IN THE MATTER OF AN ARBITRATION UNDER CHAPTER ELEVEN
OF THE NORTH AMERICAN FREE TRADE AGREEMENT AND THE
UNCITRAL ARBITRATION RULES (1976)

## BETWEEN

FIRST SESSION OF THE ARBITRAL TRIBUNAL

Thursday, February 16, 2012

The World Bank 1818 H Street, N.W. Conference Room 4-800 Washington, D.C.

The hearing in the above-entitled matter came on, pursuant to notice, at 9:32 a.m. before:

MR. TOBY T. LANDAU, Q.C., President

MR. CLIFFORD M. DAVIDSON, Arbitrator

HON. FERN M. SMITH, Arbitrator

PAGE 290 PAGE 292 290 292 Also Present: APPEARANCES: (Continued) MS. AURÉLIA ANTONIETTI, Secretary to the Tribunal On behalf of the Respondent/Party: MS. MARY McLEOD
Principal Deputy Legal Adviser
MR. JEFFREY D. KOVAR
Assistant Legal Adviser
MR. JEREMY SHARPE
MR. NEALE H. BERGMAN
MR. DAVID M. BIGGE
MR. PATRICK W. PEARSALL
MS. ABBY L. LOUNSBERRY
MS. KARIN KLEER Court Reporter: MR. DAVID A. KASDAN
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(202) 776-8443 PAGE 291 PAGE 293 291 293 APPEARANCES: APPEARANCES: (Continued) On behalf of the Government of Mexico: On behalf of the Claimant/Investor: MR. WILLIAM A. RAKOCZY MR. SALVADOR BEHAR MR. WILLIAM A. RAKOCZY
MS. LARA FITZSIMMONS
MR. ROBERT M. TEIGEN
Rakoczy Molino Mazzochi Siwik, LLP
6 West Hubbard Street
Suite 300
Chicago, Illinois 60654
(312) 222-6301 MS. JOANNA HOLGUIN On behalf of the Government of Canada: MS. MEGAN CLIFFORD MS. FATIMA NAKHUDA

1 1101	294	294	PAGE	
			00 24 50 1	296
	CONTENTS		l	materials that were not so far in the record has been
CLOSING A	RGUMENTS:	PAGE	<u> </u>	resolved, and the United States is not objecting to
ON BEHALF	OF THE RESPONDENT:		3	that material going into the record, so Slide 41 is
By Mr. Sharpe 296		4	F	
By Mr.		312	5	And with that, I then give the floor to the
By Ms.	McLeod	329	6	Respondent.
ON BEHALF	OF THE CLAIMANT:		7	CLOSING ARGUMENT BY COUNSEL FOR RESPONDENT
By Mr.	Rakoczy	334	8	MR. SHARPE: Thank you, Mr. President,
QUESTIONS FROM THE TRIBUNAL 381		9	Members of the Tribunal.	
			10	I will address the question of whether Apotex
			11	has made an investmentis an Investor that made an
			12	investment in the United States.
			13	As you know, we framed the key jurisdictional
			14	issue before this Tribunal as follows: Has Apotex
			l	established that the mere filing of an application
				with the U.S. Government for revocable permission to
			17	
			18	
			1	others constitutes an investment in the United States
			l	under NAFTA Article 1139?
			21	Apotex argues that it has met its burden,
			1	because its ANDAs are property under Article 1139(g).
			44	because its ANDAS are property under Article 1137(g).
PAGE	295		PAGE	297
11102	230	295	1 1102	
		273		297
1	PROCEEDINGS	273	09:36:09 1	That provision states: "Investment means, (g), real
1 2	PROCEEDINGS PRESIDENT LANDAU: Good morning			-
		, ladies and		That provision states: "Investment means, (g), real
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09:37:24 1 Third, the NAFTA does not, on its face,
2 protect as property mere applications or anything
3 remotely resembling applications. Apotex, citing to
4 Black's Law Dictionary, asks this Tribunal to adopt
5 for Article 1139 a typical common law definition of
6 property. But presumably our civil law neighbors in
7 Mexico and Quebec would not wish to have a common law
8 definition of property foisted upon them as the
9 ordinary meaning of the term under our common
10 international agreement.

international agreement.

We necessarily look to U.S. law, as the law
of the host state for purposes of defining alleged
property--that property--alleged property interests in
this case. The Tribunal has asked whether it can
simply apply U.S. law as pleaded by the Parties,
rather than determining whether Apotex has
established, by evidence, a property right in the
ANDAS. Either approach, we think, would lead the
Tribunal to the same place. There is, we submit,
nothing in the pleadings or the Legal Authorities

09:39:38 1 with the United States. There would appear to be no 2 property rights at issue in the scenario at all. Once the foreign company hits the "send" 4 button and transmits its application to its agent for 5 filing with the FDA, what happens? Under 21 CFR 6 314.101, FDA then has 60 days to determine whether the 7 application is sufficiently complete even to be filed. 8 But what additional property rights are acquired once 9 the Applicant hits the "send" button? Here Apotex's 10 arguments are in conflict. On the one hand Apotex 11 concedes that, without FDA approval, it could not use 12 its ANDAs for its intended purpose, which is to allow 13 for the sale of the underlying drug. But, on the 14 other hand, Apotex claims that, "ANDA applicants have 15 the exclusive right to enjoy, use, and posses the 16 respective ANDA."

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So, what exactly is the use, enjoyment, and possession? It's precisely the same use, possession, and enjoyment that Apotex enjoyed the day before it was filed. And at that time an applicant might still be in Canada or China or elsewhere in the world and not yet have any property rights connected to the

PAGE 299 299

22 determine that pending ANDAs are property under U.S.

21 cited by Apotex that would allow this Tribunal to

09:38:32 1 law or the NAFTA.

18

We encourage the Tribunal to adhere to the principle adopted by some other investment tribunals and remain within the confines of the debate between the Parties rendering a decision in the dispute as pleaded by them.

Citing Black's Law Dictionary, Apotex claims
that it has the right to posses, use, and enjoy its
ANDAS. That right, it argued, is not tied to FDA
approval of the ANDA. Indeed, the right appears not
to be tied to the FDA at all. Apotex states an ANDA
can be purchased and sold by the applicant regardless
of its approval status. That is, it claims that
parties are free to sell an ANDA as they wish, even
before the ANDA is filed with the FDA. These are the
so-called "pipeline ANDAs" that Apotex's counsel
referred to yesterday.

19 Canada and then sell it and all of the proprietary 20 data in it to, say, a Chinese company for a 21 substantial sum. That transaction might be governed 22 by, say, English law and have nothing whatsoever to do

So, a company could prepare its draft ANDA in

PAGE 301 301

09:40:48 1 United States.

But even if Apotex had argued that it had 3 property tentatively approved or even finally approved 4 ANDAs, its argument still would fail. The principal 5 reason that Apotex can't claim any property rights is 6 because Apotex lacks exclusivity in its ANDAs 7 vis-à-vis the Government. Apotex does not dispute 8 that FDA has, by law, discretion to decline to approve 9 or revoke approval of ANDAs, even finally approved 10 ANDAs, for any number of reasons. The American 11 Pelagic case, which was at issue in Glamis Gold is 12 instructive here. In that case the Federal circuit 13 found that the Claimant did not have a right to a 14 fishery permit because, among other reasons, the 15 Government had the right to suspend, revoke, or modify 16 the Claimant's license. As such, the applicant could 17 not claim exclusivity which is the key stick in the 18 bundle of rights comprising the claimed property 19 interest.

20 We don't believe that Apotex has established 21 or that this Tribunal could find in applying U.S. law 22 that Apotex has the necessary bundle of rights in its PAGE 302 PAGE 304 302 304

09:44:04 1

09:41:49 1 ANDA to constitute property.

Instead, on Apotex's own terms, its alleged 3 property right is merely the right to use, enjoy, and 4 posses its ANDAs. That's without with regard to 5 whether those ANDAs ever are filed with the FDA, or, 6 at the relevant time, have any property right 7 connection to the United States.

But let's assume for the sake of argument that Apotex has a property right in its unapproved 10 ANDAs. That leaves three additional problems with 11 Apotex's claims.

First, as we discussed yesterday, Apotex does 12 13 not have property acquired in the expectation or used 14 for the purpose of economic benefit or other business 15 purposes. The economic benefit Apotex claims it was 16 seeking through its ANDAs was the right to sell drugs 17 in the United States, but that right was not acquired 18 or enjoyed in its unapproved ANDAs.

19 Apotex suggests, instead, that the definition 20 of "investment" in Article 1139 covers both existing 21 and future investments. It is true that NAFTA allows 22 so-called "pre-establishment claims," so that an

Second, even assuming Apotex's applications 2 were property acquired or used, those Applications 3 would still not be investments. Property is not a 4 free-standing concept in this context. It's part of 5 the definition of "investment" in the Investment 6 Chapter of the NAFTA. It has to be understood in the 7 context of an international Treaty that is designed in 8 the words of the Gallo Tribunal discussed yesterday: 9 "To stimulate flows of private capital into the 10 economies of contracting States." Or as the Grand 11 River Tribunal correctly concluded, the property 12 acquired or used in the United States must, "rise to 13 the level of an investment." Property is not an 14 investment if, as here, it merely supports

It's clear on the face of the NAFTA that 16 17 certain property that is acquired or used nonetheless 18 is excluded from the definition of "investment." 19 Contract rights, for instance, have been recognized as 20 a species of intangible property by the U.S. Supreme 21 Court for decades. But under the NAFTA, only 22 certainly contract rights, even if they are property

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09:43:01 1 Investor who is seeking to make an investment and who

2 is discriminated against can bring a national

- 3 treatment or a most favorite nation treatment claim.
- 4 But Apotex, of course, does not claim that it was
- 5 seeking to make an investment. It claims that it made
- 6 investments, and it claims that those investments were
- 7 expropriated and denied the minimum standard of
- 8 treatment required under international law. A State
- 9 obviously cannot expropriate or provide substandard
- 10 treatment to an investment that has not yet been made.
- 11 It's clear that Apotex is not making a
- 12 pre-establishment claim in this case.

13 Alternatively, Apotex suggests that it would 14 have acquired or used its investments at the time of

- 15 the alleged breaches but for the wrongful acts
- 16 complained of in this arbitration. Apotex, however,
- 17 claims that its investments were made the moment it
- 18 filed its ANDAs with the FDA, years before the alleged
- 19 NAFTA breaches. Apotex must establish the existence
- 20 of property acquired or used for economic benefit or
- 21 other business purposes in the United States, and it
- 22 has not done so.

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09:45:14 1 acquired or used, are investments under

15 cross-border sales.

2 Article 1139(h). Commercial contracts for the sale of

3 goods or services are expressly excluded from the

4 definition of "investment" by Article 1139(i).

Apotex reads the NAFTA differently. It

quotes an article by a Mr. Porterfield from

7 Environmental Law Journal concluding that, "The

8 definition of "investment" that is protected under

9 Chapter Eleven is much broader than the real property

10 rights and other specific interests in property that

11 are protected under the Takings Clause," but that is

12 plainly wrong, as evidenced by the fact that property

13 rights in contract may be protected under U.S. law but

14 may not be protected under the NAFTA. If the Tribunal

15 is interested, we are happy to send a recently

16 published 96-page book chapter for Parvan Parvanov and

17 Mark Kantor for the Yearbook on International

18 Investment Law and Policy, which is called, "Comparing

19 Law and Recent U.S. Investment Agreements." Much more

20 similar than you might expect. They compare the

21 definition of "investment" and property under U.S. law

22 and recent U.S. investment agreements, such as the

PAGE 306 PAGE 308 306 308 09:46:24 1 NAFTA's investment chapter and conclude that, 09:48:40 1 market. But even that cumulatively was not enough to 2 "Protection under U.S. investment agreements is in constitute an investment in the United States. 3 general not more favorable to foreign Investors and 4 U.S. domestic protections in the areas we investigated 4 you with this consideration: Apotex sells its drugs 5 including the scope of property protected. In all of 6 these areas, the scope of protection for foreign 7 investors under investment treaties is similar to and 7 with the legal requirements for selling its drugs in 8 in some cases less favorable than the treatment 8 every country in which it markets those drugs. Is 9 Apotex, by that fact, a foreign investor in all 115 9 afforded domestic Investors under comparable 10 provisions of U.S. domestic law." 10 countries from which it's marketing and in which it They then add, "The scope of property, 11 sells its drugs? Could Apotex bring investment 11

12 protected property for expropriations under recent 13 U.S. investment agreements and NAFTA Chapter Eleven 14 awards is substantially narrower than the comparable 15 scope of protections under the U.S. Constitution. The 16 property right or interest must also be in an 17 investment of an Investor. U.S. domestic law does not

18 limit the protections of the Fifth Amendment solely to 19 investments or Investors."

The third problem with Apotex's argument is 20 21 that, even if its ANDAs were property acquired or used 22 as investments, they're not investments in the

Now, Members of the Tribunal, we would leave 5 in more than 115 countries around the world, including 6 the United States, and we assume that Apotex complies 12 arbitration in every country in which Canada has an 13 investment agreement? Or, more pertinently, what would it mean for

15 the NAFTA Parties if this Tribunal were to break new 16 ground and find that there's an investment where a 17 foreign company has simply filed an application with 18 the U.S. Government for revocable permission to allow 19 it to export its products to the United States for sale by others? What would be left of the distinction 21 between trade and investment?

Every exporter is required to comply with the

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09:47:27 1 territory of the United States. Apotex admits that

2 everything associated with the preparation of its 3 ANDAs occurs in Canada: The developing, testing,

4 manufacturing, labeling of its drugs and the compiling

5 of the ANDAs themselves. If Apotex sold that ANDA

6 before submitting to the FDA, clearly it could not

7 claim to have made an investment in the United States.

So, why has Apotex become an Investor with an 9 investment simply by transmitting that application to 10 a U.S. Agent which then files that application with

11 the FDA? Apotex claims that an ANDA is a uniquely

12 U.S. investment because Apotex never would have

13 prepared the ANDA or the ANDA products except to enter

14 the U.S. market because rights under an ANDA can't be

15 used outside of the United States.

But this is precisely the argument that 17 Claimants unsuccessfully made in the Grand River Case.

18 Grand River claimed to have created a proprietary

19 blend of tobacco solely for the U.S. market, to have

20 invested in state-of-the-art equipment solely for the

21 U.S. market, and to have paid \$29 million in escrow

22 payments in the United States solely to enter the U.S.

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09:49:46 1 laws of the host State. Some of those regulations are 2 expensive and time-consuming, but that's the price of 3 foreign trade. It's not an admission ticket for 4 investment arbitration.

> So, Mr. President, Members of the Tribunal, 6 we submit that Apotex is not an Investor with an 7 investment in the United States as those terms are 8 defined in Article 1139. As such, we ask you to 9 dismiss Apotex's claims in their entirety.

10 Thank you.

PRESIDENT LANDAU: Thank you very much. 11

12 I have one question which I wonder if I can pose now, just out of what you've just presented.

You point us to the statement which we see perhaps more recently in the Gallo-Canada case, but it

16 crops up in many other cases which talks about the

17 stated objective of investment treaties as stimulating 18 flows of private capital into the economies of the

19 contracting States. The question I've got is where in 20 the analysis does one apply that criterion? There are

21 different stages of the analysis that the Tribunal may

22 go through in analyzing what is an investment. And in

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09:50:53 1 particular there are three stages when one looks at 2 1139(q). One can apply that in the course of treaty 3 interpretation to the notion of "investment," full 4 stop. That's the first possibility.

> The second possibility is you apply it when 6 you get to the notion of property under 1139(q).

And the third possibility is you apply it 8 when you get to the following words in 1139(g), acquired for--acquired in the expectation or used for

the purpose of economic benefit.

Just thinking about that, it may not matter 11 12 in the end because you may come to the same result, 13 but as a question of methodology, these are distinct

14 approaches.

Just to elaborate slightly further, the first 16 one has a body of learning behind it where one looks 17 at, for example, the writings of Zack Douglas and

18 various others who say that when you look at the word

19 "investment," you don't look at it in the abstract.

20 It's got to have some inherent meaning, and that

21 inherent meaning brings with it various qualities,

22 whether they're legal or economic realizations of what

09:53:16 1 itself, "property" has to be interpreted in context 2 and in light of the Treaty's object and purpose. So, 3 I'm afraid I can't answer your question precisely, but 4 I would say at least it applies to that.

And I also would agree to you that it appears 6 that it would not make a difference in this case at 7 which level you applied it, but I'm afraid I can't 8 speak further than that.

PRESIDENT LANDAU: That's understood. 9

So, the position that you're putting forward 11 at the moment is the second of the three; is that 12 correct? Which is the notion of property.

13 MR. SHARPE: Correct. Mr. President, I would 14 ask that you call on my colleague, Mr. Kovar. 15

PRESIDENT LANDAU: Mr. Kovar.

16 MR. KOVAR: Thank you very much,

17 Mr. President and Members of the Tribunal.

Just one last point in response to your last 18 19 question, the task of the Tribunal is to interpret the 20 NAFTA; and, under the NAFTA, the task is to understand

21 the intention of Parties in the text. And to do that

22 you look at the test in the Vienna Convention on the

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09:52:08 1 an investment is.

The second possibility is somehow it's 3 confining the notion of "property" so that the 4 universe that would come within 1139(q) is limited. 5 And I'm not sure that's what you were pointing at when 6 you were talking about intangible property being 7 defined or not defined.

And the third possibility is that you

10 meaning or restriction to the words, "acquired in the 11 expectation or used for the purpose of economic 12 benefit," because those words themselves could be 13 very, very broad, could include, for example, any 14 purchase of a commodity that you're going to sell on 15 that would be an economic benefit.

9 apply--you have to have presumably some kind of

MR. SHARPE: Yes. I'm afraid my answer is 17 not going to be very satisfactory because the United 18 States, in preparing these submissions speaks on

19 behalf of the United States Government and requires 20 interagency consensus on these views, and so I'm

21 afraid the only consensus I have for purposes of today

22 is with respect to the definition; that is, the term

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09:54:43 1 Law of Treaties and customary international law which 2 we've set out and has been discussed over the last day 3 and a half.

> So, this is related to your question, but we 5 would say that you do not look to external definitions 6 or discussions of what "investment" might be in 7 general or under other treaties, but rather the focus 8 should be on what the intention of the Parties was in 9 the NAFTA itself.

> 10 And, in that context, the object and purpose 11 is parts of the--looking at the object and purpose is 12 part of defining all of the terms of the NAFTA. Thank 13 you.

If it's all right, then I will turn next to 14 15 the issue of time bar in the Pravastatin Claim. The 16 Tribunal has asked whether the time-bar objection was 17 an objection to the jurisdiction of the Tribunal. We 18 submit that it is. As stated in NAFTA Article 1122. 19 the United States consented to investor-State 20 arbitration under Chapter Eleven in accordance with

21 the procedures set out in this agreement. The scope

22 of the three NAFTA Parties' consent is thus limited by

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09:56:07 1 the procedures contained within Chapter Eleven. In

- 2 that regard and as discussed at length yesterday,
- 3 Article 1116(2) prohibits an investor from making and
- 4 the Tribunal from hearing, "a claim if more than three
- 5 years have elapsed from the date on which the investor
- 6 first acquired or should have first acquired knowledge
- 7 of the alleged breach and knowledge that the investor
- 8 has incurred loss or damage." Article 1116(2), thus,
- 9 contains a temporal requirement for jurisdiction over
- 10 the investor's claim. It's an jurisdictional
- 11 objection ratione temporis. Just as the United States
- 12 does not consent to be bound by obligations and
- 13 treaties which are not in force, also an objection
- 14 ratione temporis, the United States did not consent to
- 15 arbitrate NAFTA Chapter Eleven claims that arise
- 16 outside of the applicable three-year limitations
- 17 period. We believe the plain language of
- 18 Article 1116(2) makes this clear.
- 19 As further confirmation, the U.S. Statement
- 20 of Administrative Action in briefly discussing
- 21 Articles 1116 and Article 1117 states simply that
- 22 those Articles require that, "all claims must be

09:58:47 1 Apotex's claim that it knew of the alleged breach and 2 loss when it was issued on April 11, 2006, any claim 3 based on it is, therefore, barred.

Apotex tried to asserting yesterday that, "It didn't become aware of the harm until that judicial action was complete." That's at 250 at 11-13 in the transcript.

8 Similarly, Apotex stated in its slide 9 presentation that it, "did not have knowledge of the 10 breach and knowledge of the harm until it had 11 exhausted its local remedies." That was Slide 71.

But this does not square with the facts or with Apotex's own previous statements to the Tribunal. I don't want to belabor the point because we made it in detail yesterday, but here again are a few of those statements:

In Apotex's Pravastatin--in a way, Apotex
stated that it was, "prevented from obtaining approval
and timely bringing its Pravastatin Sodium Tablets to
market in April 2006 thus causing Apotex substantial
injury, including, but not limited to, significant
lost sales and lost market share." That's at

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09:57:31 1 brought within three years."

Now, considering that time bar in light of what we heard yesterday from opposing counsel,

- 4 Apotex's Pravastatin Claim cannot survive Article
- 5 1116(2)'s jurisdictional hurdle because whatever form
- 6 it takes, it is inextricably bound up with Apotex's
- 7 challenge to the FDA Letter Decision in response to
- 8 the Tribunal's specific query yesterday afternoon, we
- 9 disagree with Apotex's argument that the separate
- 10 judicial proceedings it brought challenging the final
- 11 action of the FDA were so part and parcel of the FDA
- 12 Award that they effectively extended the date by which
- 12 Award that they effectively extended the date by which
- 13 it may challenge that underlying administrative
- 14 decision.

15 We also disagree with Apotex's alternative

- 16 argument that even if the FDA Letter Decision is
- 17 time-barred, the Tribunal must consider its alleged
- 18 errors as part of examining the subsequent court
- 19 decisions, which are not time-barred.
- 20 The text of the NAFTA bases time bar on the
- 21 date that the Claimant has knowledge of the breach and
- 22 of the loss. If the FDA Decision is the core of

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10:00:10 1 Paragraph 30 of their NOA.

2 Later it argues that, "The FDA's April 11,

3 2006, Administrative Ruling and the subsequent 4 judicial actions each constitutes a violation of the

5 NAFTA." That's at Paragraph 67 of the NOA.

And in its submission in support of a stay in this arbitration, Apotex argued that the Pravastatin

8 Claim arises from injuries suffered due to separate

9 U.S. Agency and Federal Court decisions denying Apotex 10 the protections and benefits of U.S. statutory law."

11 That's at Paragraph 14 of the submission of Apotex in

12 support of the stay.

13 Even yesterday, Apotex defined its

14 Pravastatin Claim as follows, and I will quote from 15 Slide 23 from Apotex's presentation yesterday:

16 "Respondent's interpretation and application of the

17 FFDCA against Apotex, and in particular the court

18 decision-trigger provision, is unlawful and

- 19 inconsistent with prior Agency and Federal Court
- 20 decisions affecting different similarly situated U.S.
- 21 Investors." Recall, it is only the FDA that issued an
- 22 interpretation and application of the FFDCA, which is

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10:01:30 1 the Federal, Food, Drug and Cosmetic Act in this case. 10:04:15 1 temporal limitation, like Article 1116(2)'s time bar. Thus, because the gravamen of Apotex's 3 Pravastatin Claim is that the FDA measure interpreting 4 the court decision-trigger provision injured Apotex 5 and violated the NAFTA, Apotex's claim is time-barred 6 in its entirety. Seeking judicial review of the FDA

7 measure is not required under the NAFTA, and it cannot 8 extend the time for filing its claim. Apotex's assertions that this rule undermines 10 U.S. courts, in our view, are nonsense. Three years 11 is enough time to pursue judicial remedies and to 12 bring a NAFTA claim challenging the underlying measure 13 if the Claimant is not satisfied with those remedies. 14 However, if Apotex's Pravastatin Claims are premised 15 solely on the judicial conduct itself, in other words 16 that Apotex suffered a legally distinct injury on 17 account of the nonfinal decisions of the District 18 Court and the Court of Appeals that denied Apotex's 19 request for preliminary injunction and re-hearing en banc, then those claims would not be time-barred.

If this is Apotex's case, then the FDA

2 The Mondev Tribunal stated that, "Events or conduct 3 prior to entry into force of an obligation for the 4 Respondent State may be relevant in determining 5 whether the State has subsequently committed a breach 6 of the obligation, but it must still be possible to 7 point to conduct of the State after that date, which is itself a breach."

The Tribunal can only look at the underlying 10 FDA measure through the lens of the challenged 11 judicial conduct. As the President suggested 12 yesterday, the Tribunal would look at how the federal 13 courts assessed the FDA measure based on the claims 14 presented to them, including their application of the 15 appropriate standard under U.S. law for preliminary 16 injunctive relief. That standard, and we mentioned it 17 yesterday, is, one, the prospective irreparable harm 18 to the moving Party if the requested relief is denied; 19 two, the possibility of harm to other Parties if the 20 relief is granted; three, the likelihood that the 21 moving Party will succeed on the merits of its claim; 22 and, four, the public interest.

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22 measure can only be considered by the Tribunal as a

10:02:50 1 background factual predicate to the judicial conduct. 2 It cannot form the legal basis for finding a violation 3 of the NAFTA.

The Tribunal asked the Parties to elaborate 5 on this point and to describe the permissible limits 6 of its consideration of the time-barred FDA measure. 7 Here are two prior NAFTA tribunals' approaches that we 8 believe capture quite well these limits. First, in Glamis Gold versus the United 9 10 States, both the Claimant and the United States agreed 11 that a claim brought on the basis of an event properly 12 within the NAFTA's limitations period may cite to

13 earlier events as, "background facts," or, "factual 14 predicates." The Tribunal agreed. The Glamis

15 Tribunal thus stated that, "It is necessary that any 16 action be preceded by other steps, but such factual

17 predicates are not, per se, the legal basis for the

18 claim."

19 Second, in the case of Mondev versus the 20 United States, the Tribunal considered this question

21 with respect to events that occurred prior to the

22 NAFTA's entry into force. "Entry into force" is a

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321 10:05:36 1 With respect to that third factor regarding 2 the likelihood of success on the merits, it is 3 important to remember that a fundamental principle of 4 U.S. administrative Law is that the regulatory Agency 5 is given substantial discretion to interpret the 6 statute that it's charged to administer. Under the 7 principle announced by the Supreme Court in the 8 Chevron Case, as long as the Agency's interpretation 9 is reasonable and consistent with the statute, it must be upheld; it is a highly deferential standard.

If Apotex is claiming that the courts 12 misapplied the law in such an egregious fashion that 13 their actions rise to the level of a breach of U.S. 14 obligations under the NAFTA, the FDA Decision would be 15 examined solely as part of the background in which the courts applied U.S. law.

17 Finally, Apotex suggests that the United 18 States position on time bar is an implicit criticism 19 of Apotex for seeking judicial review under the 20 Administrative Procedure Act. Nothing could be 21 further from the truth. The United States is 22 criticizing Apotex for failing to challenge the FDA

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326:54 1 measure in this proceeding within the three-year 10:09:42 1 of admissibility, or of jurisdiction, the outcome in

10:06:54 1 measure in this proceeding within the three-year 2 limitation prescribed in Article 1116(2)

3 jurisdictional bar.

4 Let me now turn to the finality issue.

5 You asked the Parties to consider the

6 finality rule and its relation to the rule of

7 exhaustion of local remedies and how the finality rule

 $\ensuremath{\mathtt{8}}$  should be characterized for purposes of its Award as a

9 question of jurisdiction or a question of

10 admissibility.

11 First, the United States agrees that the 12 principle of finality in this case is distinct from

13 the general international law rule of the exhaustion

14 of local remedies, which the President has

15 characterized as a procedural rule. The exhaustion

16 rule does not apply as a precondition to bringing a

17 claim under Chapter Eleven where the claim is based on

18 a final Government act. In other words, a "measure"

19 that has been, "adopted or maintained" pursuant to

20 Article 1101.

21 Second, as we explained yesterday, the United

22 States position is that under Article 1101, the act of

10:09:42 1 of admissibility, or of jurisdiction, the outcome in 2 this case is the same: The claim should be dismissed 3 because Claimants failed to seek appeal to the Supreme 4 Court.

In the United States's view, if the Tribunal characterizes the finality requirement as an issue of

7 admissibility, this does not compel it to defer

8 decision on it, as Claimant suggested yesterday. Even
9 an authority such as Judge Fitzmaurice who considers

10 finality a question related to the merits treats it as

11 a "preliminary objection." Thus, it is entirely

12 proper to consider finality as "a preliminary  $\,$ 

13 question, " under Article 21(4) of the UNCITRAL Rules,

14 along with the issues of investment and time bar. We

15 believe there is no dispute about the nature of

16 investment in time bar as jurisdictional questions.

17 In other words, whether characterized as 18 admissibility or ripeness or jurisdiction, the

19 question whether Apotex can properly state a claim

20 that nonfinal judicial acts violated the NAFTA is a

21 threshold issue. It should be decided by the Tribunal

22 as a matter of sound judicial economy. Both Apotex

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10:08:18 1 a domestic court cannot constitute a measure that has

2 been adopted or maintained by the State, unless the

3 Claimant has exhausted all his judicial appeals. This 4 interpretation derives from the rule of finality in

5 international law under which, "an act of a domestic

6 court that remains subject to appeal has not ripened

7 into the type of final act that is sufficiently

8 definite to implicate State responsibility unless such

9 recourse is obviously futile." I quote from the

10 Parties' submissions.

11 Thus, it is the United States's position that

12 Apotex has no basis in the NAFTA for challenging

13 nonfinal judicial acts as breaches of Articles 1102,

14 1105, and 1110, unless they can show that final appeal

15 would have been obviously futile. To support a

16 Chapter Eleven claim, the judicial acts complained of

17 must be final. In our view, this is a question of

18 jurisdiction ratione materiae, a question of

19 subject-matter jurisdiction, because it goes to

20 whether the Tribunal may consider a claim based on a

21 nonfinal judicial act. But, whether the Tribunal

22 chooses to characterize it as a question of ripeness,

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10:11:24 1 and the United States have presented rounds of briefs

2 and evidence on the matter and have argued it before 3 the Tribunal. The question is now ready for decision

4 by the Tribunal.

5 The Tribunal also asked the Parties to 6 address whether there would be a difference if it 7 applied--

8 PRESIDENT LANDAU: Sorry to interpret, just 9 before you move on, can you give me the reference to 10 the Judge Fitzmaurice--

11 MR. KOVAR: Yes.

PRESIDENT LANDAU: Or where.

13 MR. KOVAR: It's the Respondent's Exhibit 135

14 at Page 59.15 PRESIDENT LANDAU: Thank you.

16 MR. KOVAR: The Tribunal also asked the

17 parties to address whether there would be a difference

18 if it applied a finality test that looks at whether a

19 remedy was available or a test that looks at whether a 20 remedy was futile. We do not believe that there are

21 two competing tests for excusing failure to seek final

22 appeal of challenged judicial acts. Claimants agreed

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10:12:29 1 with the United States in their written Memorials that 10:15:12 1 echoing Judge Smith's expression of sympathy about the 2 the rule of finality requires Claimants to exhaust judicial remedies unless they were obviously futile. The United States argued, and we submitted 5 numerous authorities for the proposition, that the 6 Tribunal should look to the availability of a remedy, 7 not the likelihood of success of an appeal, in 8 determining whether further appeal would be obviously 9 futile. We pointed to the decision in the Loewen Case 10 where the Tribunal, without expressly stating that it 11 was analyzing whether appeal would obviously be 12 futile, looked to whether an adequate and effective 13 remedy was available in an appeal to the Supreme 14 Court, and the Tribunal determined there that it was. 15 The Loewen Tribunal then rejected the 16 Claimant's argument that it had compelling business 17 reasons not to seek appeal. The Tribunal concluded 18 that Claimant's failure to bring the appeal was a 19 complete bar to bringing the claim based on the 20 alleged wrongful judicial acts. Loewen did not look 21 at the likelihood of success.

2 few cases that the Supreme Court takes every year, 3 Judge Lauterpacht, a member on the International Court 4 of Justice in the Norwegian Loans case stated, "I can 5 appreciate the contention of the French Government 6 that there are no effective remedies to be exhausted. 7 Even if I must hold that, however contingent and 8 theoretical these remedies may be, an attempt ought to have been made to exhaust them." And judge Fitzmaurice, also on the 11 International Court of Justice noted, "Wherever a

12 possible remedy exists, recourse must be had to it, 13 each if this is, in fact, highly unlikely to be 14 successful." In other words, the probability or 15 otherwise of success is quite different in principle 16 from the question of effectiveness; and that to 17 substitute one test for the other as the criterion for

18 displacing the local remedies rule would be incorrect, 19 and would also drastically alter the incidents of this 20 rule.

To the extent Apotex is arguing that the 22 futility test is distinct from an availability test

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Just like the Claimant in Loewen, Apotex has

10:13:47 1 failed to seek review from the Supreme Court, despite

2 the availability of that court to review the alleged

3 errors of lower courts. And just like the Claimant in

4 Loewen, Apotex offers justifications for its failure

5 related to its litigation strategy and the likelihood 6 of success rather than to the availability of the

7 remedy.

But just like in Loewen, Apotex's failure to 9 seek review from the Supreme Court bars Apotex from 10 bringing before this Tribunal claims based on its 11 nonfinal judicial acts.

In their argument yesterday, Claimant's 12 13 counsel stated that the futility test goes to it, even 14 if it was available, could you have gotten the relief 15 you needed in the time you need today? Here, we

16 definitely could not have. This is the transcript at 17 271:20 to 272:1.

Counsel remarked how statistically unlikely 18 19 any single case will be granted certiorari by the 20 Supreme Court. But as the authorities cited in our 21 Slide 13 from yesterday underlined, this is not a

22 ground for excusing a lack of final appeal. Indeed,

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10:16:30 1 because it requires the Tribunal to look at the

2 question of likelihood of success, we strongly

3 disagree. Apotex simply cannot sustain its argument 4 that the test should be the likelihood of success.

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5 Where Apotex concedes that it could have sought

6 certiorari from the Supreme Court or sought remedies

7 in the District Court but did not, it's barred from

bringing its claim.

9 Thank you, Mr. President.

PRESIDENT LANDAU: Thank you very much. That 10 11 completes--

MR. KOVAR: We have one final word, if you 12 13 don't have any more questions.

Mrs. McLeod.

14

15 MS. McLEOD: Mr. President, Judge Smith, 16 Mr. Davidson, we would like to thank you for your

17 preparation for this hearing and for your careful

18 attention over these two days. As I noted yesterday, 19 the United States views NAFTA Chapter Eleven as

20 important both to ensure the international protection

21 of foreign investors and their investments and to

22 preserve the three NAFTA Governments' ability to

PAGE 330 PAGE 332 330 332 10:17:34 1 regulate in the public interest, to protect health and 10:19:48 1 claim seems to be based on the allegation that FDA's 2 safety. Arbitrations such as this one are a key part 2 April 11, 2006, Letter Decision violated the NAFTA. 3 of Chapter Eleven, and we appreciate your dedication 3 Even if Apotex's challenge to the U.S. court decisions 4 to these proceedings. 4 can be deemed a separate claim, the FDA letter cannot Applying the plain terms of NAFTA Chapter 5 form the basis for a finding that the United States 6 Eleven requires the finding that Apotex's claims 6 violated NAFTA Chapter Eleven. To the extent Apotex's Pravastatin Claim is cannot proceed. First, in NAFTA Chapter Eleven, the United 8 based on judicial acts, these acts were not adopted or 9 States consented to arbitrate disputes only with maintained by the United States as required for a

11 investments in the territory of the United States. 12 Apotex is not such an Investor. Apotex is, by its own

10 Investors who seek to make, are making, or have made

13 description, a Canadian generic pharmaceutical

14 manufacturer that develops, tests, and produces its

15 drugs entirely in Canada. Apotex exports its drugs

16 from Canada to countries all over the world, including

17 the United States. Apotex concedes that it has no

18 place of business or operations in the United States.

19 In short, Apotex made no investment in the

20 United States.

In the course of our arguments and in efforts 22 to respond your questions, we have tried to focus on

11 they were not final.

17 must be dismissed.

12

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2 international law to the facts as presented in these

3 proceedings. We've also tried to bring to your

10:18:44 1 the application of the text of the NAFTA in

4 attention pertinent awards from previous NAFTA

5 tribunals as well as other persuasive and relevant

6 authorities. We ask that you find, based on this

7 record, that Apotex's Abbreviated New Drug

8 Applications do not qualify as investments under any

9 of the provisions of NAFTA Article 1139, and both its

10 Sertraline and Prayastatin Claims should therefore be

11 dismissed.

To the extent the ANDA could be considered 12 13 property rising to the level of an investment under

14 Article 1139, which we do not think it could, that

15 investment was made in Canada, where the ANDA was

16 developed, not in the United States. As the Tribunal

17 in Grand River made abundantly clear, the fact that

18 Apotex made this investment in Canada in order to

19 comply with U.S. regulation is irrelevant to this

20 inquiry.

Apotex's Pravastatin Claim is time-barred in

22 its entirety under NAFTA Article 1116(2) because that

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10:20:55 1 Ms. Antonietti for her assistance throughout these

2 proceedings, our NAFTA partners Canada and Mexico for

10 Chapter Eleven claim by NAFTA Article 1101 because

13 it could have appealed its Pravastatin Case to the

14 Supreme Court, and that the Supreme Court could have

15 provided it with relief; therefore, the Pravastatin

16 Claim, as it relates to the nonfinal judicial acts,

19 closing, let me thank you once more on behalf of the

21 the very insightful questions you posed to the

20 United States for your efforts in this case, including

22 Parties. Let me also take this opportunity to thank

At this hearing, Apotex readily conceded that

Mr. President, Members of the Tribunal, in

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3 observing these proceedings, and Mr. Kasdan for his

4 always excellent work.

This concludes the United States's

presentation.

PRESIDENT LANDAU: Thank you very much.

At this stage, we have no further questions,

and I thank the United States very much for their

presentation.

We will now have a break before the

12 Claimant's final argument. I think we have the luxury

13 of time today, so do you want to have or suggest a

14 particular amount of time in order to be fully

15 prepared for your final presentation?

MR. RAKOCZY: Fifteen minutes is fine with 16

17 the Claimant.

18 PRESIDENT LANDAU: All right. So, it's now

19 20 past 10:00. We will reconvene in 15 minutes' time.

20 Thank you.

21 (Brief recess.)

PRESIDENT LANDAU: So, we will begin again.

PAGE 334 PAGE 336 334 336 10:38:22 1 completely agree with that, and we can go to the 10:36:14 1 Mr. Rakoczy. CLOSING ARGUMENT BY COUNSEL FOR CLAIMANT 2 definition of itself of investment. And we don't have 2 MR. RAKOCZY: Thank you, Mr. President, 3 to guess what the Parties were talking about here. 4 Members of the Tribunal. William Rakoczy on behalf of 4 The Parties to NAFTA were not trying to limit 5 the Claimant. 5 investments to real estate or real estate interests or I will address each of the objections in turn 6 other interests that might implicate things like 7 beginning with the jurisdictional investment 7 takings in the United States. This definition is much objection, followed by the timeliness and the 8 broader than that. It's real estate or other property, tangible or intangible. And in fact, we finality. Apotex respectfully submits that none of the 10 would submit that's a very broad definition. It's 11 objections can be sustained. They should all be 11 true, perhaps it's not as broad as some other 12 rejected so that this case can proceed on the merits. 12 investment or bilateral treaties that talk about all Now, on the investment issue, what is an 13 assets being an investment, but still a very broad 14 investment under NAFTA, I think as an initial matter, 14 definition: Any property, tangible or intangible. 15 we need to make sure the lines of analysis are clear And the fact of the matter is that is what 16 here and that we're not blurring what the Tribunal 16 the contracting Parties to NAFTA intended to protect. 17 needs to look at because there has to be both an So, two requirements. And again, I want to 18 investment itself, and then that investment has to be 18 make sure we don't blur the lines of analysis here. 19 in the United States. And, for example, we can point 19 The first is property, intangible or tangible; and the 20 back to the Bayview Tribunal which grappled with the 20 second is acquired in the expectation or used for the 21 purpose of economic benefit or other business 21 latter question and the reason why was because the 22 Tribunal in that decision was not disputing that, in 22 purposes. PAGE 335 PAGE 337 335 337 10:37:15 1 fact, the Claimants had an investment. They had water 10:39:35 1 Now, from what we heard today, I don't think 2 rights in Texas. It was an investment. The issue 2 it's extremely clear, but I don't think the Government 3 was, was it an investment in Mexico? And that's the 3 can seriously contend that an ANDA is not property. 4 issue they grappled with and in that case or that 4 Now, yesterday we heard a lot from the Government 5 matter, they came to the conclusion, yes, again, it 5 about how this Tribunal can't determine on its own 6 was an investment, but not an investment in Mexico. 6 that an ANDA is property unless it finds some basis in The same could be said of all the other 7 U.S. law, domestic law, whether a case, a statute, a 8 Tribunal Awards that we've been talking about here: 8 regulation, an act of Congress actually saying an ANDA 9 Grand River with cigarettes, cattlemen's with the 9 is property. That's not the case. U.S. domestic law 10 is clear what property is. Property can be 10 cattle. There's no doubt that under NAFTA's expansive 11 property definition of "investment", the cattle that 11 interpreted using U.S. law. The Government admits 12 was an investment, but it wasn't an investment in 12 that. We can use U.S. law as informative. 13 another State, and the same can be true with the We know, as everyone acknowledges, that the 14 cigarettes. Clearly an investment, clearly property 14 NAFTA, it's implementation acts and other Tribunal 15 acquired with the expectation of economic benefit, but 15 Awards have not done anything to vary the definition 16 not an investment in another State. 16 of property from its plain and ordinary meaning. So, what I want to do is address first the Now, if the Parties to NAFTA had intended for 18 investment definition itself, and then I'll go to the property to mean something other than broadly all 19 property, tangible or intangible, we would have to see 19 "in the other State" requirement. 20 it in there, and we don't, so we go to its plain and Now, the Government wants to talk about how 21 we need to focus on the intent of the Parties to NAFTA 21 ordinary meaning. 22 and what do they intend to subject themselves to. We Again, the Government has not given you, even

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10:40:47 1 as we sit here today, after all the papers, all the
2 argument, we heard nothing from the Government. What
3 is property? Black's Law Dictionary gives us the most
4 common definition. It's a common law definition,
5 probably common to the world: The right to posses,
6 use, and enjoy a thing. And I don't think the
7 Government has given you any reason not to use a basic
8 definition of property to that effect.

9 And, in fact, again as we set forth in our 10 papers, and it's not disputed, U.S. Courts, for 11 example, have regularly used that definition of 12 property.

Now, can an ANDA satisfy that definition? We would say it clearly can. We don't think there is a serious dispute that Apotex and only Apotex has the right to posses, use, and enjoy its ANDAs. Apotex and only Apotex can transfer ownership of those ANDAs. We know that right from the Government's mouth. FDA's own regulations say only the Applicant owns the

20 application; only the application can transfer 21 ownership of the application. That is all of the 22 attributes and indicia of property. The Applicant has

10:43:11 1 from me, could I assert a takings claim or some other
2 type of claim for compensation? And what we did was
3 we scoured the record here again to see if anyone had
4 ever made such a claim, at least based on the
5 submissions before this Tribunal, and we looked at
6 Exhibit C-76, which was a case involving a company
7 called Tri-Bio Labs versus the FDA. It went all the
8 way to the Third Circuit Court of Appeals.
9 Interestingly enough, this was a case
10 involving an animal New Drug Application. And like on
11 the human side, FDA regulates animal drugs and you

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12 submit a very similar drug application. This case
13 involves some generic companies that didn't want to do
14 their own application. They asked the FDA, give us

the application and the data of the brand-name animal drug because it makes no sense for us to go to the

17 expense of repeating all of this. The FDA said we 18 won't do it. And the reason the FDA said they won't

19 do it is because it doesn't belong to you, it's a 20 property interest of the drug applicant. And we can

21 see right here, "the principal rationale the Agency

22 offers in defense of its policy is that Pioneer

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10:42:04 1 the right to possess, use, and dispose of it.

Also, FDA treats ANDAs and other drug
applications as proprietary and confidential
information, and for good reason, because it contains
sensitive trade secret know-how and intellectual
property information. Again, not a fact we believe is
in dispute. All of these are the attributes and

8 indicia of property.
9 While yesterday the Government mentioned that
10 somehow there may be other bundles of rights involved
11 with property that don't relate to an ANDA, they never
12 identified any of them. The bundle of rights we're
13 talking about is the right to use, posses, and enjoy
14 the ANDA. The NAFTA gives us no indication that it's
15 using any other type of different definition of
16 property, other than any property, tangible or
17 intangible.

Now, Judge Smith, I wanted to address a question that you raised yesterday, and I thought was an interesting one, when you asked, has anyone ever said they have a property interest in a New Drug Application, and that if you tried to take that away PAGE 341

10:44:23 1 Manufacturers posses a property interest in the test

2 data they present to support their New Drug 3 Applications. The FDA posits that this propriety

 $4\,$  interest may not be appropriated by the Government

5 without just compensation."

So, here we have it right out of an Agency of the Respondent here, recognizing the property interest in the data, and the application.

9 PRESIDENT LANDAU: I have a question.

10 Forgive me.

1 MR. RAKOCZY: Yes, sir.

12 PRESIDENT LANDAU: Isn't this referring to

13 test data?

MR. RAKOCZY: Yes, Mr. President, this is referring to test data to present and support the New 16 Drug Application. The way you see it, that test data

17 is actually part of the drug application, just like an

18 ANDA contains a plethora of test data, analytical data

19 on the drug, bioequivalence testing and other data is 20 actually submitted inside the application itself.

21 And all of these things are very proprietary,

22 sensitive; and, as I said yesterday, technological

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10:45:33 1 know-how. Much of it is trade secret.

2 So ves and I wasn't presenting this case as 2 drug i e once it's approved it will be a commodity

So, yes, and I wasn't presenting this case as dispositive. I was just pointing out that in our record here we do have even the Government taking the position that there may be a property interest in some of the data and some of the things associated with

6 of the data and some of the things associated with 7 these Drug Applications.

8 So, even the Government at one time has 9 admitted that there can be property interest in these

10 things. We don't have to rely solely on this case.

11 We pointed it out only because yesterday the

12 Government made much of the fact that they weren't

able to find any U.S. authority talking aboutapplications being property or having the--having

15 anything associated with it like a property interest,

16 and to Judge Smith's comment asking, has anyone

17 asserted such interest in these things in the United

18 States? And the fact is they have, and the FDA itself

19 has recognized as much.

20 And as a matter of fact, those FDA

21 regulations that prevent the FDA from disclosing and

22 giving out ANDAs and drug applications, they have this

47:46 1 And the third element might be the contingent 2 drug, i.e., once it's approved it will be a commodity 3 to be marketed. So, those might be three distinct 4 elements of property although they all sort of sit 5 together.

And if that analysis is correct, would this
Tribunal have to consider each of those elements in
applying NAFTA? Or do you just lump them together as
one?

MR. RAKOCZY: As we discussed yesterday,
Mr. President, we would agree that an ANDA investment,
it does have connotations of all three of those. When
you prepare it and you have the ANDA, you have all the
test data and all the know-how and the intellectual
property in it, that is a property interest that you
own and you can sell it or dispose of it even before
you file it.

When you file it with the FDA, obviously,
yes, that application has additional intrinsic value
now going forward into the future because it is
clearly put on file with an expectation of obtaining

22 economic benefit.

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10:46:37 1 interest at their foundation. The reason the FDA has 2 that is because the FDA recognizes that this is your 3 proprietary interest, this application and everything

4 in it.

So, we would submit this has all the indicia 6 of property.

PRESIDENT LANDAU: Before we move on, since
I've interrupted, I might as well exploit the
situation. It leads me to one question I do want to
ask which I think perhaps arises out of the Tri-Bio
analysis. I understand the context in which you're
putting--you're referring to this.

But might it be said that when analyzing an ANDA as an element of property, if one were to do

15 that, there might be three distinct elements. One 16 element could be proprietary data, of course, we would

17 say data--that is the know-how and the technical

18 information that might have been put together into the 19  $\,$  ANDA.

The second element might be the application itself being a pending process, which might be bought

22 and sold or assigned.

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345 10:48:54 1 And then, lastly, yes, it has even additional

2 future value because, if it's approved, hopefully you

3 can manufacture and commercialize that drug in the 4 United States, so we would submit the panel or the

5 Tribunal can look at all three of those. What we

 $\ensuremath{\mathsf{6}}$  would not agree is that you can so easily separate

7 them because the ANDA investment itself or the ANDA 8 property or A-N-D-A property, we would respectfully

9 submit, is all of that bound up together, and that is

10 why these things are so valuable and why ANDAs are

11 bought and sold on a regular basis.

And to suggest as the Government did
yesterday, that just because something is sold doesn't
suggest that it's property, to us--it seems absurd.

15 What else would an ANDA be if it's sold for incredible 16 value both before it's approved and when it's approved 17 or even before it's put on file when it's an existing

18 pipeline ANDA.

19 Of course, these things have all the indicia 20 of property, tangible and intangible.

21 PRESIDENT LANDAU: Forgive me, I won't keep 22 you a bit, but further just on this tack, I've PAGE 346 PAGE 348 346

10:50:15 1 understood your submission that we should not look at 10:52:32 1 can't be acquired because it's before a Regulatory 2 these separately. If, for the sake of argument, 3 contrary to your submission, that we were to look at 4 them separately, would your submission be that each of 5 those three elements by themselves would constitute an 6 investment for the purposes of NAFTA?

MR. RAKOCZY: For purposes of the broad NAFTA 8 definition we're dealing with here, we would submit it 9 would have to be a definition under NAFTA because if 10 we look at that first element, when you have the 11 application, let's say, for example, when it's first 12 prepared and put together, that is the culmination of 13 sometimes years of research and development, millions 14 of dollars; and, then inside that ANDA, you have all 15 that know-how, trade secrets, and intellectual 16 property. Certainly that would satisfy the definition 17 of "property" or an "investment" under NAFTA, which is 18 just property, acquired, put together for the

19 expectation of economic benefit. That's why you put

20 it together.

But then, even if you wanted to move 22 separately, then now you have the application put on

2 Agency that may never approve it or could revoke 3 approval or could change the conditions of approval. Well, the definition just doesn't say 5 acquired for use and enjoyment commercially now. It says acquired in the expectation of economic benefit.

As a matter of fact, that is the only reason, in the end, that you actually want to put an ANDA on 9 file and maintain it and take it through to its final 10 approval.

Respondent itself has conceded over and over 11 12 in its submissions that Apotex put this ANDA on file. 13 They prepared it, they put it on file. They 14 maintained it because they wanted eventually to seek 15 to enjoy the commercial sale of those goods in the 16 United States.

So, clearly this is an ANDA or a property or 17 18 an investment acquired with the expectation of economic benefit.

20 Again, that doesn't take away from the fact 21 that the ANDA itself has intrinsic value even before 22 it's finally approved. We know that's a fact because,

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2 not lost any of its connotations of property just 3 because it's been put on file with the regulator who 4 may or may not approve it. In fact, it is still put 5 on file with the expectation you would benefit from

6 it. So, even if you look at it solely and narrowly in that fashion, it's still an investment.

And we would submit that the third factor, 10 the idea of a contingent future benefit that you may 11 get approval and market that product, certainly that's

12 a part of the investment as well because that, we 13 submit, would perfectly satisfy the definition of

14 "acquired" for the expectation of future benefit. And

15 that expectation word I keep using, I think is an

16 really important one under this definition.

And one that we're a little disturbed with 18 the Government's argument today, because they never

19 mentioned it. When they were making their arguments 20 today about acquired, I listened very carefully. I

21 don't ever remember the word "expectation" ever being 22 used in their argument. They argued over and over it PAGE 349

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10:51:21 1 file with the FDA. Clearly it's still property. It's 10:53:38 1 as the Government concedes, these things are regularly sold and disposed of for many millions of dollars.

> So, we would submit that it satisfies the 4 definition, again, which is very broad, property, 5 tangible or tangible, and it definitely is acquired 6 for the expectation of economic benefit or other 7 business purposes.

Now the Government appears to want to make 9 some very fine lines and cuts as to what it means to 10 be acquired. Is it acquired when you first put it 11 together. Is it acquired when you file it with the 12 FDA, when you get final approval, we would submit that 13 that really doesn't matter.

And in fact, an ANDA, in the strictest sense 15 of the term, is acquired once you put it together, 16 once you prepare it, and you have it. It has now 17 become an asset in investment, and again with the 18 future expectation of economic benefit. 19 So, no matter what definition of "acquired"

20 you're using here, we submit it's satisfied.

What we really think the Government is 22 getting at with this "acquired" issue is back to the PAGE 350 PAGE 352

10:54:46 1 same argument that they have been using over and over

2 which is the approval status or the regulatory

3 oversight of the FDA. I think in the end, that's 4 their major argument. That's their point. I don't

5 think the Government can seriously take away from the

6 fact that ANDA is property. What else is it? It 7 can't be anything else but property.

What their big, big argument here is, it

9 can't really be property, it can't really be acquired 10 for future economic benefit because the FDA could

11 revoke approval, the FDA could change approval. The

12 fact of the matter is I could point you back to the

13 Tri-Bio Case, the FDA said nothing about that drug

14 application and data not being a property interest

15 because the data could be revoked and rejected which,

16 as part of its mission to protect the public health,

17 that's how the FDA regulates drugs. They're always

18 free to reject data, reject applications, but that

19 doesn't change the fact that it's still property that 20 only the ANDA Applicant can use and enjoy and dispose

21 of.

22 So, we would submit, by any measure, an ANDA

10:57:08 1 Tribunal again grappled with fairly seriously. And I

2 think it's telling that again in their submissions and

3 in their arguments the last two days, we don't have

4 the Government giving any type of satisfactory

5 explanation or addressing at all the Bayview

6 Tribunal's concern with when we have something that's

7 clearly a property interest or an investment like the

8 water rights, how do we know if that's an investment

9 in the other country or in the other State? Because, 10 clearly, Bayview had interests. They had interests in

11 the water rights, in the river, no one was disputing

12 that. That was an investment. But is it an

13 investment in the other country or in Mexico or, in

14 this case, in the United States. And we respectfully

15 submit the two factors or the tests that Bayview

16 looked at should be dispositive here. The salient

17 characteristic, according to the Bayview Tribunal, of

18 whether an investment is an investment in another

19 State is whether it is "primarily regulated by the law

20 of a State other than the State of the Investor's

21 nationality, and that this law is created and applied

22 by that State which is not the State of the Investor's

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10:55:58 1 is property, tangible or intangible and it's acquired

2 in the expectation of economic benefit.

Now, that gets us again to the second part of 4 the analysis because we believe there definitely is an 5 investment here, but obviously the question becomes is 6 it an investment in another State? The Government's

7 position is it can't be.

Again, we believe that position in the 9 Government is rooted in this real property idea they 10 have because the Government basically wants to say, if 11 you don't have a facility in the United States, if you 12 didn't do your development in a factory or a lab in 13 the United States, then this ANDA property can't be an

14 investment in the United States. Again, we think that that's parsing the 15 16 definition too fine. The definition isn't just real

17 property, real property interest. It's any property. And as we know from other the Tribunal 18

19 Awards, once we determine something is an investment,

20 then how do we determine whether it's an investment in 21 another State?

And this is something that the Bayview

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10:58:14 1 nationality."

Obviously, that's the case here. We have an 3 ANDA created by U.S. law, it's filed under U.S. law.

4 U.S. law controls and governs it, including all

5 disputes regarding that ANDA. Here, you have an

6 Investor, Apotex, who is making an investment in an

7 ANDA that is protected only by the laws and created

8 only by the laws of the foreign State. This isn't an

9 investment that can be used in Canada. They're not

10 protected by the Canadian regulatory laws. It's all

11 about the law of the United States.

And we submit this goes back to the objective 12 13 and policy of NAFTA. It's not just the objective that 14 the Government pointed out today to encourage the

15 infusion of capital. We want to encourage

16 cross-border trade. We want Applicants or Investors

17 to feel as though they could leave the protections of

18 their own State and be satisfied that they will get

19 the protections they need in the foreign State. Their 20 investment will be governed by that foreign State.

21 It's a textbook example of ANDA investment.

And we can look to the second test that

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354 10:59:27 1 Bayview looked at, the legally significant connection. 11:02:04 1 underlying information/expectation, none of that was 2 What is the State with the legally significant 3 connection to the investment? In Bayview, they wanted 4 to see that it was the foreign State, that it was 5 legally connected to the State applying the measure at 6 issue that was being challenged. And again, unlike 7 Bayview, Apotex's ANDA investment satisfied that test 8 because the only legally significant connection at all 9 is to the law of the foreign State or here the United 10 States. There is no connection to Canada whatsoever. And that's very unlike what happened to the 11 12 Bayview Claimant. The Bayview Claimant clearly had an 13 investment. They clearly owned that water. They had 14 property rights in it. No one disputed it, but they 15 didn't have property rights, it wasn't governed by the 16 law of the foreign State or Mexico. All their rights, 17 all the law that created their rights, all the law 18 that governed their rights was in Texas or their 19 domestic state. So Bayview was comfortable saying 20 that's not an investment in another State. That's an 21 investment just in the United States.

expropriated by the FDA or anybody, as far as I can 3 tell. Apotex still has it. And I understood your argument yesterday of 5 well, Canada has a different regulatory system, 6 probably Germany does, France does, but you're still 7 left with that basic body of information that still 8 has value, I would assume, probably can still be sold 9 somewhere, not just to the United States, and so 10 really the only thing that the United States did or 11 the role it played was in the regulatory act of not 12 approving how that data was presented. 13 So, can you address that for me? 14 MR. RAKOCZY: Yes, yes. Two points, Judge. 15 First, not all of the data and information 16 came solely from Canada. It is true on the active 17 ingredient, the sertraline drug itself, the 18 pravastatin drug, that information was developed, 19 tested, made in Canada. The fact of the matter is 20 though, the inactive ingredients, the rest of the 21 stuff that went into these drug products, that

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But here again, Apotex's ANDAs? Yes. Were

11:00:43 1 they prepared in Canada? They were, but they were 2 filed and maintained in the United States for the sole 3 purpose of developing and marketing a product in the 4 United States for the purpose of obtaining economic 5 benefit in the United States. And again, they're 6 regulated only by United States law, not Canada. We 7 would submit this is exactly the type of investment 8 that NAFTA was formed to protect and it wants to 9 encourage.

So, we would submit Apotex is an Investor. 10 11 It has made an investment in a foreign State, and that 12 jurisdictional objection should be overruled.

13 I can quickly move on--

ARBITRATOR SMITH: Can I, before you, and 14 15 since my question or statement is what started all of 16 this, does it make a difference--I have a question 17 about the application process versus the content of 18 the information. The content of what went into the

19 application, as far as I can tell, all was developed 20 in Canada. Your data was collected, your testing was

21 done, your expectations arose in Canada, and you were

22 not deprived of any of that. In other words, that

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22 information and that physical product all originated

11:03:25 1 from the United States. Apotex purchased that from 2 the United States. That included not just the 3 physical inactive ingredients, but the data and the 4 information on them came from the United States. Then it was tested in Canada, put together in 6 a finished drug product, and then that is all embodied 7 inside of the ANDA.

> Now, as to your second point, Apotex can't enjoy that ANDA under the laws of Canada or any other 10 country. That ANDA investment, that product and 11 everything bound up in the application it can only be

12 used in the United States. And what happened here 13 was, does the ANDA have intrinsic value? Yes, it

14 does. But the value of that ANDA was significantly

15 hindered if not decimated in the first instance when

16 Apotex was not able to go to market when it believes

17 Congress intended for it to go to market with the

18 first-filers in this instance. And that's what

19 happened to the ANDA. Apotex made this investment.

20 It relied on United States law because, under United

21 States law, in Apotex's view, it should have been able

22 to launch those ANDA products as soon as those patents

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11:04:39 1 expired. It couldn't, and suffered serious damage, 2 serious damage, to the ANDA here.

> So, it's not the value, yes, there is value 4 in investment wrapped up in what's in the ANDA, but 5 it's also value wrapped up, as I said earlier, into 6 what you can use it for, the future economic benefit.

And I apologize, there was an issue, if I 8 could just go back real quick to the FDA approval

9 revocation issue, and I apologize, I mentioned this 10 yesterday a little. We think this is a bit of a red

11 herring argument. It's nice for the Government to

12 point out that there are all these reasons why an ANDA 13 could be invoked or why it might not get approval, but

14 those aren't our facts here. It's undisputed these

15 ANDAs were approvable. These ANDAs had satisfied all

16 the requirements for approval. The FDA had found

17 these ANDAs were safe and effective in the United

18 States. The only reason these didn't receive final

19 approval was because of the 180-day exclusivity which

20 Apotex has claimed was only there because of the

21 breaches here.

So, again, we don't believe this panel should

11:07:11 1 in the territory.

On the first one, you've taken us to the 3 wording of 1139(q). And the way that I've understood 4 your analysis is to look at the two different 5 requirements; property, tangible or intangible; and 6 then there are the words "acquired in the expectation" 7 or "used for the purpose of economic benefit or other 8 business purposes." I wanted just to focus on the 9 second of those, that wording "acquired in the

10 expectation" or "used for the purposes of economic 11 benefit."

Following the analysis you've put forward, 12 13 one applying Vienna Convention, customary 14 international law and treaty interpretation, you've

15 read those words for their ordinary meaning, plus in

16 the light of object and purposes good faith, et

17 cetera. But those words are very broad, if you simply

18 read them as they're stated, and they would apply,

19 arguably to a simple commodity that's being purchased 20 for resale.

If I purchase a commodity, the commodity will

22 be a property under the Requirement 1, and I'm only

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2 or may not have happened to those ANDAs when the fact

3 was they were tentatively approved. They were then

4 finally approved as soon as those exclusivities

5 expired.

So, there is no reason for this panel to look 7 behind this FDA regulatory scheme and say, well, that 8 ANDA approval could have been revoked. The fact of

9 the matter was it wasn't. Apotex got timely tentative

10 approval, they then got their final approval. So, 11 there was no revocation, there were no issues here, so

12 we don't think that that's a basis to say that somehow

13 this is not property.

14 Yes, sir.

PRESIDENT LANDAU: Forgive me, before you 15 16 move on to the second objection, there is one other

17 question I wanted to ask, and again I'm afraid it's

18 just going back one step. In your analysis, you set

19 out a distinction between the two requirements:

20 firstly, investment; and, secondly, in the territory

21 of the United States. I just want to go, with 22 apologies, back to investment rather than the second PAGE 361

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11:05:54 1 go off on what we call pure speculation as to what may 11:08:20 1 buying it in order to sell it onwards, then I seem to

have met number two; is that right?

MR. RAKOCZY: I would say except for NAFTA 4 does contain some express exclusions for things like

5 just the sale of goods. I think you heard the

6 Government talk about how NAFTA goes out of its way to 7 exclude certain things, but we think that goes exactly

8 to our point of interpretation, is we agree, that is

9 an extremely broad definition, whether you parse it 10 into the two requirements like we have or not, it's

11 any property acquired for economic benefit.

12 We would say reading that in good faith and 13 in context, that unless you find an exclusion

14 somewhere else in the NAFTA or in the intent, then you

15 have to read it broadly to include any investment

16 acquired for the purpose of economic benefit. We

17 would submit that's exactly how you read those words 18 in context.

And I think it's important to note,

20 Mr. President, as you noted, they are very broad. The

21 Government has come in here saying that NAFTA wasn't

22 intended to be broad, but let's look at the language.

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11:09:30 1 What did Parties to the NAFTA agree to? Extremely 2 broad language. If they didn't want investments to be 2 that's why the Bayview Tribunal is so instructive he

2 broad language. If they didn't want investments to
3 anything but real property or real property like
4 interests sitting in the foreign State, they could
5 have said that. But they went on. They went on to
6 say real property or other property acquired for
7 economic benefit. Extremely broad language.

8 So, we would disagree with the Government
9 that the Parties to NAFTA were expressing a narrow
10 intent here because again, as I said earlier, while we

11 might agree, this definition may be slightly narrower 12 than other Treaties that say all assets, but it's 13 still very broad language, and it's not limited to

14 real property interests. It's not limited to interest 15 like real property. They have to reside physically

somewhere. It's any property, tangible or intangible.
And again that acquired limitation after that

18 is broad. It's not limited to acquired and benefiting 19 right at this moment. It's the expectation of

20 benefit. Although, as we discussed earlier, we would 21 submit an ANDA would satisfy having a benefit now or

22 acquired for the expectation of a benefit in the

2 that's why the Bayview Tribunal is so instructive here 3 because the Bayview Tribunal was trying to grapple 4 with precisely this issue, you know, what it meant--if 5 the purpose is to promote this cross-border trade and 6 if, as the Government says here, NAFTA wasn't for just

> 7 any old, plain-old run-of-the-mill cross-border trade 8 dispute, then how do we figure out if it's the

9 investment in another Party, and that's why I think 10 the tests in Bayview are very, very relevant here

11 because they set out--again, we don't have any dispute

12 or alternative construction or argument from the 13 Government about what exactly does it mean, these

14 salient characteristics, to put yourself in the hands,

15 solely in the hands of the foreign State, which is

what we believe Apotex did here, and that's the type of foreign trade and investment, we would submit, that

18 object and policy is all about.

19 PRESIDENT LANDAU: Thank you.

20 MR. RAKOCZY: Now, very briefly, Members of 21 the Tribunal, I will go into the timeliness issue

22 first.

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11:10:46 1 future.

12

PRESIDENT LANDAU: And wouldn't applying
again, customary to international law as expressed in
the Vienna Convention, wouldn't one have to look at
this wording in the context of where it sits in NAFTA
i.e., Chapter Eleven? I mean, you have mentioned in
the course of your previous argument, your argument
earlier today, that the objective of NAFTA was
cross-border trade, and I think you say that to take
issue with the United States's suggested objective of
NAFTA.

argument, the argument is there, that cross-border trade is a very broad notion, that NAFTA may have parts of it concerned with cross-border trade, but we are concerned with Chapter Eleven, which is investment. Isn't that a narrower objective or

But it could be said, again for the sake of

18 purpose that might feed into the interpretation of

19 these words?
20 MR. RAKO

20 MR. RAKOCZY: You're correct, Mr. President. 21 Cross-border trade could be construed as a very

22 narrow--excuse me, a very broad objective, and we are

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11:13:00 1 We still submit that when you're talking

2 about a Party that is exercised its statutory rights 3 to judicial review of Agency action, that that

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4 constitutes, in the words of the Government, a "single

5 action" for purposes of the timeliness provisions of

6 the NAFTA. And in fact, under our facts here, that's

7 the only way you can reasonably interpret this

8 because, in the end, by virtue of Apotex's seeking

9 judicial review and allowing the courts of the United

 $10\,\,$  States to correct any supposed errors, Apotex did not

11 gain knowledge of the breach and knowledge of the harm 12 until after the judicial review was completed. And,

13 in fact, the Government has not addressed the fact

14 that Apotex actually obtained a temporary stay for a

15 short period of time of the offending FDA  $\,$ 

16 Administrative Decision.

So, what happens, then, to their theory that somehow could have been a NAFTA arbitration claim?

19 Because at that point in time Apotex did not have 20 knowledge of harm or damage. It wasn't until after

21 the stay was lifted and after Apotex lost in the

22 courts that it obtained knowledge of the breach.

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11:14:22 1 So, when--and we're not submitting that you 2 are always required to exhaust administrative 3 remedies, and in this instance we're not saying that you have to seek judicial review of final Agency 5 action. What we're saying is under United States law 6 it gives someone who has been aggrieved by final 7 Agency action the right to do that; and, when they 8 exercise those United States statutory rights, they 9 should not be penalized for doing so, which is 10 basically what the Respondent's position amounts to: 11 Penalizing those who want to seek to exercise those 12 local remedies which they're perfectly and lawfully 13 entitled to do, and it provides a disincentive to

14 pursue those local remedies. So, we believe the Respondent's position is 15 16 untenable. However, that said, even if we want to 17 look at these issues as, Mr. President, you mentioned 18 yesterday, is there a distinction between seeking 19 review and basing the claim on an FDA Administrative 20 Decision as opposed to judicial decisions, we would 21 submit that when you're talking about APA or 22 Administrative Procedure Act review in the United

368 11:17:02 1 Court is reviewing directly the Agency to see, has it or has it not acted in accordance with law. Given that that's the analysis in the United 4 States of so-called "APA review, it's impossible to 5 distinguish or to separate the FDA Administrative 6 Decision from the courts reviewing it. And I think the answers you got from the 8 Government about what you can do with the FDA Decision are wholly unsatisfactory. All they said is you can 10 look at it as background. That just begs the question 11 of, what does it mean to look at an FDA's Decision as 12 background, when that decision forms the only legal and factual predicate for the judicial review. In those circumstances, whether you're 15 looking at a claim based solely on FDA Administrative 16 Decisions or a claim challenging the judicial action 17 reviewing them, the Tribunal has to be able to look at 18 that FDA Decision for beyond just factual background 19 or the fact that a decision occurred. The Tribunal, 20 like the courts, has to be able to see what happened

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11:15:41 1 States, there is no difference. There can't be. And 2 this is something that you didn't hear from the 3 Government. What happens when a court in the United

4 States reviews final Agency action? It's de novo

5 review.

Here we have a statement from one of the 7 pravastatin courts itself. "In effect, we review 8 directly the decision of the Agency under the familiar 9 standards of the Administrative Procedure Act," they 10 are conducting a de novo review whether the Agency has 11 acted in accordance with law.

Now the Government mentioned for the first 12 13 time today this Chevron I versus Chevron II issue. We 14 dispute that. There is deference to the Agency by a 15 reviewing court only when a statute is ambiguous and 16 the Agency has been delegated gap-filling authority by 17 the United States Congress under the primary thrust of 18 Chevron I or the Chevron I prong, the Court is looking 19 to see if the Agency has or has not violated law. Has 20 it acted in accordance with Congressional intent and 21 statutory law? That inquiry gets no deference from

22 the courts. That inquiry is de novo, and again, the

PAGE 369 369 11:18:23 1 strict letter of the law and strict Congressional

21 in that decision, what did the FDA do? What law were

22 they following? Did it appear they were following the

2 intent? Because that's exactly the inquiry the court 3 is doing under this so-called "Chevron I prong, the 4 United States courts are putting themselves into the 5 position of the Agency and saying, did what happened 6 here comply with the United States law? How can you 7 review that? How can you do meaningful review of 8 whether the United States court has engaged in less 9 than or has engaged in a denial of justice or some 10 other minimum standards of international treatment, if 11 you can't look at the legal predicate for what they 12 were reviewing?

13 So, to us, it makes no difference whether you 14 look at this as solely a claim based on judicial 15 action or not. The fact of the matter is, you have to 16 be able to look at the legal propriety of the FDA 17 Decision because that's what the courts do. There 18 would be no judicial review. There would be no APA 19 case, were it not for that FDA Decision and the grounds for that decision and what the Agency did. So, it's not just factual background. The 22 Tribunal has to be able to look at that decision

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11:19:33 1 through the eyes of the Court, and the Courts are not 2 looking at it as solely background. They're looking 3 at it, again, in the first instance de novo to see has 4 the Agency acted in accordance with law.

> So, we believe under any distinction again, 6 looking at the FDA Decision alone or the judicial 7 action, you have to be able to look at that decision,

8 that administrative decision in toto.

Now, I think you heard today a much clearer 10 statement from the Government about exactly what's 11 going on here. They want to kick that FDA Decision 12 out of this Tribunal so that they can then turn around 13 and say, you can't engage in meaningful review of the 14 court decisions. You can't look at whether there was 15 a denial of justice. Well, that's exactly why their 16 position is improper, and it's wrong. It's just a 17 shortcut or back-handed way of attempting to prejudice 18 the merits and undermine the merits from the git-go.

ARBITRATOR SMITH: Mr. Rakoczy, excuse me for 20 interrupting you again, but let me ask this: You know 21 generally what the standard of review is, I think, is 22 one thing, but this is an unusual case in which, to my

372 11:22:03 1 Court also told FDA, don't just bring your expertise

> 2 and reasoning to bear. They specifically said you'd 3 better tell us why this situation is different from 4 those prior situations involving Granutech and the 5 Ticlopidine decision, because there were serious 6 allegations and claims of discriminatory treatment 7 even at that early stage of the proceeding, and the 8 D.C. Circuit was very concerned, were similarly 9 situated applicants being treated alike, and they 10 wanted a reasoned explanation under the statute why a 11 certain court decision in Ticlopidine and why a 12 certain court decision in a case called Granutech, why 13 those were court decisions under the plain language of 14 the statute and why necessarily this one might not be 15 for pravastatin. And so the Court was not just kicking it back

> 17 for FDA to use its reasoned discretion and then to get 18 utmost deference from the courts. The courts wanted 19 to know also under the plain language of the statute, 20 can these pravastatin orders be squared with the 21 Granutech and the Ticlopidine orders under the plain 22 language of the statute.

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11:20:47 1 recollection, the Court of Appeals specifically kicked 11:23:17 1 2 it back to the FDA and said, "We're not going to

3 decide this. We're not going to send it to the

4 District Court. FDA, you're the ones that know what's

5 going on. We want your expertise, your knowledge.

6 Make a decision in light of what's happened."

I find it, frankly, puzzling that then your 8 argument that under those facts and those

9 circumstances that there would be no deference to that

10 FDA Decision after the Court had specifically said

11 this is the body we want to make the decision. Well, 12 it would depend on the claim, Your Honor. And, as a

13 matter of fact, I can get into more detail. That was

14 the first appellate decision. You're right, the first

15 appellate decision from the D.C. Circuit Court of

16 Appeals remanded back to the Agency. They said to

17 Judge Bates, the District Court, "We disagree with

18 your analysis, but on top of that, we want the FDA to

19 weigh in here, and for the first time give its

20 reasoning, because remember this was a long running

21 dispute, and the FDA had not been giving its reasoning 22 for its decision, and--and this is very important, the

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And that is not a deferential standard of 2 review. As a matter of fact, the claim, it was later 3 brought by Apotex in the Court raised a discriminatory 4 treatment claim. One of Apotex's primary claims, not 5 the only one, but one of several was that this was 6 pure and simple discriminatory treatment by the Agency 7 and the courts that there was no difference from the 8 order that Apotex got in pravastatin or the ones in 9 Granutech or Ticlopidine under the plain language of 10 the statute.

So, one of the primary thrusts of Apotex's 12 claims was a violation of the plain and ordinary 13 language of the court-decision trigger statute itself. 14 That analysis, Your Honor, we respectfully submit, 15 gets no deference under Chevron I or any other 16 administrative case, for example, like Skidmore or

17 some of the other APA review cases. That analysis is 18 based solely on the plain language of the statute, and

19 no one gets any deference. The Court looks de novo in

20 the first instance: Does this order satisfy the plain

21 language or does it not? And it doesn't really matter

22 in that inquiry what the Agency said or not because

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11:24:29 1 the Agency can never vary from the plainly expressed 2 intent of Congress and the plain text of the statute.

> So we would submit here it doesn't make sense 4 given the nature of what was going on in this APA 5 review to separate and to say you can kick out the FDA 6 Decision because it's all part and parcel of what the

7 courts and the Agency were doing. They were all bound

8 up together, and we think what the Government is doing

9 is just a cute, albeit clever way to attempt to

10 insulate those court decisions from review because

11 they can kick out the predicate or the legal basis.

12 Then they're just going to want to march back in here

13 and arque, well, they can't have a claim now because

14 you can't review the court decisions because you can't 15 look at their legal predicate for their analysis, and

16 we submit that's just wrong as a matter of law,

17 regardless of any time limitations issue.

With that, I can get to the final issue here: 18 19 Judicial finality.

And I think you heard the Government say that 21 there are not two tests. Well, whether there are two 22 tests or not, the fact of the matter is there are two

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11:26:49 1 its financial and economic circumstances as a foreign 2 Investor, as they are affected by any conditions 3 relating to the exercise of any local remedy." What does that mean? We submit that means

again you don't look at availability in a vacuum. You 6 do not say, as the Government does here, that just 7 because someone could have filed the cert petition 8 that that takes care of the inquiry. No, you need to

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look further than that.

And the Government's argument basically 11 subsumes the two requirements. They still are looking 12 solely at availability. The Government wants to say, 13 if you have an available remedy, we don't care what it 14 is. If you have it, you didn't do it, then it's not 15 final. But again that skips the big requirement here, 16 which is, as we see here, from a very well-known

17 treatise, it's at Exhibit R-132 in the record, "but 18 even if there are remedies existing and available, the

19 rule does not apply if these remedies are obviously

'futile' or 'manifestly ineffective.'"

So we don't just look at availability. We 22 have to go to that second step: Are the remedies

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requirements. You have to look at would the remedies

2 be both available, number one, and effective and

3 adequate.

And, Mr. President, we went back and we 5 looked at the authorities that you mentioned on 6 Slide 13 of the Government's last presentation

7 yesterday, and then we went back to the Loewen

8 Tribunal. That Tribunal actually dealt with and 9 grappled with all of the same authorities. As a

10 matter of fact, the authorities in the Government

11 Slide appeared to have been plucked right out of the

12 Loewen discussion. And that Loewen Tribunal

13 concluded, quote, "it is an obligation to exhaust

14 remedies which are effective and adequate and are 15 reasonably available." So, it's really a two-part

16 test. Whether it's two tests or not, it clearly has

17 two requirements.

And something that the Loewen Tribunal also 18 19 said which we think is important here, "availability

20 is not a standard to be determined or applied in the

21 abstract. It means reasonably available to the 22 Complainant in the light of its situation, including PAGE 377

11:28:00 1 adequate and effective or would they be futile? And

2 here, we are not, contrary to the Government's

3 assertions, making a likelihood of success argument.

4 It is true I raise with Judge Smith yesterday the

5 frustration of the fact that the Supreme Court, from

6 what most people can tell, doesn't hear a lot of 7 cases, less than 75 cases a year out of ten thousand

8 cert petitions. That's not the basis of our argument.

9 We're not arguing whether Apotex would or would not

10 have had a likelihood of success in the Supreme Court.

11 We're arguing would it have been effective and

12 adequate to go to the Supreme Court.

On that point, we submit, no, it could not 14 have been. No matter when you want to start the clock

running here, whether you want to start it at the

16 June 2006, D.C. Circuit Court of Appeals Decision or

17 if you want to start at the later one in August, and

18 we submit you have to start at the later one because

19 Apotex should not be penalized for seeking re-hearing 20 rights before the Court that issued the decision. We

21 believe that was the appropriate route to take. We

22 don't believe it's the Tribunal's position to question

PAGE 378 PAGE 380 378 380 11:29:15 1 Apotex exercising what are allowed and statutorily 11:31:39 1 sufficiently final, and that this objection should be 2 authorized re-hearing rights. 2 overruled as well. But whether you're talking about June 2006, Unless the Tribunal has any questions, Apotex 4 August 2006, or September 2006, the fact of the matter 4 would like to thank you for your time, and we 5 appreciate you letting us make our presentations and 5 is the Government does not dispute a cert petition 6 could barely have been briefed. It would not have 6 our arguments. We respectfully request that all of 7 been decided by October 23rd, 2006. We know that from 7 the objections be overruled, and that this matter be 8 first-hand experience that evidenced the Sertraline set down to proceed to a Hearing on the Merits. 9 Cert Petition took eight months just to be briefed and 9 Thank you. 10 denied. And even if we give the Government the PRESIDENT LANDAU: Thank you very much. We 11 benefit of the doubt and we go to the average decision 11 would like to thank the Claimant very much for all the 12 times for Supreme Court cases that actually accept 12 presentations and assistance that we have been 13 cert, nine months' average. 13 provided with. So, it's not whether the Supreme Court would I think at that point, in the agreed 15 have been likely to hear and grant Apotex's relief, 15 schedule, we will have another short break, so that we 16 it's whether that would have been effective in the 16 can simply pool our notes and see if there's anything 17 time it took, and it could not have. 17 else we want to raise before we close the proceedings. The same goes for the District Court, It's now half past 11:00. We'll break for 10 18 18 19 minutes, on the understanding that we may apply for 19 although it doesn't sound like the Government is 20 relying on this as much. They did mention further more time if we need it. Thank you very much. 21 proceedings in the District Court. We think that (Brief recess.) 22 argument is even worse for them because the mandate or PRESIDENT LANDAU: Thank you very much. PAGE 379 PAGE 381 379 381 11:30:26 1 the jurisdiction for the Court didn't return until the 11:42:13 1 There's only one area of clarification that 2 mandate came down in September 2006, with a month to we wanted to raise. 3 go, having already been denied emergency relief in the I hand over to Mr. Davidson to articulate it. 4 District Court, Apotex had no way to get adequate and QUESTIONS FROM THE TRIBUNAL 5 effective relief from Judge Bates in the District ARBITRATOR DAVIDSON: Thank you. Court. Mr. Rakoczy, I have one question that I would So, that leaves one theory from the 7 like to have some clarification on. It goes back to 8 Government, and I'm going to call it the Government's 8 your Slide 19 where you were talking about the FDA 9 flier theory, which is we should have, or Apotex 9 Decision and court decisions equaling a single action 10 should have in, say, August or September of 2006, they 10 where you said, in fact, Apotex obtained temporary 11 should have filed an emergency stay petition and their 11 stay in the challenge of the FDA Decision thus 12 cert petition. The problem with that is emergency 12 demonstrating that Apotex could not have had knowledge 13 stay petitions are not granted in a vacuum. The 13 of the harm until its judicial remedies were 14 Supreme Court just doesn't look at a stay petition and 14 exhausted. 15 say, hey I'm going to stay this while I decide your Are you--in other words, is Apotex taking the 15 16 cert petition. They also have to look at the cert 16 position that it could not have taken arbitration 17 directly from the FDA Decision Letter? 17 petition itself and decide are they going to take the 18 case. And we submit, even on a flyer like that, MR. RAKOCZY: I believe the Government's 18 19 irrespective of the chances of success, there was not 19 position is that we could have. We could have taken a 20 time to get that done to give Apotex the effective and 20 direct claim from the FDA Decision, and I suppose in 21 adequate relief it needed. 21 the abstract that would be correct if there was no So, we believe these decisions were 22 judicial review, if we had not pursued judicial

PAGE 382 PAGE 384 382 384 11:45:46 1 being more dense than usual. 11:43:28 1 review. Our position is that that's all fine and Is it your position that it's one or the 3 dandy for the Government to say you could have an FDA 3 other, or can they go concurrently? I mean, that was 4 Decision, and don't worry about judicial review. If 4 something I was wondering. Could you take--file an 5 arbitration on the FDA Decision, but at the same time 5 you want to take it right up to a NAFTA tribunal, you can do that. 6 go to the Courts and pursue judicial relief, or are 7 you--or is it necessary to make an election of one or ARBITRATOR DAVIDSON: Right. 8 the other? MR. RAKOCZY: Do we have a major objection or 9 problem with that? Well, again, in a vacuum or in the MR. RAKOCZY: Well, the Government's 10 abstract, no. But our issue is, in a forum like the 10 position, in my understanding, clearly is you can do 11 United States, where you have the right to seek 12 judicial review under the Administrative Procedure ARBITRATOR SMITH: But I want to know what 12 13 Act, and when you exercise that right, at that time 13 your position is. 14 these things become bound up into a single action, and MR. RAKOCZY: --with parallel actions. 15 our point is you shouldn't be penalized for exercising 15 And I quess for purposes of our analysis 16 here, Judge, I would have to say that we're not 16 that judicial review, which is what Apotex did here. But do we take issue with the government's 17 disputing that the FDA measure or the FDA action is 17 18 position? Again, in a vacuum, irrespective of the 18 final Agency action, and it is a measure, so I quess 19 APA, if we just throw that out and say, could you take 19 we would have to say that you could, but that still 20 final Agency action up into a NAFTA arbitration, we 20 doesn't implicate the limitations analysis we're 21 would submit that would be a measure. And if you were 21 talking about here because our position is that once 22 adversely affected by it and affected your investment, 22 you do the review, then it's the one single action.

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11:46:56 1

11:44:36 1 then you should be able to do that. But again, that 2 scenario changes when you exercise your right to 3 judicial review.

And here, the judicial review actually--the judicial review, interestingly enough, actually broke 6 the chain of this supposed knowledge of the harm and 7 the damage here, which I find interesting and which 8 the Government hasn't really addressed.

The only issue I would mention is, I'm not 9 10 sure the Government's position on if we took a NAFTA 11 arbitration up directly from the FDA Decision, ignored 12 the APA, I'm not sure if we would have gotten a 13 straight out of the government, that they wouldn't

14 take issue with that from an exhaustion and a finality

15 standpoint, in particular because this waiver

16 provision that the Government was talking about

17 yesterday, we're not so sure on its face applies to

18 claims for declaratory injunctive relief, but I'm not 19 sure that's relevant to what we're talking about here

20 because again Apotex did exercise those rights.

21 ARBITRATOR DAVIDSON: Thank you.

ARBITRATOR SMITH: I'm sorry, I'm probably

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2 no one ever wanted to do judicial review or you 3 couldn't get judicial review, then, yes, the FDA 4 measure is final in and of itself to take it up, but I 5 don't think you can look at it in a vacuum, because you have to look at the rights to seek review. And what the Government is suggesting here, again we think this is penalizing Apotex for doing that, and for giving the Government a chance or the courts a chance to take another look at it. ARBITRATOR SMITH: Thank you. 11 12 PRESIDENT LANDAU: Thank you very much. 13 Unless anybody else would like to say 14 anything in response on the substance to the exchanges 15 that we've just had, I think that brings us to a close

So, again, if we're talking in a vacuum that

16 on the substantive part of the proceedings and takes 17 into just a little bit of housekeeping before we

complete our hearing.

19 There are a number of procedural matters that 20 the Parties have agreed and we've been informed of, 21 and which we are very grateful. Whilst we are all

22 here and we have the transcript, I might as well just

PAGE	386	PAGE	388
	386		388
11:48:12 1	record them, but they will then be set out in an order	11:50:33 1	PRESIDENT LANDAU: Thank you very much. And
2	through the ICSID Secretariat.	2	the Respondent?
3	There is an agreement between the parties	3	MS. McLEOD: Nor do we.
4	that there will be no Post-Hearing Briefs.	4	PRESIDENT LANDAU: Thank you very much.
5	There is an agreement that submissions on	5	I think it's then just for me to thank on
6	costs, both as to the allocation of costs between the	6	behalf of the Tribunal both Parties for their great
7	Parties and the assessment of the actual costs will be	7	assistance in the matter. I think I speak for all of
8	filed simultaneously in six weeks, a six weeks' time	8	1 1
9	frame from today.	9	
10	There is an agreement that within one week of		,
11	today each Party submit any suggested corrections to		Parties and the level of professionalism with which
12	the transcript.	12	this case has been conducted, which has certainly made
13	And there is an agreement that for the	13	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
1	purposes of NAFTA Article 1128, the non-disputing		very, very grateful to both Parties in that regard.
1	parties to NAFTA have a period of one month within	15	I would also like to thank our transcriber
	which to make any written observations that they may		who has shown immense patience, sometimes under
1	have and thereafter there be a period of two weeks for	1	1 .
I	each Party to respond to any such submissions so	18	Unless anybody else has anything else to say,
1	filed.	1	I then formally draw these proceedings to a close.
20	I think then for the sake of good order, I	20	Thank you very much.
<b>I</b>	would like to refer both Parties firstly to Article 15	21	MR. RAKOCZY: Thank you.
22	of the UNCITRAL Rules, which records that the Parties	22	(Whereupon, at 11:51 a.m., the hearing was
D3.00		DAGE	200
PAGE	387	PAGE	
	387		389
11:49:31 1	\$387\$ are to be treated with equality, and at any stage of		
11:49:31 1 2	387 are to be treated with equality, and at any stage of the proceedings each Party is to be given a full	11:51:34 1	389
11:49:31 1 2 3	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask	11:51:34 1	389
11:49:31 1 2 3 4	387 are to be treated with equality, and at any stage of the proceedings each Party is to be given a full	11:51:34 1	389
11:49:31 1 2 3 4 5	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that	11:51:34 1 2 3 4	389
11:49:31 1 2 3 4 5	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the	11:51:34 1 2 3 4 5	389
11:49:31 1 2 3 4 5	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the Claimants, first of all.	11:51:34 1 2 3 4 5	389
11:49:31 1 2 3 4 5 6	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the Claimants, first of all.  MR. RAKOCZY: Yes.	11:51:34 1 2 3 4 5 6	389
11:49:31 1 2 3 4 5 6 7	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the Claimants, first of all.  MR. RAKOCZY: Yes.  PRESIDENT LANDAU: Thank you very much.	11:51:34 1 2 3 4 5 6 7	389
11:49:31 1 2 3 4 5 6 7 8 9	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the Claimants, first of all.  MR. RAKOCZY: Yes.  PRESIDENT LANDAU: Thank you very much. And for the Respondents?	11:51:34 1 2 3 4 5 6 7 8	389
11:49:31 1 2 3 4 5 6 7 8 9	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the Claimants, first of all.  MR. RAKOCZY: Yes.  PRESIDENT LANDAU: Thank you very much. And for the Respondents? MS. MCLEOD: Yes.	11:51:34 1 2 3 4 5 6 7 8 9	389
11:49:31 1 2 3 4 5 6 7 8 9 10	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the Claimants, first of all.  MR. RAKOCZY: Yes.  PRESIDENT LANDAU: Thank you very much. And for the Respondents?  MS. McLEOD: Yes.  PRESIDENT LANDAU: Thank you very much. And	11:51:34 1 2 3 4 5 6 7 8 9 10	389
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11:49:31 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15	are to be treated with equality, and at any stage of the proceedings each Party is to be given a full opportunity of presenting its case, and I would ask each Party to confirm that they're content that that has been satisfied in this case. If I could ask the Claimants, first of all.  MR. RAKOCZY: Yes.  PRESIDENT LANDAU: Thank you very much.  And for the Respondents?  MS. McLEOD: Yes.  PRESIDENT LANDAU: Thank you very much. And if I can then, while we have them open, take you to the UNCITRAL Rules, Article 29(1), which says the Arbitral Tribunal may inquire of Parties if they have any further proof to offer or Witnesses to be heard or submissions to make; and, if there are none, it may declare the hearings closed. And I propose that we now formally close the hearing pursuant to that	11:51:34 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17	389
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## CERTIFICATE OF REPORTER

I, David A. Kasdan, RDR-CRR, Court Reporter, do hereby certify that the foregoing proceedings were stenographically recorded by me and thereafter reduced to typewritten form by computer-assisted transcription under my direction and supervision; and that the foregoing transcript is a true and accurate record of the proceedings.

I further certify that I am neither counsel for, related to, nor employed by any of the parties to this action in this proceeding, nor financially or otherwise interested in the outcome of this litigation.

DAVID A. KASDAN