

**Department of Health and Human Services**

**DEPARTMENTAL APPEALS BOARD**

**Civil Remedies Division**

Center for Tobacco Products,

Complainant

v.

Two Farms, Inc.  
d/b/a Royal Farms Store 34,

Respondent.

Docket No. C-14-1249  
FDA Docket No. FDA-2014-H-0741

Decision No. CR3316

Date: August 4, 2014

**INITIAL DECISION AND DEFAULT JUDGMENT**

The Center for Tobacco Products (CTP) filed an Administrative Complaint (Complaint) against Respondent, Two Farms, Inc. d/b/a Royal Farms Store 34, that alleges facts and legal authority sufficient to justify the imposition of a civil money penalty of \$500. Respondent did not answer the Complaint, nor did Respondent request an extension of time within which to file an answer. Therefore, I enter a default judgment against Respondent and assess a civil money penalty of \$500.

CTP began this case by serving the Complaint on Respondent<sup>1</sup> and filing a copy of the Complaint with the Food and Drug Administration's (FDA) Division of

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<sup>1</sup> CTP served the Complaint on Respondent at 3611 Roland Avenue, Baltimore, Maryland 21211, which is not the address CTP provides for the establishment in the Complaint. *See* Proof of Service at 1; Complaint ¶ 3. According to the

Dockets Management. The Complaint alleges that Respondent impermissibly sold cigarettes to minors and failed to verify that cigarette purchasers were 18 years of age or older, thereby violating the Federal Food, Drug, and Cosmetic Act (Act), 21 U.S.C. § 301 *et seq.*, and its implementing regulations, Cigarettes and Smokeless Tobacco, 21 C.F.R. pt. 1140 (2014). CTP seeks a civil money penalty of \$500.

On June 12, 2014, CTP served the Complaint on Respondent by United Parcel Service, pursuant to 21 C.F.R. §§ 17.5 and 17.7. In the Complaint and accompanying cover letter, CTP explained that within 30 days, Respondent should pay the proposed penalty, file an answer, or request an extension of time within which to file an answer. CTP warned Respondent that if it failed to take one of these actions within 30 days, an Administrative Law Judge could, pursuant to 21 C.F.R. § 17.11, issue an initial decision ordering Respondent to pay the full amount of the proposed penalty.

Respondent has not filed an answer within the time provided by regulation, nor has it requested an extension. Pursuant to 21 C.F.R. § 17.11(a), I am required to “assume the facts alleged in the [C]omplaint to be true” and, if those facts establish liability under the Act, issue a default judgment and impose a civil money penalty. Accordingly, I must determine whether the allegations in the Complaint establish violations of the Act.

Specifically, CTP alleges the following facts in its Complaint:

- Respondent owns Royal Farms Store 34, an establishment that sells tobacco products and is located at 15 Hanover Pike, Reisterstown, Maryland 21136. Complaint ¶ 3.
- During an inspection of Respondent’s establishment on December 7, 2012, at approximately 1:52 PM ET, an FDA-commissioned inspector observed that “a person younger than 18 years of age was able to purchase a package of Newport Box cigarettes . . . [.]” The inspector also observed that “the minor’s identification was not verified before the sale . . . .” Complaint ¶ 10.

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delivery notification, the Complaint was addressed to “Two Farms, Inc. d/b/a Royal Farms Store 34,” and an individual named “Saron” accepted and signed for the package. Proof of Service at 1. Additionally, the Civil Remedies Division issued an Initial Order Establishing Procedures to the parties and mailed it to both the physical location at which CTP alleges Respondent is located and the address at which CTP served the Complaint on the Respondent.

- On March 28, 2013, CTP issued a Warning Letter to Respondent regarding the inspector's December 7, 2012 observations. The letter explained that the observations constituted violations of regulations found at 21 C.F.R. § 1140.14(a) and (b)(1), and that the named violations were not necessarily intended to be an exhaustive list of all violations at the establishment. The Warning Letter went on to state that if Respondent failed to correct the violations, regulatory action by the FDA or a civil money penalty action could occur and that Respondent is responsible for complying with the law. Complaint ¶ 10.
- Though United Parcel Service records indicate an individual named "Danielee" received the Warning Letter on March 29, 2013, CTP did not receive a response from Respondent. Complaint ¶ 11.
- During a subsequent inspection of Respondent's establishment on November 14, 2013, at approximately 1:56 PM, FDA-commissioned inspectors documented that "a person younger than 18 years of age was able to purchase package of Newport Box 100's cigarettes . . . [.]". The inspectors also documented that "the minor's identification was not verified before the sale . . . ." Complaint ¶ 1.

These facts establish that Respondent is liable under the Act. The Act prohibits misbranding of a tobacco product. 21 U.S.C. § 331(k). A tobacco product is misbranded if distributed or offered for sale in any state in violation of regulations issued under section 906(d) of the Act. 21 U.S.C. § 387c(a)(7)(B); 21 C.F.R. § 1140.1(b). The Secretary issued the regulations at 21 C.F.R. pt. 1140 under section 906(d) of the Act. 21 U.S.C. § 387(a); 21 U.S.C. § 387f(d)(1); 75 Fed. Reg. 13,229 (Mar. 10, 2010). The regulations prohibit the sale of cigarettes to any person younger than 18 years of age. 21 C.F.R. § 1140.14(a). The regulations also require retailers to verify, by means of photo identification containing a purchaser's date of birth, that no cigarette purchasers are younger than 18 years of age. 21 C.F.R. § 1140.14(b)(1).

Taking the above alleged facts as true, Respondent violated the prohibition against selling cigarettes to persons younger than 18 years of age, 21 C.F.R. § 1140.14(a), on December 7, 2012, and November 14, 2013. On those same dates, Respondent also violated the requirement that retailers verify, by means of photo identification containing a purchaser's date of birth, that no cigarette purchasers are younger than 18 years of age. 21 C.F.R. § 1140.14(b)(1). Therefore, Respondent's actions constitute violations of law that merit a civil money penalty.

