To prohibit brand name drug manufacturers from compensating generic drug manufacturers to delay the entry of a generic drug into the market, and to prohibit biological product manufacturers from compensating biosimilar and interchangeable product manufacturers to delay entry of biosimilar and interchangeable products, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES
March 5, 2019

Mr. Rush introduced the following bill; which was referred to the Committee on

A BILL

To prohibit brand name drug manufacturers from compensating generic drug manufacturers to delay the entry of a generic drug into the market, and to prohibit biological product manufacturers from compensating biosimilar and interchangeable product manufacturers to delay entry of biosimilar and interchangeable products, and for other purposes.

1 Be it enacted by the Senate and House of Representa-
2 tives of the United States of America in Congress assembled,
SECTION 1. SHORT TITLE.

This Act may be cited as the “Protecting Consumer Access to Generic Drugs Act of 2019”.

SEC. 2. UNLAWFUL AGREEMENTS.

(a) AGREEMENTS PROHIBITED.—Subject to subsections (b) and (c), it shall be unlawful for an NDA or BLA holder and a subsequent filer to enter into, or carry out, an agreement resolving or settling a covered patent infringement claim on a final or interim basis if under such agreement—

(1) a subsequent filer directly or indirectly receives from such holder anything of value, including an exclusive license; and

(2) the subsequent filer agrees to limit or forego research on, or development, manufacturing, marketing, or sales, for any period of time, of the covered product that is the subject of the application described in subparagraph (A) or (B) of subsection (f)(8).

(b) EXCLUSION.—It shall not be unlawful under subsection (a) if a party to an agreement described in such subsection demonstrates by clear and convincing evidence that the value described in subsection (a)(1) is compensation solely for other goods or services that the subsequent filer has promised to provide.
(c) LIMITATION.—Nothing in this section shall prohibit an agreement resolving or settling a covered patent infringement claim in which the consideration granted by the NDA or BLA holder to the subsequent filer as part of the resolution or settlement includes only one or more of the following:

(1) The right to market the covered product that is the subject of the application described in subparagraph (A) or (B) of subsection (f)(8) in the United States before the expiration of—

(A) any patent that is the basis of the covered patent infringement claim; or

(B) any patent right or other statutory exclusivity that would prevent the marketing of such covered product.

(2) A payment for reasonable litigation expenses not to exceed $7,500,000 in the aggregate.

(3) A covenant not to sue on any claim that such covered product infringes a patent.

(d) ENFORCEMENT BY FEDERAL TRADE COMMISSION.—

(1) GENERAL APPLICATION.—The requirements of this section apply, according to their terms, to an NDA or BLA holder or subsequent filer that is—
(A) a person, partnership, or corporation
over which the Commission has authority pur-
suant to section 5(a)(2) of the Federal Trade
Commission Act (15 U.S.C. 45(a)(2)); or

(B) a person, partnership, or corporation
over which the Commission would have author-
ity pursuant to such section but for the fact
that such person, partnership, or corporation is
not organized to carry on business for its own
profit or that of its members.

(2) UNFAIR OR DECEPTIVE ACTS OR PRACTICES

ENFORCEMENT AUTHORITY.—

(A) IN GENERAL.—A violation of this sec-
tion shall be treated as an unfair or deceptive
act or practice in violation of section 5(a)(1) of
45(a)(1)).

(B) POWERS OF COMMISSION.—Except as
provided in subparagraph (C) and paragraphs
(1)(B) and (3)—

(i) the Commission shall enforce this
section in the same manner, by the same
means, and with the same jurisdiction,
powers, and duties as though all applicable
terms and provisions of the Federal Trade
Commission Act (15 U.S.C. 41 et seq.) were incorporated into and made a part of this section; and

(ii) any NDA or BLA holder or subsequent filer that violates this section shall be subject to the penalties and entitled to the privileges and immunities provided in the Federal Trade Commission Act.

(C) JUDICIAL REVIEW.—In the case of a cease and desist order issued by the Commission under section 5 of the Federal Trade Commission Act (15 U.S.C. 45) for violation of this section, a party to such order may obtain judicial review of such order as provided in such section 5, except that—

(i) such review may only be obtained in—

(I) the United States Court of Appeals for the District of Columbia Circuit;

(II) the United States Court of Appeals for the circuit in which the ultimate parent entity, as defined in section 801.1(a)(3) of title 16, Code of Federal Regulations, or any suc-
cessor thereto, of the NDA or BLA holder is incorporated as of the date that the application described in subparagraph (A) or (B) of subsection (f)(8) is submitted to the Commissioner of Food and Drugs; or

(III) the United States Court of Appeals for the circuit in which the ultimate parent entity, as so defined, of the subsequent filer is incorporated as of the date that the application described in subparagraph (A) or (B) of subsection (f)(8) is submitted to the Commissioner of Food and Drugs; and

(ii) the petition for review shall be filed in the court not later than 30 days after such order is served on the party seeking review.

(3) ADDITIONAL ENFORCEMENT AUTHORITY.—

(A) CIVIL PENALTY.—The Commission may commence a civil action to recover a civil penalty in a district court of the United States against any NDA or BLA holder or subsequent filer that violates this section.
(B) Special rule for recovery of penalty if cease and desist order issued.—

(i) In general.—If the Commission has issued a cease and desist order in a proceeding under section 5 of the Federal Trade Commission Act (15 U.S.C. 45) for violation of this section—

(I) the Commission may commence a civil action under subparagraph (A) to recover a civil penalty against any party to such order at any time before the expiration of the 1-year period beginning on the date on which such order becomes final under section 5(g) of such Act (15 U.S.C. 45(g)); and

(II) in such civil action, the findings of the Commission as to the material facts in such proceeding shall be conclusive, unless—

(aa) the terms of such order expressly provide that the Commission’s findings shall not be conclusive; or
(bb) such order became final by reason of section 5(g)(1) of such Act (15 U.S.C. 45(g)(1)), in which case such findings shall be conclusive if supported by evidence.

(ii) Relationship to Penalty for Violation of an Order.—The penalty provided in clause (i) for violation of this section is separate from and in addition to any penalty that may be incurred for violation of an order of the Commission under section 5(l) of the Federal Trade Commission Act (15 U.S.C. 45(l)).

(C) Amount of Penalty.—

(i) In General.—The amount of a civil penalty imposed in a civil action under subparagraph (A) on a party to an agreement described in subsection (a) shall be sufficient to deter violations of this section, but in no event greater than—

(I) if such party is the NDA or BLA holder, the greater of—

(aa) 3 times the value received by such NDA or BLA
holder that is reasonably attributable to the violation of this section; or

(bb) 3 times the value given to the subsequent filer reasonably attributable to the violation of this section; and

(II) if such party is the subsequent filer, 3 times the value received by such subsequent filer that is reasonably attributable to the violation of this section.

(ii) FACTORS FOR CONSIDERATION.—

In determining such amount, the court shall take into account—

(I) the nature, circumstances, extent, and gravity of the violation;

(II) with respect to the violator, the degree of culpability, any history of violations, the ability to pay, any effect on the ability to continue doing business, profits earned by the NDA or BLA holder, compensation received by the subsequent filer, and the amount of commerce affected; and
(III) other matters that justice requires.

(D) INJUNCTIONS AND OTHER EQUITABLE RELIEF.—In a civil action under subparagraph (A), the United States district courts are empowered to grant mandatory injunctions and such other and further equitable relief as they deem appropriate.

(4) REMEDIES IN ADDITION.—Remedies provided in this subsection are in addition to, and not in lieu of, any other remedy provided by Federal law.

(5) PRESERVATION OF AUTHORITY OF COMMISSION.—Nothing in this section shall be construed to affect any authority of the Commission under any other provision of law.

(e) ANTITRUST LAWS.—Nothing in this section shall modify, impair, limit, or supersede the applicability of the antitrust laws as defined in subsection (a) of the first section of the Clayton Act (15 U.S.C. 12(a)), and of section 5 of the Federal Trade Commission Act (15 U.S.C. 45) to the extent that such section 5 applies to unfair methods of competition. Nothing in this section shall modify, impair, limit, or supersede the right of a subsequent filer to assert claims or counterclaims against any person,
under the antitrust laws or other laws relating to unfair
competition.

(f) **DEFINITIONS.**—In this section:

(1) **AGREEMENT RESOLVING OR SETTLING A COVERED PATENT INFRINGEMENT CLAIM.**—The term “agreement resolving or settling a covered patent infringement claim” means any agreement that—

(A) resolves or settles a covered patent infringement claim; or

(B) is contingent upon, provides for a contingent condition for, or is otherwise related to the resolution or settlement of a covered patent infringement claim.

(2) **COMMISSION.**—The term “Commission” means the Federal Trade Commission.

(3) **COVERED PATENT INFRINGEMENT CLAIM.**—The term “covered patent infringement claim” means an allegation made by the NDA or BLA holder to a subsequent filer, whether or not included in a complaint filed with a court of law, that—

(A) the submission of the application described in clause (i) or (ii) of paragraph (5)(A), or the manufacture, use, offering for sale, sale, or importation into the United States of a cov-
ered product that is the subject of such an application, infringes any patent owned by, or ex-
clusively licensed to, the NDA or BLA holder of the covered product; or

(B) the covered product to be manufac-
tured under such application uses a covered product as claimed in a published patent appli-
cation.

(4) COVERED PRODUCT.—The term “covered product” means—

(A) a new drug (as defined in section 201(p) of the Federal Food, Drug, and Cos-
metic Act (21 U.S.C. 321(p))); or

(B) a biological product (as defined in sec-
tion 351(i) of the Public Health Service Act (42 U.S.C. 262(i))).

(5) NDA OR BLA HOLDER.—The term “NDA or BLA holder” means—

(A) the holder of—

(i) an approved new drug application filed under section 505(b)(1) of the Fed-

or
(ii) an application approved under section 351(a) of the Public Health Service Act (42 U.S.C. 262(a)) with respect to a biological product;

(B) a person owning or controlling enforcement of the patent on—

(i) the list published under section 505(j)(7) of the Federal Food, Drug, and Cosmetic Act (21 U.S.C. 355(j)(7)) in connection with the application described in subparagraph (A)(i); or

(ii) the equivalent list published under section 351 of the Public Health Service Act (42 U.S.C. 262) comprised of patents associated with applications filed under section 351(a) of such Act (42 U.S.C. 262(a)); or

(C) the predecessors, subsidiaries, divisions, groups, and affiliates controlled by, controlling, or under common control with any entity described in subparagraph (A) or (B) (such control to be presumed by direct or indirect share ownership of 50 percent or greater), as well as the licensees, licensors, successors, and assigns of each of the entities.
(6) **PATENT.**—The term “patent” means a patent issued by the United States Patent and Trademark Office.

(7) **STATUTORY EXCLUSIVITY.**—The term “statutory exclusivity” means those prohibitions on the approval of drug applications under clauses (ii) through (iv) of section 505(e)(3)(E) (5- and 3-year data exclusivity), section 505(j)(5)(B)(iv) (180-day exclusivity), section 527 (orphan drug exclusivity), section 505A (pediatric exclusivity), or section 505E (qualified infectious disease product exclusivity) of the Federal Food, Drug, and Cosmetic Act (21 U.S.C. 355(e)(3)(E), 355(j)(5)(B)(iv), 360cc, 355a, 355f), or section 351(k)(6) (interchangeable biological product exclusivity) or section 351(k)(7) (biological product reference product exclusivity) of the Public Health Service Act (42 U.S.C. 262(k)(6), (7)).

(8) **SUBSEQUENT FILER.**—The term “subsequent filer” means—

(A) in the case of a drug, a party that owns or controls an abbreviated new drug application filed under section 505(j) of the Federal Food, Drug, and Cosmetic Act (21 U.S.C. 355(j)) or a new drug application filed under
section 505(b)(2) of such Act (21 U.S.C. 355(b)(2)) or has the exclusive rights to dis-
tribute the covered product that is the subject
of such application; or

(B) in the case of a biological product, a
party that owns or controls an application filed
with the Food and Drug Administration under
section 351(k) of the Public Health Service Act
(42 U.S.C. 262(k)) or has the exclusive rights
to distribute the biological product that is the
subject of such application.

(g) EFFECTIVE DATE.—This section shall apply to
all agreements described in subsection (a) entered into
after June 17, 2013, except that a civil penalty may only
be obtained under subsection (d)(3)(A) with respect to
such an agreement entered into on or after the date of
enactment of this Act.

SEC. 3. NOTICE AND CERTIFICATION OF AGREEMENTS.

(a) NOTICE OF ALL AGREEMENTS.—Section 1111(7)
of the Medicare Prescription Drug, Improvement, and
Modernization Act of 2003 (21 U.S.C. 355 note) is
amended by inserting “or the owner of a patent for which
a claim of infringement could reasonably be asserted
against any person for making, using, offering to sell, sell-
ing, or importing into the United States a biological prod-
uct that is the subject of a biosimilar biological product
application” before the period at the end.

(b) CERTIFICATION OF AGREEMENTS.—Section 1112
of such Act (21 U.S.C. 355 note) is amended by adding
at the end the following:
“(d) CERTIFICATION.—The Chief Executive Officer
or the company official responsible for negotiating any
agreement under subsection (a) or (b) that is required to
be filed under subsection (c) shall, within 30 days of such
filing, execute and file with the Assistant Attorney General
and the Commission a certification as follows: ‘I declare
that the following is true, correct, and complete to the best
of my knowledge: The materials filed with the Federal
Trade Commission and the Department of Justice under
section 1112 of the Medicare Prescription Drug, Improve-
ment, and Modernization Act of 2003, with respect to the
agreement referenced in this certification—

‘‘(1) represent the complete, final, and exclu-
sive agreement between the parties;

‘‘(2) include any ancillary agreements that are
contingent upon, provide a contingent condition for,
were entered into within 30 days of, or are otherwise
related to, the referenced agreement; and

‘‘(3) include written descriptions of any oral
agreements, representations, commitments, or prom-
ises between the parties that are responsive to sub-
section (a) or (b) of such section 1112 and have not
been reduced to writing.’.”.

SEC. 4. FORFEITURE OF 180-DAY EXCLUSIVITY PERIOD.

Section 505(j)(5)(D)(i)(V) of the Federal Food,
is amended by inserting “section 2 of the Protecting Con-
sumer Access to Generic Drugs Act of 2019 or” after
“that the agreement has violated”.

SEC. 5. COMMISSION LITIGATION AUTHORITY.

Section 16(a)(2) of the Federal Trade Commission
Act (15 U.S.C. 56(a)(2)) is amended—

(1) in subparagraph (D), by striking “or” after
the semicolon;

(2) in subparagraph (E), by inserting “or”
after the semicolon; and

(3) by inserting after subparagraph (E) the fol-
lowing:

“(F) under section 2(d)(3)(A) of the Pro-
tecting Consumer Access to Generic Drugs Act
of 2019;”.

SEC. 6. STATUTE OF LIMITATIONS.

(a) IN GENERAL.—Except as provided in subsection
(b), the Commission shall commence any administrative
proceeding or civil action to enforce section 2 of this Act
not later than 6 years after the date on which the parties
to the agreement file the Notice of Agreement as provided
by section 1112(c)(2) and (d) of the Medicare Prescription
Drug Improvement and Modernization Act of 2003 (21

(b) **Civil Action After Issuance of Cease and
Desist Order.**—If the Commission has issued a cease
and desist order under section 5 of the Federal Trade
Commission Act (15 U.S.C. 45) for violation of section
2 of this Act and the proceeding for the issuance of such
order was commenced within the period required by sub-
section (a) of this section, such subsection does not pro-
hibit the commencement, after such period, of a civil ac-
tion under section 2(d)(3)(A) against a party to such
order or a civil action under subsection (l) of such section
5 for violation of such order.