February 28th, 2020

Adrian Dix, Minister of Health
David Eby, Attorney General
Government of British Columbia

Jim Reiter, Minister of Health Don Morgan, Minister of Justice and Attorney General

Government of Saskatchewan

Doug Downey, Attorney General Christine Elliott, Minister of Health

Government of Ontario

Hugh J.A. Fleming, Minister of Health Andrea Anderson-Mason, Minister of Justice and Office of the Attorney General Government of New Brunswick

James Aylward, Minister of Health and Wellness Bloyce Thompson, Minister of Justice and Public Safety

Government of Prince Edward Island

Tyler Shandro, Minister of Health
Doug Schweitzer, Minister of Justice and Solicitor
General Government of Alberta

Cameron Friesen, Minister of Health, Seniors and Active Living Cliff Cullen, Minister of Justice and Attorney General

Government of Manitoba

Danielle McCann, Minister for Health and Social Services Sonia LeBel, Minister of Justice Government of Quebec

Randy Delorey, Minister of Health and Wellness Mark Furey, Attorney General and Minister of Justice Government of Nova Scotia

John Haggie, Minister of Health and Community Services Andrew Parsons, Minister of Justice and Public Safety **Government of Newfoundland and Labrador**

Re: Health objectives that should guide resolution of lawsuits against tobacco companies

Over the past two decades, each of Canada's provincial governments has filed lawsuits against tobacco companies to recover the costs of treating smoking-related diseases. Injured smokers have also sought justice through class action suits certified in Quebec and British Columbia while many other lawsuits have been filed without progressing towards a trial.

Health organizations have long supported these efforts, recognizing that they can help to achieve justice for corporate wrongdoing, can provide compensation for the costs disbursed by the taxpayers, and can expose the truth after decades of unscrupulous industry behaviour. More importantly, these lawsuits can also serve to protect future generations from the ravaging harms of tobacco use by accelerating the end of the deadly commercial tobacco trade.

None of the provincial lawsuits has been permitted to go to trial, and they are all currently suspended as a result of a court order in Ontario. Indeed, on March 1, 2019, the tobacco companies faced a major defeat when the Quebec Court of Appeal upheld a \$13 billion ruling against them. However, companies responded by using the federal insolvency law (the *Companies' Creditors Arrangement Act, CCAA*) and convinced the Ontario court to suspend all legal actions against them and to order the parties to

¹Costed lawsuits include British Columbia [\$120 billion], Ontario [\$330 billion], Quebec [\$60 billion], Alberta [\$10 billion], and New Brunswick [\$23 billion], while the amounts claimed by the other five provinces will only be known at trial or as part of an out-of-court settlement.

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participate in settlement discussions. Instead of facing open trials, companies have forced and hope to confine the resolution of the provincial and all other lawsuits against them to closed-door secret negotiations that in effect play in their favour.

Provincial governments have identified monetary objectives for these cases but have not articulated any health goals. Canadians will benefit if these suits resolve in ways which radically change the commercial tobacco market and which aim for the end of tobacco use (as lawsuits against asbestos companies did). On the contrary, Canadians will be harmed if governments agree to terms which maintain the tobacco market and its profit motive for decades to come (as happened with earlier suits by Canadian and U.S. governments).

How to resolve the tobacco lawsuits is one of the most important public policy issues of this beginning of the 21st century. Governments are not applying the standards of transparency and public consultation that are expected and routinely applied to much less significant issues. Not one of the provincial governments has yet consulted on how these cases should be resolved, and all of them have agreed to the secretive process initiated by the industry.

It is in the context of this opaque process that we feel the need to clarify our demands for non-monetary health objectives for these suits, and to warn governments against agreeing to measures which will perpetuate the tobacco epidemic.

We are therefore submitting to you the following information, which builds on a previous letter sent last June² by a collective of health groups to all provincial Ministers of Health and Justice, as well as a letter sent to the premier of Quebec in April³:

A- BACKGROUND

1) The provincial damage claims vastly exceed the capacity of the companies to pay.

- Provincial government claims against the companies are now estimated to be in excess of \$500 billion. This is the equivalent of 250 years combined annual profit of the companies in Canada, or 15 years' combined annual profit of their multinational owners across the world.
- The provincial lawsuits were filed against both the multinational owners and their Canadian subsidiaries. The ability of the provinces to recover a court-ordered payment from overseas companies will be challenging given the complexities of their diffused corporate structure.

All but 2 provinces have out-sourced their cases to private sector law firms working on a contingency-fee basis.

- Only Quebec and Ontario are using lawyers from their own Justice departments and directly managing their lawsuits. The other eight provinces are represented by consortia of American and Canadian private law firms working on a contingency fee arrangement.
- Under such a contingency-fee arrangement, the provinces do not pay for the costs of going to trial, but instead agree to pay the firms with a percentage of any financial outcome. New

² Action on Smoking & Health (Alberta), Campaign for Justice on Tobacco Fraud, Coalition québécoise pour le contrôle du tabac, Ontario Campaign for Action on Tobacco, Physicians for a Smoke-Free Canada, Letter to provinces health ministers, June 25th 2019. http://www.smoke-free.ca/eng_home/2019/Letter to ministers re CCAA-June25-2019.pdf

³ Coalition québécoise pour le contrôle du tabac, Letter to Quebec premier François Legault, April 3rd 2019. http://cqct.qc.ca/Documents_docs/DOCU_2019/MAIL_19_04_03_PoursuiteQc_CoutsSoinsSante_Tabagisme.pdf

Brunswick⁴ has agreed to pay the lawyers 18 cents on every dollar it receives, and Newfoundland and Labrador⁵ has agreed to pay the lawyers 30 cents per dollar. The contracts with the other 6 provinces have not been made public.

The lawyers representing the 8 contingency-fee provinces have no incentive to negotiate non-monetary outcomes, and every incentive to maximize financial outcomes as quickly as possible, as they bear the burden of ongoing fees up until any payment occurs, in an already lengthy process.

3) The provinces have the power to control – or even stop - the insolvency process.

- The current settlement discussions and the insolvency protection which provides for them are not mandatory or permanent. If a sufficient majority of the parties agree, they can dissolve the insolvency proceedings. To date the province of Ontario is the only jurisdiction to have raised any concerns⁶ with the industry's use of insolvency to delay the lawsuits.
- Any resolution to the proceedings requires the consent of "a majority in number representing two thirds in value of the creditors" (s. 6.1 of the CCAA⁷) This means that the provinces of Ontario or Quebec, which have the largest affected populations, will have to support any resolution.
- If the provinces wish to enter into discussions for a settlement, they can do this without the CCAA process.
- The CCAA Orders which protect the companies will expire on March 12th. On that date, a hearing will be held in Toronto regarding the future of the CCAA process. This is an opportunity to establish a more democratic process to resolve the suits.

4) The Companies' Creditors Arrangement Act (CCAA) is an unnecessary and harmful basis for settlement discussions.

- The purpose of the federal insolvency law is to allow companies which are in financial difficulty to come to an arrangement with their creditors so that they can avoid going bankrupt. Keeping tobacco companies in business should not be a goal for provincial governments and need not be the basis of settlement discussions.
- Using this law, tobacco companies in Canada are now mandated to maintain "business as
 usual", even though doing so will continue to addict and harm Canadians and will add to the
 health-care costs for which the companies do not have the resources to pay. The CCAA process,
 for example, authorizes them to continue promoting the use of their products.
- Under the CCAA process, all legal actions against the companies are suspended, including actions for damages from vaping products. The rights of consumers who continue to be injured

⁴ New Brunswick Justice and Consumer Affairs / Health, The Province of New Brunswick has retained a consortium of lawyers to sue tobacco companies for health-care costs of tobacco-related illnesses, September 12th 2007. https://www.gnb.ca/cnb/news/jus/2007e1138ju.htm

⁵ CBC News, Law firm tobacco contract under fire, April 12th 2011. https://www.cbc.ca/news/canada/newfoundland-labrador/law-firm-tobacco-contract-under-fire-1.1008554

Ontario Supreme Court of Justice, Court File No. CV-19-616077-00CL, March 29th 2019. http://cfcanada.fticonsulting.com/imperialtobacco/docs/Motion Record - ITCAN.pdf

⁷ Canada Justice Laws, Companies' Creditors Arrangement Act R.S.C., 1985, c. C-36, updated on January 16th 2020. https://laws.justice.gc.ca/eng/acts/C-36/FullText.html

- by these companies' actions to seek justice are being blocked. The CCAA process, for example, protects the companies from lawsuits related to their misleading advertising of vaping products.
- Injured Quebec smokers have now been before the courts for 21 years. By blocking the Supreme
 Court from being able to decide whether it will hear an appeal, the CCAA process is further
 delaying their right to have a final judgment on their case or to receive compensation.

B-RECOMMENDATIONS

1- The provinces should reject the CCAA process as the basis to resolve their claims:

 Ideally, provinces should collapse the CCAA process and allow lawsuits against the companies to continue. If they wish to discuss a settlement with the companies, they can do so without protecting the industry from bankruptcy or accountability for wrongdoings.

2- The provinces should reject any settlement that perpetuates the tobacco industry.

- Each province should recognize its responsibility to refuse to support an inadequate agreement,
 even if other parties support it.
- No province or party should agree to a settlement which spreads financial compensation over several years or which otherwise distracts from the public health goal of eliminating tobacco use.
- The companies do not have any money saved to pay even a small proportion of the billions of dollars spent by provincial governments as a result of the industry's wrongdoings. Consequently, any payments made by the companies will be done as a result of future sales to smokers and be intrinsically connected with additional health and economic harm to these individuals.

3- The provinces should not cause further injury to smokers.

- Quebec courts have upheld demands for \$100,000 payment to smokers suffering from lung or throat cancer and a lesser amount for emphysema. Only those smokers who started using cigarettes during the time that the companies were lying about the health effects are eligible. A resolution which nullifies this judgement will exacerbate the injustice done to them.
- At a minimum, at the next CCAA comeback motion, the provinces should oppose the renewal of any litigation stay, unless there is unanimous agreement of all parties to do so.

4- The provinces should give priority to non-monetary outcomes which promote health

Litigation can result in non-monetary outcomes which are otherwise difficult to achieve.

- a) The principal goal of a litigation outcome should be significant and permanent changes to the foundation of the companies and their business practices. The companies should not come out of this process with the continued capacity to profit from tobacco sales.
- b) This should be achieved through a mandatory and enforceable timetable for the rapid phase out of combustible cigarettes, followed by a phase out of non-licensed nicotine products⁸.

⁸ The accelerated phase-out of a product is not tantamount to its prohibition, but a common practice employed by industry, with or without regulator interventions, to modernize operations with the objective of better efficiency, increased productivity, environmental targets, or more generally to reduce negative outcomes and harms to workers and society.

c) Examples of secondary non-monetary outcomes include:

- i. An end to industry expenditures on promotion. The CCAA process has confirmed that these expenditures are significant: JTI-Macdonald⁹ spends \$ 2.5 million a week on promotion in Canada, about 20% of its sales revenue, exclusive of excise and sales taxes.
- ii. An end to industry interference with health policies (i.e. termination of lobbying, public relations, litigation, disinformation campaigns, etc.).
- iii. Disclosure of the industry documents produced during these lawsuits, as was done in the United States' court cases.
- iv. Establishment of an independent health trust dedicated to reducing tobacco use, similar to the American Legacy Foundation.

See appendix for more information regarding these examples as well as relevant precedents.

We hope we can count on our governments to defend the public interest with respect to all tobaccorelated litigation.

Flory Doucas

Co-Director

Quebec Coalition for Tobacco Control

Cynthia Callard

Executive Director

Physicians for a Smoke-Free Canada

C.c.: Minister of Health of Canada

Minister of Justice of Canada

Att: Appendix on non-monetary outcomes

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APPENDIX

Precedents for non-monetary litigation outcomes

Primary objective: A mandatory and enforceable timetable for the rapid phase-out of combustible cigarettes, followed by a phase-out of non-licensed nicotine products significant and permanent changes to the foundation of the companies and their business practices.

The optimal outcome of the provincial lawsuits would be an agreement requiring Canadian tobacco companies and their parent company to contribute to tobacco reduction efforts and implement an accelerated phase-out for cigarettes sold on the Canadian market targeted at the federal objective of less than 5% smoking prevalence by 2035. Under such an agreement, the defendants in these suits would be subject to penalties that exceed their annual revenues if they failed to meet interim targets.

Precedents

We are not aware of any direct precedents for this type of requirement for tobacco products. There are, however, direct parallels with requirements to reduce production and marketing of harmful products, such as coal-fired power generation. Under the 2018 Canada's Climate Plan, the federal government set regulations which phase out conventional coal-fired electricity units by December 31, 2029. This strategy also sets a more general ceiling on greenhouse gases (GHG) to limit the growth of greenhouse gas emissions that could result from alternative energy production. The Carbon Market Agreement between Quebec and California also adopts the use of decreasing ceilings on production.

Canadian governments have required producers to phase-out their use of various substances, including pesticides, lead and harmful chemicals like polychlorinated biphenyls. They have imposed phase-outs on certain consumer products. The 2014 federal marketing ban on incandescent lightbulbs was preceded by restrictions in British Columbia, showing that provincial governments can lead by example.

Governments can use their legislative power to impose the same type of requirements on all tobacco manufacturers operating in Canada. This would ensure that all tobacco suppliers in Canada are treated equally. This approach was used in the United States following the agreement between state governments and tobacco companies, and was upheld against a NAFTA challenge by Grand River Enterprises.

Imposing a phase-out on combustible cigarettes should not be seen as a prohibition on smoking, but rather as a progressive reduction which is adapted to the market. As leading tobacco control researchers have currently written¹, it would align tobacco sales with standard consumer protection practices. This approach would strengthen other prevention and cessation efforts by incentivizing suppliers to contribute to their success.

Secondary objectives:

There are other desirable non-monetary outcomes for the lawsuits, although they would be of lesser public health value than a phase-out of combustible products.

¹ Elizabeth A Smith, Ruth E Malone from the British Medical Journal, An argument for phasing out sales of cigarettes, September 21th 2019. https://tobaccocontrol.bmj.com/content/early/2019/09/27/tobaccocontrol-2019-055079

Quick facts from

The Economic Benefits of Reducing the Prevalence of Tobacco Smoking¹

Benefits of reducing tobacco use prevalence to 5% by 2035

Benefits of reducing tobacco use prevalence to 5% by 2035 in Quebec and Ontario			
	Quebec	Ontario	Both provinces
Inflation adjusted costs avoided (billions of dollars)			
Direct costs	7,2	8,8	16,0
Indirect costs	15,0	17,3	32,3
Total	22,2	26,1	48,3
Number of fewer smokers by 2035	641 000	990 000	1 631 000

Prevalence and number of smokers

- Given the annual growth in the population, the numbers of smokers change very little under the "business as usual" scenario. In Quebec, it declines from 1.26 million in 2019 to 1.05 million by 2035, with smoking prevalence decreasing from 17,1 to 12,9%. In Ontario, under the same scenario, it declines from 1.93 million to 1.75 million by 2035, with smoking prevalence only decreasing from 15,2 to 11,5%. Unless these provinces speed up their rates of decline dramatically, the smoking prevalence in both Ontario and Quebec is projected to be over 10% prevalence 15 years for now.
- Under the "5% prevalence by 2035" scenario, the official target of the federal strategy, the declines in the number of smokers are much more substantial, declining from 1.26 million in 2019 in Quebec to 405,000 by 2035. In Ontario, the corresponding decline is from 1.93 million to 990,000 by 2035.

Cost decreases (and increases) in the "business as usual" scenario

 The modest reduction in the number of smokers in the "business as usual" scenario is associated with only a modest reduction in total direct and indirect costs. These

¹ http://cqct.qc.ca/Documents_docs/DOCU_2020/MEMO_20_08_06_Report_Krueger_EconomicBenefits_ReducedSmoking.pdf







March 3, 2020

The Hon. Adrian Dix Minister of Health Province of British Columbia PO BOX 9050 STN PROV GOVT Victoria, BC HLTH.Minister@gov.bc.ca

Dear Minister:

We are writing on behalf of our respective organizations regarding the ongoing tobacco lawsuit settlement negotiations. We urge you to place the highest priority on ensuring that any settlement contains effective measures to significantly reduce tobacco use and protect the public.

All 10 provinces have filed medicare cost recovery lawsuits, collectively seeking more than \$500 billion in damages from the tobacco industry. In addition to compensation that provinces will receive for health care costs, it is essential that any settlement contains measures to significantly reduce tobacco use, and prevent tobacco companies from engaging in future behaviour that is harmful to public health.

In the United States, medicare cost recovery lawsuit settlements between state governments and tobacco companies contained a series of public health measures to reduce tobacco use. These measures were incorporated into settlements several decades ago in a different context. Canadian provinces can learn from this experience. If tobacco settlements with U.S. states can contain tobacco control measures, Canadian provinces can do even better.

Tobacco is the leading preventable cause of disease and death in British Columbia and in Canada. Tobacco causes suffering and devastation on a massive scale, killing 45,000 Canadians every year. A settlement must contain effective measures, whose ultimate goal is to reduce tobacco use.

At least 10% of the proceeds from any arrangement should be allocated to an independent fund to carry out tobacco control initiatives. The settlement should also ban tobacco promotional spending; prohibit tobacco industry lobbying or legal challenges against tobacco control measures; require public disclosure of more than 8 million pages of internal tobacco company documents; and establish mechanisms on the tobacco industry that are in the interests of public health, among other measures. Attached is a more detailed list of measures that should, at a minimum, form the core of any settlement.

In addition to our organizations, other health organizations are also urging that any settlement contain effective public health measures. There is overwhelming support for public health to be prioritized in settlement negotiations, and for any settlement to significantly advance the objective of under 5% tobacco use by 2035.

The Government of British Columbia has a historic opportunity to demonstrate leadership and to ensure that a settlement maximizes public health protection. The tobacco industry cannot be allowed to continue its wrongful behaviour in the future. Because settlement negotiations are taking place now, we strongly urge you and your government to give this issue your immediate, highest attention.

For further enquiries or information, please do not hesitate to contact Jenny Byford at <u>jenny.byford@cancer.ca</u> or 250-420-1784; Mary Stambulic at <u>mary.stambulic@heartandstroke.ca</u> or 250-410-8201; or Christopher Lam at lam@bc.lung.ca or 604-731-5864.

Yours truly,

Jonathan Oldman Interim Executive Director Canadian Cancer Society

BC and Yukon

Diego Marclese

Diego Marchese Executive Vice President, Western Canada

Heart & Stroke

Christopher Lam President & CEO BC Lung Association

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cc: The Hon. John Horgan, Premier, Province of British Columbia The Hon. David Eby, Attorney General, Province of British Columbia

Tobacco Settlement Measures

A non-exhaustive list of measures to be included in a settlement between provincial governments and tobacco companies should include at least the following:

- Substantial, sustained, long-term funding for tobacco control.
- Funds to be operated by an independent foundation, which would receive 10% of all distributions pursuant or related to the arrangement.
- Ban on all tobacco promotional spending, and support for legislation to ban promotional spending for vaping products.
- Ban on direct or indirect lobbying against government tax, legislative, regulatory, programme or other measure regarding tobacco products, vaping products or other nicotine-containing products.
- Ban on funding lobby groups (e.g. convenience store associations, contraband front groups).
- Ban on legal challenges to tobacco control measures, or direct or indirect support for such legal challenges.
- Public disclosure in electronic form, at industry expense, of all documents provided on pre-trial discovery by tobacco companies, including 8 million documents provided to the Ontario Government, and public disclosure of all additional research, including market research, and data in electronic form, going back to the 1950s. In the U.S., more than 40 million pages of previously secret industry documents were made publicly accessible as a result of tobacco settlements.
- Independent review of all tobacco industry documents for which privilege has been claimed, and public disclosure of all documents for which privilege has been improperly claimed, at industry expense.
- A new structure on the industry such that tobacco companies cannot repeat behaviour to expand, or
 to forestall the decline of, the market for tobacco or nicotine-containing products. In the U.S., the
 company Purdue, which has marketed opioids, now operates as a trust as a result of lawsuits
 against it.
- Targets for reduction in tobacco use over time, with the tobacco companies required to make
 financial payments if targets are not achieved. In the U.S., in the 1996 Proposed Settlement that
 was agreed to by tobacco companies (but in the end did not receive congressional approval), there
 was a "look back" provision such that if targets to reduce youth smoking were not achieved, the
 companies would make additional financial payments.

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i. End direct and indirect tobacco promotions.

Governments should demand the end of all tobacco-related promotional spending. Such expenditures are a harmful, but incidental, part of the tobacco market and are not necessary. They are also staggering: Japan Tobacco International (JTI) for example recently reported² that it spent \$ 2.5 million per week on promotion in Canada (about 20% of its sales revenue). Tobacco manufacturers:

- Should not be allowed to deduct promotional expenses from their income in order to reduce their corporate income tax bill
- Should not be able to provide any consideration to retailers and other retail intermediaries, including money, price discounts or other advantages in exchange for business practices (storage, display, prices, etc.)
- c) Should be required to make public all those with whom they have contracts, in order to provide transparency of those with a potential conflict of interest on issues associated directly or indirectly with tobacco.

ii. End industry public relations and lobbying

Under the U.S. Master Settlement Agreement (MSA), tobacco companies undertook to close the Tobacco Institute, through which they had worked to distort science and prevent the adoption of effective tobacco control measures. A Canadian agreement should similarly end efforts by the companies to defending its profits at the expense of public health. Legislative and regulatory measures should be put in place to ensure this also applies to tobacco and nicotine companies which are not part of the lawsuits, such as National Smokeless, Casa Cubana and JUUL.)

iii. Disclose industry documents

Public health authorities have benefitted from the knowledge contained in millions of pages of tobacco industry documents previously made public following lawsuits in the United States and Canada, including those produced during the Constitutional challenges to Canadian law and the Blais-Létourneau class action suits. The documents disclosed during the provincial lawsuits can be expected to shed additional light on industry practices, and the relationship between the companies and other stakeholders, such as retail associations, chambers of commerce, think tanks and political associations.

iv. Finance an independent fund to prevent smoking

History shows that the government response to the tobacco epidemic has been too slow and the regulatory measures put in place have been too weak, and that this has led to hundreds of thousands of premature deaths in Canada. Inadequate resources have hampered civil society in countering the armies of lawyers, lobbyists and economic partners of the industry and has hindered the ability of public interest groups to counter tobacco industry lobbying and misinformation. Even today, funding for tobacco control activities is minimal compared to the severity of the challenge of addressing the primary cause of preventable illness and death in Canada. Provincial governments could remedy this situation by ensuring adequate and sustained resources for tobacco programs are funded by (but not controlled by) tobacco companies. The US "Truth Initiative" campaign is an example of such an approach, and was implemented as part of the Master Settlement Agreement. Other examples of tobacco industry funding of public health programs under government administration are French Fund to Fight Addiction and the Thai Health Promotion Foundation.

Ontario Superior Court of Justice, Court File No. CV-19-615862-00CL, September 25th 2019. https://www.insolvencies.deloitte.ca/en-ca/Documents/en-ca-insolv-JTI-FifthReportoftheMonitordatedSeptember252019.pdf

Physicians for a Smoke-Free Canada / Quebec Coalition for Tobacco Control

C/O~134~Caroline~Avenue, Ottawa, Ontario, K1Y~OS9~f~tel:~613-297-3590~or~514-598-5533~/~psc@smoke-free.ca~or~coalition@cqct.qc.ca~or~coalition~cq~or~ca~or

Quick facts from

The Economic Benefits of Reducing the Prevalence of Tobacco Smoking¹

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¹ http://cqct.qc.ca/Documents_docs/DOCU_2020/MEMO_20_08_06_Report_Krueger_EconomicBenefits_ReducedSmoking.pdf

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The Economic Benefits of Reducing the Prevalence of Tobacco Smoking

In Quebec and Ontario

August 6, 2020



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