

EXHIBIT J

Perspective: FDA's Preparations for the September 9 Submission

**By Mitch Zeller, Director of the FDA's Center for Tobacco Products (CTP)
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On Sept. 9, premarket review applications for many new tobacco products, including e-cigarettes, certain products, currently on the market are due to FDA for review. FDA staff have been working tirelessly on this challenge in an efficient, reliable and transparent manner.

The Deeming Rule and FDA's Premarket Review Requirement for Deemed Tobacco Products

Prior to Aug. 8, 2016, e-cigarettes, cigars and hookah products were not regulated by FDA. That's because the authority from Congress in 2009 only covered cigarettes, smokeless tobacco, cigarette tobacco, and roll-your-

That all changed with FDA's historic "Deeming Rule" that helps implement the Tobacco Control Act and protect public health and protect future generations from the dangers of tobacco use. On Aug. 8, 2016, when the deeming rule took effect, many of the regulatory and statutory requirements that had been in place for manufacturers of cigarettes, smokeless tobacco, cigarette tobacco, and roll-your-own tobacco since 2009, became applicable to e-cigarettes and all other electronic nicotine delivery systems (ENDS), cigars, pipe tobacco, nicotine gels, hookah tobacco, and any future tobacco products.

Before the deeming rule, there were no federal protections on, among other things, retailers selling these tobacco products. The deeming rule changed that and its continued implementation has allowed FDA to make great strides in tobacco regulation—for example, manufacturers of these tobacco products must register their establishments with FDA, products may not be marketed with direct or indirect claims of reduced risk unless substantiated, and they receive FDA authorization to do so, and retailers are prohibited from selling these tobacco products to youth.

Importantly, deemed tobacco products are now subject to the requirements in the Tobacco Control Act that apply to cigarettes and smokeless tobacco products. This includes the requirement that a "new tobacco product" (to be marketed or distributed in interstate commerce) must receive premarket



FDA prior to marketing.

For deemed products that met the definition of a new tobacco product and were on the market as of Aug. 8, 2019 (the date the rule took effect), FDA issued a compliance policy; this, in effect, provided more time for manufacturers of these products to file their applications for authorization. The deadline for the submission of applications for these products is now Sept. 9, 2020, as a result of a court order (and a subsequent extension due to the unique circumstances of the COVID-19 pandemic). The deadline for deemed new tobacco products on the market at that time are **due to FDA by Sept. 9, 2020**¹. The court order provides a one-year period during which products with timely filed applications might remain on the market pending FDA

Since the deeming rule took effect, FDA has been taking measures to prepare for the large volume of applications it anticipates receiving, particularly from manufacturers of e-liquids, e-cigarettes and other ENDS products.

Expectations for Applications Coming in by Sept. 9

All new tobacco products are required to obtain premarket authorization through one of three pathways: (/tobacco-products/products-guidance-regulations/market-and-distribute-tobacco-product) Premarket Tobacco Product (PMTA), Substantial Equivalence (SE) Reports, or Requests for Exemption from Demonstrating Substantial Equivalence (EX REQ). Those deemed new tobacco products still on the market that do not have premarket applications submitted by Sept. 9 will be subject to FDA compliance and enforcement actions.

However, there may be some deemed tobacco products that are eligible for “grandfathered status” because they were marketed in the United States as of Feb. 15, 2007. These deemed tobacco products are not “new tobacco products” and do not need to submit premarket applications (unless the products were since modified). We expect that many e-cigarettes and pipe tobacco products may fall in this category, and we encourage manufacturers to request a determination of grandfathered status (/tobacco-products/market-and-distribute-tobacco-product/grandfathered-tobacco-products) on their products. For deemed tobacco products that are not eligible for grandfathered status, (/tobacco-products/market-and-distribute-tobacco-product/grandfathered-tobacco-products) manufacturers may decide that their product is sufficient to be marketed as a previously authorized or grandfathered product and find that the SE or EX REQ pathway is the most appropriate for their applications.

To date, no ENDS product has received marketing authorization from the FDA and FDA has not issued a grandfathered status determination for an ENDS product. All premarket applications for ENDS products accepted by the FDA have been submitted through the PMTA pathway, and we expect most applications for ENDS products submitted on or before Sept. 9 to be submitted through the PMTA pathway.

Although we do not know how many applications will be submitted by the September deadline, we do know there are approximately 10 million deemed products listed with FDA.

(<https://ctpocerl.fda.gov/rlapp/home.html?jsessionid=6NouTk7SupBTUcBdML7O5bwgjnNt14sWQ6ouOR>)
Even if applications are submitted for only a portion of those products, the likelihood of FDA reviewing all of them during the one-year review period is low, given that this would be an unprecedented number of applications.

magnitude greater than anything the Agency has experienced. However, FDA has been planning and preparing for the expected influx of applications for years. Our preparations are intended to help ensure that our approach to public health and is fair, consistent, efficient, and as transparent as possible.

We have been encouraging companies to submit their applications as early as possible. To date, FDA has received around 2,000 deemed products – of which around 40 percent have already been resolved.

Preparations to Receive Premarket Review Applications

FDA has been working tirelessly to ensure that we are as prepared as possible to receive, process, and review applications in a timely manner. To help accomplish this, we have been laying the groundwork for many years.

Since Congress authorized FDA to regulate tobacco products in 2009, CTP's staff has increased from just a handful today. During that time, we have built product review expertise and refined our premarket review processes, capabilities, issued rules and guidances, met with stakeholders to get a better understanding of tobacco product needs for information about the process, invested in tobacco product research, and provided resources to help submit premarket applications.

BUILDING EXPERTISE AND REFINING THE PREMARKET REVIEW PROCESSES

Although the applications received in response to the Sept. 9 deadline will generally be for deemed products, we have successfully conducting premarket review of cigarettes, smokeless tobacco and roll-your-own tobacco for many years. We have received over 600 PMTAs, more than 7,700 SE Reports and over 800 EX REQs—and have closed out many of these applications. Shaped by the experiences, challenges and lessons learned over the last decade, we have made refinements to our processes to ensure that we are able to receive and review these applications properly and

We've also greatly increased the number of staff that we have conducting premarket reviews. Since 2011, CTP's Tobacco Science has increased ten-fold, from around 40 to over 400 full-time employees today – and the majority of their time on product review. CTP continues to hire and train more staff to conduct product review in anti-tobacco applications. These improvements put us in a much better position to handle the applications than we were in 2011. We received a large influx of over 3,600 SE Reports within a week of the "provisional SE" application deadline 2

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