As Reported by the Senate Ways and Means Committee

134th General Assembly

Regular Session 2021-2022

Sub. H. B. No. 513

Representatives Cross, Roemer

Cosponsors: Representatives Seitz, Riedel, Schmidt, Lipps, Stoltzfus, Fraizer, Loychik, Carruthers, Grendell, Hillyer, Jones, Kick, Merrin, Oelslager, Patton, Richardson, Wilkin

A BILL

То	amend sections 5743.01, 5743.51, 5743.53,	1
	5743.63, and 5743.64 and to enact sections 9.681	2
	and 5743.06 of the Revised Code regarding the	3
	deduction and recovery of bad debts for	4
	cigarette and tobacco and vapor products taxes,	5
	the taxation of certain vapor product	6
	manufacturers and importers, and local	7
	regulation of tobacco products and alternative	8
	nicotine products.	9

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF OHIO:

Section 1. That sections 5743.01, 5743.51, 5743.53,	10
5743.63, and 5743.64 be amended and sections 9.681 and 5743.06	11
of the Revised Code be enacted to read as follows:	12
Sec. 9.681. (A) As used in this section, "tobacco product"	13
and "alternative nicotine product" have the same meanings as in	14
section 2927.02 of the Revised Code.	15
(B) The regulation of tobacco products and alternative	16

nicotine products is a matter of general statewide concern that	17
requires statewide regulation. The state has adopted a	18
comprehensive plan with respect to all aspects of the giveaway,	19
sale, purchase, distribution, manufacture, use, possession,	20
licensing, taxation, inspection, and marketing of tobacco	21
products and alternative nicotine products. No political	22
subdivision may enact, adopt, renew, maintain, enforce, or	23
continue in existence any charter provision, ordinance,	24
resolution, rule, or other measure that conflicts with or	25
preempts any policy of the state regarding the regulation of	26
tobacco products or alternative nicotine products, including,	27
without limitation, by:	28
(1) Setting or imposing standards, requirements, taxes,	29
fees, assessments, or charges of any kind regarding tobacco	30
products or alternative nicotine products that are the same as	31
or similar to, that conflict with, that are different from, or	32
that are in addition to, any standard, requirement, tax, fee,	33
assessment, or other charge established or authorized by state	34
<pre>law;</pre>	35
(2) Lowering or raising an age requirement provided for in	36
state law in connection with the giveaway, sale, purchase,	37
distribution, manufacture, use, possession, licensing, taxation,	38
inspection, and marketing of tobacco products or alternative	39
nicotine products;	40
(3) Prohibiting an employee eighteen years of age or older	41
of a manufacturer, producer, distributor, wholesaler, or	42
retailer of tobacco products or alternative nicotine products	43
from selling tobacco products or alternative nicotine products;	44
(4) Prohibiting an employee eighteen years of age or older	45
of a manufacturer, producer, distributor, wholesaler, or	46

retailer of tobacco products or alternative nicotine products	47
from handling tobacco products or alternative nicotine products	48
in sealed containers in connection with manufacturing, storage,	49
warehousing, placement, stocking, bagging, loading, or	50
unloading.	51
(C) In addition to any other relief provided, the court	52
shall award costs and reasonable attorney fees to any person,	53
group, or entity that prevails in a challenge to an ordinance,	54
resolution, regulation, local law, or other action as being in	55
conflict with this section.	56
(D) The general assembly finds and declares that this	57
section is part of a statewide and comprehensive legislative	58
enactment regulating all aspects of the giveaway, sale,	59
purchase, distribution, manufacture, use, possession, licensing,	60
taxation, inspection, and marketing of tobacco products and	61
alternative nicotine products. The general assembly further	62
finds and declares that the imposition of tobacco product and	63
alternative nicotine product regulation by any political	64
subdivision is a matter of statewide concern and would be	65
inconsistent with that statewide, comprehensive enactment.	66
Therefore, regulation of the giveaway, sale, purchase,	67
distribution, manufacture, use, possession, licensing, taxation,	68
inspection, and marketing of tobacco products and alternative	69
nicotine products is a matter of general statewide concern that	70
requires uniform statewide regulation. By the enactment of this	71
section, it is the intent of the general assembly to preempt	72
political subdivisions from the regulation of tobacco products	73
and alternative nicotine products.	74
(E) This section does not prohibit a political subdivision	75
from levying a tax expressly authorized by state law, including	76

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(F) "Package" means the individual package, box, or other

container in or from which retail sales of cigarettes are

(G) "Storage" includes any keeping or retention of

(H) "Use" includes the exercise of any right or power

incidental to the ownership of cigarettes, tobacco products, or

cigarettes, tobacco products, or vapor products for use or

normally made or intended to be made.

consumption in this state.

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than cigar tobacco.

vapor products.	134
(I) "Tobacco product" or "other tobacco product" means any	135
product made from tobacco, other than cigarettes, that is made	136
for smoking or chewing, or both, and snuff.	137
(J) "Wholesale price" means the invoice price, including	138
all federal excise taxes, at which the manufacturer of the	139
tobacco product sells the tobacco product to unaffiliated	140
distributors, excluding any discounts based on the method of	141
payment of the invoice or on time of payment of the invoice. If	142
the taxpayer buys from other than a manufacturer, "wholesale	143
price" means the invoice price, including all federal excise	144
taxes and excluding any discounts based on the method of payment	145
of the invoice or on time of payment of the invoice.	146
(K) "Distributor" means:	147
(1) Any manufacturer who sells, barters, exchanges, or	148
distributes tobacco products to a retail dealer in the state,	149
except when selling to a retail dealer that has filed with the	150
manufacturer a signed statement agreeing to pay and be liable	151
for the tax imposed by section 5743.51 of the Revised Code;	152
(2) Any wholesale dealer located in the state who receives	153
tobacco products from a manufacturer, or who receives tobacco	154
products on which the tax imposed by this chapter has not been	155
paid;	156
<u> </u>	100
(3) Any wholesale dealer located outside the state who	157
sells, barters, exchanges, or distributes tobacco products to a	158
wholesale or retail dealer in the state; or	159
(4) Any retail dealer who receives tobacco products on	160
which the tax has not or will not be paid by another	161
distributor, including a retail dealer that has filed a signed	162

statement with a manufacturer in which the retail dealer agrees	163
to pay and be liable for the tax that would otherwise be imposed	164
on the manufacturer by section 5743.51 of the Revised Code.	165
(L) "Taxpayer" means any person liable for the tax imposed	166
by section 5743.51, 5743.62, or 5743.63 of the Revised Code.	167
(M) "Seller" means any person located outside this state	168
engaged in the business of selling tobacco products or vapor	169
products to consumers for storage, use, or other consumption in	170
this state.	171
(N) "Manufacturer" means any person who manufactures and	172
sells cigarettes, tobacco products, or vapor products.	173
(O) "Importer" means any person that is authorized, under	174
a valid permit issued under Section 5713 of the Internal Revenue	175
Code, to import finished cigarettes into the United States,	176
either directly or indirectly.	177
(P) "Little cigar" means any roll for smoking, other than	178
cigarettes, made wholly or in part of tobacco that uses an	179
integrated cellulose acetate filter or other filter and is	180
wrapped in any substance containing tobacco, other than natural	181
leaf tobacco.	182
(Q) "Premium cigar" means any roll for smoking, other than	183
cigarettes and little cigars, that is made wholly or in part of	184
tobacco and that has all of the following characteristics:	185
(1) The binder and wrapper of the roll consist entirely of	186
leaf tobacco.	187
(2) The roll contains no filter or tip, nor any mouthpiece	188
consisting of a material other than tobacco.	189
(3) The weight of one thousand such rolls is at least six	190

pounds.	191
(R) "Maximum tax amount" means fifty cents plus the tax	192
adjustment factor computed under this division.	193
In April of each year beginning in 2018, the tax	194
commissioner shall compute a tax adjustment factor by	195
multiplying fifty cents by the cumulative percentage increase in	196
the consumer price index (all items, all urban consumers)	197
prepared by the bureau of labor statistics of the United States	198
department of labor from January 1, 2017, to the last day of	199
December of the preceding year and rounding the resulting	200
product to the nearest one cent; provided, that the tax	201
adjustment factor for any year shall not be less than that for	202
the immediately preceding year. The maximum tax amount resulting	203
from the computation of the tax adjustment factor applies on and	204
after the ensuing first day of July through the thirtieth day of	205
June thereafter.	206
(S) "Secondary manufacturer" means any person in this	207
state engaged in the business of repackaging, reconstituting,	208
diluting, or reprocessing a vapor product for resale to	209
consumers.	210
(T) "Vapor product" means any liquid solution or other	211
substance that (1) contains nicotine and (2) is depleted as it	212
is used in an electronic smoking product. "Vapor product" does	213
not include any solution or substance regulated as a drug,	214
device, or combination product under Chapter V of the "Federal	215
Food, Drug, and Cosmetic Act," 21 U.S.C. 301, et seq.	216
(U) "Electronic smoking product" means any noncombustible	217
product, other than a cigarette or tobacco product, that (1)	218
contains or is designed to use vapor products and (2) employs a	219

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(2) If the vapor product is sold in a nonliquid form, one-	248
tenth of one gram of vapor product.	249
(X) "Qualifying vapor manufacturer or importer" means a	250
manufacturer or importer of vapor products that meets all of the	251
following criteria:	252
(1) The person is validly registered with the federal	253
bureau of alcohol, tobacco, firearms, and explosives pursuant to	254
15 U.S.C. 376 and with the tax commissioner under section	255
5743.66 of the Revised Code.	256
(2) The person sells vapor products only to vapor	257
distributors holding valid and current licenses under section	258
5743.61 of the Revised Code and to persons outside of this	259
state.	260
Sec. 5743.06. (A) As used in this section, "bad debt"	261
means any debt that arises from the sale by a wholesale dealer	262
of cigarettes properly stamped under section 5743.03, 5743.031,	263
or 5743.04 of the Revised Code, that has become worthless or	264
uncollectible, that has been uncollected for at least six	265
months, and that may be claimed as a deduction pursuant to the	266
"Internal Revenue Code of 1954," 26 U.S.C. 166, and regulations	267
adopted pursuant thereto, or that could be claimed as such a	268
deduction if the wholesale dealer kept accounts on an accrual	269
basis. "Bad debt" does not include any interest or financing	270
charges on the debt, expenses incurred in attempting to collect	271
the debt or for any portion of the debt recovered, any accounts	272
receivable that have been sold or assigned to a third party, or	273
repossessed property.	274
(B) A wholesale dealer may apply to the tax commissioner	275
for a refund of the value of cigarette tax stamps, less any	276

discounts provided under section 5743.05 of the Revised Code,	277
that are part of bad debt of the dealer. The commissioner shall	278
not refund any amount for bad debt under this section unless the	279
dealer has charged off the bad debt on its books as	280
uncollectible. If a purchaser or other person pays all or part	281
of a bad debt with respect to which a wholesale dealer received	282
a refund under this section, the dealer is liable for the	283
prorated amount of taxes refunded in connection with that	284
portion of the debt for which such payment was received and	285
shall remit such taxes to the commissioner in the manner the	286
commissioner prescribes. Any request for refund under this	287
section shall be supported by such evidence the commissioner	288
requires, including, but not limited to, all of the following:	289
(1) A copy of the original invoice;	290
(2) Evidence that the cigarettes described in the invoice	291
were delivered to the person that ordered them;	292
(3) Evidence that the person who ordered and received such	293
cigarettes did not pay the wholesale dealer for the cigarettes	294
and that the dealer used reasonable collection practices in	295
attempting to collect the debt.	296
(C) A request for refund under this section shall be filed	297
within three years after the date the bad debt became	298
uncollectible. For each request, the commissioner shall	299
determine the amount of refund to which the applicant is	300
entitled. If the amount is not less than that claimed, the	301
commissioner shall certify the amount to the director of budget	302
and management and treasurer of state for payment from the tax	303
refund fund created by section 5703.052 of the Revised Code. If	304
the amount is less than that claimed, the commissioner shall	305
proceed in accordance with section 5703.70 of the Revised Code.	306

(D) The commissioner may adopt any rules necessary to	307
administer this section.	308
(E) No person other than the wholesaler that purchased the	309
tax stamps and generated the bad debt may claim the refund	310
authorized under this section.	311
Sec. 5743.51. (A) To provide revenue for the general	312
revenue fund of the state, an excise tax on tobacco products and	313
vapor products is hereby levied at one of the following rates:	314
(1) For tobacco products other than little cigars or	315
premium cigars, seventeen per cent of the wholesale price of the	316
tobacco product received by a distributor or sold by a	317
manufacturer to a retail dealer located in this state.	318
(2) Thirty-seven per cent of the wholesale price of little	319
cigars received by a distributor or sold by a manufacturer to a	320
retail dealer located in this state.	321
(3) For premium cigars received by a distributor or sold	322
by a manufacturer to a retail dealer located in this state, the	323
lesser of seventeen per cent of the wholesale price of such	324
premium cigars or the maximum tax amount per each such premium	325
cigar.	326
(4) For vapor products, one cent multiplied by the vapor	327
volume of vapor products the first time the products are	328
received by a vapor distributor in this state.	329
Each distributor or vapor distributor who brings tobacco	330
products or vapor products, or causes tobacco products or vapor	331
products to be brought, into this state for distribution within	332
this state, or any out-of-state distributor or vapor distributor	333
who sells tobacco products or vapor products to wholesale or	334
retail dealers located in this state for resale by those	335

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wholesale or retail dealers is liable for the tax imposed by	336
this section. Only one sale of the same article shall be used in	337
computing the amount of the tax due. If a vapor product is	338
repackaged, reconstituted, diluted, or reprocessed, the	339
subsequent sale of that vapor product shall be considered	340
another sale of the same article for purposes of computing the	341
amount of tax due.	342
(B) The treasurer of state shall place to the credit of	343
the tax refund fund created by section 5703.052 of the Revised	344
Code, out of the receipts from the tax levied by this section,	345
amounts equal to the refunds certified by the tax commissioner	346
pursuant to section 5743.53 of the Revised Code. The balance of	347
the taxes collected under this section shall be paid into the	348
general revenue fund.	349
(C) The commissioner may adopt rules as are necessary to	350
assist in the enforcement and administration of sections 5743.51	351
to 5743.66 of the Revised Code, including rules providing for	352
the remission of penalties imposed.	353
(D) A manufacturer is not liable for payment of the tax	354
imposed by this section for sales of tobacco products or vapor	355
products to a retail dealer that has filed a signed statement	356
with the manufacturer in which the retail dealer agrees to pay	357
and be liable for the tax, as long as the manufacturer has	358
provided a copy of the statement to the tax commissioner.	359
(E) A qualifying vapor manufacturer or importer may agree	360
to be liable for the tax imposed by this section with respect to	361
sales of vapor products to a vapor distributor, provided that	362
the manufacturer or importer has filed a signed statement with	363
the vapor distributor in which the manufacturer or importer	364

agrees to pay and be liable for the tax, and provided that the

manufacturer or importer has provided a copy of the statement to	366
the tax commissioner.	367
Sec. 5743.53. (A) The treasurer of state shall refund to a	368
taxpayer any of the following:	369
(1) Any tobacco products or vapor products tax paid	370
erroneously;	371
(2) Any tobacco products or vapor products tax paid on an	372
illegal or erroneous assessment;	373
(3) Any tax paid on tobacco products or vapor products	374
that have been sold or shipped to retail dealers, wholesale	375
dealers, or vapor distributors outside this state, returned to	376
the manufacturer, or destroyed by the taxpayer with the prior	377
approval of the tax commissioner;	378
(4) In accordance with division (E) of this section, any	379
tax paid by a distributor or vapor distributor on tobacco or	380
vapor products, less any discounts provided under section	381
5743.52 of the Revised Code, that are part of bad debt of the	382
distributor or vapor distributor.	383
Any application for refund shall be filed with the	384
commissioner on a form prescribed by the commissioner for that	385
purpose. The commissioner may not pay any refund on an	386
application for refund filed with the commissioner more than	387
three years from the date of payment of the tax.	388
(B) On the filing of the application for refund, the	389
commissioner shall determine the amount of the refund to which	390
the applicant is entitled. If the amount is not less than that	391
claimed, the commissioner shall certify the amount to the	392
director of budget and management and to the treasurer of state	393
for payment from the tax refund fund created by section 5703.052	394

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of the Revised Code. If the amount is less than that claimed,	395
the commissioner shall proceed in accordance with section	396
5703.70 of the Revised Code.	397
If a refund is granted for payment of an illegal or	398
erroneous assessment issued by the department of taxation, the	399
refund shall include interest on the amount of the refund from	400
the date of the overpayment. The interest shall be computed at	401
the rate per annum in the manner prescribed by section 5703.47	402
of the Revised Code.	403
(C) If any person entitled to a refund of tax under this	404
section or section 5703.70 of the Revised Code is indebted to	405
the state for any tax administered by the tax commissioner, or	406
any charge, penalties, or interest arising from such tax, the	407
amount allowable on the application for refund first shall be	408
applied in satisfaction of the debt.	409
(D) In lieu of granting a refund payable under division	410
(A)(3) of this section, the tax commissioner may allow a	411
taxpayer to claim a credit of the amount of refundable tax on	412
the return for the period during which the tax became	413
refundable. The commissioner may require taxpayers to submit any	414
information necessary to support a claim for a credit under this	415
section, and the commissioner shall allow no credit if that	416
information is not provided.	417
(E) (1) As used in this section, "bad debt" means any debt	418
that arises from the sale by a distributor or vapor distributor	419
of tobacco or vapor products for which the distributor or vapor	420
distributor remitted the tax due under section 5743.51 of the	421
Revised Code, that has become worthless or uncollectible, that	422
has been uncollected for at least six months, and that may be	423

claimed as a deduction pursuant to the "Internal Revenue Code of

1954," 26 U.S.C. 166, and regulations adopted pursuant thereto,	425
or that could be claimed as such a deduction if the distributor	426
or vapor distributor kept account on an accrual basis. "Bad	427
debt" does not include any interest or financing charges on the	428
debt, expenses incurred in attempting to collect the debt or for	429
any portion of the debt recovered, any accounts receivable that	430
have been sold or assigned to a third party, or repossessed	431
property.	432
(2) The commissioner shall not refund any amount for bad	433
debt under division (A)(4) of this section unless the	434
distributor or vapor distributor has charged off the bad debt on	435
its books as uncollectible. If a purchaser or other person pays	436
all or part of a bad debt with respect to which a distributor or	437
vapor distributor received a refund under this section, the	438
distributor or vapor distributor is liable for the prorated	439
amount of taxes refunded in connection with that portion of the	440
debt for which such payment was received and shall remit such	441
taxes to the commissioner in the manner the commissioner	442
prescribes. Any request for refund under division (A)(4) of this	443
section shall be supported by such evidence the commissioner	444
requires, including, but not limited to, all of the following:	445
(a) A copy of the original invoice;	446
(b) Evidence that the tobacco or vapor products described	447
in the invoice were delivered to the person that ordered them;	448
(c) Evidence that the person who ordered and received such	449
tobacco or vapor products did not pay the distributor or vapor	450
distributor for the tobacco or vapor products and that the	451
distributor or vapor distributor used reasonable collection	452
practices in attempting to collect the debt;	453

(d) Evidence of the wholesale price or vapor volume, as	454
applicable to the product, at the time the product was subjected	455
to the tax imposed under section 5743.51 of the Revised Code.	456
(3) No person other than the distributor or vapor	457
distributor that paid the tax imposed under section 5743.51 of	458
the Revised Code to the state and generated the bad debt may	459
claim the bad debt refund authorized under division (E) of this	460
section.	461
(F) The commissioner may adopt any rules necessary to	462
administer this section.	463
Sec. 5743.63. (A) To provide revenue for the general	464
revenue fund of the state, an excise tax is hereby levied on the	465
storage, use, or other consumption of tobacco products or vapor	466
products at one of the following rates:	467
(1) For tobacco products other than little cigars or	468
premium cigars, seventeen per cent of the wholesale price of the	469
tobacco product.	470
(2) For little cigars, thirty-seven per cent of the	471
wholesale price of the little cigars.	472
(3) For premium cigars, the lesser of seventeen per cent	473
of the wholesale price of the premium cigars or the maximum tax	474
amount per each premium cigar.	475
(4) For vapor products, one cent multiplied by the vapor	476
volume of the vapor products.	477
The tax levied under division (A) of this section is	478
imposed only if the tax has not been paid by the seller as	479
provided in section 5743.62 of the Revised Code, or by the	480
distributor-or, vapor distributor, or qualifying vapor	481

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<pre>manufacturer or importer as provided in section 5743.51 of the</pre>	482
Revised Code.	483
(B) Each person subject to the tax levied by this section,	484
on or before the twenty-third day of each month, shall file with	485
the tax commissioner a return for the preceding month showing	486
any information the commissioner finds necessary for the proper	487
administration of sections 5743.51 to 5743.66 of the Revised	488
Code, together with remittance of the tax due, payable to the	489
treasurer of state. The return and payment of the tax required	490
by this section shall be filed in such a manner that it is	491
received by the commissioner on or before the twenty-third day	492
of the month following the reporting period.	493
(C) The tax commissioner shall immediately forward to the	494
treasurer of state all money received from the tax levied by	495
this section, and the treasurer shall credit the amount to the	496
general revenue fund.	497
(D) The tax imposed under this section shall not be	498
imposed on vapor products held by a qualifying vapor	499
manufacturer or importer for sale to persons outside of this	500
state.	501
Sec. 5743.64. No person shall transport within this state	502
tobacco products that have a wholesale value in excess of three	503
hundred dollars, or vapor products with a vapor volume in excess	504
of five hundred milliliters or five hundred grams, as	505
applicable, unless the person has obtained consent to transport	506
the tobacco products or vapor products from the tax commissioner	507
prior to transportation. The consent is not required if the	508
applicable tax levied under section 5743.51, 5743.62, or 5743.63	509
of the Revised Code has been paid or will be paid by the	510
distributor, vapor distributor, or seller. The consent is also	511

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not required when a qualifying vapor manufacturer or importer	512
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transfers vapor products into this state. Application for the	
consent shall be in the form prescribed by the commissioner.	514
Every person transporting tobacco products or vapor	515
products with the department's consent shall have the consent	516
with the person while transporting or possessing the tobacco	517
products or vapor products within this state and shall produce	518
the consent upon request of any law enforcement officer or	519
authorized agent of the tax commissioner.	520
Any person transporting tobacco products or vapor products	521
without the consent required by this section shall be subject to	522
the provisions of sections 5743.51 to 5743.66 of the Revised	523
Code, including the tax imposed by section 5743.51, 5743.62, or	524
5743.63 of the Revised Code.	525
Section 2. That existing sections 5743.01, 5743.51,	526
5743.53, 5743.63, and 5743.64 of the Revised Code are hereby	527
repealed.	528
Section 3. The amendments by this act to sections 5743.06	529
and 5743.53 of the Revised Code apply to bad debts charged off	530
as uncollectible on the books and records of a wholesale dealer,	531
distributor, or vapor distributor on or after January 1, 2023.	532