>. 13:2-19.1 is recodified as 19.5 with no change in text. It provides that a disciplinary proceeding will not be barred nor will a pending proceeding be terminated because of the expiration, transfer, surrender, renewal or extension of a license or permit.

Existing rule <u>N.J.A.C</u>. 13:2-19.2 is recodified as 19.6 with no change in text. It provides that a disciplinary proceeding can be instituted for violations occurring during a license term, prior to a transfer or extension of a license, or during a period when the license was held by a predecessor of the current licensee.

Existing rule <u>N.J.A.C</u>. 13:2-19.3 is recodified as 19.7 with no change in text. It provides that a pending disciplinary proceeding shall continue to completion and that a suspension, cancellation or revocation will be effective without any further proceedings even if the license was transferred, extended or renewed during the disciplinary proceedings.

Existing rule <u>N.J.A.C</u>. 13:2-19.4 is recodified as 19.8 with no change in text. It provides that a licensed premises subject to a pending disciplinary hearing can be declared ineligible for licensure even though the license or permit is surrendered or another license was issued to another person for the same premises.

Existing rule N.J.A.C. 13:2-19.5 is recodified as 19.9 with no change in

text. It mandates that when a license is suspended, the suspension shall continue in full force and effect notwithstanding any transfer or extension of the license during the period of suspension.

The current <u>N.J.A.C</u>. 13:2-19.6 is repealed and the subject matter of this rule is contained in proposed new rule <u>N.J.A.C</u>. 13:2-19.3.

Existing rule <u>N.J.A.C</u>. 13:2-19.7 is recodified as 19.10 with several grammatical changes. This section reflects that a pending disciplinary proceeding shall continue to completion and that a suspension, cancellation or revocation will be effective without any further proceedings even if the license was transferred, extended or renewed during the disciplinary proceedings. This section restates, clarifies and implements the intent of the provisions of <u>N.J.S.A</u>. 33:1-31. Subsection (a) is unchanged. Subsection (b) codifies Division decisions which provide that the Director shall determine, in accordance with pertinent law and articulated standards, exactly which persons or entities are affected by an order of revocation when a license is transferred prior to the time the Director has ordered the revocation.

Proposed new rule <u>N.J.A.C.</u> 13:2-19.1 provides that a disciplinary proceeding shall be commenced by the service of a Notice of Charges upon the licensee and allows service in person, by certified mail. If mail service is unsuccessful, the rule provides that service is to be made by publication in a newspaper of general circulation in the county where the license is located.

Proposed new rule <u>N.J.A.C</u>. 13:2-19.2 sets forth the contents of the Notice of Charges. The Notice of Charges shall include: (1) a list of the charges against the licensee; (2) the penalty for each separate violation as set forth in the Penalty Schedule (<u>N.J.A.C</u>. 13:2-19.11(i)); (3) notice that the licensee has thirty (30) days from the date of service to enter a plea of guilty, not guilty or non vult ("no contest") to the charges; and (4) advice of the licensee's right to representation. The rule also indicates that if a licensee fails to enter a timely plea, it shall be deemed to have pled non vult to the charges. This is a change from current procedure which treats failure to plead as a not guilty plea.

Proposed new rule <u>N.J.A.C.</u> 13:2-19.3 sets out the pleading procedure for disciplinary matters. Within 30 days of service of the Notice of Charges, the licensee shall enter a plea of guilty, not guilty or non vult to the charges. Prior to the end of this 30 day period, the Director may, for good cause shown, grant up to an additional 30 days for the licensee to enter a plea. If the licensee enters a plea of guilty or non vult, the charges shall be deemed sustained, but the licensee shall have the opportunity to petition the Director to demonstrate mitigating circumstances or request permission to make a monetary offer in compromise in lieu of all or part of the penalty. If a licensee enters a plea of not guilty, the

Office of Administrative Law or retained for a hearing conducted by the Director. Failure of a licensee to enter any plea shall be deemed a plea of non vult. Upon certification of service, the Director may, at the Director's sole discretion, impose the penalty stated in the Notice of Charges or take any other appropriate action, without further notice. If a matter is returned to the Division from the Office of Administrative Law due to the licensee's failure to appear at a scheduled proceeding, the licensee shall be deemed to have withdrawn any plea previously entered and a plea of non vult shall be substituted. If no explanation for such nonappearance is received within 14 days of the return of the case from the Office of Administrative Law, the Director may, in the Director's sole discretion, impose upon the licensee the penalty stated in the Notice of Charges or take any other appropriate action, without further notice.

Due to the failure of licensees to plead or appear at the Office of Administrative Law, in many instances disciplinary charges have been left unresolved and the process to conclude them has been extended unnecessarily. This new rule proposes a procedure to expedite the hearing process and allow for summary proceedings where the licensee has failed to answer the charges or appear in court. This new rule also addresses due process concerns by giving licensees more notice of the nature of the charges and the penalties attached to those charges, allowing licensees to make a more informed decision regarding how to proceed in

the matter. This new rule is intended to put licensees on notice and provide a definite time period for response so that the matter may proceed in an orderly and efficient manner.

Proposed new rule N.J.A.C. 13:2-19.4 provides for an emergent hearing if an alleged action of a licensee presents a danger which is an immediate threat to the public health, safety or welfare and is contrary to the interest of the community. The Order for Emergent Hearing shall contain all of the information required for a Notice of Charges and shall notify the licensee of the time and location of the hearing. If the purpose of the emergent hearing is to address the imposition of special conditions upon the license, those conditions shall be set forth in the Order. The hearing date shall be no less than five days from the date of service of the Order. While five days notice is required by this rule before the hearing is held, the Director may impose immediate special conditions to be in effect until the hearing date in the Order for Emergent Hearing if, in the Director's sole discretion, such conditions are necessary to protect the public health, safety and welfare. This procedure allows the Division to ensure that imminent threats to the public are quickly addressed. If the licensee fails to appear in response to the Order for Emergent Hearing: (1) if the Order regards a penalty, the nonappearance shall be considered a plea of non vult to the charges and the Director may impose the charges without further notice; (2) if the Order regards special condition(s), the

failure to appear shall be deemed to indicate no objection to the special condition(s) and the Director may impose them without further notice.

Proposed new rule N.J.A.C. 13:2-19.11 sets out the penalties for violations of the Alcoholic Beverage Control Act, N.J.S.A. 33:1-1, et seq., and/or the rules or Orders of the Director which are promulgated thereunder. The penalty schedule lists the most common violations and is not intended to be an exhaustive list. This section also contains definitions of "violation" (each breach of duty or responsibility imposed by law upon the licensee), "concurrent violations" (violations that occur within the same 24 hour period), and "successive violations" (violations that occur outside of the same 24 hour period). The penalty for successive violations will generally be calculated based upon the number of violations occurring within a two (2) year period from the date of the first violation. The penalty for a second, third and/or fourth violation shall only be imposed if the licensee has been notified in writing of the prior violation(s), before the additional violation is charged, except in the case of an undercover operation. In that case, a second, third and/or fourth violation may be imposed without written notice to the licensee.

Proposed new rule <u>N.J.A.C</u>. 13:2-19.12 describes offers in compromise of suspension. These offers may be for all or part of a suspension and can be monetary, pursuant to <u>N.J.S.A</u>. 33:1-31, or involve deferring some of the days of

the suspension. If a licensee proposes that the Director accept a monetary offer in compromise, the licensee shall submit any documentation that the Director requests, including, but not limited to, income tax returns or other financial reports.

Proposed new rule N.J.A.C. 13:2-19.13 provides that the penalties set forth in the penalty schedule may be increased or decreased based upon a finding by the Director of aggravating or mitigating circumstances. The factors listed in the rule are provided as examples and are not all inclusive. Some of the factors the Director may consider to decrease a penalty are: previous history of compliance, good faith efforts to prevent a violation and extraordinary cooperation in the investigation demonstrating that the licensee is acting responsibly. Some of the factors the Director may consider to increase a penalty are: prior warnings, violations, compliance problems, efforts to conceal violations, youthfulness of underage customers, and whether the activity that gave rise to the violation resulted in death or substantial injury. If death or serious injury occurred as a result of the incident that gave rise to the violation, the Director may revoke the license, even if it is a first violation. The Director shall state in writing the specific reasons for determining the penalty imposed.

Proposed new rule <u>N.J.A.C</u>. 13:2-19.14 provides that the Director may, in the Director's sole discretion, issue a warning letter advising a licensee of violation(s) or issue a fine letter, indicating that the Director will accept a monetary

payment in lieu of prosecution. This new rule allows the Director in certain situations to conclude a disciplinary matter with a warning or to seek an appropriate monetary penalty in lieu of formal proceedings. This allows the Division greater flexibility in dealing with individual cases and creates a sufficient deterrent while allowing the licensee the ability to present factors and settle the case without a finding of guilt.

Proposed new rule <u>N.J.A.C</u>. 13:2-19.15 states that the Director will review the reasonableness of the penalties imposed by local issuing authorities in accordance with the penalty schedule and other factors set forth in the record before the Director.

Proposed new rule <u>N.J.A.C</u>. 13:2-19.16 provides that these new rules and amendment shall apply to violations occurring on or after their effective date and that the penalty schedule set forth in these rules shall supersede any other inconsistent penalty schedules.

#### **Social Impact**

The new rules proposed by the Division set forth the parameters upon which disciplinary proceedings can be brought and impact upon licensees and permittees charged with violations of pertinent laws or rules. While the form of some of these rules is new, they are substantially a codification of existing agency policies regarding disciplinary proceedings. This subchapter provides that disciplinary proceedings can involve activity which might have occurred during terms prior to renewal and can have consequences which extend beyond the final administrative adjudication as it relates to the license, the owner of the license and licensed premises. By properly sanctioning persons who were engaged in activity contrary to the alcoholic beverage law, there is a positive social benefit for the industry and public at large. The knowledge that improper conduct of licensees or permittees will result in appropriate punishment is of significant interest both to the public at large and the law abiding members of the industry. All State and municipally issued liquor licenses are subject to the rules which also provide that appropriate sanctions cannot be avoided by changes in the license entity, location of the licensed premises, or by an extension or renewal of a license. The rules enable the Division to enforce the legislative intent expressed in the Alcoholic Beverage Control Act, N.J.S.A. 33:1-1 et seq., to strictly regulate alcoholic beverages to protect the health, safety and welfare of the people of this State. Therefore, a positive social impact is realized by the adoption of these new rules and amendment.

# **Economic Impact**

Disciplinary proceedings, authorized by this subchapter, and instituted

against a license, can result in a suspension or revocation, which has an obvious negative economic impact upon a licensee. However, this impact is authorized as a statutory sanction pursuant to law for those who abuse the privilege of engaging in alcoholic beverage activity in this State. Additionally, while the form of some of these rules is new, they are substantially a codification of existing agency policies regarding disciplinary proceedings. The removal, either temporarily or permanently, of licensees who violate pertinent laws and rules, ultimately results in a beneficial economic impact upon the alcoholic beverage industry. These disciplinary provisions impose no substantial economic impact upon the applicants for a State or municipal license or permit and have no economic impact on the public at large. These rules are necessary and proper for the supervision of the alcoholic beverage industry. There would be costs to a licensee and the Division if a hearing is held before the Director. A licensee would incur additional costs if a hearing is held and legal counsel is retained by the licensee.

There is a direct economic impact upon the Division for expenses that include scheduling and notice expenses, site expenses, instructional expenses and other related costs. The economic impact upon the Division and its enforcement arm, the ABC Enforcement Unit of the Division of State Police, will not be changed by the adoption of these new rules. Local law enforcement officials who review activities at licensed premises in their communities will continue to do so without

any enhanced economic impact because of the adoption of these new rules. The adoption of these new rules and amendment represents the needed control and enforcement remedy to ensure, as best as possible, a uniform and strict compliance with the standards set forth in the Alcoholic Beverage Control Act, <u>N.J.S.A.</u> 33:1-1, *et seq*.

## **Federal Standards Statement**

A Federal standards analysis is not required since the proposed new rules, the amended rule, and the rules proposed for recodification are dictated and in accordance with <u>N.J.S.A</u>. 33:1-1, *et seq*. There are no federal requirements or standards applicable to this rulemaking.

## **Jobs Impact**

The Division is not aware of any jobs that are likely to be generated or lost as a consequence of these new rules, the amended rule, and the rules proposed for recodification.

# **Agriculture Industry Impact**

The proposed new rules, the amended rule, and the rules proposed for

recodification will have no impact on the agricultural industry in this State.

## **Regulatory Flexibility Analysis**

While most liquor licensees are small businesses, as defined in the Regulatory Flexibility Act, <u>N.J.S.A.</u> 52:14B-16 *et seq.*, the proposed new rules and amendment do not impose any new or increased recordkeeping and/or other compliance requirements beyond those already mandated by the authorizing statutes.

This subchapter sets forth the procedural and substantive rules that apply when a license is subject to a State administrative disciplinary proceeding alleging a violation of law, rule or municipal ordinance. Costs and professional services are discussed in the Economic Impact statement above. There is no distinction made for a small business applicant or licensee since the requirements imposed are considered the minimum to effectuate the requirements of due process and to lessen the requirements would frustrate the pertinent statutory provisions. These rules impose compliance requirements that are uniform for all licensees regardless of size.

Full text of the proposal follows (additions indicated in boldface <u>thus;</u> deletions indicated in brackets [thus]):

#### **SUBCHAPTER 19: Disciplinary Proceedings**

<u>13:2-19.1</u> <u>Commencement of disciplinary proceedings</u>

(a) Disciplinary proceedings shall be commenced upon the service of a Notice of Charges on the licensee, permittee, brand registrant or other party (hereinafter "licensee"). For purposes of this subchapter, licenses, permits and registrations will hereinafter be described as licenses.

(b) Service shall be made in person or by certified mail, return receipt requested on any individual listed in (c) below. If the addressee refuses to claim or to accept delivery of certified mail, service shall be made by ordinary mail. If mail service is unsuccessful, then service shall be made by publication.

(c) Service shall be made upon any of the following: the individual licensee, the agent designated to accept service on the most recent license application or any officer, director, shareholder, member or partner of the licensee. If none of these individuals are available at the licensed premises, then service may be made on any employee. Mail service shall be made upon any individual listed above using the address that is shown for that individual on the most recent license application. Service by publication shall be made by publishing the Notice of Charges once in a newspaper published or of general circulation in the county in which the license is venued or which was the last known situs of the business.

(d) Service is complete upon receipt of personal service or acceptance of certified mail. If the addressee refuses to claim or accept delivery of certified mail, service is complete upon the mailing of ordinary mail. If service is made by publication, service is complete upon publication of the Notice of Charges.

**13:2-19.2** Contents of Notice of Charges

The Notice of Charges shall include the following:

**<u>1.</u>** <u>A list of each of the charges against the licensee.</u>

2. <u>A statement that each charge shall constitute an individual and</u> <u>separate violation and the penalty for each charge, as set forth in the Penalty</u> <u>Schedule in N.J.A.C.13:2-19.11(i), shall be listed separately.</u>

- <u>If the penalty sought is revocation, the licensee shall be</u>
  <u>notified of the personal disqualification penalty, as set forth in</u>
  <u>N.J.A.C. 13:2-19.10, and whether the Division seeks to have</u>
  <u>the premises barred from licensure for two years, pursuant to</u>
  <u>N.J.S.A. 33:1-31.</u>
- <u>If the premises is not owned by the licensee and the Division</u>
  <u>seeks to bar licensure of the premises for two years, pursuant</u>
  <u>to N.J.S.A. 33:1-31, the owner of the premises shall also be</u>

## notified in the manner set forth in N.J.A.C. 13:2-19.1(b).

3. Notice that the licensee has thirty (30) days from the date of service of the Notice of Charges to enter a plea of guilty, not guilty or non vult to the charges.

- <u>Notice that, if the licensee fails to enter a timely plea, it shall</u>
  <u>be deemed to have pled non vult to the charges. Thereafter,</u>
  <u>the Director may impose upon the licensee the penalty or</u>
  <u>penalties stated in the Notice of Charges, without further</u>
  <u>notice.</u>
- <u>Notice that, if the licensee pleads guilty or non vult to the</u>
  <u>charges, it shall have the opportunity to present mitigating</u>
  <u>circumstances to the Director.</u>
- <u>Notice that the licensee may petition the Director to accept a</u> <u>monetary offer in compromise in lieu of all or part of the</u> <u>penalty or penalties stated in the Notice of Charges, as</u> <u>provided in N.J.S.A. 33:1-31; and</u>
- **<u>4.</u>** Advice of the licensee's right to representation.

#### **<u>13:2-19.3</u> <u>Pleading procedure</u>**

(a) Within 30 days of service of the Notice of Charges on the licensee,

the licensee shall enter a plea of guilty, not guilty or non vult to the charges.

(b) If the licensee enters a plea of guilty or non vult, the charges shall be deemed sustained, but the licensee shall have the opportunity

- 1.To petition the Director to accept a monetary offer in<br/>compromise in lieu of all or part of the penalty or penalties<br/>(suspensions only) stated in the Notice of Charges, as<br/>provided in N.J.S.A. 33:1-31 and
- 2. <u>To demonstrate mitigating circumstances, either by written</u> <u>statement or, in the sole discretion of the Director, by oral</u> <u>statement,</u>

(c) If the licensee enters a plea of not guilty, the proceedings shall be considered a contested case. Contested cases shall be filed with the Office of Administrative Law, pursuant to N.J.A.C. 1:1-3.2, or retained by the Director, under the provisions of N.J.S.A. 52:14F-8. The Uniform Administrative Procedures Rules, N.J.A.C. 1:1, shall govern the conduct of all contested cases, except as otherwise provided in N.J.S.A. 33:1-1 et seq. or this chapter.

(d) Prior to the expiration of the thirty (30) day period in which to enter a plea, upon application by the licensee, the Director may, for good cause shown, grant an additional thirty (30) day period for the licensee to enter a plea.

(e) Failure of the licensee to enter a plea within the thirty (30) day

period, plus extension, if any, shall be deemed a plea of non vult. Upon submission of a certification by the Division that service was made upon the licensee and that no plea was received within the thirty (30) day period, plus extension, if any, the Director may, in the Director's sole discretion, impose upon the licensee the penalty or penalties stated in the Notice of Charges, or take any other appropriate action, without further notice.

(f) In the event a matter is returned to the Division from the Office of Administrative Law due to the licensee's failure to appear at a scheduled proceeding, pursuant to N.J.A.C. 1:1-14.4, the licensee shall be deemed to have withdrawn any plea previously entered and a plea of non vult shall be entered. No earlier than 14 days of the date of the notice from the Clerk of the Office of Administrative Law returning the case to the agency for this reason, the prosecuting Deputy Attorney General may submit a certification to the Director that the attorney has received no explanation for the licensee's non-appearance and the Director may, in the Director's sole discretion, impose upon the licensee the penalty or penalties stated in the Notice of Charges, or take any other appropriate action, without further notice.

## 13:2-19.4 Emergent hearing

(a) If an alleged action of a licensee presents a danger which is an

immediate threat to the public health, safety or welfare and contrary to the interest of the community, the Director may, upon request of the Division, issue an Order for Emergent Hearing. The Order shall either provide a plenary hearing on the charges pursuant to (b) below, or provide a hearing concerning the imposition of conditions pending a plenary hearing pursuant to (c) below.

- <u>The hearing date shall be not less than five days from the date of</u> service upon the licensee of the Order for Emergent Hearing.
   <u>Service shall be made in the same manner set forth in N.J.A.C. 13:2-</u> <u>19.1(b).</u>
- <u>In the Order for Emergent Hearing, the Director may impose</u> such conditions to be in effect until the hearing date, as the <u>Director, in the Director's sole discretion, deems necessary to</u> protect the public health, safety and welfare.

(b) The Order for Emergent Hearing shall contain all of the information required for a Notice of Charges, as set forth in N.J.A.C. 13:19-2, and notify the licensee of the time and place of the hearing. The licensee must appear before the Director at the designated time and place to answer the charges. 1.An Order for Emergent Hearing regarding charges shall<br/>notify the licensee that a failure to appear shall be deemed a<br/>plea of non vult to the charges. Upon submission of a<br/>certification by the Division that service was made, the<br/>Director may impose upon the licensee the penalty orpenalties stated in the Order for Emergent Hearing, withoutfurther notice.

(c) If the sole purpose of the emergent hearing is to address the imposition of pendente lite conditions, those conditions shall be set forth in the Order for Emergent Hearing, instead of the information required by N.J.A.C. 13:19-2. The licensee must appear before the Director at the designated time and place to address the imposition of the conditions pending the plenary hearing.

1.An Order for Emergent Hearing regarding pendente lite<br/>relief only shall notify the licensee that a failure to appear<br/>shall be deemed to indicate no objection to the conditions<br/>only. Upon submission of a certification by the Division that<br/>service was made, the Director may impose upon the licensee<br/>the condition or conditions stated in the Order for Emergent<br/>Hearing, without further notice.

# Recodify existing N.J.A.C. 13:2-19.1 through 19.5 as 19.5 through 19.9 (No change in text.)

[13:2-19.6 Jurisdiction and hearing procedure]

[ (a) A Division instituted disciplinary proceeding shall be considered a contested case upon the entry of a "not guilty" plea by the licensee or upon the failure of the licensee to enter a timely plea. Contested cases shall be filed with the Office of Administrative Law pursuant to N.J.A.C. 1:1-5.1 or retained by the Director under the provisions of N.J.S.A. 52:14F-8. Upon determination that the matter is a contested case, the Uniform Administrative Procedure Rules of Practice (N.J.A.C. 1:1) shall govern the conduct of the case.]

[ (b) In uncontested cases before the Division, written argument as to penalty may be submitted to the Director within 10 days after entry of the plea. No oral argument may be had before the Director unless the Director decides to hear oral argument and notifies the parties or their attorneys of the time and place fixed therefor. ]

## 13:2-[19.7] <u>19.10</u> <u>Revoked license: licensee inability to work; transfer prior to</u>

#### <u>revocation.</u>

(a) (No change)

In the event that a license is transferred to another person or entity **(b)** [prior to] or a change in corporate structure has occurred, prior to the time [at which] that a license has been revoked, the Director shall review the facts of the revocation proceedings. The Director shall thereafter determine whether [or not] the holders or owners (either direct or indirect) of the license at the time the violations(s) occurred[;], at the time the license was [ordered] revoked[;], or any interim times, either allowed, permitted or suffered the unlawful conduct [or knew] or should have known the effects of a license revocation or should otherwise be [sanctioned for any other reason] subject to statutory disgualification or other administrative sanctions. [In the exercise of sound discretion] Thereafter, the Director may order that any or all of such holders and owners be statutorily disqualified, pursuant to the terms of N.J.S.A. 33:1-31 and N.J.A.C. 13:2-19.[7(a)] 10(a) above.

<u>13:2-19.11</u> Penalty schedule, definition of violation, successive violations

 (a) This section sets forth penalties for violations of the Alcoholic

 Beverage Control Act, N.J.S.A. 33:1:1-1 et seq., or the rules or orders of the Director promulgated thereunder.

(b) The Director may suspend or revoke a license, even for a first violation.

(c) The term "violation" means each breach of duty or responsibility imposed by the Alcoholic Beverage Control Act or the rules or orders of the Director promulgated thereunder.

(d) Violations by each and every individual shall constitute a separate incident for purposes of calculating the number of violations.

(e) <u>The term "concurrent violations" means violations that occur</u> <u>within the same 24 hour period. The penalties for concurrent violations shall</u> <u>generally be calculated based on the same level of violation, subject to the</u> <u>provisions of (g) below. Notwithstanding the foregoing, the Director may, in the</u> <u>Director's sole discretion, consider aggravating or mitigating circumstances in</u> <u>determining the penalty for each violation.</u>

(f) The term "successive violations" means violations that occur outside of the same 24 hour period. The penalties for successive violations shall generally be calculated based upon the number of violations occurring within a two-year period from the date of the first violation, subject to the provisions of (g) below. Notwithstanding the foregoing, the Director may, in the Director's sole discretion, consider aggravating or mitigating circumstances in determining the level of violation.

(g) The penalty for a second, third or fourth violation shall only be imposed if the licensee has been notified in writing of the prior violation or violations, before the additional violation is charged. Such notice may be provided by service of a Notice of Charges or the receipt of a written notice from an investigating officer that a violation has occurred, which may be presented to the licensee or other employee at the licensed premises, or other reasonable form of notice. Notwithstanding the foregoing, if violations are discovered during an undercover operation, then no notice of any prior violation is necessary to impose the penalty for a second, third or fourth violation.

(h) The penalty schedule lists the most common violations and is not intended to be exhaustive. Therefore, a license may be suspended or revoked for a violation that is not set forth in the penalty schedule. In fixing the penalty for any such violation, the Director shall state in writing specific reasons for determining the penalty imposed.

#### (i) Penalty Schedule<sup>1</sup>

<u>Statute,</u>						
Regulation or			<u>First</u>	<u>Second</u>	<u>Third</u>	<u>Fourth</u>
Bulletin Item	Code	Description	Violation <sup>2</sup>	Violation <sup>2</sup>	Violation <sup>2</sup>	Violation <sup>2</sup>
N.J.S.A. 33:1-25, 26, 31a and						
<u>52</u>	A&A	Aiding and abetting	<u>10</u>	<u>20</u>	<u>30</u>	
		Illegal activity on the licensed				
<u>N.J.A.C. 13:2-23.5(c)</u>	ACTIV	<u>premises</u>	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
N.J.A.C. 13:2-24.10(a)1-6	ADV1	Improper advertising	5	<u>10</u>	<u>20</u>	
N.J.A.C. 13:2-24.10(a)7	ADV2	Improper cooperative advertising	<u>5</u>	<u>10</u>	<u>20</u>	
		Failure to provide a copy of the				
		most recent full application				
		and/or current renewal				
N.J.A.C. 13:2-23.13(a)2	APP1	application	1	3	5	

<sup>1</sup><u>The description of the penalties in this schedule is not intended to provide a complete description of the violation. The governing standard is set forth in the referenced statute or regulation.</u>

<sup>2</sup><u>Number refers to days of license suspension</u>.

N.J.S.A. 33:1-25 and		Failure to timely notify of change				
<u>N.J.A.C. 13:2-2.14(a)</u>	APP2	in fact on the license application	<u>1</u>	<u>3</u>	<u>5</u>	
N.J.S.A. 33:1-25 and		Failure to notify of corporate				
N.J.A.C. 13:2-2.14(b)	APP3	structure change	<u>1</u>	3	<u>5</u>	
		Failure to disclose or false,				
		misleading or inaccurate answer				
		to a question on an application,				
		which would not by itself result				
N.J.S.A. 33:1-25	APP4	in a disqualification for licensure	<u>10</u>	<u>20</u>	<u>30</u>	
		Failure to disclose or false,				
		misleading or inaccurate answer				
		to a question of material fact on				
N.J.S.A. 33:1-25	APP5	an application	<u>45</u>	<u>90</u>	<b>Revocation</b>	
N.J.S.A. 33:1-26	APP6	Lease out of the license	<u>45</u>	<u>90</u>	<b>Revocation</b>	
		Failure to have true book or				
		books of account available on				
		the licensed premises, but				
		produced within 7 business days				
N.J.A.C. 13:2-23.32	BOOKS1	of demand	<u>1</u>	<u>5</u>	<u>10</u>	

		Failure to maintain true books or				
		books of account or failure to				
		produce true books or books of				
		account within 7 business days				
N.J.A.C. 13:2-23.32	BOOKS2	of demand	<u>    30    </u>	<u>60</u>	<u>Revocation</u>	
		Contaminated or low proof				
N.J.A.C. 13:2-23.15 or 23.23	BOT1A	bottles (1-5 bottles)	<u> </u>	5	<u>10</u>	
		Contaminated or low proof				
N.J.A.C. 13:2-23.15 or 23.23	BOT1B	bottles (6 or more bottles)	5	<u>10</u>	<u>20</u>	
N.J.A.C. 13:2-23.19	BOT2	Substitution of beverages	5	<u>10</u>	20	
N.J.A.C. 13:2-23.9(a)	BOT3	Tampering/adulterated alcohol	_5	<u>10</u>	<u>20</u>	
N.J.A.C. 13:2-35.1 and 35.5		Broad package privilege violation				
<u>or 35.2 and 35.4</u>	BPP1	(improper sale or display)	<u>10</u>	<u>30</u>	<u>60</u>	
		Broad package privilege violation				
		(insufficient equipment and/or				
N.J.A.C. 13:2-35.1 and 35.2	BPP2	bar <u>)</u>	<u>10</u>	<u>30</u>	<u>60</u>	
		Transfer of inventory without a				
<u>N.J.A.C. 13:2-23.12</u>	<u>BULK</u>	bulk permit	<u>1</u>	5	<u>10</u>	
		License certificate not				
N.J.A.C. 13:2-23.13(a)1	CERT	conspicuously displayed	1	_3	5	

	-					· · · · · · · · · · · · · · · · · · ·
		<u>Return of an unpaid check to</u>				
		Division or issuing authority				
		(penalties will include original				
		check amount and administrative				
N.J.A.C. 13:2-1.9(d)	СНЕСК	<u>costs)</u>	_5	<u>10</u>	<u>20</u>	
		Advertising availability of				
N.J.A.C. 13:2-8.13	CLUB1	alcoholic beverages to the public	_5	<u>10</u>	20	
		Sale beyond the scope of the				
		club license, including, but not				
		limited to, sale to non-member or				
N.J.A.C. 13:2-8.8, 9 and 11	CLUB2	social affair permittee	<u>   10    </u>	<u>20</u>	<u>30</u>	
		Purchase of alcoholic beverages				
N.J.A.C. 13:2-26.1	COOP1	by a non-member	<u>10</u>	<u>20</u>	<u>30</u>	
		Allowed a person not qualified				
		and/or minor permittee to order				
		for member or employee of				
N.J.A.C. 13:2-26.1	COOP2	cooperative	10	20	30	
		Allowed a purchase by a	<u></u>			
		non-member retailer under				
N.J.A.C. 13:2-26.1	COOP3	cooperative	10	20	30	
		Sale of alcoholic beverages	<u></u>			
N.J.A.C. 13:2-24.8	соѕт	below cost	15	30	45	

		Sale of alcoholic beverages not				
N.J.A.C. 13:2-24.6(a)6	CPL1	listed on a "Current Price List"	15	30	45	
11.0.7.0. 10.2 24.0(0/0		Sale or acceptance of alcoholic		<u></u>	<u>+0</u>	
		beverages upon terms other than				
<u>N.J.A.C. 13:2-24.6(a)6</u>	CPL2	set forth on a "Current Price List"	<u>15</u>	<u>30</u>	<u>45</u>	
		Failure to maintain an "Historical				
		Price List" and "Marketing				
N.J.A.C. 13:2-24.6(a)1 and 2	CPL3	Manual".	<u>15</u>	<u>30</u>	<u>45</u>	
		Terms of sale of alcoholic				
		beverages offered in				
<u>N.J.A.C. 13:2-24.1</u>	DISC1	discriminatory manner	<u>15</u>	<u>30</u>	<u>45</u>	<b>Revocation</b>
		Offers service to a licensee in a				
N.J.A.C. 13:2-24.2	DISC2	discriminatory manner	<u>15</u>	<u>30</u>	<u>45</u>	Revocation
N.J.S.A. 33:1-26 and		Employed a criminally				
N.J.A.C. 13:2-14.5	DISQ1	disqualified person.	<u>30</u>	<u>60</u>	<u>90</u>	Revocation
N.J.S.A. 33:1-25, 26	DISQ2	Criminally disqualified licensee	Revocation			
		Employees list not complete or				
		available on the licensed				
N.J.A.C. 13:2-23.13(a)3	E141	premises	1	5	10	
N.J.A.C. 13:2-14.1 and/or		Employing a minor without a				
<u>14.2</u>	EMIN	permit	<u>1</u>	<u>5</u>	<u>10</u>	
		Employed a law enforcement				
N.J.A.C. 13:2-23.31(b)2i	EPOL1	officer without approval	<u>10</u>	<u>20</u>	<u>30</u>	

		Employed a law enforcement				
		officer in jurisdiction where law				
N.J.A.C. 13:2-23.31(b)2ii	EPOL2	enforcement officer serves	<u>15</u>	<u>30</u>	<u>45</u>	<b>Revocation</b>
		Employment of a solicitor by a				
N.J.A.C. 13:2-23.25	ESOL	retailer	<u>15</u>	<u>30</u>	<u>45</u>	<b>Revocation</b>
		Failure to display Fetal Alcoholic				
N.J.S.A. 33:1-12a	FETAL	Syndrome warning poster	<u> </u>	3	5	
N.J.S.A. 2A:40-1; N.J. A.C.		Failure to notify of placement of				
<u>13:2-23.7, Bull. 2430, Item 3 /</u>		approved video game within 48				
Bull. 2437, Item 4	GAMB1	hours of placement	<u>5</u>	<u>10</u>	<u>20</u>	
		Raffling of sealed containers of				
		alcoholic beverages without a				
N.J.A.C. 13:2-23.7	GAMB2	permit	_5	<u>10</u>	<u>20</u>	
		Gambling paraphernalia on the				
N.J.A.C. 13:2-23.7(a)5	GAMB3	licensed premises	<u>5</u>	<u>10</u>	<u>20</u>	
		Non-criminal gambling activity on				
N.J.A.C. 13:2-23.7(a)	GAMB4A	the licensed premises	<u>5</u>	<u>10</u>	<u>20</u>	
		Criminal gambling activity on the				
<u>N.J.A.C. 13:2-23.7(a)</u>	GAMB4B	licensed premises	<u>30</u>	<u>60</u>	<u>90</u>	<u>Revocation</u>
		Unapproved video or slot				
		machine or other gambling				
N.J.A.C. 13:2-23.7(a)	GAMB5	device on the licensed premises	<u>5</u>	<u>10</u>	20	

		Video or slot machine or other				
		gambling device playing for				
<u>N.J.A.C. 13:2-23.7(a)4</u>	GAMB6	money or other valuable thing	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
		Criminal gambling activity on the				
		licensed premises involving an				
<u>N.J.A.C. 13:2-23.7</u>	GAMB7A	employee	<u>90</u>	Revocation		
		Criminal gambling activity on the				
		licensed premises involving a				
N.J.A.C. 13:2-23.7	GAMB7B	licensee	Revocation			
N.J.S.A. 33:1-35 / N.J.A.C.		Employee hindering an				
<u>13:2-23.30</u>	HIND1	investigation	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
N.J.S.A. 33:1-35 /N.J.A.C.		Licensee hindering an				
<u>13:2-23.30</u>	HIND2	investigation	<u>45</u>	<u>90</u>	<b>Revocation</b>	
		Sale of alcoholic beverages				
		before or after the legal hour or				
		in violation of a municipal				
N.J.A.C. 13:2-38.1 or 38.2	HRS1	ordinance	<u>10</u>	<u>20</u>	<u>30</u>	
		Presence of non-employee(s)				
N.J.S.A. 33:1-31h and		after the legal hour set by a				
N.J.A.C. 13:2-38.1 or 38.2	HRS2	municipal ordinance	<u>10</u>	<u>20</u>	30	
		Alcoholic beverages transported				
N.J.A.C. 13:2-20.1	INSIG	without a transit insignia	1	5	10	

		Failure to have invoices available				
		at the licensed premises, but				
<u>N.J.A.C. 13:2-20.4(b) or</u>		produced within 7 business days				
23.32	<u>INV1</u>	of demand	<u>1</u>	5	<u>10</u>	
		Failure to maintain invoices or				
<u>N.J.A.C. 13:2-20.4(b) or</u>		failure to produce invoices within				
<u>23.32</u>	<u>INV2</u>	7 business days of demand	<u>30</u>	<u>60</u>	<u>Revocation</u>	
		Lewd activity on the licensed				
<u>N.J.A.C. 13:2-23.6(a)1</u>	LEWD1	premises_	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
		Lewd activity with audience				
		participation on the licensed				
N.J.A.C. 13:2-23.6(a)1	LEWD2	premises	<u>45</u>	90	<b>Revocation</b>	
		Lewd material on the licensed				
N.J.A.C. 13:2-23.14	LEWD3	premises	<u>10</u>	<u>20</u>	<u>30</u>	
		Conducted other mercantile				
		business on the licensed				
N.J.S.A. 33:1-12	MERC	premises	5	10	20	
		Narcotic activity on the licensed				
N.J.A.C. 13:2-23.5(b)	NARC1	premises	<u>45</u>	<u>90</u>	<u>Revocation</u>	
		Narcotic paraphernalia on the				
N.J.A.C. 13:2-23.5(b)	NARC2	licensed premises	<u>45</u>	<u>90</u>	<u>Revocation</u>	
		Narcotic activity on the licensed				
N.J.A.C. 13:2-23.5(b)	NARC3	premises involving an employee	<u>90</u>	Revocation		

		Narcotic activity on the licensed				
N.J.A.C. 13:2-23.5(b)	NARC4	premises involving a licensee	<b>Revocation</b>			
		Licensed business conducted in				
		such a manner to become a				
		nuisance (quality of life - noise,				
<u>N.J.A.C. 13:2-23.6(a)3</u>	NUIS1	litter, urination, etc.)	<u>10</u>	<u>20</u>	<u>30</u>	
		Licensed business conducted in				
		such a manner to become a				
		nuisance (police intervention -				
		public safety or rights being				
N.J.A.C. 13:2-23.6(a)3	NUIS2	violated)	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
		Violation of any ordinance,				
		resolution or regulation of an				
		issuing authority or governing				
<u>N.J.S.A. 33:1-31(h)</u>	ORDIN	body	<u>10</u>	<u>20</u>	<u>30</u>	
		Violation of an order of the				
		Director or of an issuing				
N.J.S.A. 33:1-31	ORDER	authority	<u>10</u>	<u>20</u>	<u>30</u>	
N.J.A.C. 13:2-23.16	<u>PP</u>	Prohibited promotion	<u>10</u>	<u>20</u>	<u>30</u>	
		Accepted delivery from a				
N.J.A.C. 13:2-23.10	PROHD	non-licensed carrier	<u>5</u>	<u>10</u>	<u>20</u>	
		Purchased alcoholic beverages				
N.J.A.C. 13:2-23.12(a) or (b)	PROHP	from a prohibited source	<u>10</u>	<u>20</u>	<u>30</u>	

		Sale of alcoholic beverages to a				
		prohibited receiver (retailer-				
N.J.A.C. 13:2-23.12(b)	PROHS	<u>retailer)</u>	<u>10</u>	<u>20</u>	<u>30</u>	
		Sale to a person under the legal				
N.J.A.C. 13:2-23.1(a)	PULA	age, but over the age of 18	<u>15</u>	<u>30</u>	<u>45</u>	Revocation
		Sale to a person under the age of				
N.J.A.C. 13:2-23.1(a)	PULA/M	18 years.	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
N.J.A.C. 13:2-24.11	REBATE	Prohibited consumer rebate	_5	<u>10</u>	<u>20</u>	
		Retailer received -parallel to				
N.J.A.C. 13:2-23.24	RET	SOL3	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
		Sale of less than one hundred				
		forty-four fluid ounces of malt				
		alcoholic beverages in original				
N.J.S.A. 33:1-11,2c	SBD1	<u>containers</u>	_5	<u>10</u>	<u>20</u>	
		Sale of "chilled" malt alcoholic				
N.J.S.A. 33:1-11,2c	SBD2	<u>beverages</u>	5	<u>10</u>	<u>20</u>	
		Sale or consumption beyond the				
N.J.S.A. 33:1-12	SCOPE	scope of the license	<u>10</u>	20	<u>30</u>	

		Solicitor offered an order of				
		alcoholic beverages for purchase				
		or sale, other than allowed by law				
		and the license of employer				
<u>N.J.S.A. 33:1-52 /N.J.A.C.</u>		and/or to retail licensee with				
13:2-16.11(a) and/or 16.11(c)	SOL1	family member involved	<u>15</u>	<u>30</u>	<u>45</u>	<u>Revocation</u>
		Solicitor employed by or				
		connected in business capacity				
N.J.A.C. 13:2-16.12	SOL2	to a retail licensee	<u>15</u>	<u>30</u>	<u>45</u>	Revocation
		Solicitor offered a cash rebate,				
		free goods or other incentive not				
N.J.A.C. 13:2-16.11(b)	SOL3	contained on Current Price List	30	60	90	Revocation
N.J.S.A. 33:1-31(e)	STAMP	Federal Tax Stamp not available	1	3	5	
		Storage of alcoholic beverages				
		off the licensed premises without				
		a permit or not in a licensed				
N.J.A.C. 13:2-23.21	STOR1	warehouse	5	<u>10</u>	<u>20</u>	
		Storage of alcoholic beverages				
		for a time period exceeding 72				
		hours following receipt of a				
		delivery for a fellow co-op				
N.J.A.C. 13:2-23.21	STOR2	member	5	10	20	

		Prohibited activity during license				
N.J.A.C. 13:2-23.27	SUSPV	<u>suspension</u>	<u>10</u>	<u>20</u>	<u>30</u>	
		<u>Tap connected to a container of</u>				
		malt alcoholic beverages not				
N.J.A.C. 13:2-23.22(a)	TAP	truly indicating name or brand	_5	<u>10</u>	<u>20</u>	
		Knowing failure to pay taxes				
N.J.S.A. 33:1-31(d)	<u>TAX</u>	described in N.J.S.A. 33:1-31	<u>15</u>	<u>30</u>	<u>60</u>	
		Sale of alcoholic beverages to an				
N.J.A.C. 13:2-23.1(b)	<u>TOX1</u>	intoxicated patron	<u>15</u>	<u>30</u>	<u>45</u>	<b>Revocation</b>
		Licensee or employee working at				
		licensed premises while				
N.J.A.C. 13:2-23.20	<u>TOX2</u>	intoxicated	<u>15</u>	<u>30</u>	<u>45</u>	<u>Revocation</u>
		Transporting alcoholic beverages				
N.J.A.C. 13:2-20.4(a)	TRANS	without proper documents	<u>10</u>	<u>20</u>	<u>30</u>	
		<u>Undisclosed person, not</u>				
		otherwise disqualified, with a				
		beneficial interest in a liquor				
N.J.S.A. 33:1-25	<u>UI1</u>	license or licensed business	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>
		<u>Person under the age of 18 or</u>				
		criminally disqualified person				
		with an undisclosed beneficial				
		interest a liquor license or				
N.J.S.A 33:1-26	UI2	licensed business	Revocation			

		Acquiring a beneficial interest in				
		more than two retail liquor				
N.J.S.A. 33:1-12.31	UI3	licenses	<b>Revocation</b>			
		Solicitor with an undisclosed				
		business relationship to or a				
<u>N.J.S.A. 33:1-43/N.J.A.C.</u>		beneficial interest in a retail				
<u>13:2-16.12</u>	<u>UI4</u>	license	<b>Revocation</b>			
		Police officer, peace officer, or				
		any other person whose power				
		or duties include the				
		enforcement of the alcoholic				
		beverage law or regulations with				
		an undisclosed beneficial				
N.J.A.C. 13:2-23.31	<u>UI5</u>	interest in a liquor license	<b>Revocation</b>			
		<u>A brewery, winery, distillery,</u>				
		rectifying and blending plant or				
		wholesale licensee with an				
		undisclosed interest in a retail				
<u>N.J.S.A. 33:1-43</u>	<u>UI6</u>	liquor license	<b>Revocation</b>			
		Wholesaler responsible for				
N.J.A.C. 13:2-16.11 and		solicitor violating N.J.A.C. 13:2-				
<u>23.28</u>	<u>WHOL</u>	<u>16.11(a), (b) and/or (c)</u>	<u>30</u>	<u>60</u>	<u>90</u>	<b>Revocation</b>

13:2-19.12 Offers in compromise of suspension

(a) The Director may, in the Director's sole discretion, accept offers in compromise for all or part of a suspension. These offers may be monetary, pursuant to N.J.S.A. 33:1-31, or may involve deferring some of the days of suspension. The Director is under no obligation to accept an offer in compromise and shall make this decision based on what the Director determines to be reasonable and proper under the circumstances of the case.

(b) In cases being prosecuted by the Division, a licensee proposing that the Director accept an offer in compromise shall submit any such proposal to the Director, in writing, setting forth the reasons why the offer should be accepted.

(c) In municipal cases involving an application to the Director for a monetary offer in compromise, the licensee shall file a Notice of Appeal, with notice to the municipality, setting forth the reasons why the offer should be accepted. Rules governing the Notice of Appeal are set forth in N.J.A.C. 13:2-17.

(d) If a licensee proposes that the Director accept a monetary offer in compromise, the licensee shall submit any documentation the Director requests, including, but not limited to, income tax returns or other financial reports.

**<u>13:2-19.13</u>** Increase or decrease of penalties

(a) <u>The penalties set forth in the penalty schedule, at N.J.A.C. 13:2-</u> <u>19.11(i), may be increased or decreased based upon a finding by the Director of</u> <u>aggravating or mitigating circumstances.</u>

(b) Some of the factors that the Director may consider to decrease a penalty are: previous history of compliance, good faith efforts to prevent a violation and extraordinary cooperation in the investigation demonstrating that the licensee is acting responsibly. Some of the factors the Director may consider to increase a penalty are: prior warnings or violations about compliance problems, efforts to conceal violations, age of customers and that the incident that gave rise to the violation resulted in death or substantial injury. These factors are provided as examples only and are not to be considered all inclusive.

(c) In addition, if death or serious injury occurred as a result of the incident that gave rise to the violation, the Director may revoke the license, even if it is a first violation. The licensee has the burden of demonstrating mitigating circumstances.

(d) In determining to increase or decrease the penalty or penalties set forth in the penalty schedule, the Director shall state in writing specific reasons for determining the penalty or penalties actually imposed.

## 13:2-19.14 Warning letters and fine letters

<u>The Director may, in the Director's sole discretion, issue a warning letter</u> <u>advising a licensee of a violation(s) or issue a fine letter, indicating that the</u> <u>Director will accept a monetary payment in lieu of prosecution.</u>

<u>13:2-19.15</u> Review by Director of penalties imposed by local issuing authorities In reviewing the reasonableness of penalties imposed by local issuing authorities, reasonableness will be judged in accordance with the penalty schedule and other factors set forth in the record before the Director.

13:2-19.16 Application of this subchapter

(a) This subchapter, as amended effective (effective date of amendment and new rules), shall apply to violations occurring on or after (the effective date of amendment and new rules).

(b) To the extent that any of the penalties set forth in this subchapter are inconsistent with the penalties set forth in any earlier document(s), including, but not limited to, ABC Bulletins, the penalties set forth in this subchapter shall apply.