

HB 2528 C STAFF MEASURE SUMMARY

Carrier: Sen. McLane

Senate Committee On Finance and Revenue

Minority Report

Action Date: 06/23/25

Action: Do pass with amendments. (Printed C-Eng.) Minority

Fiscal: Has minimal fiscal impact

Revenue: No revenue impact

Report Signers: Sen. McLane, Sen. Starr

Prepared By: Jonathan Hart, Economist

Meeting Dates: 6/23

WHAT THE MEASURE DOES:

Directs the Legislative Policy and Research Director to study the implications and effects that would result from enactment of B-engrossed version of HB 2528 (2025). Requires report to interim legislative committees in the manner provided by ORS 192.245 by September 15, 2026.

ISSUES DISCUSSED:

EFFECT OF AMENDMENT:

-BMR9 Replaces the bill.

BACKGROUND:

HB 2528B would add products with nicotine from any source to Oregon regulation.

The products are included in federal regulation. In 2020 Congress raised the minimum age to purchase tobacco products to 21. In 2022, Congress expanded the definition of tobacco products for regulation to include products containing "nicotine from any source" in the Consolidated Appropriations Act. The U.S. Food and Drug administration has specifically noted that nicotine pouches are subject to regulation.

While many products would be added to regulation under the bill, the primary category of additional products are [nicotine pouches](#). An oral nicotine pouch is a small bag that contains nicotine and some other ingredients, but it does not contain tobacco leaf. Other products include nicotine lozenges that look like small hard candies and as they dissolve, the nicotine is absorbed by the mouth. The leading nicotine pouch in the United States is ZYN, with owner [Philip Morris International reporting](#) shipments of 202 million cans (usually 15 pouches each) in the first quarter of 2025, and a market share around 70 percent of value and 60 percent of volume.