

SENATE S. No. 2763

'11 MAR 31 P4:43

Introduced by Senator Lacson

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EXPLANATORY NOTE

Section 28, paragraph 1, Article VI of the 1987 Constitution states that: "The rule of taxation shall be uniform and equitable. The Congress shall evolve a progressive system of taxation."

During the public hearing of the Senate Ways and Means Committee on September 15, 2009, it was found that the current system of excise tax on alcohol products under RA No. 9334 is no longer an effective and efficient taxation scheme to improve government revenue and deter alcohol consumption.

The present alcohol tax system has multiple classifications of products with various tax rates, discriminates against brands that were introduced after December 31, 2003 and fails to track price movements. The multi-tiered rates under the present scheme create opportunities for discretion in classification of alcoholic beverages as well as push drinkers to consume lower priced, and therefore lower taxed brands of wines, distilled spirits and beer. The distinction between old and new brands creates an uneven playing field among alcohol products. The absence of a transparent benchmark by which the excise tax rates is adjusted to track inflation resulted in lower-than-projected revenue collection.

This bill therefore intends to address these problems so that the government can achieve its twin purpose of revenue generation and control alcoholic beverage consumption by imposing a unitary specific tax rate for these products. The unification of the tax rates on distilled spirits will be based on the strength of the spirits and will be undertaken in stages. In succeeding years, the specific tax rate shall be a singular rate that will be indexed to the alcohol price index.

The proposed excise tax system on alcohol products under this bill will be simple, effective and efficient. It will reduce administrative complications associated with the current multi-rate structure, provide a market conducive to pure competition, raise revenues and discourage alcohol consumption.

In view of the foregoing, approval of this bill is earnestly sought.

PANFILO M. LACSON Senator



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AN ACT

RESTRUCTURING THE EXCISE TAX ON ALCOHOL PRODUCTS AMENDING FOR THE PURPOSE PERTINENT SECTIONS OF THE NATIONAL INTERNAL

	REVENUE CODE, AS AMENDED
	Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:
1	SECTION 1. Section 141 of the National Internal Revenue Code of 1997,
2	as amended by Republic Act No. 9334, is hereby further amended to read as
3	follows:
4	"SEC 141. Distilled Spirits On distilled spirits, there shall be
5	collected, subject to the provisions of Section 133 of this Code, excise
6	taxes IN ACCORDANCE WITH ALCOHOL CONTENT as follows:
7	(a) 45% ALCOHOL BY VOLUME AND LESS
8	YEAR 1 P30.00 PER PROOF LITER
9	YEAR 2 P80.00 PER PROOF LITER
10	YEAR 3 P150.00 PER PROOF LITER
11	PROVIDED, THAT, ON THE FOURTH YEAR
12	AND EVERY YEAR THEREAFTER, THE EXCISE
13	TAX RATES PRESCRIBED HEREIN SHALL BE
14	ADJUSTED TO ITS PRESENT VALUE USING AN
15	APPROPRIATE PRICE INDEX FOR ALCOHOLIC
16	DRINKS, AS PUBLISHED BY THE NATIONAL
17	STATISTICS OFFICE (NSO)."
18	(b) MORE THAN 45% ALCOHOL BY VOLUME
19	P150.00 PER PROOF LITER

P150.00 PER PROOF LITER

subject to the same tax as such chief ingredient.

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"This tax shall be proportionally increased for any strength of the spirits taxed over proof spirits, and the tax shall attach to this substance as soon as it is in existence as such, whether it be subsequently separated as pure or impure spirits, or transformed into any other substances either in the process of original production or by any subsequent process.

"'Spirits or distilled spirits' is the substance known as ethyl alcohol, ethanol or spirits of wine, including all dilutions, purifications and mixtures thereof, from whatever source, by whatever process produced, and shall include whisky, brandy, rum, gin and vodka, and other similar products or mixtures.

"'Proof Spirits' is liquor containing one-half (1/2) of its volume of alcohol of a specific gravity of seven thousand nine hundred and thirty-nine ten thousandths (0.7939) at fifteen degrees centigrade (15°C). A 'proof liter' means a liter of proof spirits.

[" 'Net retail price', as determined by the Bureau of Internal Revenue through a price survey to be conducted by the Bureau of Internal Revenue itself, or by the National Statistics Office when deputized for the purpose by the Bureau of Internal Revenue, shall mean the price at which the distilled spirits is sold on retail in at least ten (10) major supermarkets in Metro Manila, excluding the amount intended to cover the applicable excise tax and the value-added tax. For brands which are marketed outside Metro Manila, the 'net retail price' shall mean the price at which the distilled spirits is sold in at least five (5) major supermarkets in the region excluding the amount intended to cover the applicable excise tax and the value-added tax.]

["Variants of existing brands and variants of new brands which are introduced in the domestic market after the effectively of this Act shall be taxed under the proper classification thereof based on their suggested net

retail price: *Provided*, *however*, that such classification shall not, in any case, be lower than the highest classification of any variant of that brand.]

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[" A 'variant of a brand' shall refer to a brand on which a modifier is prefixed and/or suffixed to the root name of the brand.]

["New brands, as defined in the immediately following paragraph, shall initially be classified according to their suggested net retail price. Willful understatement of the suggested net retail price by as much as fifteen percent (15%) of the actual net retail price shall render the manufacturer liable for additional excise tax equivalent to the tax due and difference between the understated suggested net retail price and the actual net retail price.]

[" 'New brand' shall mean a brand registered after the date of effectivity of R.A. No. 8240.]

[" 'Suggested net retail price' shall mean the net retail price at which new brands, as defined above, of locally manufactured or imported distilled spirits are intended by the manufacturer or importer to be sold on retail in major supermarkets or retail outlets in Metro Manila for those marketed nationwide, and in other regions, for those with regional markets. At the end of three (3) months from the product launch, the Bureau of Internal Revenue shall validate the suggested net retail price as defined herein and determine the correct tax bracket to which a particular new brand of distilled spirits, as defined above, shall be classified. After the end of eighteen (18) months from such validation, the Bureau of Internal Revenue shall revalidate the initially validated net retail price against the net retail price as of the time of revalidation in order to finally determine the correct tax bracket which a particular new brand of distilled spirits shall be classified: Provided, however, That brands of distilled spirits introduced in the domestic market between January 1, 1997 and December 31, 2003 shall remain in the classification under which the

Bureau of Internal Revenue has determined them to belong as of December 31, 2003. Such classification of new brands and brands introduced between January 1, 1997 and December 31, 2003 shall not be revised except by an act of Congress.]

[" The rates of tax imposed under this Section shall be increase by eight percent (8%) every two years starting on January 1, 2007.]

[" Any downward reclassification of present categories, for tax purposes, of existing brands of distilled spirits duly registered at the time of effectivity of this Act which will reduce the tax imposed herein, or the payment thereof, shall be prohibited.]

["The classification of each brand of distilled spirits based on the average net retail price as of October 1, 1996, as set forth in Annex 'A', including the classification of brands for the same products which, although not set forth in said Annex 'A', were registered and were being commercially produced and marketed on or after October 1, 1996, and which continue to be commercially produced and marketed after the effectivity of this Act, shall remain in force until revised by Congress.]

"Manufacturers and importers of distilled spirits shall, within thirty (30) days from the effectivity of this Act, and within the first five (5) days of every third month thereafter, submit to the Commissioner a sworn statement of the volume of sales for each particular brand of distilled spirits sold at his establishment for the three-month period immediately preceding.

"Any manufacturer or importer who, in violation of this Section, knowingly misdeclares or misrepresents in his or its sworn statement herein required any pertinent data or information shall, upon final findings by the Commissioner that the violation was committed, be penalized by a summary cancellation or withdrawal of his or its permit to engage in business as manufacturer or importer of distilled spirits.

1	"Any corporation, association or partnership liable for any of the
2	acts or omissions in violation of this Section shall be fined treble the
3	amount of deficiency taxes, surcharges and interest which may be
4	assessed pursuant to this Section.
5	"Any person liable for any of the acts or omission prohibited under
6	this Section shall be criminally liable and penalized under Section 254 of
7	this Code. Any person who willfully aids or abets in the commission of any
8	such act or omission shall be criminally liable in the same manner as the
9	principal.
10	"If the offender is not a citizen of the Philippines, he shall be
11	deported immediately after serving the sentence, without further
12	proceedings for deportation."
13	SEC. 2. Section 142 of the National Internal Revenue Code of 1997, as
14	amended by Republic Act No. 9334, is hereby further amended to read as
15	follows:
16	"SEC. 142. Wines On wines, there shall be collected per liter or
17	volume capacity, the following taxes:
18	"(a) Sparkling wines/champagnes regardless of proof [, if the ne
19	retail price per bottle (excluding the excise tax and the value-added tax)
20	is:] - THREE HUNDRED PESOS (P300.00);
21	["(1) Five hundred pesos (P500.00) or less – One hundred forty-five
22	pesos and sixty centavos (P145.60); and]
23	["(2) More than Five hundred pesos (P500.00) - Four hundred
24	thirty-six pesos and eighty centavos (P436.80)]
25	["(b) Still wines containing fourteen percent (14%) of alcohol by
26	volume or less, Seventeen pesos and forty-seven centavos (P17.47)]; and
26 27	volume or less, Seventeen pesos and forty-seven centavos (P17.47)]; and

pesos and ninety-four centavos (P34.94).]

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PROVIDED, THAT, A YEAR AFTER THE EFFECTIVITY OF THIS ACT AND EVERY YEAR THEREAFTER, THE EXCISE TAX RATES PRESCRIBED HEREIN SHALL BE ADJUSTED TO ITS PRESENT VALUE USING AN APPROPRIATE PRICE INDEX FOR ALCOHOLIC DRINKS, AS PUBLISHED BY THE NATIONAL STATISTICS OFFICE (NSO)."

"Fortified wines containing more than twenty-five percent (25%) of alcohol by volume shall be taxed as distilled spirits. 'Fortified wines' shall mean natural wines to which distilled spirits are added to increase their alcohol strength.

[" 'Net retail price', as determined by the Bureau of Internal Revenue through a price survey to be conducted by the Bureau of Internal Revenue itself, or the National Statistics Office when deputized for the purpose by the Bureau of Internal Revenue, shall mean the price at which wine is sold on retail in at least ten (10) major supermarkets in Metro Manila, excluding the amount intended to cover the applicable excise tax and the value-added tax. For brands which are marketed outside Metro Manila, the 'net retail price' shall mean the price at which the wine is sold in at least five (5) major supermarkets in the region excluding the amount intended to cover the applicable excise tax and the value-added tax.]

["Variants of existing brands and variants of new brands which are introduced in the domestic market after the effectivity of this Act shall be taxed under the proper classification thereof based on their suggested net retail price: *Provided, however,* That such classification shall not, in any case, be lower than the highest classification of any variant of that brand.]

["A 'variant of a brand' shall refer to a brand on which a modifier is prefixed and/or suffixed to the root name of the brand.]

["New brands, as defined in the immediately following paragraph, shall initially be classified according to their suggested retail price."]

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[" 'New brand' shall mean a brand registered after the date of effectivity of R.A. No. 8240."]

I" 'Suggested net retail price' shall mean the net retail price at which new brands, as defined above, of locally manufactured or imported wines are intended by the manufacture or importer to be sold on retail in major supermarkets or retail outlets in Metro Manila for those marketed nationwide, and in other regions, for those with regional markets. At the end of three (3) months from the product launch, the Bureau of Internal Revenue shall validate the suggested retail price of the new brand against the net retail price as defined herein and determine the correct tax bracket under which a particular new brand of wine, as defined above, shall be classified. After the end of eighteen (18) months from such validation, the Bureau of Internal Revenue shall validate the initially validated net retail price against the net retail price as of the time of revalidation in order to finally determine the correct tax bracket which a particular new brand of wines shall be classified: Provided, however, That brands of wines introduced in the domestic market between January 1, 1997 and December 31, 2003 shall remain in the classification under which the Bureau of Internal Revenue has determined them to belong as of December 31, 2003. Such classification of new brands and brands introduced between January 1, 1997 and December 31, 2003 shall not be revised except by any act of Congress.]

["The rates of tax imposed under this Section shall be increased by eight percent (8%) every two years starting on January 1, 2007 until January 1, 2011."]

["Any downward reclassification of present categories, for tax purposes, of existing brands of wines duly registered at the time of the

effectivity of this Act which will reduce the tax imposed herein, or the payment hereof, shall be prohibited."]

["The classification of each brand of wines based on the average net retail price as of October 1, 1996, as set forth in Annex 'B', including the classification of brands for the same products which, although not set forth in said "Annex B" were registered and were being commercially produced and marketed after the effectivity of this Act, shall remain in force until revised by Congress.]

"Manufacturers and importers of wines shall, within thirty (30) days from the effectivity of this Act, and within the first five (5) days of every month thereafter, submit to the Commissioner a sworn statement of the volume of sales for each particular brand of wines sold at his establishment for the three month period immediately preceding.

"Any manufacturer or importer who, in violation of this Section, knowingly misdeclares or misrepresents in his or its sworn statement herein required any pertinent data or information shall, upon discovery, be penalized by a summary cancellation or withdrawal of his or its permit to engage in business as manufacturer or importer of wines.

"Any corporation, association or partnership liable for any of the acts or omissions in violation of this Section shall be fined treble the amount of deficiency taxes, surcharges and interest which may be assessed pursuant to this Section.

"Any person liable for any of the acts or omissions prohibited under this Section shall be criminally liable and penalize under Section 254 of this Code. Any person who willfully aids or abets in the commission of any such act or omission shall be criminally liable in the same manner as the principal.

1	"If the offender is not a citizen of the Philippines, he shall be
2	deported immediately after serving the sentence, without further
3	proceedings for deportation."
4	SEC. 3. Section 143 of the National Internal Revenue Code of 1997,as
5	amended by Republic Act No. 9334, is hereby further amended to read as
6	follows:
7	"SEC. 143. Fermented Liquor There shall be levied, assessed and
8	collected an excise tax on beer, lager beer, ale, porter and other fermented
9	liquors except tuba, basi, tapuy and similar fermented liquors [in accordance with
10	the following schedule:] AN EXCISE TAX EQUIVALENT TO TWENTY-ONE
11	PESOS AND FIFTY-TWO CENTAVOS (P21.52) PER LITER: PROVIDED,
12	THAT, A YEAR AFTER THE EFFECTIVITY OF THIS ACT AND EVERY YEAR
13	THEREAFTER, THE EXCISE TAX RATE PRESCRIBED HEREIN SHALL BE
14	ADJUSTED TO ITS PRESENT VALUE USING AN APPROPRIATE PRICE
15	INDEX FOR ALCOHOLIC DRINKS, AS PUBLISHED BY THE NATIONAL
16	STATISTICS OFFICE (NSO)."
17	["(a) If the net retail price (excluding the excise tax and the value-
18	added tax) per liter of volume capacity is less than Fourteen pesos and
18 19	added tax) per liter of volume capacity is less than Fourteen pesos and fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven
19	fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven
19 20	fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven centavos (P8.27) per liter;]
19 20 21	fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven centavos (P8.27) per liter;] ["(b) If the net retail price (excluding the excise tax and value-added tax) per liter of volume capacity is Fourteen pesos and fifty
19 20 21 22	fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven centavos (P8.27) per liter;] ["(b) If the net retail price (excluding the excise tax and value-added tax) per liter of volume capacity is Fourteen pesos and fifty
19 20 21 22 23	fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven centavos (P8.27) per liter;] ["(b) If the net retail price (excluding the excise tax and value-added tax) per liter of volume capacity is Fourteen pesos and fifty centavos (P14.50) up to Twenty-two pesos (P22.00), the tax shall be
19 20 21 22 23 24	fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven centavos (P8.27) per liter;] ["(b) If the net retail price (excluding the excise tax and value-added tax) per liter of volume capacity is Fourteen pesos and fifty centavos (P14.50) up to Twenty-two pesos (P22.00), the tax shall be Twelve pesos and thirty centavos (P12.30) per liter;]
19 20 21 22 23 24 25	fifty centavos (P14.50), the tax shall be Eight pesos and twenty-seven centavos (P8.27) per liter;] ["(b) If the net retail price (excluding the excise tax and value-added tax) per liter of volume capacity is Fourteen pesos and fifty centavos (P14.50) up to Twenty-two pesos (P22.00), the tax shall be Twelve pesos and thirty centavos (P12.30) per liter;] ["(c) If the net retail price (excluding the excise tax and the value-

["Variants of existing brands and variants of new brands which are introduced in the domestic market after the effectivity of this Act shall be taxed under the proper classification thereof based on their suggested net retail price: *Provided, however*, That such classification shall not, in any case, be lower than the highest classification of any variant of that brand.]

["A 'variant of a brand' shall refer to a brand on which a modifier is prefixed and/or suffixed to the root name of the brand.]

["Fermented liquors which are brewed and sold at microbreweries or small establishments such as pubs and restaurants shall be subject to the rate in paragraph (c) hereof.]

["New brands, as defined in the immediately following paragraph, shall initially be classified according to their suggested net retail price.]

["'New brand' shall mean a brand registered after the date of effectivity of R.A. No. 8240.]

["Suggested net retail price' shall mean the net retail price at which new brands, as defined above, of locally manufactured or imported fermented liquor are intended by the manufacturer or importer to be sold on retail in major supermarkets or retail outlets in Metro Manila for those marketed nationwide, and in other regions, for those with regional markets. At the end of three (3) months from the product launch, the Bureau of Internal Revenue shall validate the suggested net retail price of the new brand against the net retail price as defined herein and determine the correct tax bracket to which a particular new brand of fermented liquor, as defined above, shall be classified. After the end of the eighteen (18) months from such validation, the Bureau of Internal Revenue shall revalidate the initially validated net retail price against the net retail price as of the time of revalidation in order to finally determine the correct tax bracket which a particular new brand of fermented liquors shall be classified: *Provided*, *however*, That brands of fermented liquors introduced

in the domestic market between January 1, 1997 and December 31, 2003 shall remain in the classification under which the Bureau of Internal Revenue has determined them to belong as of December 31, 2003. Such classification of new brands and brands introduced between January 1, 1997 and December 31, 2003 shall not be revised except by an act of Congress.]

["'Net retail price', as determined by the Bureau of Internal Revenue through a price survey to be conducted by the Bureau of Internal Revenue itself, or the National Statistics Office when deputized for the purpose by the Bureau of Internal Revenue, shall mean the price at which the fermented liquor is sold on retail in at least twenty (20) major supermarkets in Metro Manila (for brands of fermented liquor marketed nationally), excluding the amount intended to cover the applicable excise tax and the value-added tax. For brands which are marketed outside Metro Manila, the 'net retail price' shall mean the price at which the fermented liquor is sold in at least five (5) major supermarkets in the region excluding the amount intended to cover the applicable excise tax and the value-added tax.]

["The classification of each brand of fermented liquor based on its average net retail price as of October 1, 1996, as set forth in Annex 'C', including the classification of brands for the same products which, although not set forth in said Annex 'C', were registered and were being commercially produced and marketed on or after October 1, 1996, and which continue to be commercially produced and marketed after the effectivity of this Act, shall remain in force until revised by Congress.]

["The rates of tax imposed under this Section shall be increased by eight percent (8%) every two years starting on January 1, 2007 until January 1, 2011.]

["Any downward reclassification of present categories, for tax purposes, of existing brands of fermented liquor duly registered at the time of the effectivity of this Act which will reduce the tax imposed herein, or the payment thereof, shall be prohibited.]

"Every brewer or importer of fermented liquor shall, within thirty (30) days from the effectivity of this Act, and within the first five (5) days of every month thereafter, submit to the Commissioner a sworn statement of the volume of sales for each particular brand of fermented liquor sold at his establishment for the three-month period immediately preceding.

"Any brewer or importer who, in violation of this Section, knowingly misdeclares or misrepresents in his or its sworn statement herein required any pertinent data or information shall be penalized by a summary cancellation or withdrawal of his or its permit to engage in business as brewer or importer of fermented liquor.

"Any corporation, association or partnership liable for any of the acts or omissions in violation of this Section shall be fined treble the amount of deficiency taxes, surcharges and interest which may be assessed pursuant to this Section.

"Any person, liable for any of the acts or omissions prohibited under this Section shall be criminally liable and penalized under Section 254 of this Code. Any person who willfully aids or abets in the commission of any such act or omission shall be criminally liable in the same manner as the principal.

"If the offender is not a citizen of the Philippines, he shall be deported immediately after serving the sentence, without further proceedings for deportation."

SEC. 4. Implementing Rules and Regulations. – The Secretary of Finance shall, upon the recommendation of the Commissioner of Internal

- 1 Revenue, promulgate the necessary rules and regulations for the effective
- 2 implementation of this Act.
- 3 SEC. 5. Repealing Clause. All laws, decrees, executive orders, rules
- 4 and regulations or parts thereof which are contrary to or inconsistent with this Act
- 5 are hereby repealed, amended or modified accordingly.
- 6 SEC. 6. Effectivity. This Act shall take effect fifteen (15) days after its
- 7 publication in the Official Gazette or in any two newspapers of general
- 8 circulation, whichever comes earlier.
- 9 Approved,