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Introduction

This handbook is designed to be a reference guide for legislators and the public on the topic of Colorado laws related to liquor licensing. It covers the three-tier regulatory structure; license and permit types; general licensing requirements; enforcement; taxes and fees; and recent legislation.

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Section 1: Regulatory Overview

Colorado's liquor laws were first codified in 1935. The Colorado Beer and Liquor Codes regulate fermented malt beverages, malt liquor, vinous liquors (wine), and spirits.¹ A three-tier regulatory structure divides the manufacturing, wholesale distribution, and retail sale of alcohol in Colorado. Within this system, there are over 40 varieties of licenses and permits, with each individual location required to have a separate license and/or permit. Manufacturers, wholesalers, and importers apply directly to the state for a license, while retail licenses are issued by both the state and local licensing authorities. In general, a business owning or having a financial interest in a license may not own or have an interest in a license from another tier, with a few exceptions.

Definitions. The Beer and Liquor Codes contain definitions related to beer, wine, and spirits.

- **Beer.** Colorado law contains two terms that refer to beer, "fermented malt beverage" and "malt liquor." Prior to January 1, 2019, fermented malt beverages were defined as beer, or other beverages made from the fermentation of barley, malt, hops, or similar products containing no more than 3.2 percent alcohol by weight (3.2 beer). Malt liquor was defined as beer, or other beverages made from the fermentation of barley, malt, hops, or similar products, containing more than 3.2 percent alcohol by weight (full-strength beer). As of January 1, 2019, the distinction between 3.2 beer and full-strength beer was eliminated. As a result, fermented malt beverages and malt liquor are both defined as beer, or similar products, with at least 0.5 percent alcohol by volume.
- Wine. Vinous liquors are defined as wine and fortified wine made from the fermentation of the natural sugars in fruit or other agricultural products that contain between 0.5 percent and 21 percent alcohol by volume. Sake and hard cider are both considered vinous liquors, although hard cider is taxed as a beer.
- **Spirits.** Spirituous liquors, or spirits, are defined as any alcohol obtained by distillation and mixed with water or other substances in solution. Spirits include brandy, rum, whiskey, gin, powdered alcohol, and other alcohols that contain at least 0.5 percent alcohol by volume and that do not fall under the definitions of wine or beer.

¹ Section 44-3-101, et seq. and Section 44-4-101, et seq., C.R.S.





Section 2: License and Permit Types

Manufacturer and Importer Licenses

Manufacturer licenses are issued to breweries, wineries, and distilleries based on the type of alcohol produced. Importer licenses are issued to entities that import alcohol into Colorado. Table 1 shows the number of manufacturer and importer licenses in Colorado, and the related state and local licensing fees outlined in statute.

Manufacturer licenses. Licensed manufacturers may produce beer, wine, or spirits in Colorado. Depending on the license held, licensees may also operate one sales rooms where alcohol is sold directly to consumers.

- Licensed breweries must hold a malt liquor manufacturer license in order to produce beer. Entities that hold both a malt liquor manufacturer and a malt liquor wholesaler license may operate one sales room in the state where beer can be sold directly to customers for consumption on and/or off the licensed premises.
- Licensed wineries may conduct tastings and sell the wine they manufacture, along with wine
 manufactured by other Colorado wineries, directly to customers on the licensed premises of
 the winery and at one other approved sales room location for consumption on and/or off
 the licensed premises. Licensed wineries are allowed to sell food, general merchandise, and
 nonalcoholic beverages.
- Licensed distilleries may sell only the spirits they manufacture directly to customers on the licensed premises of the distillery and at one other approved sales room location for consumption on and/or off the licensed premises. These distilleries may conduct tastings at one location and may use common alcoholic modifiers to produce cocktails for consumption on or off the premises. Licensed distilleries are allowed to sell food, general merchandise, and nonalcoholic beverages.

Nonresident manufacturer and importer licenses. Nonresident manufacturer and importer licenses allow the licensee to import alcohol into Colorado and sell it to licensed wholesalers. Wholesalers may also obtain an importer license. Licenses are issued based on the type of alcohol produced and include the following license types:

- Nonresident malt liquor manufacturer licenses are issued to persons manufacturing beer outside of Colorado, authorizing them to import and sell beer to licensed malt liquor wholesalers in the state.
- Malt liquor importer licenses are issued to persons importing beer into Colorado, authorizing them to import and sell beer to licensed malt liquor wholesalers in the state.
- Wine and spirits importers licenses are issued to persons importing wine and/or spirits into Colorado, authorizing them to import and sell wine or spirits to licensed wholesalers in the state.

License Type	Number of Licenses	State Fee*	Local Fee*
Manufacturer			
Malt Liquor	232	\$300	Not set in statute
Resident	38		
Nonresident			
Wine	9	\$300	Not set in statute
Spirits	105	\$300	Not set in statute
Importer			
Malt Liquor	98	\$300	Not set in statute
Wine/Spirits	684	\$300	Not set in statute

Table 1Manufacturer and Importer Licenses and Statutory Fees

Sources: Colorado Department of Revenue (as of September 4, 2024); Colorado Revised Statutes.

* This table includes only fees set in statute; other fees are set administratively by the Department of Revenue or by the local licensing authority.

Wholesaler Licenses

Wholesalers distribute alcohol from manufacturers to retailers. Licenses are issued based on the type of alcohol distributed. Table 2 shows the number of wholesaler licenses in Colorado, and the related state and local licensing fees outlined in statute.

Malt liquor wholesaler licenses. These licensees are authorized to take orders for and sell beer to licensed retailers within a designated geographic area, as agreed upon by the licensee and the manufacturer. Entities that hold both a malt liquor manufacturer and a malt liquor wholesaler

license may also operate one sales room in the state where beer can be sold directly to customers for consumption on and/or off the licensed premises.

Liquor wholesaler license. These licensees are authorized to take orders for and sell wine and/or spirits at wholesale, operate one or more warehouses, and package wine and spirits.

License Type	Number of Licenses	State Fee*	Local Fee*
Malt Liquor	319	\$550	Not set in statute
Wine/Spirits	229	\$550	Not set in statute

Table 2Wholesaler Licenses and Statutory Fees

Sources: Colorado Department of Revenue (as of September 4, 2024); Colorado Revised Statutes.

* This table includes only fees set in statute; other fees are set administratively by the Department of Revenue or by the local licensing authority.

Retail Licenses

Retail licenses are issued to establishments that sell alcohol for off-premises consumption, on-premises consumption, or both. Table 3 lists retail license types by category, and Table 4 shows the number of retail licenses in Colorado and the related state and local licensing fees outlined in statute.

Off Premises	On Premises	On/Off Premises
Fermented Malt Beverage and	Arts	Fermented Malt Beverage*
Wine Retailer	Bed and Breakfast	
Liquor-licensed Drugstore	Beer and Wine	
Liquor-licensed Drugstore	Club	
Manager's Permit	Fermented Malt Beverage	
Retail Liquor Store	Retailer*	
	Hotel and Restaurant	
	Optional Premises Permit	
	Resort Complex	
	Campus Liquor Complex	
	Lodging Facility	
	Entertainment Facility	
	Optional Premises License	
	Public Transportation System	
	Racetrack	
	Retail Establishment License	
	Retail Gaming Tavern	
	Tavern	

Table 3Retail Licenses and Permits by Category

*Available in certain rural or underserved areas of the state.

Off-premises retail licenses and permits. These licensed retailers may sell alcohol in original sealed containers for off-premises consumption. Licensees must purchase all alcohol from licensed wholesalers, must ensure that employees handling alcohol are at least 18 years of age, may conduct approved tastings, and are subject to state laws related to the use of self-checkouts, below-cost sales, and other provisions. Licensed retail liquor stores and liquor-licensed drugstores are limited in the number of licensed locations they may operate; see the General Licensing Provisions section (Section 3) for more information.

- Fermented malt beverage and wine off-premises retailer license. These licensees may sell beer and wine for off-premises consumption. Licensees must receive at least 20 percent of their gross annual revenues, excluding fuel, cigarettes, and nicotine, tobacco, and lottery products, from food items to be consumed off premises. Proposition 125, approved by voters in the 2022 election, expanded this license to include wine, and converted fermented malt beverage retailer licensees to the new fermented malt beverage and wine off-premises retailer license, allowing them to also sell wine in addition to beer.
- Liquor-licensed drugstore license. These licenses are issued to drugstores licensed by the State Board of Pharmacy and allow for the sale of beer, wine, and spirits. Licensees who obtain or renew a license initially issued on or after January 1, 2017, must derive at least 20 percent of gross annual income from the sale of food items and be open to the public.
 - Liquor-licensed drugstore manager's permit. Each liquor-licensed drugstore is required to have at least one permitted manager working on the licensed premises who is responsible for the licensee's alcohol beverage operations. The individual must be at least 21 years of age and must not have been convicted of a crime involving the sale or distribution of alcohol within the prior eight years or any felony within the prior five years. Managers are encouraged to purchase and promote locally produced alcohol beverage products.
- **Retail liquor store license.** These licensees may sell malt liquor, wine, and spirits, and any nonalcoholic products, as long as the annual gross revenue from the sale of these nonalcoholic products does not exceed 20 percent of the store's total annual gross sales revenue. Lottery products, cigarettes, tobacco and nicotine products, ice, soft drinks, mixers, and non-food items related to the consumption of alcohol are excluded from the 20 percent limit.

On-premises retail licenses and permits. Establishments that sell alcohol for consumption on the licensed premises must purchase their product from a licensed wholesaler and are required to obtain one of the following licenses or permits:

- Arts license. These licenses are issued to nonprofit arts organizations that sponsor and present productions or performances of an artistic or cultural nature and authorize the licensee to sell alcohol beverages to patrons of the production or performance. Licenses may also be issued to municipalities owning arts facilities. Licensees may not advertise the sale of alcohol.
- Bed and breakfast permit. A bed and breakfast with no more than 20 sleeping rooms that
 provides at least one meal per day at no additional charge may obtain a bed and breakfast
 permit instead of a hotel and restaurant license. Permittees may offer complimentary alcohol
 beverages to overnight guests. Permittees may not sell alcohol beverages and may not serve
 alcohol for more than four hours in any one day.
- **Beer and wine license.** These licenses are issued to establishments selling beer and wine. Licensees must have sandwiches and light snacks available for consumption on the licensed premises during business hours.

Club license. These licenses are issued to clubs authorizing the sale of alcohol beverages to members of the club and their guests. The club must have been incorporated for at least three years, have a membership that has paid dues for at least three years, and operate solely for objects of a national, social, fraternal, patriotic, political, or athletic nature, but not for financial gain.

- **Entertainment facility license.** These licenses are issued to entertainment facilities, where the primary purpose is to provide the public with sports or entertainment activities. Licensees must have sandwiches and light snacks available for consumption on the licensed premises.
- Fermented malt beverage on-premises retailer license. These licensees may sell beer for on-premises consumption. As of March 1, 2023, these licenses may only be issued to establishments located in certain rural or underserved areas of the state. In order to sell any products other than beer, licensees must receive at least 20 percent of their gross annual revenues, excluding fuel, cigarettes, and nicotine, tobacco, and lottery products, from food items.
- Hotel and restaurant license. These licenses are issued to hotels and restaurants selling alcohol beverages to customers. Hotels may also provide complimentary alcohol beverages in sealed containers to guests, or sell alcohol beverages in sealed containers with a capacity of 500 milliliters or less through in-room minibars. Meals must be regularly served and provide at least 25 percent of the gross income from sales of food and drink of the business annually.
 - **Optional premises permit.** An optional premises permit may be issued to a hotel and restaurant licensee with an outdoor sports and recreational facility onsite, as allowed by the local jurisdiction.
 - **Resort complex.** A licensed hotel may be designated as a resort complex if it has at least 50 sleeping rooms and has related sports and recreational facilities for the convenience of its guests or the general public on the premises. Permittees may allow customers and guests who purchase alcohol beverages at one related facility to carry those beverages to other related facilities within the overall boundaries of the licensed resort complex.
 - **Campus liquor complex.** An institution of higher education, or a person who contracts with an institution to provide food services, that holds a hotel and restaurant license may be designated as a campus liquor complex. The licensee must designate a principal licensed premises and may obtain related facility permits for areas that are on the campus of a licensed institution of higher education and are owned or controlled by the institution.
- Lodging facility license. These licenses are issued to a lodging facility, where the primary business is to provide the public with sleeping rooms and meeting facilities. Licensees must have sandwiches and light snacks available for consumption on the licensed premises.
- **Optional premises license.** These licenses are issued to an outdoor sports and recreational facility that charges a fee for the use of the facility.
- **Public transportation system license.** These licenses are issued to operators of public transportation systems authorizing the sale of alcohol beverages that are served and consumed in or upon any dining, club, or parlor train car; plane; bus; or other conveyance of the public transportation system.
- **Racetrack license.** These licenses are issued to facilities that hold live horse races authorizing the sale of alcohol beverages to customers of the racetrack. Establishments that offer simulcast

races with pari-mutuel wagering and that hold a different type of liquor license are not required to obtain a racetrack license. Racetrack licensees must also serve food.

Retail establishment permit. A retail establishment, which includes art galleries and retailers with less than 25 employees and sales of less than \$5 million annually, may be permitted to offer complimentary alcohol beverages on no more than 15 days per year. Permittees may not charge an entrance fee or cover charge in connection with offering alcohol beverages and may not intentionally allow more than 250 people onto the premises while alcohol is being served.

- **Retail gaming tavern license.** These licenses are issued to establishments with a retail gaming license that sell alcohol beverages. Licensees must have sandwiches or light snacks available for consumption. Only one retail gaming tavern licensee may be located in a single building, and an individual may hold no more than three retail gaming tavern licenses.
- **Tavern license.** These licenses are issued to establishments where the principal business is the sale of alcohol for consumption on the licensed premises. Licensees must have sandwiches and light snacks available for consumption on the licensed premises during business hours.

Fermented malt beverage on- and off-premises retailer license. These licensees are authorized to sell beer to consumers for on- and off-premises consumption. As of February 20, 2019, these licenses may only be issued to establishments located in certain rural or underserved areas of the state. Licensees outside of these areas must convert their license to either a fermented malt beverage on-premises retailer license or a fermented malt beverage off-premises retailer license.

License or Permit Type	Number	State Fee*	Local Fee*
Off-Premises Retail			
Fermented Malt Beverage and Wine	1,954	\$50	\$25 (city) / \$50 (county)
Retail Liquor Store	1,569	\$100	\$150 (city) / \$250
Liquor-licensed Drugstore	36		(county)
Liquor-licensed Drugstore Manager	176	\$100	Not set in statute
On-Premises Retail			
Arts	69	\$75	\$275
Bed and Breakfast	28	\$50	\$25
Beer and Wine	712	\$75	\$325 (city) / \$425 (county) / \$375 (for resort hotel)
Club	150	\$75	\$275

Table 4Retail Licenses/Permits and Fees

License or Permit Type	Number	State Fee*	Local Fee*
Fermented Malt Beverage On- Premises	31	\$50	\$25 (city) / \$50 (county)
Hotel and Restaurant	5,199	\$75	\$500
Optional Premises Permit	265	Not set in statute	Not set in statute
Resort complex	19	\$75 per facility	\$100 per facility
Campus liquor complex	13	\$75 per facility	\$100 per facility
Lodging and Entertainment Facility ²	404	\$75	\$500
Optional Premises License	74	\$75	\$500
Public Transportation System	20	\$75 per vehicle	Not set in statute
Racetrack	2	\$75	\$500
Retail Establishment	73	\$50	\$25
Retail Gaming Tavern	21	\$75	\$500
Tavern	1,330	\$75	\$500
On/Off Premises Retail			
Fermented Malt Beverage On/Off Premises	35	\$50	\$25 (city) / \$50 (county)

Sources: Colorado Department of Revenue (as of September 4, 2024); Colorado Revised Statutes.

*This table includes only fees set in statute; other fees are set administratively by the Department of Revenue or by the local licensing authority.

Cross-Tier Licenses

Cross-tier licenses allow certain smaller entities to manufacture, distribute to retailers, and sell their products to customers under one license. Table 5 shows the number of cross-tier licenses in Colorado, and the related state and local license fees outlined in statute.

Brew pub license. These licenses are issued to establishments that manufacture no more than 1.86 million gallons of beer each year and also sell alcohol beverages and food for consumption on the licensed premises. Beer manufactured by these licensees may be sold to customers for

² The most recent data available on licenses reflects previous license classifications. In future years, these licenses will be split into "lodging facility" and "entertainment facility" licenses.

consumption on the licensed premises, to independent wholesalers for distribution to licensed retailers, and to the public in sealed containers for off-premises consumption. Licensees may also sell up to 300,000 gallons of beer that they manufacture directly to licensed retailers annually. At least 15 percent of licensees' gross on-premises food and drink income must be from the sale of food.

Distillery pub license. These licenses are issued to establishments that ferment and distill no more than 875,000 liters of spirits each year and sell alcohol beverages and food for consumption on the licensed premises. Spirits manufactured by these licensees may be sold to customers for consumption on the licensed premises, to independent wholesalers for distribution to licensed retailers, and to the public in sealed containers for off-premises consumption. Licensees may also sell up to 2,700 liters of spirits that they manufacture directly to licensed retailers annually. At least 15 percent of licensees' gross on-premises food and drink income must be from the sale of food.

Limited winery license. These licenses are issued to Colorado wineries that produce no more than 100,000 gallons of wine annually. Licensed limited wineries may conduct tastings and sell the wine they manufacture, along with wine manufactured by other Colorado wineries, directly to customers on the licensed premises of the winery, and at up to five other approved sales room locations. Licensees may also sell the wine they manufacture at wholesale. Licensees are allowed to serve and sell food, general merchandise, and nonalcoholic beverages. Licensees must follow strict wine bottle labeling requirements concerning the origin of grapes used.

Vintner's restaurant license. These licenses are issued to establishments that manufacture no more than 925,000 gallons of wine annually and sell alcohol beverages and food for consumption on the licensed premises. Wine manufactured by these licensees may be sold to customers for consumption on the licensed premises, to independent wholesalers for distribution to licensed retailers, and to the public in sealed containers for off-premises consumption. Licensees may also sell up to 50,000 gallons of wine that it manufactures directly to licensed retailers annually. At least 15 percent of the licensees' gross on-premises food and drink income must be from the sale of food.

License Type	Number of Licenses	State Fee*	Local Fee*
Brew Pub	221	\$325	\$500
Distillery Pub	16	\$325	\$500
Limited Winery	138	\$70	Not set in statute
Vintner's Restaurant	29	\$325	\$500

Table 5Cross-Tier Licenses and Statutory Fees

Sources: Colorado Department of Revenue (as of September 4, 2024); Colorado Revised Statutes.

* This table includes only fees set in statute; other fees are set administratively by the Department of Revenue or by the local licensing authority.

Miscellaneous Licenses and Permits

The following licenses and permits are issued for certain events and functions. Table 6 shows the number of permits in Colorado, and the related state and local licensing fees outlined in statute.

Alcoholic beverage shipper license. This license only takes effect on January 1, 2026, if the Liquor Enforcement Division (LED) of the Department of Revenue determines it has sufficient resources to issue the license. If issued, this license will be issued to persons that ship wine to licensed wineries that hold a direct shipper's permit.

Alternating proprietor premises license. These licenses are issued to a licensed beer or wine manufacturer; limited winery; vintner's restaurant; or brew pub. The license authorizes another licensed beer or wine manufacturer to use a designated area on the alternating proprietor premises license holder's premises to manufacture and store beer and wine.

Catering license. This license only takes effect on January 1, 2026, if the LED determines it has sufficient resources to issue the license. If issued, this license will be issued to caterers to sell and serve alcoholic beverages on unlicensed premises at catered events. Licensed caterers must obtain a permit for individual events with more than 600 attendees.

Communal outdoor dining permit. These permits allow two or more eligible licensees, such as breweries, restaurants, and taverns, to use a communal outdoor dining area that is within 1,000 feet of each licensed premises.

Festival permit. A festival permit allows the following types of licensees to hold up to nine festivals during a calendar year: beer, wine, and spirits manufacturers and wholesalers; limited winery; beer and wine; hotel and restaurant; tavern; brew pub; vintner's restaurant; and distillery pub. At these festivals, licensees are allowed to hold tastings and sell alcohol, as authorized by their license. Licensees may participate in up to 52 total festivals per year, including the nine under the licensee's permit and the ones that held under another licensee's permit.

Special event permit. Permits may be issued for special events held by certain types of organizations for the sale of beer, wine, and/or spirits during the event. Alcohol sales are permitted during specific hours. A special event permit may not be issued to any organization for more than 15 days per year.

Wine packaging permit. A wine packaging permit may be issued to a licensed winery, limited winery, or wine wholesaler allowing the permittee to package tax-paid wine manufactured by another winery or manufacturer. The permittee must take possession of the wine and return the packaged wine to the original manufacturer or their wholesaler. Permitted wineries and limited wineries may not sell or distribute the tax-paid wine it packages to consumers or licensed retailers.

Winery direct shipper permit. A winery direct shipper permit authorizes permitted wineries in the U.S. to sell and deliver wine that is produced or bottled by the permittee directly to consumers located in Colorado for personal use. The permittee must follow specific packaging guidelines and requirements for delivery, including not selling or shipping wine to a minor, and the wine may not be resold.

License or Permit Type	Number of Licenses/ Permits	State Fee*	Local Fee*
Alternating Proprietor Premises	49	Not set in statute	Not set in statute
Special Event	Varies	\$10/day (beer only); \$25/day (beer, wine, spirits)	Not set in statute
Wine Packaging	0	\$200	Not set in statute
Winery Direct Shipper	1,811	Not set in statute	Not set in statute
Wine Festival	Varies	\$25	Not set in statute

Table 6Miscellaneous Licenses/Permits and Fees

Sources: Colorado Department of Revenue (as of September 4, 2024); Colorado Revised Statutes.

* This table includes only fees set in statute; other fees are set administratively by the Department of Revenue or by the local licensing authority.



Section 3: General Licensing Provisions

Financial interests. Persons with a financial interest in a licensed manufacturer or wholesaler may not have a financial interest in a licensed retailer and vice versa, except that importers of alcoholic beverages may have a financial interest in wine manufacturers and persons with a financial interest in a beer manufacturer may have a financial interest in a licensed wholesaler. Persons with a financial interest in a wine and spirits manufacturer may hold a wholesale license for the distribution of their own manufactured products. Individuals with a financial interest in a licensed wine and spirits manufacturer may not have a financial interest in a licensed wholesaler that sells products other than those made by the manufacturer.

Multiple licensed locations. Licensees are generally allowed to hold an unlimited number of licenses within the same tier. However, retail liquor store and liquor-licensed drugstore licensees may only obtain additional licensed locations based on the phase-in schedule in Table 7. Liquor-licensed drugstores are subject to certain other requirements to obtain additional licenses.

Dates	Maximum Liquor-licensed Drugstores Licenses	Maximum Retail Liquor Store Licenses
Prior to January 1, 2017	1	1
January 1, 2017 – December 31, 2021	5	2
January 1, 2022 – December 31, 2026	8	3
January 1, 2027 – December 31, 2031	13	4
January 1, 2032 – December 31, 2036	20	
Beginning January 1, 2037	Unlimited	

Table 7Maximum Liquor Licenses Available to a Single Owner

Source: Sections 44-3-409 (4)(b)(III) and 44-3-410 (4)(b) (IV), C.R.S.

Alcohol purchases. All licensees that sell alcohol beverages at retail are required to purchase all alcohol beverages from a licensed wholesaler. A licensee that sells alcohol for consumption on the licensed premises may purchase up to \$7,000, with an annual inflation adjustment, worth of alcohol beverages per year from retail liquor stores, liquor-licensed drugstores, or fermented malt beverage retailers. Licensees must retain evidence of these purchases.

Alcohol sale hours. Beer, wine, and spirits sold for on-premises consumption may only be sold between 7:00 a.m. and 2:00 a.m., except that beer classified as fermented malt beverages may only be sold for on-premises consumption between 8:00 a.m. and midnight. Beer, wine, and spirits that are sold in sealed containers for off-premises consumption may only be sold between 8:00 a.m. and midnight.

Sales rooms. A sales room is an area in which a licensed winery, limited winery, distillery, or full-strength beer wholesaler sells and serves alcohol beverages for consumption on the licensed premises, sells alcohol beverages in sealed containers for consumption off the licensed premises,

or both. Licensed wine and spirits manufacturers are allowed two sales rooms and limited wineries may operate six sales rooms. Of those, one must be at the licensed manufacturing location, and the other(s) may be used for either additional permanent locations, or to conduct sales at temporary events (e.g., farmers markets, festivals, or other events lasting no more than three days). The sales room(s) used for temporary events may be made up of multiple temporary sales room permits throughout the year. Licensed beer wholesalers may operate one permanent sales room on their premises, but cannot operate temporary sales rooms.

The state licensing authority may deny an application for a proposed sales room if the local licensing authority determines that approval of the sales room would impact traffic, noise, or other neighborhood concerns in a manner that is inconsistent with local regulations or ordinances. Applicants for a sales room must also comply with local zoning restrictions.

Tastings. Tastings must be authorized by the local licensing authority, subject to local government ordinances. The alcohol used in a tasting must be purchased through a licensed wholesaler, brew pub, distillery pub, or winery, and the tasting must follow specific guidelines outlined in statute related to the staffing and size of each tasting, the hours of operation, and other requirements. Retail liquor stores may also hold educational classes if certain requirements are met.

Cork and carry. Certain licensees that sell meals or sandwiches and light snacks may allow customers to reseal and remove one open, partially consumed container of wine, as long as the original container does not exceed 750 milliliters. These licensees include all manufacturers, limited wineries, beer and wine licensees, hotel and restaurant licensees, taverns, brew pubs, vintner's restaurants, clubs, distillery pubs, and lodging and entertainment facilities.

Takeout and delivery. Retail liquor stores, liquor-licensed drugstores, and fermented malt beverage and wine off-premises retail licensees may deliver their products to consumers. The person delivering alcohol must be an employee of the licensee who is at least 21 years of age, use a vehicle owned or leased by the licensee, and verify that the customer is also over 21 years of age. Licensees may not receive more than 50 percent of gross annual revenues from the sale of delivered alcohol.

Certain businesses may sell alcohol as part of takeout and delivery orders. Unless the Governor has declared a disaster emergency, licensees must obtain a permit from the state and, if applicable, local licensing authorities, and certain licensees must derive no more than 50 percent of their gross annual revenues from total sales of food and alcohol from the sale of alcohol through takeout and delivery. Alcohol sold as part of a takeout or delivery order must be in a sealed container, and certain licensees are limited in the amount of alcohol they are allowed to sell via takeout and delivery, though these limits do not apply if the Governor has declared a disaster emergency. The person delivering the alcohol must be an employee of the licensee who is at least 21 years of age and who has completed the server and seller training program. Alcohol may only be sold as part of a takeout or delivery order between 7:00 a.m. and midnight.



Section 4: Licensing Process

State licensing authority. The Department of Revenue's Liquor Enforcement Division serves as the state licensing authority. The division may grant, suspend, or revoke a license or permit; hear complaints; enforce laws related to the regulation and sale of alcohol; approve responsible alcohol vendor training vendors; and make rules related to the regulation of alcohol, including compliance, enforcement, safety and health requirements, and guidelines for local licensing authorities.

Local licensing authority. A local licensing authority is a governing body of a city or county, or an authority designated by local charter, ordinance, or resolution. Local authorities process retail applications, and may suspend or revoke a license after a hearing. Local licensing authorities may delegate licensing authority to the state when the licensed premise is located on state-owned property.

Retail licenses. To obtain a license, retailers must first obtain approval from the local licensing authority. An application must be submitted on state-provided forms, including building or plot plans, and the applicant must complete a criminal background check. The local licensing authority must schedule a public hearing no less than 30 days after receiving the application and provide adequate notice no less than 10 days prior to the hearing. If the application is approved, the local authority must then notify the state licensing authority, which conducts an investigation and may either approve or deny the application.

Supplier licenses. Manufacturers, wholesalers, importers, and public transportation carrier licenses are issued by the state alone, and applicants apply directly to the state. The division conducts the criminal background check and determines whether to approve a license.

Application considerations. In processing an application, the state or local licensing authority must consider:

- facts and evidence;
- reasonable requirements of the neighborhood;
- desires of adult inhabitants of the neighborhood;
- the number, type, and availability of alcohol beverage outlets in the area;
- an initial background check of the individuals involved; and
- the effect on competition in certain cases.

Generally, new retail licenses cannot be approved within 500 feet of a school or university (subject to local regulations), or within 500 feet of a location for which the same license type has been denied based on the needs and desires of the community within the past two years. A new fermented malt beverage retail license cannot be issued for a location for which the same license type has been denied based on the needs and desires of the community within the last year. A retail liquor store or tavern license may be denied if it would result in an undue concentration of license types and would require additional law enforcement.

Off-premises retail radius restrictions. New retail liquor store or liquor-licensed drugstore licenses may not be issued if the premises is located:

- within 1,500 feet of another off-premises retail license; or
- within 3,000 feet of another off-premises retail license if located within a municipality with a population of 10,000 or less that is not contiguous to the City and County of Denver.

Generally, new fermented malt beverage off-premises retail licenses may not be issued for a location that is within 500 feet of a retail liquor store.

Individuals prohibited as licensees. Licenses may not be issued to any person or entity that is not of good moral character, anyone under 21 years of age, certain peace officers, and employees of the state licensing authority. Under state law, a felony by itself is not grounds for denial of an application.

License renewals and reissued licenses. All licenses and non-event related permits are valid for either one or two years. Any new license is valid for one-year and if the licensee is in good standing, they may renew for a two-year period, paying the required fees annually. The state must notify licensees 90 days prior to expiration of a license and a licensee must apply for renewal no less than 30 days before expiration. The state or local licensing authority, depending on the license type, may reissue a license that has been expired for more than 90 days and fewer than 180 days. Reissued licenses cannot be issued to a licensee more than three times in a five-year period. A licensee applying for a reissued license must pay late fees and may continue operating until the application is approved or denied.

Transfer of ownership. A licensee may submit a transfer of ownership application to the state and local licensing authorities to transfer the license to another individual. Local authorities may issue a temporary permit while the transfer application is pending.

Master file. Entities with multiple licensed locations can request the creation of a master file with the state licensing authority that contains the entity's licensing and background check information. An entity with a master file does not have to submit fingerprints and background check forms each time the entity applies for a new license. Currently, an entity must have at least five licenses or applications pending in order to request a master file.



Section 5: Liquor Taxes and Fees

Licensing fees. Liquor licensing fees are established in statute and are shown in Tables 1 through 6. The first \$50 of each state fee is deposited in the Liquor Enforcement Division Cash Fund for the administration of the regulatory program, while the remainder is deposited in the General Fund. Of the local licensing fees, 85 percent goes to the state to be deposited in the Old Age Pension Fund. The remainder stays with the local licensing authority.

Application fees. In addition to the licensing fees, state and local licensing authorities may also charge both application and renewal fees. State application fees are deposited in the Liquor Enforcement Division Cash Fund. Currently, the state application fee for a new license is \$1,100 and the renewal fee is \$50. Local application fees vary between jurisdictions and generally cannot exceed \$1,000 for a new license, and \$100 for a renewal. In addition, the applicant must pay for a background check completed by the Colorado Bureau of Investigation.

Excise taxes. Excise taxes are charged to manufacturers or the first licensee to receive alcohol from out of state, based on the volume of alcohol. Excise tax revenue is deposited in the Old Age Pension Fund and General Fund, except for an additional excise tax on wine, which is deposited in the Colorado Wine Industry Development Cash Fund.

In addition, a wine development fee of \$0.01 per liter of wine offered for sale and an additional excise tax of \$10 per ton of grapes used for wine manufacturing is charged to licensed wineries, limited wineries, and vintner's restaurants. This fee revenue is transferred from the General Fund to the Colorado Wine Industry Development Cash Fund, which is used to conduct research and promote the Colorado wine industry.

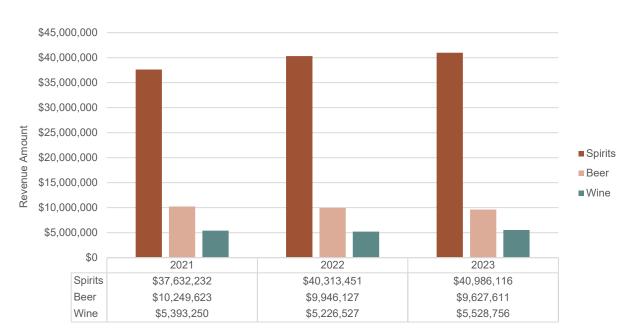
Table 8 lists the excise taxes charged, and Figure 1 shows the total liquor excise tax revenue collected from 2019 through 2021. Liquor excise tax revenue totaled \$53.3 million in 2020.

Table 8
Excise Taxes

Beverage Type	Тах	
Beer and Hard Cider	\$0.08 per gallon	
Wine	 \$0.0733 per liter, plus an additional: \$0.05 per liter for first 9,000 liters; \$0.03 per liter for next 36,000 liters; and \$0.01 per liter for any additional liters. 	
Spirits	\$0.6026 per liter	

Source: Section 44-3-503, C.R.S.

Figure 1 Liquor Excise Tax Revenue, 2021 to 2023



Source: Colorado Department of Revenue.



Section 6: Enforcement

The Department of Revenue's Liquor Enforcement Division, local licensing authorities, and local law enforcement are responsible for enforcing the state's Beer and Liquor Codes.

Disciplinary action against licensees. State and local licensing authorities can suspend or revoke any license or permit, or can assess a fine for violating the terms of the license. Fines may range from \$500 to \$100,000, although the first violation for the lowest-level violations cannot exceed \$5,000. A suspension cannot last more than six months, and a licensee may petition to pay a fine in lieu of a suspension. Licensing authorities may conduct inspections, require information from licensees, administer oaths, and issue subpoenas. State inspectors have the same powers as peace officers, including the authority to arrest and issue summons.

Unlawful acts. It is unlawful for a licensee to violate the terms of his or her license or for someone to manufacture, import, sell, or distribute alcohol without a license. State law also prohibits selling, serving, providing, or delivering alcohol to a person who is under 21 years of age or visibly intoxicated.

Section 44-3-901, C.R.S., includes a list of additional unlawful acts related to the purchase and consumption of alcohol, including selling alcohol at retail at any time other than the times specified by their license type, failing to display required signage, and knowingly permitting the sale of a controlled substance on the licensees' premises.

Employee age requirements. Employees must be 18 years old to sell alcohol at retail liquor stores, liquor-licensed drugstores, and fermented malt beverage off-premises retailers. At lodging and entertainment facilities and taverns that do not regularly serve meals, employees must be 21 years of age to sell alcohol. For other retail licensees, employees must be at least 18 years of age

to sell alcohol and those that are between the ages of 18 and 20 must be supervised by someone over 21. Employees must be 21 years of age to deliver alcohol.

Public consumption. Consumption of alcohol beverages in any public place is prohibited, unless authorized by a local government or by the Colorado Parks and Wildlife Commission for state recreational areas.

Criminal penalties. In general, a person who violates a provision of the Beer or Liquor Codes is guilty of a class 2 petty offense and must pay a fine of up to \$250 per offense. Certain acts, such as selling to a visibly intoxicated person or selling or manufacturing without the required license, can result in a class 2 misdemeanor, and acts such as selling, serving, or providing alcohol to someone under 21 can result in a class 1 misdemeanor. Depending on the circumstances and the violation, additional charges under the Criminal Code may result.

Section 7: Recent Ballot Measures and Legislation

2022 Ballot Measures

Voters approved several citizen-initiated ballot measures during the 2022 election, including Proposition 125 which allowed the sale of wine in grocery and convenience stores. Grocery and convenience stores that sell beer may also sell wine by automatically converting to a fermented malt beverage and wine retailer license. Proposition 125 passed 51 percent to 49 percent.

2016 to 2024 Legislation

The Colorado General Assembly passed several bills since 2016 that impacted Colorado liquor licensing law, as shown in Table 9.

Bill Number and Title	Summary
	2024 Enacted Legislation
House Bill 24-1156	The bill expanded the list of eligible organizations to obtain a special
Chamber of Commerce	event permit to include local chambers of commerce.
Alcohol Special Event	
Permit	
Senate Bill 24-020	The bill eliminated the repeal date on permitting alcohol delivery
Alcohol Beverage	for certain licensees, making permanent the delivery of alcoholic
Delivery & Takeout	beverages. The bill also clarified that hotel and restaurant licensees
	must have an employee of the licensee assist the takeout and delivery
	process.
Senate Bill 24-231	The bill implemented a series of recommendations from the Liquor
Alcohol Beverage	Advisory Group. These recommendations included allowing alcohol
Liquor Advisory Group	sales on Christmas day, creating two new license types, separating the
Recommendations	Lodging and Entertainment Facility license into two separate licenses,
	allowing for biennial renewal of liquor licenses, and allowing a liquor
	retail store to transfer inventory to another licensee if it is going out of
	business, among other changes to liquor statutes.

Table 9Enacted Liquor Licensing Legislation: 2016-2024

Bill Number and Title	Summary	
	2023 Enacted Legislation	
House Bill 23-1061	The bill replaced the art gallery permit with a retail establishment	
Alcohol Beverage Retail	permit, which is available to both art galleries and retail establishments	
Establishment Permit	that do not exceed certain employee and gross sales requirements.	
Senate Bill 23-264	This bill extends the application timelines for festival permits and also	
Alcohol Beverage	increases the number of festivals a permit holder may host. It also	
Festival Participation	increased the processing fee for festival permits.	
2022 Enacted Legislation		
House Bill 22-1017	This bill expands the current excise tax exemption for alcohol brought	
Increase Alcohol	by air passengers into the state from a foreign country to include	
Beverage Excise Tax	alcohol brought into the state by any means, and increases the exempt	
Exemption	quantities.	
House Bill 22-1415	This bill eliminates the requirement that hotel and restaurant, tavern,	
Repeal Registered	and lodging and entertainment licensees register their manager with	
Manager Requirement	state and local licensing authorities, and instead requires that licensees	
Liquor Licensees	report the name of the manager to licensing authorities.	

Bill Number and Title	Summary		
	2021 Enacted Legislation		
House Bill 21-1027	This bill allows certain retail licensees to sell alcohol as part of takeout		
Alcohol Takeout and Delivery	and delivery orders through July 1, 2025, and modifies quantity limits and the hours during which takeout and delivery of alcohol is		
Delivery	permitted. It also codifies communal outdoor dining areas into law.		
House Bill 21-1044	This bill allows the licensed location of a winery or limited winery to		
Winery Noncontiguous	include up to two noncontiguous locations within a ten-mile radius, if		
Areas	approved by the Liquor Enforcement Division.		
Senate Bill 21-082	This bill allows licensed restaurants, bars, manufacturers, and		
Alcohol Festivals	wholesalers to obtain a festival permit.		
Senate Bill 21-133	Under the bill, if a club licensee purchases alcohol from a wholesaler		
Donated Alcohol for	for a special event held on the licensee's premises, the licensee is not		
Special Events	required to store that alcohol separately from the licensee's inventory.		
Senate Bill 21-270	The bill increases production limits from 45,000 liters to 875,000 liters		
Production Caps for	for distillery pubs (currently 45,000 liters), and from 250,000 gallons to		
Vintner's Restaurants and	925,000 gallons for vintner's restaurants.		
Distillery Pubs			
	2020 Enacted Legislation		
House Bill 20-1055	This bill allows vintner's restaurants to apply to the state licensing		
Vintner's Restaurant	authority for authorization as an alternating proprietor licensed		
Alternating Proprietor	premises.		
Senate Bill 20-032	This bill clarifies that employees of liquor-licensed drugstores who are		
Employee Age to Sell	between 18 and 21 years of age may not deliver alcohol, but may sell		
Alcohol	and otherwise have contact with alcohol.		

Bill Number and Title	Summary
Senate Bill 20-086	This bill allows the Liquor Enforcement Division to set a renewal fee
Alcohol Beverage License	for liquor licenses and permits, and to notify licensees of their license
& Permit Expiration	expiration date by any method likely to reach the licensee.
Senate Bill 20-110	This bill requires that the Liquor Enforcement Division adopt rules
Penalties for Liquor Law	establishing categories of liquor law violations, based on severity, and
Violations	associated penalty ranges. It also changes the range of potential fines
	to between \$500 and \$100,000, except that a fine for a first violation
	in the least severe category cannot exceed \$5,000.
Senate Bill 20-194	The bill allows licensed brew pubs to sell beer that is manufactured
Brewpub Retail Sales Malt	at another brew pub under the same ownership. The beer must be in
Liquor Sealed Container	sealed containers for off-premises consumption. The same person or
	group must have at least 50 percent ownership in both brew pubs.
Senate Bill 20-213	The bill allows certain liquor licensees to sell alcohol as part of
Alcohol Beverage Retail	takeout orders and to deliver alcohol for consumption off the licensed
Takeout & Delivery	premises, through July 1, 2021. The bill specifies certain limitations
	and requirements that occur only if the Governor has not declared a
	disaster emergency.
	2019 Enacted Legislation
Senate Bill 19-011	This bill converts existing fermented malt beverage manufacturer,
Fermented Malt Beverage	wholesaler, and importer licenses into the corresponding malt liquor
and Malt Liquor Licenses	license.
Senate Bill 19-028	This bill allows fermented malt beverage on/off premises licenses to
Allow On and Off Premises	be issued to establishments in rural and underserved areas.
Beer Licenses in Rural	
Areas	
Senate Bill 19-141	This bill allows counties to establish entertainment districts and
Entertainment Districts	expands the types of licenses within an entertainment district that can
in Counties & Optional	serve alcohol to include optional premises licenses.
Premises Licenses	

Bill Number and Title	Summary
	2019 Enacted Legislation (Cont.)
Senate Bill 19-142	This bill exempts produce used to make hard cider from the excise
Exempt Hard Cider	tax on produce used to make wine, and exempts hard cider from the
from Wine Industry	Wine Industry Development Act.
Development Act	
Senate Bill 19-200	When and where authorized by the City and County of Denver, this
Alcohol Beverage	bill allows patrons of the National Western Center to leave a licensed
Consumption at the	premises with an alcohol beverage, as long as the person does not
National Western Center	leave the center or the common consumption area. Patrons may not
	remove alcohol from the center or bring in alcohol purchased outside
	the center.
	2018 Enacted Legislation
House Bill 18-1025	These bills relocate statutes pertaining to alcohol regulation to a new Title
Relocate Title 12 Liquor	44 with no substantive changes.
Laws to Title 44	
House Bill 18-1026	
Relocate Title 12	
Liquor Division Fund to	
Title 44	
House Bill 18-1096	This bill allows municipalities, counties, special districts, or educational
Special Event Permit	institutions to apply for a special event permit.
Alcohol Beverages	
Senate Bill 18-067	This bill allows alcohol to be auctioned for fundraising purposes at
Auction Alcohol in	permitted special events.
Sealed Container	

Bill Number and Title	Summary	
2018 Enacted Legislation (Cont.)		
Senate Bill 18-079	This bill adds sake to the definition of vinous liquor, allowing sake	
Sake Vinous Liquor	manufacturers to operate sales rooms. The number of sales rooms	
Code	depends on the type of license held by the sake manufacturer.	
Senate Bill 18-124	A manufacturer or importer must file a notice of intent to import alcohol	
Imported Alcohol	with the Department of Revenue at least 30 days before importation or	
Beverages Waiting	sale of alcohol. This bill removes the 30-day requirement.	
Period		
Senate Bill 18-138	This bill allows certain licensees to purchase alcohol inventory from a	
Transfer Alcohol from	licensee whose license has been surrendered or revoked, or who has lost	
Surrendered License	legal possession of the licensed premises, as long as there is common	
	ownership between the two licensees and certain other requirements are	
	met.	
Senate Bill 18-173	This bill clarifies that the licensees who offer cork and carry may have	
Removal of Vinous	sandwiches and light snacks available for consumption instead of meals.	
Liquor from Licensed		
Premises		
Senate Bill 18-243	This bill changes state law related to the retail sale of alcohol beverages	
Retail Sales Alcohol	for off-premises consumption, including fermented malt beverage	
Beverages	retailers that can sell full-strength beer beginning on January 1, 2019.	
	2017 Enacted Legislation	
House Bill 17-1120	This bill allows an institution of higher education, or a person who	
Alcohol Beverage	contracts with an institution to provide food services, that holds a hotel-	
License Higher	restaurant license to be designated as a campus liquor complex.	
Education Campus		
	This bill allows amateur winemakers to participate in organized events,	
House Bill 17-1145		
House Bill 17-1145 Amateur Winemaker	contests, tastings, or judgings held at licensed premises, as long as	
	contests, tastings, or judgings held at licensed premises, as long as portions do not exceed six ounces and are not sold, offered for sale, or	

Bill Number and Title	Summary		
	2017 Enacted Legislation (Cont.)		
House Bill 17-1365	This bill allows liquor-licensed drugstores to have an ATM in which		
Liquor-licensed	individuals enrolled in public assistance programs may obtain cash		
Drugstores Electronic	benefits through the Electronic Benefits Transfer program.		
Benefit Transfers			
Senate Bill 17-058	This bill allows an employee or agent of a hotel and restaurant, tavern,		
Employee Agent	or lodging and entertainment licensee to purchase alcohol beverages		
Purchase of Alcohol	for the licensed premises, in addition to the licensee's registered		
Beverages	manager.		
Senate Bill 17-077	This bill allows the Colorado Wine Industry Development Board, or state		
Government Agency	or local agencies that have a statutory mandate to promote alcohol		
Special Event Permit	beverages manufactured in Colorado or to promote tourism to an area		
Eligibility	of the state that manufactures alcohol beverages, to apply for a special		
	event permit.		
Senate Bill 17-134	For specified licensees operating a sales room or retail establishment		
Alcohol Beverage	in addition to either manufacturing or wholesaling activities that		
Licensee Penalty	violate the prohibition on serving to a person under 21 years of		
Application	age or someone visibly intoxicated, this bill stipulates that a fine be		
	based only on the estimated gross revenue of the sales room or retail		
	establishment, and a suspension be limited to the sales room or retail		
	activities and not impact the manufacturing or wholesaling activities.		
Senate Bill 17-237	This bill restores authorization for employees who are under 21 years		
Age of Employees	of age to sell alcohol in licensed taverns or lodging and entertainment		
Serving Alcohol on	facilities that regularly serve meals.		
Premises			
Senate Bill 17-269	This bill excludes revenue from lottery products; cigarettes; tobacco and		
Retail Liquor Store Sales	nicotine products; ice; soft drinks; mixers; and nonfood items related to		
Revenue Non-alcohol	the consumption of alcohol from the 20 percent limit on revenue from		
Goods	the sale of nonalcohol products at retail liquor stores.		

Bill Number and Title	Summary
	2016 Enacted Legislation
House Bill 16-1042 Liquor License Exemption Higher Ed Brewing Program	This bill creates a liquor license exemption for state institutions of higher education that engage in manufacturing and tasting 3.2 and full-strength beer for teaching and research purposes. The manufactured beer cannot be sold and may only be tasted by qualified students, employees, or expert tasters over the age of 21.
House Bill 16-1084 Home Brewing by Adults for Personal Use	This bill allows an adult, rather than a head of a family, to produce beer or wine for personal use, rather than family use, without having to obtain a liquor license or pay applicable liquor taxes. The home- produced beer or wine may not be made available for sale.
House Bill 16-1176 Wine and Spirits Wholesalers Employee Purchase Program	This bill allows licensed wine and spirits wholesalers to establish an employee purchase program that allows employees to purchase wine and spirits directly from the wholesaler.
House Bill 16-1271 Limited Winery Direct Delivery Personal Consumers	This bill allows a limited winery licensee to deliver the wine it manufactures directly to personal consumers without the use of a common carrier, as long as the licensee also has a winery direct shipper permit and follows the requirements of the permit.
House Bill 16-1439 Lodging and Entertainment Facility Liquor License	This bill creates a new lodging and entertainment license for entities that provide lodging, sports, or entertainment activities as their primary business and, incidental to that business, sell and serve alcohol beverages for consumption on the premises.
Senate Bill 16-143 Reduce Distiller Wholesaler Liquor Licensing Fees	This bill phases in a reduction of wholesaler and manufacturing fees for distilleries and rectifiers to match the wholesaler and manufacturing fees charged to breweries by August 10, 2017.

Bill Number and Title	Summary		
	2016 Enacted Legislation (Cont.)		
Senate Bill 16-197	This bill significantly changes the licensing of off-premises retail liquor		
Liquor-licensed	sales. Among other changes, the bill:		
Drugstores Multiple	• establishes new radius requirements for any new retail liquor store,		
Licenses	liquor-licensed drugstore, or other off-premises retail license, as		
	discussed above;		
	• phases in additional retail liquor store licenses for a single owner,		
	beginning January 1, 2017;		
	removes the distinction between fermented malt beverages		
	(previously 3.2 beer) and malt liquor (full-strength beer) beginning		
	January 1, 2019;		
	allows a liquor-licensed drugstore licensee to obtain additional		
	licenses by purchasing at least two retail liquor licenses and		
	applying to convert them to a new liquor-licensed drugstore		
	license, subject to the new radius requirements; and		
	• sets additional requirements for liquor-licensed drugstores and		
	allows retail liquor stores to sell additional food and non-alcohol		
	products.		

Section 8: Additional Resources

Off-Premises Retail Liquor Licensing Issue Brief https://leg.colorado.gov/publications/premises-retail-liquor-licensing-22-11 Regulated Industry Hours of Operation Laws and Regulations Issue Brief https://leg.colorado.gov/publications/regulated-industry-hours-operation-laws-and-regulations Federal Alcohol Law U.S. Code of Federal Regulations, Title 27, Chapter I, Subchapter A Colorado Department of Revenue Liquor Code Regulations Code of Colorado Regulations, 1 CCR 203-2 Colorado Department of Revenue Liquor License List https://www.colorado.gov/pacific/enforcement/liquor-license-lists