



February 14, 2003

Mr. Steven Falken  
Executive Director for GSP  
Chairman, GSP Subcommittee  
Office of the U.S. Trade Representative  
1724 F Street NW, Room F-220  
Washington, DC 20508

Re: Kazakhstan GSP IPR Review  
Case: 015-CP-02

To the GSP Subcommittee:

We take this opportunity to update and supplement the public file with respect to the ongoing GSP review of the intellectual property rights practices of Kazakhstan.

Attached please find IIPA's 2003 Special 301 report on Kazakhstan (and including an overview of issues in the C.I.S.) which we filed with USTR today. This report is also available online at the IIPA website, [www.iipa.com](http://www.iipa.com).

We suggest that the Subcommittee consider public GSP hearings on Kazakhstan immediately. The situation regarding copyright legal reform and enforcement in Kazakhstan requires the urgent attention of this Subcommittee.

Sincerely,

Eric H. Smith  
President  
International Intellectual Property Alliance

**INTERNATIONAL INTELLECTUAL PROPERTY ALLIANCE**  
**2003 SPECIAL 301 REPORT**  
**COMMONWEALTH OF INDEPENDENT STATES**  
**(C.I.S.)**

**EXECUTIVE SUMMARY: TEN COUNTRIES OF THE C.I.S.<sup>1</sup>**

---

This report includes an executive summary containing common issues followed by brief separate reports on the following ten countries<sup>2</sup> of the Commonwealth of Independent States (C.I.S.):

**Armenia**  
**Azerbaijan**  
**Belarus**  
**Georgia**  
**Kazakhstan**  
**Kyrgyz Republic**  
**Republic of Moldova**  
**Tajikistan**  
**Turkmenistan**  
**Uzbekistan**

**Special 301 recommendation:** IIPA recommends that Armenia, Azerbaijan, Belarus, Kazakhstan, Tajikistan, Turkmenistan and Uzbekistan be retained on the Watch List in 2003, and that Georgia, the Kyrgyz Republic and the Republic of Moldova be placed on the Watch List in 2003. IIPA also recommends that the United States government suspend the duty-free trade benefits under the Generalized System of Preferences (“GSP”) of Armenia, Kazakhstan and Uzbekistan based on the petitions IIPA filed as a result of the major shortcomings in the legal regimes of these countries.<sup>3</sup> IIPA recommends that the U.S. government block accession to the World Trade Organization of Azerbaijan, Belarus, Kazakhstan, Tajikistan, Turkmenistan and Uzbekistan (as well as Russia and Ukraine as outlined in separate reports) because the legal and enforcement regimes in each of these countries is not in compliance with the WTO TRIPS obligations.

**Overview of key problems:** IIPA’s broad summary of the priorities in these countries is that: (1) the legal regimes are in need of critical reforms to their copyright law, criminal code, customs code, and civil procedure code and administrative code in each country, and in some cases also need regulation of optical media production facilities; (2) accession to key treaties is

---

<sup>1</sup> For more details on each country’s Special 301 history, see IIPA’s “History” appendix to this filing.

<sup>2</sup> IIPA filed separate Special 301 reports on Russia and Ukraine as a result of serious piracy problems, in particular wide-scale illegal optical media production and distribution, confronting the copyright industries in those countries.

<sup>3</sup> In the separate IIPA filings on Russia and Ukraine, we recommend that Russia’s GSP benefits be suspended based on a petition IIPA filed in 2000, and that the U.S. government continue its suspension of Ukraine’s GSP benefits (first suspended in August 2001). Benefits for Belarus are also suspended (since 2000) but for reasons unrelated to intellectual property matters.

still not complete, especially for neighboring rights and the WIPO digital treaties (WCT and WPPT); and (3) there is virtually no on-the-ground enforcement against commercial pirates, much less against smaller-scale operations starting with the need for administrative remedies, effective border enforcement, and criminal prosecutions.

**Actions to be Taken by the Governments of These Countries:** The actions that must be taken are:

- Amending the copyright law, criminal code, customs code, administrative code, civil procedure code (adding *ex parte* search provisions) to provide a comprehensive and effective legal regime, as well as adding provisions to regulate the production and distribution of optical media;
- Acceding to key treaties including full implementation of the Berne Convention, Geneva Phonograms Convention, WTO TRIPS, and the WIPO digital treaties (WCT and WPPT);
- Enacting and enforcing effective border measures to stop the export and import of illegal material;
- Commencing raids and following up with criminal prosecutions against pirates engaged in commercial distribution, as well as using administrative procedures for smaller-scale operations directed at street vendors, kiosks, and retail stores.

## Legal Reforms

The legal deficiencies of the ten (of twelve) countries of the C.I.S. covered in this report are discussed here in general terms, and later specific legal reforms are discussed in more detail for each country. (In separate reports, IIPA treats the remaining two countries of the C.I.S. not covered by this report, namely **Russia** and **Ukraine**, where very serious piracy problems confront the copyright industries.)

The legal deficiencies are, in most cases, violations of the bilateral trade agreements signed and ratified by each country, as well as shortcomings in compliance with the World Trade Organization (WTO) TRIPS Agreement, especially the enforcement obligations. Two other problems of particular note in this region need consideration: (1) the growth of optical media production and distribution, particularly in this region by organized criminal syndicates, requires the adoption of legal controls tied to criminal sanctions for violators; and (2) the rise of Internet piracy requires the accession, implementation, and enforcement of the 1996 digital treaties of WIPO—the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT).

**Two key reforms—sound recordings and preexisting works/recordings:** One of the most glaring legal shortcomings that exist in this region is the lack of protection for foreign sound recordings. Three countries—Tajikistan, Turkmenistan, and Uzbekistan—provide absolutely no protection; two just started in 2002 and 2003 (Belarus and Armenia) and all provide little or no enforcement even where the legal protection exists. The absence of protection (legally or in practice) is a breach of commitments made in bilateral trade agreements eight or even nine years ago. In fact, the obligation was to make “best efforts” to join the Geneva Phonograms Convention and provide adequate and effective protection in most cases by the end of 1993—an obligation that has been flaunted by the delinquency of these countries.

The other legal shortcoming common to the countries in the C.I.S. is the absence of clear protection for preexisting works (before Berne or U.C.C. accession) and sound recordings (before Geneva Phonograms or WTO TRIPS accession). At a minimum, these countries must provide protection for preexisting works and sound recordings reaching back at least 50 years, and preferably 70 years, from the date of their entry into Berne or the WTO TRIPS Agreement. The U.S. copyright law unilaterally provides automatic protection for preexisting foreign works and sound recordings from 1923 to the present for published works—so, reaching back at least 75 years, and lasting for a term of 95 years for works made for hire, or life plus 70 years for natural authors.

**Additional legal reforms needed:** In addition to providing full legal protection for sound recordings, and protection for preexisting works and sound recordings, the other key legal reforms include:

- Amending the criminal code and criminal procedure code to provide deterrent penalties for copyright and neighboring rights violations; and avoiding “grave harm” or other ambiguous (or high) thresholds that prevent police from commencing criminal investigations;
- Amending the criminal code (or criminal procedure code) to provide police with *ex officio* authority to commence criminal investigations;
- Amending the customs code to provide for clear *ex officio* authority to seize material and commence criminal investigations without awaiting rightholder’s registration or other ministerial delays;
- Amending the administrative code to provide clear remedies for copyright and neighboring rights violations for smaller-scale operations including revoking business licenses for street vendors, kiosks and retail stores for piracy activities;
- Amending the civil procedure code with the addition of *ex parte* search provisions—a remedy required by the WTO TRIPS Agreement for effective enforcement against end-user piracy, especially for the software industry;
- Providing optical media regulations to address (with criminal sanctions) the protection and distribution of optical discs and the equipment and machinery used to produce them.

Introducing the necessary legal infrastructure, including the regulation of optical media production and distribution, is much simpler than attempting to dismantle piratical operations once they are established. In the current environment in the region, replication facilities are easily moved from one territory to another. Today they are found mostly in Russia and Ukraine, and to a lesser degree in Kazakhstan (with one known CD plant); Belarus also has a plant that is currently closed. But at any time, the production facilities could easily move, for example to Georgia, Uzbekistan, or another country given the weak enforcement regimes prevalent in the area. Providing the necessary legal framework, including as a centerpiece effective criminal enforcement, will go a long way toward dissuading this type of movement, or to effectively confronting it when does present itself in any single country.

**Civil code reform in the C.I.S.:** Comprehensive civil code reform is a process underway in several countries of the C.I.S. (including the Russian Federation and Ukraine). Unfortunately, this activity threatens to seriously undermine whatever effective legal reforms have been adopted in the past ten years to protect copyright material. That’s because anti-copyright forces see the comprehensive legal reform as a way to “re-do” whatever copyright laws have been

adopted. They propose to load up civil code “reform” with crippling IPR provisions.<sup>4</sup> If successful, new IPR provisions would be added on top of the existing copyright laws resulting in confusing copyright provisions inconsistent with Berne, WTO TRIPS, and the bilateral agreements, and inconsistent and weaker than the more fully developed national copyright laws. These efforts to revise the civil codes in this manner should be opposed.

In 1996, the C.I.S. Interparliamentary Assembly in St. Petersburg adopted a so-called Model Civil Code for the countries of the C.I.S. Detailed provisions on copyright and neighboring rights were included that were contradictory to existing international standards of protection for copyrights.

In Russia in 2001 and again in 2002, drafts of the Civil Code reform were circulated. These drafts included IPR provisions completely incompatible with the bilateral trade agreement, the Berne Convention, and WTO TRIPS. Fortunately, these efforts failed, but they are likely to be rekindled in 2003.

In Ukraine in December 2001, a new draft of Chapter IV of the Civil Code was proposed—reduced to 14 articles. While this proposal (not yet adopted) was an improvement over earlier drafts, even the 14 articles contained references to 90 other laws. If adopted, this civil code section on IPR would create a patchwork of protection and refer to other laws that ultimately will themselves be amended—all in all resulting in confusion and a weakening of the existing IPR regime.

IIPA continues to urge that the civil code should not be adopted in Russia, Ukraine or any of the other countries of the C.I.S. and certainly not in a manner that would in any way weaken the copyright law or its enforcement. Thus, each country of the C.I.S. should enact separate copyright, customs, and criminal provisions and procedures, rather than build on the foundation of the Soviet-era civil codes.

**Copyright law reforms:** The following is a chart of the passage of major revisions to copyright laws in each of the countries of the C.I.S.:

**Armenia:** May 13, 1996; effective June 6, 1996; amended December 8, 1999; effective February 12, 2000; amended September 25, 2002; effective November 10, 2002;

**Azerbaijan:** June 5, 1996; effective October 23, 1996;

**Belarus:** May 16, 1996; effective June 18, 1996; amended August 11, 1998; effective August 19, 1998;

**Georgia:** Civil Code in force on November 25, 1997; copyright law adopted June 22, 1999; effective August 16, 1999;

**Kazakhstan:** June 10, 1996; effective June 12, 1996;

**Kyrgyz Republic:** January 14, 1998; effective January 22, 1998;

---

<sup>4</sup>Prior to the breakup of the Soviet Union, the text of the law of the U.S.S.R. (1961) “Fundamentals of Civil Legislation” was the governing copyright law throughout the Union. Based on the “Fundamentals,” each of the republics adopted in their own civil code a separate chapter for copyright protection. The main features of these civil codes were: a 25-year term of protection, no protection for producers of sound recordings or performers, and broad free use provisions. The Supreme Soviet of the U.S.S.R. adopted amendments to the Fundamentals in May 1991, but they did not become effective because of the dissolution of the U.S.S.R. The 1991 amendments entered into force in the Russian Federation on August 3, 1992 by special decree. Several of the republics still treat the old civil codes as in force though it is not known if any countries explicitly treat the 1991 amendments drafted by the former U.S.S.R. as effective within their territories.

**Republic of Moldova:** November 23, 1994; effective May 2, 1995; amended May 28, 1998; amended July 25, 2002; effective September 19, 2002;  
**Russian Federation:** July 9, 1993, effective August 3, 1993; amended July 19, 1995;  
**Tajikistan:** November 13, 1998; effective December 17, 1998;  
**Ukraine:** December 23, 1993, effective February 23, 1994; amended July 11, 2001, effective September 5, 2001;  
**Uzbekistan:** August 30, 1996; effective September 17, 1996.

**Turkmenistan** has, for over ten years, been in the process of drafting new copyright legislation, so far without success. Until it is adopted, the Civil Code (Chapter IV, 1961) from the former Soviet era is still the operational law there. This is a very obsolete law that needs modernization.

## Copyright Piracy and Enforcement

In almost all cases, even where legal reforms have been adopted, there is virtually no on-the-ground enforcement. That is, there are neither effective civil, administrative, criminal, nor border enforcement measures taking place. In a few countries, there are reports of sporadic police activity at the street level and minimal border activity, but little else. With the growth of organized criminal syndicates in this region, the countries must adopt effective criminal enforcement regimes to combat this piracy by going beyond raids and seizures to the imposition of criminal penalties. Also, effective border enforcement is critical to cut off and isolate the activity to particular territories.

Instead, the lack of an effective enforcement regime has resulted in the countries in this region becoming a haven for the production and distribution of pirated material, including optical media material consisting of music CDs, CD-ROMs containing business and entertainment software, and DVDs containing audiovisual material. The organized criminal enterprises operating within the region are mainly running the production and distribution apparatus. This is not only hampering the development of legal markets in the countries of the C.I.S., hurting domestic authors, musicians, publishers, producers, software developers and the like, but is spreading and thus doing significant harm to other legitimate markets in neighboring countries in Eastern and Central Europe. The combination of the failures in the legal regime, plus a total enforcement breakdown, especially poor border enforcement, acts as a bar to the entry of any legitimate copyright industries into the local markets; in addition, these are WTO TRIPS deficiencies.

As a starting point police and prosecutors must commence raids and seizures; then they have to bring criminal actions and judges must impose criminal sanctions. Second, effective border enforcement must be implemented to prevent the widespread flow of material, including the optical media production facilities and product, throughout the region or into territories beyond the region.

## Compliance with Bilateral Trade Agreements

---

It is critical that the U.S. government insist that each of these countries cure current violations in the bilateral trade agreements that, when adopted in the early 1990s, provided the then-minimal international standards for IPR protection and enforcement, pre-TRIPS. There is no excuse why for almost ten years these countries have not been providing basic (or any)

protections for American works and sound recordings while the countries enjoy Normal Trade Relations (NTR) with the U.S.

**History of trade agreements:** In 1990, the United States and the Soviet Union signed a far-reaching bilateral trade agreement including extensive intellectual property rights obligations. These obligations included the enactment and enforcement of a (pre-TRIPS Agreement) modern copyright regime. As a result of the tumultuous events of August 1991, the 1990 U.S.-U.S.S.R. Trade Agreement, which required the U.S.S.R. to adopt a Berne-compatible copyright law by December 31, 1992, never entered into force because the U.S.S.R. did not implement it before it dissolved. The U.S. government determined that each country of the C.I.S. could (re)sign the 1990 U.S.-U.S.S.R. Trade Agreement with only minor technical amendments, including new deadlines to meet the agreement's obligations, and a statement from each country of the C.I.S. acknowledging its succession to the Soviet Union's Universal Copyright Convention obligation, dating from May 27, 1973. This latter obligation secured protection for pre-existing works (but not sound recordings) that were created on or after May 27, 1973.

All 12 of the former republics of the Soviet Union signed these agreements (see dates below). Once each agreement was signed, it was agreed it would enter into force upon an exchange of diplomatic notes between the U.S. and each new country. At such time that country would be eligible for "Most Favored Nation" (MFN; now known as "Normal Trade Relations") status. All of the countries have now put the agreements into force, and these agreements have been regularly renewed. Once in force, each country agreed to make its "best efforts" to enact all of the IPR components of the trade agreement, in the case of every country but the Russian Federation, by December 31, 1993. The Russian Federation agreed to complete its obligations by December 31, 1992.

The bilateral trade agreements were signed and entered into force in each country on the following dates:

**Armenia:** Signed April 2, 1992; entry into force on April 7, 1992;  
**Azerbaijan:** Signed April 12, 1993; entry into force on April 21, 1995;  
**Belarus:** Exchange of letters January 6 and February 16, 1993; entry into force on February 16, 1993;  
**Georgia:** Signed March 1, 1993; entry into force on August 13, 1993;  
**Kazakhstan:** Signed May 19, 1992; entry into force on February 18, 1993;  
**Kyrgyz Republic:** Signed May 8, 1992; entry into force on August 21, 1992;  
**Republic of Moldova:** Signed June 19, 1992; entry into force on July 2, 1992;  
**Russian Federation:** Signed June 1, 1990; entry into force on June 17, 1992;  
**Tajikistan:** Signed July 1, 1993; entry into force on November 24, 1993;  
**Turkmenistan:** Signed March 23, 1993; entry into force on October 25, 1993;  
**Ukraine:** Signed May 6, 1992; entry into force on June 23, 1992;  
**Uzbekistan:** Signed November 5, 1993; entry into force on January 13, 1994.

The obligations of these identical bilateral trade agreements (Article VIII of each agreement and an accompanying Side Letter on IPR) include:

- (1) Joining the Berne Convention (Paris Act);
- (2) Providing protection for sound recordings, including a right of reproduction, distribution (and importation), and a commercial rental right;
- (3) Providing a point of attachment for foreign (American) sound recordings and joining ("best efforts") the Geneva Phonograms Convention;

- (4) Providing full retroactivity—that is, protecting preexisting works (per Article 18 of Berne; WTO TRIPS required equivalent sound recording protection);
- (5) Protecting computer programs and databases (as “literary works” consistent with Berne, and now TRIPS);
- (6) Providing adequate and effective protection and enforcement (which was understood to include deterrent civil and criminal penalties, as well as border measures); and
- (7) Establishing a working group with each country to monitor the continuing progress of copyright and other IP protection and enforcement.

**Berne Convention:** Ten of twelve of the countries in the C.I.S. are members of the Berne Convention. They are: the Russian Federation (1995), Ukraine (1995), Georgia (1995), the Republic of Moldova (1995), Belarus (1997), Kazakhstan (1999), Azerbaijan (1999), the Kyrgyz Republic (1999), Tajikistan (2000), and Armenia (2000). This means that two countries, Turkmenistan and Uzbekistan, are in breach of this trade agreement obligation, and are not providing any protection for works in their countries.

**Sound recording protection (Geneva Phonograms Convention, WTO TRIPS Agreement and WPPT):** Nine of twelve countries in the C.I.S. provide protection for American or other foreign sound recordings by virtue of their membership in the Geneva Phonograms Convention, or by their membership in the World Trade Organization (WTO TRIPS Agreement). Seven of twelve countries are members of the Geneva Phonograms Convention: the Russian Federation (1995), Ukraine (2000), Moldova (2000), Kazakhstan (2001), Azerbaijan (2001), Kyrgyz Republic (October 2002), and Armenia (January 31, 2003).

Georgia uses its WTO membership (1999) to provide a point of attachment for foreign sound recordings since they are not Geneva Phonograms members. Kyrgyz Republic (1998), Moldova (2001), and Armenia (February 5, 2003) are also WTO members and can (and until Geneva membership did) use that as a point of attachment as well.

Belarus is a WPPT member and can use that as a point of attachment.

So, three countries still provide no protection for foreign sound recordings nine years after they obligated themselves to do so: Tajikistan, Turkmenistan, and Uzbekistan.

All the countries are encouraged to meet their bilateral trade agreement obligation and to join the Geneva Phonograms Convention. The five that have not done so—Belarus, Georgia, Tajikistan, Turkmenistan, and Uzbekistan—are encouraged to accede.

**Pre-existing works and sound recordings:** The Russian Federation explicitly *does not* provide protection for pre-existing works or sound recordings; as it pertains to works, this provision is in breach of the clear obligation in the bilateral agreement.<sup>5</sup> This lack of protection

---

<sup>5</sup>The issue of protection for pre-existing works, at least back to 1973, was additionally required in every country in a special bilateral provision (not found in the Soviet agreement). That provision obligated each country to serve as a successor state to the Soviet Union’s obligations under the Universal Copyright Convention (U.C.C.). Thus a gap in protection for American works in each of the (non-Berne) countries of the C.I.S. was avoided, from May 27, 1973 to the present. This is because the Soviet Union became a party to the 1952 text of the Universal Copyright Convention on May 27, 1973. UNESCO (secretariat of the U.C.C.) reportedly treats all of the former republics of the U.S.S.R. as successors to the Soviet Union and confirms every republic’s adherence to the U.C.C. from that date. Only five countries—the Russian Federation, Belarus, Kazakhstan, Tajikistan and Ukraine—formally confirmed their membership in that convention, however. At the time of the signing of the bilateral agreements, the U.S. government requested that each country send such a confirmation letter to UNESCO to avoid any confusion about this status.

for pre-existing works and sound recordings is also a violation of Berne (Article 18 and the national treatment obligations) and the WTO TRIPS Agreement (Article 14.6 for sound recordings and Article 9 for works). The draft Russian copyright law amendments circulated in 2002 are intended to fix this problem, but they have yet to be enacted.

This absence of protection was also an issue in Ukraine until the passage in 2001 of copyright law amendments aimed at fixing the bar on such protection for pre-existing works and sound recordings. In fact, the provision in the Ukraine law of 1993 was nearly identical to that found in the Russian law. The Ukraine drafters clearly intended to provide protection for pre-existing works and sound recordings that are less than 50 years old. Although the provisions are a bit unclear it is likely officials and courts will properly enforce them.

Belarussian experts claim that their law probably does provide protection for pre-existing works, though they acknowledge it is less clear with respect to sound recordings. For the other nine countries of the C.I.S. it is unclear what, if any, protection they do or do not provide for pre-existing works and sound recordings. Some of the countries (Kyrgyz Republic) probably did intend to provide such protection but the provisions in their law are unclear. But, many of the countries of the C.I.S. are likely not providing protection for pre-existing works and sound recordings. Given the lack of judicial expertise on IPR matters, IIPA encourages all of the countries in this region to clarify by copyright law amendment, by regulation, or by some other administrative means, the full nature and extent of protection for pre-existing works and sound recordings so that they all meet their bilateral agreement and WTO TRIPS obligations on this matter.

This problem of protection for pre-existing material, especially for sound recordings, is a serious regional problem because such protection has only in the past few years been provided in neighboring countries such as Ukraine, Poland and the Czech Republic, thereby creating a regional haven for the production and widespread distribution of back-catalog material. That back-catalog material competes with any new product and prevents the development of legitimate markets for musical recordings.

**Computer programs and databases:** Some form of explicit copyright protection for computer programs and databases is provided in every country except Turkmenistan. However, almost no country in the C.I.S. provides civil *ex officio* authority to the police to commence raids necessary for effective enforcement against end-user piracy. And, although required by the WTO TRIPS Agreement, the availability of civil *ex parte* search provisions is unclear in virtually all of these countries.

**Criminal code:** Only a few of the countries have amended their criminal code to incorporate criminal provisions for IPR violations. In the cases where criminal codes have been adopted, the next step must be the actual imposition of criminal penalties especially aimed at the organized syndicates. This latter step has not been taken in any of these countries.

**Customs code:** Most of these countries have not adopted the necessary customs code revisions to provide *ex officio* authority to properly seize material at the border. At present, border measures are probably the weakest part of enforcement in this region. This is the step that is the most needed to limit the scope of the problem from a regional to a country-specific problem.

**Enforcement:** None of the countries is providing “adequate and effective” enforcement on the ground as required by the bilateral agreements or the WTO TRIPS Agreement. There

must be real engagement by the police, prosecutors, judges, and customs officials to effectively enforce copyright and neighboring rights in this region to stop commercial piracy.

**Working groups:** Last, working groups consisting of representatives of the governments of United States and each of these countries should meet periodically to exchange information on the progress of IPR reforms and to trade specific information on enforcement. This is especially important because many of the countries of the C.I.S. do not have politically strong agencies for the adoption and implementation of IPR laws; perhaps such working group meetings could help spur the governments of the C.I.S. into better IPR protection and enforcement activity.

## **WTO TRIPS Compliance and WCT and WPPT Accession**

---

The critical multilateral legal reforms that entered into force after the bilateral trade agreements (adopted in the early 1990s) was the World Trade Organization TRIPS Agreement and the 1996 digital WIPO treaties—the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT).

**World Trade Organization TRIPS Agreement:** Only four of twelve countries in the C.I.S. are members of the World Trade Organization, and are thus bound by the WTO TRIPS Agreement's substantive and enforcement obligations. They are the Kyrgyz Republic (December 20, 1998), Georgia (June 14, 2000), Moldova (July 26, 2001) and Armenia (February 5, 2003).

Seven other countries in the C.I.S. are in the process of acceding to the WTO. Working parties have been established for Azerbaijan, Belarus, Kazakhstan, the Russian Federation, Tajikistan, Ukraine, and Uzbekistan.

The U.S. Congress has made it clear in the legislation implementing the Uruguay Round that the administration should work to encourage “acceleration” of WTO TRIPS compliance by existing and acceding WTO members. Consistent U.S. policy requires any nation newly acceding to WTO to be in full compliance with TRIPS at the time of accession. In IIPA's view, the TRIPS obligations merely spell out in greater detail the C.I.S. countries' *existing* bilateral obligations under the bilateral trade agreements with the U.S. to provide “adequate and effective protection and enforcement” of intellectual property rights. These obligations would be further bolstered by accession and implementation of the WIPO digital treaties to effectively combat Internet and other digital piracy.

**WCT and WPPT:** Five countries are members of the new WIPO Copyright Treaty (WCT). They are: Moldova (March 1998), Belarus (July 1998), the Kyrgyz Republic (September 1998), Georgia (July 2001), and Ukraine (November 2001).

The same five countries are also members of the WIPO Performances and Phonograms Treaty (WPPT). They are: Moldova (March 1998), Belarus (July 1998), Georgia (July 2001), Ukraine (November 2001) and the Kyrgyz Republic (August 15, 2002). The United States deposited its instrument of accession to the WCT and WPPT in September 1999. On March 6, 2002 the WCT entered into force, and on May 20, 2002 the WPPT entered into force.

In December 2000, the Interparliamentary Assembly of the member states of the C.I.S. agreed in a resolution adopted in St. Petersburg that for those countries that have not yet done

so “to recommend to the parliaments and governments “...to accede to the WCT and WPPT, and to modernize copyright and neighboring rights laws taking into account the two digital treaties.” The assembly even adopted recommendations on the specific definitions and scope of new rights that need to be adopted by the states of the C.I.S. to properly implement the digital treaties. The resolution and recommendations were agreed to by all twelve member states of the C.I.S., working with officials from the W.I.P.O. This was an important step within the C.I.S. and one that should be encouraged by the U.S. government because of the rise of Internet and other digital piracy.

**Other multilateral agreements:** Armenia and the Russian Federation are members of the Brussels Satellite Convention. The Republic of Moldova (1995), Ukraine (June 12, 2002) and Armenia (January 31, 2003) are members of the Rome Convention.

In September 1993, the C.I.S. Treaty on Cooperation in Copyright and Neighboring Rights was signed. This obligated member states to confirm their membership in the Universal Copyright Convention (U.C.C., 1952 text); to mutually protect their works on this basis; and to develop national legislation at the level of the Berne, Geneva Phonograms, and Rome conventions. This treaty does not provide for the creation of any intergovernmental executive body.

## **Generalized System of Preferences (GSP)**

---

As a result of their MFN/NTR status, all of the countries are eligible to be beneficiaries under the Generalized System of Preferences (GSP) program, a U.S. trade program that offers preferential trade benefits to eligible countries (duty-free tariffs on certain imports). Part of the discretionary criteria of the GSP program is that the country provide “adequate and effective protection of intellectual property rights...” which includes copyright protection and enforcement. Georgia was added to the list of countries eligible for GSP benefits only in 2001.

In 2001 (the latest full year of statistics), the countries of the C.I.S. received the following preferential trade benefits under GSP:

	<b><u>\$ Amt. GSP duty-free</u></b>	<b><u>% of U.S. imports from GSP</u></b>
<b>Armenia</b>	\$14,893,000	45%
<b>Azerbaijan</b>	\$0	0
<b>Belarus</b>	Suspended in 2000	—
<b>Georgia</b>	\$2,080,000	6%
<b>Kazakhstan</b>	\$214,083,000	61%
<b>Kyrgyz</b>	\$263,000	8%
<b>Moldova</b>	\$145,000	Less than 1%
<b>Russia</b>	\$378,007,000	6%
<b>Tajikistan</b>	\$0	0
<b>Turkmenistan</b>	\$0	0
<b>Ukraine</b>	\$37,849,000 (before suspended)	6%
<b>Uzbekistan</b>	\$2,529,000	4.7%

On June 16, 1999, IIPA submitted a request to the United States government in accordance with U.S. law that the eligibility of Armenia, Belarus, Kazakhstan, the Kyrgyz Republic, the Republic of Moldova, Ukraine, and Uzbekistan as a GSP beneficiary developing

country be reviewed, and that GSP benefits be suspended or withdrawn, in whole or in part, if requisite improvements were not made by each of these countries to remedy the deficiencies which adversely affect U.S. copyright owners.

On February 14, 2000 the United States government accepted the IIPA petitions for: Armenia, Kazakhstan, the Republic of Moldova, Ukraine, and Uzbekistan. On May 12, 2000, the United States government held public hearings on the GSP petitions regarding these five countries; the IIPA testified, as did representatives of most of the governments of the five countries.

As a result of cooperation with the government of Moldova on legal reforms following the filing of the IIPA petition, on October 23, 2000, the IIPA requested that its petition be withdrawn. On January 10, 2001, the United States government accepted that action and the GSP review of the Republic of Moldova was formally ended.

At the other end of the spectrum, Ukraine completely failed to comply with the Joint Action Plan signed by President Kuchma and then-President Clinton in June 2000 to address the optical media piracy problems in Ukraine, and to adopt an effective regime of copyright protection and enforcement. As a result of this failure, the U.S. government announced the complete suspension of trade benefits to Ukraine under the General System of Preferences program; that decision was announced on August 10, 2001, effective August 24, 2001. In addition, trade sanctions were imposed against Ukraine by the U.S. government, effective January 23, 2002. These sanctions and the withdrawal of GSP benefits remain in effect.

In 2002 the IIPA sought to work directly with the governments of Kazakhstan and Uzbekistan to resolve the legal reform deficiencies that resulted in the filing of the IIPA's GSP petition. Unfortunately, neither country made the legal reforms necessary to fix the deficiencies detailed in this report and in the GSP proceedings that might result in the withdrawal of those petitions. It is hoped that in 2003 these countries will adopt the necessary legal and enforcement reforms to resolve these issues. In the meantime, the United States government has not decided whether to withdraw or suspend GSP benefits in Armenia (now, effective February 5, 2003, a WTO TRIPS member), Kazakhstan and/or Uzbekistan.

In 2000 the United States government withdrew GSP benefits from Belarus, but for reasons unrelated to intellectual property matters.

# ARMENIA

## Legal Reforms and Treaty Adherence

---

The U.S. Trade Representative in his April 30, 2002 announcement placing Armenia on the Watch List said “Armenia has several remaining steps to take to fulfill its intellectual property rights commitments under the 1992 U.S.-Armenia Trade Agreement” and further that its overall “intellectual property regime does not appear to be TRIPS-consistent...” Armenia fixed one glaring deficiency when it joined the Geneva Phonograms Convention effective January 31, 2003, thus providing a point of attachment for foreign sound recordings. This came ten years after it pledged to provide this protection in the 1992 Trade Agreement.

On December 10, 2002, Armenia was approved by the WTO General Council for accession into the World Trade Organization and on February 5, 2003 became the 145<sup>th</sup> WTO member. As a part of that accession, the Armenian Parliament adopted a legislative package of copyright and criminal code reforms (including amendments to the criminal procedure code) as required by WTO TRIPS. It is expected (IIPA was provided with descriptions of but not the actual laws) that the criminal code reforms increased the penalties for IPR violations and included application to neighboring rights violations. While these are welcome changes, Armenia’s intellectual property regime will remain short of compliance with the WTO TRIPS Agreement, as the USTR noted last year, if its enforcement regime is not improved. In particular, Armenian enforcement of IPR violations is inadequate as a legal and practical matter with no known criminal convictions, no *ex officio* authority granted to police to commence criminal copyright cases, and because the criminal provisions set an unreasonably high threshold to apply to IPR violations—even after the 2002 amendments.

**History of legal reforms:** In April 1992, Armenia and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1992 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on April 7, 1992. Armenia did adopt a copyright law on May 13, 1996; it went into force on June 6, 1996. However, the law contained many substantive deficiencies, including no national treatment obligations for foreign works and no clear protection for pre-existing works and sound recordings.

The National Assembly of Armenia adopted a new Law on Copyright and Neighboring Rights on December 8, 1999 to replace the 1996 law. The new copyright law entered into force on February 12, 2000. In addition, the Civil Code of Armenia (effective February 1, 1999) included one article on copyright (Article 63) and one on neighboring rights (Article 64). These two articles provided only general provisions pertaining to the subject matter and terms of protection but did not fix the other deficiencies noted above. On September 25, 2002, the Armenian Parliament adopted copyright and corresponding criminal code amendments; the amendments became effective on November 10, 2002.

Armenia joined the Berne Convention, effective October 19, 2000. In 2003, Armenia finally became a member of the Geneva Phonograms Convention, effective January 31, 2003 (WTO TRIPS provides an alternative point of attachment, effective February 5, 2003). The ten-year delay in the protection of foreign sound recordings allowed unprotected back-catalog

material to flood the marketplace and will continue to make enforcement in Armenia that much more difficult.

**Legal reform deficiencies:** Until the adoption of the 2002 amendments, Armenia did not clearly provide protection for pre-existing works or sound recordings as required by the clear obligation in its bilateral trade agreement, as well as by Berne (Article 18), national treatment obligations, and the WTO TRIPS Agreement (Article 14.6 for sound recordings and Article 9 for works). The Copyright Law of 2000 was silent on this matter in the relevant provisions for both works and sound recordings. Over the past several years IIPA and the U.S. government provided the government of Armenia with suggested language to clarify the point of attachment and protection for pre-existing foreign works and sound recordings. Instead of fixing the law, Armenian officials noted that pre-existing protection already existed in the 1996 Copyright Law. However, in 2002, Armenian officials acknowledged the shortcoming and proposed a new Article 45(2) of the Copyright Law—adopted September 25, 2002 (along with a “fix” in Article 44 for the deficient national treatment provisions). Effective November 10, 2002, the new provision is intended to correct this shortcoming by providing a “full term of protection” for pre-existing works and sound recordings. IIPA has not reviewed the adopted legislation; the Armenian government insisted (in talks in late 2002) that the provisions would clearly protect pre-existing works and sound recordings for a minimum of 50 years, and would meet Armenia’s bilateral and multilateral obligations.

The Armenian Copyright Law of 2000 does provide enumerated protection for computer programs and databases as required under the bilateral trade agreement. The Civil Procedure Code revised in 1998 (effective January 1, 1999) does not provide civil *ex parte* search procedures. These must be adopted to provide effective enforcement against end-user pirates especially to prevent software piracy, and because it is a WTO TRIPS obligation.

Chapter 5 of the Copyright Law of 2000 (Articles 42-44) provides civil remedies for copyright infringements including monetary damages, as well as for the seizure and confiscation of infringing goods and machinery used to make illegal copies.

Article 140 of the Armenian Criminal Code provides for fines of 10-20 times the minimum monthly wage for copyright violations, and (“obligatory social”) corrective labor of up to two years. However, there have not been any convictions under this law. Until the 2002 amendments, there were no provisions for criminal or administrative liability for violations of neighboring rights in Armenia. IIPA understands (but did not see the enacted law) that the September 2002 amendments (effective November 10, 2002) included a “fix” to Article 140 of the Criminal Code to apply criminal penalties, for the first time, to neighboring rights violations. Unfortunately, the draft Article 140 that IIPA did review set an extremely high threshold of 500 times the minimum wage for the criminal penalties to commence—this would render the provision useless as a practical matter. Most violations of copyright and neighboring rights, even of a commercial scale, would fall outside of the criminal sanctions. It is unclear whether the September 2002 amendments corrected this problem. In sum, it is essential that Armenia establish an enforcement regime with strong criminal sanctions, if it is going to effectively stop the type of piracy, especially optical media production and distribution that is rampant in this region.

The existing criminal code and the criminal procedures code do not provide police with the proper *ex officio* authority to commence criminal copyright cases. Armenian copyright officials have told U.S. government officials that they believed such authority does exist. There has been no indication of any meaningful enforcement action to date and the police have not as

yet commenced any actions lending doubts to the government's claims. If the criminal code does not do so, these laws should be amended accordingly, when the revisions to the code are considered. If it does already appear in the law, the criminal investigators should immediately begin to use this authority against the commercial piracy present in Armenia.

Effective January 1, 2001, Armenia amended its customs code and included authority to protect "intellectual property rights" and "intellectual property objects." It contains a somewhat complex registration and notification system; it also apparently does provide *ex officio* authority for customs officials to seize material at the border. Such authority should be clearly provided to and utilized by customs officials to stop the flow of material across the border; this is a requirement of the WTO TRIPS Agreement. Further amendments to the customs code were contemplated but not adopted in the 2002 WTO package; the draft provisions provided to IIPA did not address the registration and notification problems.

Armenia was not a signatory to either of the two new WIPO treaties. There are reports that Armenia may accede to these treaties in 2003. The Armenian government should be encouraged to accede to and then fully implement both the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT). These treaties are essential to policing against Internet and other forms of digital piracy.

## Copyright Enforcement

---

Armenia is not currently providing "adequate and effective" enforcement with any meaningful police or prosecutorial activity, as required by the bilateral trade agreement, even if some (albeit weak) criminal, civil, and administrative remedies do exist. Also, border enforcement is very weak in Armenia, allowing illegal copies that are produced in any country in the region (like Russia and Ukraine) to freely cross borders for sale in Armenia and other countries. The 2001 Customs Code amendments have not yet proven effective; customs authorities must be urged to take appropriate action. The failure to provide an adequate legal and enforcement regime in Armenia is causing significant harm to the copyright industries.

In addition, the environment is ripe for illegal optical media production facilities as well as other organized criminal production facilities. According to the recording industry (International Federation of the Phonographic Industry, IFPI), there are no known optical media plants in Armenia, but there are at least two cassette-manufacturing plants. Although most of the music piracy is in the form of audiocassettes, CDs are becoming more popular—both legal and pirate material. The level of music piracy is estimated at about 85%; trade losses for foreign rightholders in 2002 are estimated at \$4 million. It is estimated that in 2002, almost 700,000 CDs and 3.8 million cassettes were sold in Armenia; it is further estimated that of these figures, 600,000 CDs and 3.1 million cassettes were pirated copies.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

# AZERBAIJAN

## Legal Reforms and Treaty Adherence

---

The U.S. Trade Representative in his April 30, 2002 announcement placing Azerbaijan on the Watch List said “Azerbaijan has several remaining steps to take before fulfilling its intellectual property rights commitments under the 1995 U.S.-Azerbaijan Trade Agreement” and specifically noted the shortcomings in protection for pre-existing works and sound recordings and the weak criminal penalties and border enforcement. One year after the U.S. government’s statement, and eight years after the trade agreement went into force, Azerbaijan still needs to fix these provisions to comply with that agreement in order to provide adequate and effective protection and enforcement at even the most rudimentary levels.

**History of legal reforms:** In April 1993, Azerbaijan and the United States exchanged letters to implement a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1995 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on April 21, 1995. Azerbaijan adopted the Copyright and Neighboring Rights Law on June 5, 1996; it went into force on October 23, 1996. Late in 2002, IIPA was finally able to obtain a copy of this law in Russian; it is currently being translated by the Department of State and reviewed for bilateral treaty compliance.

Azerbaijan adhered to the Berne Convention, effective June 4, 1999. In 2001, Azerbaijan provided a point of attachment for foreign sound recordings when it joined the Geneva Phonograms Convention, effective September 1, 2001. The six-year delay in the protection of sound recordings allowed unprotected back-catalog material to flow into the marketplace. This delay will continue to make enforcement more difficult in Azerbaijan.

**Legal reform deficiencies:** Azerbaijan does not clearly provide protection for pre-existing works or sound recordings as required by the obligation in its bilateral trade agreement, and by Berne and the WTO TRIPS Agreement. Azerbaijan must clearly provide protection for pre-existing works and sound recordings either by legislative amendment or a clear judicial ruling on point.

Azerbaijani law reportedly does provide copyright protection for computer programs and databases. It is unclear whether Azerbaijani law provides civil *ex parte* search provisions; these are necessary to provide for effective enforcement against end-user pirates, especially for the software industry, and this is a WTO TRIPS requirement.

Article 158 of the Azerbaijani Criminal Code (in force on September 1, 2000) provided liability for copyright and patent infringements if they result in “significant damage” to the rightholder concerned. The “significant damage” standard created an unwarranted threshold in the fight against copyright piracy because it set a vague standard for police and prosecutors to commence action. The law should be amended to include a low and clear threshold to instigate a criminal action, for example, 50 times the minimum daily wage. Not only would this help to identify criminal infringing acts for prosecutors, but it would also provide critical guidance for the

police when they are conducting initial raids and need to assess, in a particular situation, whether a case should be brought under the criminal code or the administrative code.

Article 158.1 of the Criminal Code provides for fines up to 200 times the minimum monthly wage for copyright and neighboring rights violations, or corrective labor for up to two years. Article 158.2 deals with repeat violations and actions committed by a group of persons based on collusion or agreement (conspiracy). In such cases, sentences of up to five years or fines up to 5,000 times the minimum monthly wage are available. There have still been no known convictions under this law. The criminal code provides sanctions for criminal liability for copyright, neighboring rights and patent rights violations.

Neither the Criminal Code nor the Criminal Procedures Code provides police with the proper *ex officio* authority to commence criminal copyright cases. These laws should be amended accordingly to provide this authority necessary for effective enforcement.

The Azerbaijani Customs Code (last amended in 1997) does contain provisions (Article 19) relevant to the importation or export of intellectual property. However, it is not clear if the provisions adopted in the Customs Code provide *ex officio* authority for customs officials to seize material at the border as required by the WTO TRIPS Agreement. This authority must be clearly provided, and if needed, the Customs Code revised.

Azerbaijan was not a signatory to either of the two new WIPO treaties. The Azerbaijani government should be encouraged to accede to and fully implement both the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT).

## **Copyright Enforcement**

---

There currently is no “adequate and effective” enforcement in Azerbaijan. There is no meaningful police, customs, or prosecutorial activity, as required by the bilateral trade agreement and the WTO TRIPS Agreement. As a result, IIPA filed comments (May 15, 2002) with the U.S. government requesting that Azerbaijan not be admitted into the WTO until these shortcomings are corrected.

There are administrative sanctions (Article 186-1) providing for fines of 20 times the minimum monthly wages for copyright infringements. However, these fines are only imposed if the infringement causes damages that equal more than ten times the minimum monthly wages. For another year, the copyright industries reported that there was not a single known case where either the administrative sanctions, or any of the criminal penalties, were levied.

Border enforcement remains very weak in Azerbaijan. This allows illegal copies, especially of musical material produced in other countries in the region, to cross borders freely for sale in Azerbaijan and other countries.

As in other countries in the region, the environment is ripe for illegal optical media production facilities, as well as other organized criminal production facilities. According to the recording industry (International Federation of the Phonographic Industry, IFPI), there are no optical media plants in Azerbaijan. Most music piracy is in the form of audiocassettes. The level of music piracy is estimated at about 99%; trade losses for foreign rightholders in 2002 is estimated at \$14.8 million, an increase from 1999, when it was \$10 million. In 2001, the last year IFPI had reliable statistics on seizures, it was estimated that in total 8.9 million cassettes

and 1.6 million CDs were sold in Azerbaijan; of these, 7.6 million cassettes and 1.3 million CDs were pirated copies.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There were reports in 2002 from the U.S. Embassy in Baku that licensed theater owners were complaining that Azeri television stations were threatening theatrical distribution because the stations are exhibiting pirated copies of American films without permission. It is unknown whether the Azeri government has the authority to act in such situations (by regulatory authority) and even less clear whether any such action was undertaken to stop this form of piracy. In addition, U.S. government officials reported on the ready availability of pirated copies of DVDs of current American films in Baku; the Motion Picture Association (MPA) reported that these DVDs were likely produced in Russia for sale in the countries of the C.I.S.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

# BELARUS

## Legal Reforms and Treaty Adherence

---

On April 30, 2002 in his annual Special 301 announcement, the U.S. Trade Representative called enforcement in Belarus “very weak” and noted the “extremely high” piracy levels resulting in a violation by Belarus of its commitments under the 1993 U.S.-Belarus Trade Agreement. In particular the U.S. government cited the lack of effective criminal enforcement, the absence of proper *ex officio* authority for the police to commence criminal investigations, the absence of protection for sound recordings and poor border enforcement allowing the transshipment of material in and through Belarus to other neighboring countries. On May 20, 2002, the WIPO Performances and Phonograms Treaty (WPPT) came into force so Belarus, for the first time, provided a point of attachment for foreign sound recordings. The absence of this legal protection for over ten years, however, allowed unprotected back-catalog material to enter the marketplace and will make enforcement that much more difficult for years to come.

Even more troubling is the migration of optical media production facilities into Belarus (also cited by the USTR report as the result of “lax border enforcement”) from neighboring countries. One known plant (Armita) located in Brest, Belarus migrated from Ukraine a few years ago. There were extensive investigations in 2001 at the insistence of the recording industry to identify illegal production taking place on two lines at that plant (and eventually the seizure of 11,000 illegal CDs). On August 5, 2002, the plant was closed and a criminal investigation was commenced. Currently, the Belarussian officials in the Ministry of Interior are in the process of gathering information for a possible criminal case; the investigation is expected to conclude in March 2003. The government of Belarus must be persuaded to push this criminal case forward, to seek criminal convictions and ultimately, deterrent sentences, of the plant operators. The other important step that the government must take is to insist that border enforcement authorities act more effectively to prevent other plants from Russia (Ukraine or other neighboring countries) from relocating to Belarus, as well as to stop the importing and exporting of illegal optical media discs (CDs, DVDs, CD-ROMs etc.).

**History of legal reforms:** In January and February 1993, Belarus and the United States exchanged letters to implement a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1993 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on February 16, 1993. In May 1996, Belarus enacted a new law on copyright and neighboring rights. That law entered into force on June 18, 1996.

Belarus adhered to the Berne Convention (Paris Act) on December 12, 1997, in accordance with its bilateral obligation. In December 2000, Belarus signed a cooperation agreement with the World Intellectual Property Organization (WIPO) to improve its IPR regime. Belarus has not yet joined the Geneva Phonograms Convention, although it pledged to do so in the bilateral agreement; on August 7, 2002, the government of Belarus announced its intention to join the Geneva Phonograms Convention and the Rome Convention but it has not yet acceded to either neighboring rights treaty. Instead, Belarus ratified the two WIPO digital treaties (becoming one of the first countries to do so) in 1998. So, when the WIPO Performances and Phonograms Treaty (WPPT) went into force on May 20, 2002 Belarus

provided, for the first time, a point of attachment for the protection of U.S. and other foreign sound recordings (albeit over eight years after Belarus agreed to do so in the bilateral agreement).

In 1998 amendments to the Law on Copyright and Neighboring Rights were adopted; those amendments went into force on August 19, 1998. The 1998 amendments added: (1) a rental right consistent with TRIPS for computer programs and audiovisual works (Article 16.1) and for sound recordings (Article 32.2); (2) a right of communication to the public with definitions of “communication to the public” and “broadcasting” (Article 16.1 and Article 4, respectively)—but absent a clear right of making available; (3) provisions pertaining to “rights management information” (Article 4); (4) a limited right of archival backup copying for computer programs plus a narrow exception for decompilation (Article 21); (5) a point of attachment for sound recordings—by creation, and first or simultaneous publication in Belarus (Article 30); and (6) making available rights for sound recordings (Article 32.2) (but maintaining a compulsory license for the public performance, broadcasting, communication to the public [including interactive use] of sound recordings [Article 33]).

The amendments were adopted not only for eventual WTO TRIPS compliance, but also to comply with the WIPO digital treaties. Belarus is not yet a member of the WTO. As noted, Belarus deposited its instrument of ratification on July 15, 1998 for both the WIPO Copyright Treaty (WCT) and the WPPT.

**Legal reform deficiencies:** By not acceding to the Geneva Phonograms Convention, and instead relying in 2002 on its WPPT ratification, Belarus delayed for eight years providing any protection for sound recordings. This time delay permitted unprotected back-catalog musical material to enter the Belarussian market and will now complicate the eradication of this illegal material from street markets and retail outlets.

The 1998 Copyright Law added in the remedies section provisions relating to anticircumvention devices and services, and the removal or alteration of rights management information (Article 39.5). The remedies for anticircumvention and rights management information protection include injunctive relief, monetary damages, and seizure of devices.

Criminal code provisions were adopted in 1999 (effective January 1, 2000). Those provisions reportedly (IIPA was never provided a copy) include sanctions for up to five years’ imprisonment for copyright and neighboring rights violations.

The criminal procedures code still needs revision to provide the proper *ex officio* authority for police officials to initiate copyright criminal cases. There are administrative remedies against violations of copyright and neighboring rights, including acts of illegal retail sale and distribution.

Even though customs code amendments were adopted in 1998 to include intellectual property materials, the proper *ex officio* authority was never granted to customs officials.

Under the Copyright Law (Article 40), the civil penalties for copyright or neighboring rights violations included injunctive relief, damages (including lost profits), seizure and impoundment of infringing copies, and statutory penalties of between 10 and 50,000 times the minimum wage. Belarussian officials also point to the civil code revisions, adopted in 1999, as providing additional remedies for IPR violations.

The Copyright Law (as amended through 1998) does not clearly provide protection for pre-existing works or sound recordings. Belarus is required by the clear obligation in its bilateral trade agreement, as well as by Berne (Article 18) national treatment obligations, and the WTO TRIPS Agreement (Article 14.6 for sound recordings and Article 9 for works) to provide protection for pre-existing works and sound recordings, and should be urged to clarify its law immediately. Belarussian officials insist this protection does currently exist, at least for works. The officials insist that since Article 42 of the 1996 law and Article 3 of the 1998 law make international treaties (such as the Berne Convention) self-executing in Belarus, absent any legislative action to the contrary, Article 18 of Berne should currently provide protection for pre-existing foreign works. While this may be a correct reading of the law, it should be clarified by amendment to the law to avoid any confusion on the part of police, prosecutors and judges tasked with enforcement of these rights. Further, the provisions cited (Article 18 of Berne), apply only to “works,” not sound recordings; Belarus is not a WTO member, and the WPPT does not directly offer this relief. So, even though Belarussian officials believe that protection for pre-existing sound recordings is provided in the copyright law, absent membership in the WTO, this protection is only theoretical. Belarus should clarify that this protection is provided for both works and sound recordings for a minimum of 50 years (and preferably 70 years—the U.S. provides it for at least 75 years for Belarussian works and recordings), to meet Belarus’ bilateral and multilateral obligations, and in order to create an environment for the development of the copyright industries there.

Belarussian copyright law does provide explicit protection for computer programs and databases as required under the bilateral trade agreement. However, there are no known available civil *ex parte* search procedures; these are needed for effective enforcement against end-user pirates, especially in the software industry.

Neither are its anticircumvention or copyright management information provisions fully compatible with the WIPO digital treaties. In particular, implementation of the anticircumvention requirement should include a prohibition on the manufacture, importation, sale, distribution, or other trafficking in devices or services that are aimed at circumventing technological protection measures, as well as outlawing acts of circumvention. In addition, rightholders need to be able to protect so-called “copyright management information” that is attached to or accompanies a work or sound recording, including protection against the alteration, removal or falsification of this information. The Belarussian provisions provide some, but not all, of these essential rights to protect copyright material against Internet and other digital piracy.

## **Copyright Enforcement**

---

The most important action Belarus can take for effective enforcement in 2003 is to bring the Armita optical disc plant investigation to a successful conclusion by commencing a criminal case and getting the courts to impose deterrent criminal on the plant operators.

In general to date, levels of piracy remain extremely high, and enforcement remains virtually nonexistent in Belarus. There are numerous reports of material being produced in or shipped through Belarus ending up in other markets. For example, after a raid and seizure (of 56,000 illegal CDs) in Warsaw, Poland, recording industry and police investigators were told by those involved in the illegal operation that the material came to Poland from Russia and Belarus. As a result, Belarussian customs officials seized additional deliveries of illegal material intended for Poland.

In 2001 the government of Belarus disbanded the Committee on Copyright and Neighboring Right and incorporated it into the State Patent Office. IIPA noted in past reports our concern that this would not bode well for the development of specialized enforcement entities to deal with the growing problem of piracy, especially the considerable growth in optical media production and distribution in Belarus and the region. In fact, in November 2002, a Belarussian official reported to the U.S. Copyright Office that a new interministerial committee to be headed by the First Deputy Prime Minister of Belarus would be formed to concentrate on IPR enforcement, but no additional information about this initiative has been forthcoming.

Belarus is in the midst of its accession process to join the World Trade Organization. To accede, Belarus must bring its law into full compliance with the WTO TRIPS obligations by improving its laws and providing effective enforcement (including criminal penalties), since the current laws and enforcement regime fall short of these obligations. As a result of the many shortcomings, IIPA filed comments (May 15, 2002) with the U.S. government requesting that Belarus not be admitted into the WTO until these problems are corrected.

Belarus must act to stem the unacceptable rates of piracy by (1) enforcing its new criminal penalties provisions; (2) building an enforcement regime with effective police, prosecutorial and judicial enforcement; (3) taking action aimed at the growth of musical cassette production, and the growing threat of optical media production and distribution in Belarus—this includes implementation of optical media regulations to close illegal plants down; (4) licensing its television broadcasting stations; and (5) adopting procedures for government agencies to effectively deter commercial piracy.

According to the recording industry (International Federation of the Phonographic Industry, IFPI), Belarus has large-scale illegal musical cassette production facilities for domestic and foreign consumption. Organized criminal enterprises operate regionally in the music piracy business, producing and distributing optical disc media in neighboring countries, and distributing CDs and CD-ROMs containing musical recordings as well as business and entertainment software in Belarus and in these other countries. As noted, a few years ago, a Ukrainian CD plants migrated to Brest on the Belarus-Poland border because of the poor border enforcement in Belarus and Ukraine (this is the Armita plant that was closed in August 5, 2002 and is currently the subject of a criminal investigation). The plant and product migration is also a result of ineffective border enforcement measures that allow materials to flow freely in the region; in particular, illegal materials flow through Belarus to Ukraine, Poland, Russia, the Czech Republic, and a number of other countries.

The environment and infrastructure is ripe for additional illegal optical media production facilities. The one plant now under criminal investigation could be the start of other CD plants moving some of their production facilities to Belarus—unless the Belarussian government takes steps to impose criminal penalties for violations and to impose optical media regulations to prevent an outbreak of this form of piracy. These optical disc plants are capable of producing thousands of CDs, DVDs, CD-ROMs, and even VCDs. So, the Belarussian authorities must act quickly to close the Brest plant, and to prevent other illegal production facilities from taking root in Belarus. Belarus must adopt legislation controlling optical media production and distribution (including plant licensing regulations, raw material monitoring and Source Identification [SID] coding). Illegal optical media production is a major regional problem and only the adoption of quick measures will prevent the rapid growth of this problem in Belarus.

The growth of illegal musical cassette plants for the production and distribution of musical works in Belarus (as well as the growing optical media production problem in the

region) are very serious developments. Belarussian authorities need also to implement systems to regulate and monitor the activities of the illegal cassette tape plants, to prevent their illegal reproduction and distribution with regular copyright compliance controls.

Customs officials must be better trained and equipped to prevent any illegal product made in Belarus from being exported, and to prevent the importation of material (tapes and CDs) made elsewhere in the region from entering into Belarus. In 2002, IFPI reported that 20,300 CDs intended for export to Ukraine, Poland, and Latvia, Lithuania, and Estonia were stopped by customs authorities in Belarus.

In 2002, the IFPI continued to coordinate its anti-piracy actions against retailers and illegal manufacturers, seizing over 12,000 tapes, over 56,000 CDs, and 16 recording devices, with a total value of US\$561,000. The recording industry considers this a modest figure, taking into account the huge Belarussian markets, and notes that much more enforcement activity is needed to successfully deter the pirates.

The music industry has endemic piracy problems: The recording industry estimates total trade losses for foreign rightholders in Belarus at \$22 million in 2002; the piracy rate was estimated at 73% (ranging from 57% for the Russian and "local" repertoire to over 90% for foreign repertoire). In 2002, more than 4.3 million CDs and 10 million cassettes were sold in Belarus; of these 3.2 million CDs and 7.3 million cassettes were pirated copies.

In Belarus, pirated CDs sell for one-third the legitimate price, preventing the music industry from creating a market; and as mentioned, pirate tapes are a major problem. This is coupled with the lack of protection for pre-existing works (domestic or foreign), and the lack of any protection for foreign sound recordings (because Belarus does not provide a clear point of attachment). Belarus must adhere to the Geneva Phonograms Convention, and adopt strong enforcement mechanisms to allow a legitimate music market to develop. In 2002, a total of 14 criminal cases were initiated; charges were filed against infringers of copyright and neighboring rights, but these cases have not reached final disposition. Of the three cases brought in 2001 (the first year ever), one concluded in 2002 with a court decision imposing small fines and confiscation of the material, and the other two cases were dismissed.

The Interactive Digital Software Association (IDSA) reports that the scale of piracy in Belarus of entertainment software (including videogame CDs and cartridges, personal computer CDs, and multimedia products) has grown continually worse. Piracy operations have been completely taken over by organized crime syndicates, which have ties with the Russian crime groups. Although most of the material is produced elsewhere in the region (specifically, Russia and the Ukraine), Belarus serves as a major distribution point for pirate material that is then shipped to other parts of Eastern Europe, particularly Estonia and Poland, and throughout the C.I.S. The one reported CD plant in Belarus (Armita) was, before its closure, producing both entertainment software and music material. Even with the suspension of operations at that plant, Belarus remains the source of a large amount of pirate entertainment software material, whether produced in or simply shipped through Belarus to neighboring countries.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

The Motion Picture Association (MPA) reports that video and other forms of piracy remain rampant in 2002. Almost all video product in Belarus' open markets are pirate mainly comprised of Russian-language copies imported from Russia by small traders. The lack of border checkpoints between Belarus and Russia facilitates such cross-border piracy. There was no local enforcement activity reported by MPA, that is, the local authorities permit sales at "rock bottom prices" of pirate goods at huge open marketplaces. Pirate produce is also sold at retail stores at slightly higher prices. Plus, there is virtually no border enforcement.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries. The book industry reports that the primary production and distribution source of most of the pirated material in Belarus and throughout the C.I.S. is Russia and Ukraine.

Copyright piracy not only threatens foreign investment, but the development of local copyright industries in Belarus, as it does in the other countries in the C.I.S. This threat must be met by a coordinated legal and enforcement response. All enforcement agencies (police, prosecutors, customs, ministries such as Justice, Interior, and Internal Revenue) should treat commercial copyright infringement as a serious crime and, as noted above, have the proper *ex officio* authority to act against it. Clear government strategies and lines of authority should be developed. Training of judges, prosecutors, magistrates, and police should be part of regular ongoing enforcement efforts.

# GEORGIA

## Legal Reforms and Treaty Adherence

---

Georgia is a member of the World Trade Organization and the WIPO digital treaties. While it has made a number of important legal reforms in the past several years, it is still not providing the type of effective enforcement necessary to stem the copyright piracy there, or to be in compliance with the enforcement obligations of the WTO TRIPS Agreement. As the U.S. Trade Representative noted after an out-of-cycle review (completed in February 2002), “the U.S. government is concerned with key gaps in the legal regime...” and noted in particular “the lack of *ex officio* authority (the authority to undertake action without a rightholder’s complaint) for customs and criminal authorities, as well as the lack of civil *ex parte* search and seizure procedures conducted without notice to the alleged infringers.” One year after this report by the U.S. government, Georgia has still not corrected these deficiencies and thus has not improved its enforcement regime.

**History of legal reforms:** In March 1993, Georgia and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1993 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on August 13, 1993. Until adoption of a separate (specialized) copyright law in 1999, the operating law in Georgia was the Civil Code of Georgia (Chapter IV), which entered into force on November 25, 1997. On June 22, 1999, Georgia adopted the Law on Copyright and Neighboring Rights; it came into force on August 16, 1999.

Georgia adhered to the Berne Convention, effective May 16, 1995. However, Georgia is not a member of the Geneva Phonograms Convention, eight years after it pledged to make “best efforts” to accede to that treaty in the trade agreement.

Georgia is a member of the World Trade Organization (WTO) effective June 14, 2000. It is therefore obligated to be in full compliance with the WTO TRIPS Agreement, including substantive provisions as well as the important enforcement obligations. On June 14, 2000, by its adherence to the WTO, Georgia finally provided a point of attachment for American and other foreign sound recordings. Georgia is also a member of the two WIPO digital treaties, the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT), having deposited its instrument of ratification on July 4, 2001.

In 2001 Georgia was added to the list of beneficiary countries under the Generalized System of Preferences (GSP) program by the U.S. government. One key component of the discretionary criteria of the GSP program under U.S. law is that the country provide “adequate and effective protection of intellectual property rights...” which includes copyright protection and enforcement. Georgia must improve its levels of protection and enforcement of copyright and neighboring rights in order to enjoy these GSP benefits.

**Legal reform deficiencies:** The Georgian Copyright Law of 1999 does not provide protection for pre-existing works as required by the clear obligation in its bilateral trade agreement, nor does it provide such protection for pre-existing sound recordings. However, as required by the WTO TRIPS Agreement (Article 14.6 for sound recordings, and Article 9 for

works), Georgia is obligated to provide protection for pre-existing works and sound recordings that are less than 50 years old. It is presumed that since international treaties are granted supremacy under Georgian law that the WTO TRIPS obligations are self-executing, and therefore this protection is afforded works and sound recordings. The Georgian copyright law should be amended to clearly provide for protection for pre-existing works and sound recordings for a minimum of 50 years (and preferably 70 years—the U.S. provides it for at least 75 years for Georgian works and recordings) to meet Georgia's bilateral and multilateral obligations, and in order to create an environment for the development of the copyright industries there.

Georgia does provide explicit copyright protection for computer programs and databases as required under the bilateral trade agreement.

There are no known civil *ex parte* search procedures under Georgian law; these are needed to provide for effective enforcement against end-user pirates, especially software pirates.

The Georgian copyright law needs to be amended to fully implement the two WIPO digital treaties to fight against Internet and other forms of digital piracy, and to create an environment for the future growth of e-commerce.

In 1999, Georgia adopted Criminal Code amendments; these amendments came into force on July 1, 2000. Article 189 applies to copyright and neighboring rights violations. The penalties range from fines of between 300 to 500 times the minimum wage, or obligatory social labor for up to two years, for illegal reproduction, importation or export. They increase up to 1,000 times the minimum wage and the same temporary limitation on freedom, for the unauthorized "use" or "release" (including first publication, i.e., moral rights violations) of copyright and neighboring rights material. For repeat offenders, the temporary limitation of freedom increases up to three years; there is a jail sentence of up to one year.

There are no known provisions in the criminal code or the criminal procedures code to provide police with the proper *ex officio* authority to commence criminal copyright cases. This is an essential tool for copyright enforcement and an obligation to meet the WTO TRIPS standards of adequate and effective enforcement.

Customs code amendments were adopted in 1999. IIPA has never been provided with a copy of those amendments, but they reportedly did not provide customs officials with *ex officio* authority to seize suspected infringing material at the border as required by the WTO TRIPS Agreement, and as is necessary to conduct effective border enforcement. The 1999 amendments explicitly provided for border enforcement measures relevant to intellectual property violations. Customs officials are authorized to seize suspected IP materials and hold them until a court renders a decision; however, one provision that significantly weakens the effectiveness of these provisions requires that an application be submitted by the rightholder before such action can commence.

Georgia has, for years, been considering major revisions to its civil code. One such proposal, offered a few years ago, would have incorporated an extensively reworked copyright law into the civil code, inconsistent with its international treaty obligations including Berne and the WTO TRIPS Agreement. That effort, opposed by the European Union, the U.S. government, the WIPO, and the IIPA, seems now to have been abandoned, which is fortunate.

## Copyright Enforcement

---

On April 30, 2001, U.S. Trade Representative Zoellick announced that although not listed on the Watch or Priority Watch Lists, Georgia would be the subject of an out-of-cycle review in 2001 by the U.S. government for enforcement and legal reform deficiencies. In the completion of that review on February 12, 2002, the U.S. government voiced its ongoing concerns about the lack of effective enforcement in Georgia, and laid out the details of these concerns. The government of Georgia did not correct these deficiencies in 2002. As a result, the IIPA strongly encourages placement of Georgia on the Watch List.

Thus, Georgia is currently not providing “adequate and effective” enforcement as required by the WTO TRIPS Agreement obligations found in Articles 41 through 61, and as required by the bilateral trade agreement.

The copyright industries report that there is still no meaningful police, prosecutorial, judicial or customs activity to stop retail distribution, much less organized criminal enterprises producing and distributing material in Georgia and trafficking that material in neighboring countries. The copyright industries did not report a single case in Georgia in 2002 in which criminal penalties were levied.

The administrative sanctions provide penalties only for the reproduction (replication) of illegal products, but not for the distribution of these products. IIPA understands that these provisions do cover violations of both copyright and neighboring rights. However, because the administrative sanctions are limited to reproduction only, they are, in effect, never used. There was not a single reported case in 2002. The administrative codes should be revised and used so that administrative remedies are utilized to close retail (including kiosk) establishments by removing business licenses from pirate shops.

As in other countries in the region, border enforcement is very weak in Georgia. This is allowing illegal copies, especially of musical material produced in neighboring countries, to freely cross the borders for sale in Georgia and other countries. The lack of any effective border enforcement, in particular, is causing significant harm to the copyright industries.

In addition, as in other countries in the region, the environment is ripe for illegal optical media production facilities as well as other organized criminal production facilities. According to the recording industry (International Federation of the Phonographic Industry, IFPI), there are no known optical media plants yet in Georgia. The reports that in the near future some of the illegal Ukraine CD plants may move their operations to Georgia are very troubling. Most of the music piracy in Georgia is currently in the form of audiocassettes. The recording industry estimates that trade losses for foreign rightholders in Georgia in 2002 were \$8 million; the piracy rate was estimated at 86%. In 2002, about 900,000 CDs and 5.2 million cassettes were sold in Georgia; of these, 800,000 CDs and 4.6 million cassettes were pirated copies.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

# KAZAKHSTAN

## Legal Reforms and Treaty Adherence

---

On April 30, 2002 in his annual Special 301 announcement, the U.S. Trade Representative noted that Kazakhstan has not met its commitments under the 1992 U.S.-Kazakhstan Trade Agreement. In particular the U.S. government cited the lack of clear protection for pre-existing works and sound recordings and “weak enforcement” in part caused by ineffective criminal code provisions that set a “high burden of proof threshold” (noting a “dearth” of IPR enforcement cases). Kazakhstan has not fixed any of these deficiencies in 2002 and thus remains in violation of its bilateral agreement obligations and woefully short of the World Trade Organization TRIPS Agreement enforcement obligations. As a result, IIPA recommends not only placement on the Watch List, but that the U.S. government block Kazakhstan’s membership in the WTO until these deficiencies are corrected.

**History of legal reforms:** In May 1992, Kazakhstan and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1992 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on February 18, 1993.

In 1996, Kazakhstan passed the Law on Copyright and Neighboring Rights; it entered into force on June 12, 1996. Among its many features, the 1996 law for the first time protected computer programs and sound recordings. The 1996 law provided copyright owners with the exclusive rights of: (1) reproduction; (2) distribution, including importation, rental, and public lending; (3) public display and public performance; (4) communication to the public; (5) broadcasting; and (6) a right of translation as well as adaptation. The law enacted a Berne-compatible term of life-plus-50 years.

Kazakhstan joined the Berne Convention, effective April 12, 1999. On August 3, 2001, Kazakhstan became a member of the Geneva Phonograms Convention, providing a point of attachment for foreign sound recordings, albeit more than seven years after the bilateral trade agreement required such protection.

Kazakhstan was a signatory to both of the WIPO digital treaties but has not yet ratified either treaty. The Kazakh government should be encouraged to ratify both the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT), and to adopt the appropriate legislation to fully implement these treaties to effectively fight against Internet and other forms of digital piracy, and to create an environment for the future growth of e-commerce.

**Legal Reform Deficiencies:** For the past several years IIPA has met with officials from the government of Kazakhstan to try to resolve the legal reform and enforcement issues that have persisted in Kazakhstan. On May 29, 2002 the government of Kazakhstan issued a resolution (from the Committee on IPR in the Ministry of Justice) with a package of measures intended to correct the legal deficiencies in the Kazakh IPR regime. In essence this committee has been tasked with preparing draft laws to fix the pre-existing works and sound recordings problem, to accede to the digital treaties and to improve enforcement sanctions. While this is a good first step, it is only that until the proper provisions are enacted and, more important,

utilized by the enforcement agencies. For example, on September 26, 2001, the government of Kazakhstan issued a resolution (#1249) that also instructed the appropriate government ministries to draft laws and regulations that would fix the acknowledged deficiencies in the Kazakh enforcement regime—and that resolution, instead of implementing change, was followed by a similar resolution in 2002. For the recording industry, Kazakhstan holds the promise of being an important market behind only Russia and Ukraine of the C.I.S. members. But this promise will not be realized until Kazakhstan transforms its regime into an effective copyright enforcement regime by making the needed legal reforms and enacting real deterrent penalties.

The Kazakh Copyright Law (even after the 1996 “modernization”) contains several deficiencies. Perhaps most fundamentally, the copyright law does not contain a provision that clearly provides protection for pre-existing works and sound recordings as required by the obligation in the bilateral trade agreement as well as by Berne (Article 18), under national treatment obligations, and under the TRIPS Agreement (Article 14.6 for sound recordings and Article 9 for works). Kazakhstan’s Copyright Law (Article 4) states where there is a conflict between the Kazakh Law and an international treaty obligation (i.e., Berne Article 18), the latter shall govern and be self-executing in Kazakhstan. However, when Kazakhstan adhered to Berne in April 1999, it did not make clear in a directive or decree how or if it was complying with its obligations under Article 18 (for works) and how it would thereby provide full protection for older works. And, there is no equivalent treaty provision for the protection of pre-existing sound recordings (that is, it is not found in the Geneva Phonograms Convention).

In sum, the Kazakh law must be amended to clearly provide protection for pre-existing works and sound recordings for a minimum of 50 years (and preferably 70 years—the U.S. provides it for at least 75 years for Kazakh works and recordings), to meet Kazakhstan’s bilateral and multilateral obligations, and in order to create an environment for the development of the copyright industries there. Proposals to amend the copyright law were prepared in the last year but never adopted. The May 2002 decree also identifies this problem. It is time for Kazakhstan to finally fix this problem in 2003.

The Kazakh copyright law does provide explicit copyright protection for computer programs and databases as required under the bilateral trade agreement.

There are no known civil *ex parte* search procedures under Kazakh law; these are needed to provide for effective enforcement against end-user pirates, especially against software pirates.

In 1997, Kazakhstan adopted criminal code amendments; these amendments went into force on January 1, 1998. Pursuant to the bilateral agreement obligations, the criminal code revisions in 1997 included important sanctions for copyright and neighboring violations. Article 184 of the Criminal Code includes substantial fines of between 100 and 800 times the statutory minimum monthly wage; detention (arrest) of up to six months; and imprisonment up to five years for repeat offenders.

As IIPA has noted since their adoption, there is one major shortcoming in the criminal code: The provisions noted above are limited to actions committed for the purposes of “deriving profits” and which cause “considerable harm.” The imposition of unclear thresholds, especially the considerable harm standard, has been a particular problem for effective enforcement in other countries, notably Russia. The considerable harm standard is a vague one that shifts the burden of proof away from the pirates onto copyright owners. In other countries, this threshold

has resulted in otherwise clear piracy cases being dismissed because the burden could not be met to move forward—either the prosecutors refuse to press charges, or judges dismiss cases. The threshold is not only a burden for identifying infringing acts under the criminal law, it also provides critical guidance for the police when they are conducting the initial raids, and must determine whether the cases should be brought under the criminal code or the administrative code.

The threshold for criminal violations should be clear and it should be a relatively low standard (perhaps 50 times the minimum wage) applied against those in commercial activities. Proposed amendments to fix the “considerable harm threshold” problem have been discussed in prior years but never enacted. The IIPA recommends that such a threshold is too high for copyright piracy, and should be much lower to commence a criminal case. A low threshold is important not only for identifying infringing acts under the criminal law but also for providing critical guidance for the police when they are conducting the initial raids, and they must assess the situation and determine whether the case should be brought under the criminal code or the administrative code. That is why IIPA recommends (as it has in other countries) that the threshold be lowered to 50 times the daily minimum wage.

In addition, there is nothing in the criminal code or the criminal procedures code to provide police with the proper *ex officio* authority to commence criminal copyright cases.

The Law on Customs was amended in 1999. It contained five articles on IP border control (Articles 218-1 to 5). Effective February 15, 2001, the customs code was further revised; and IIPA understands that further revisions are anticipated for the spring of 2003. According to Kazakh officials, the 2001 customs code revisions did, for the first time, provide customs officials with the proper *ex officio* authority to seize suspected infringing material at the border as required by the TRIPS Agreement and as is necessary to conduct effective border enforcement. However, the Kazakh government reported to IIPA that the customs code revisions contemplated for 2003 would implement a complicated registration system for copyright rightholders seeking enforcement. IIPA recommends that the government of Kazakhstan not adopt any system, such as a registration system, that limits the effectiveness of border enforcement. In lieu, IIPA recommends that the border officials be given clear *ex officio* authority to seize infringing material and to commence their own criminal investigations without requiring the initiation of the copyright rightholders in such instances. This proper authority is necessary to effectively enforce against IPR violations at the border that is, at present, a very serious problem for the copyright industries.

Copyright authors and owners (individuals or legal entities) have the right to commence civil actions under Article 125 of the Civil Code as amended in 1997. The copyright law provides civil remedies that include compensation for losses, including lost profits, and statutory damages ranging between 20 and 50,000 times the minimum salary, as determined by the court (Article 49).

As a result of the numerous legal reform deficiencies, IIPA filed comments (May 15, 2002) with the U.S. government requesting that Kazakhstan not be admitted into the WTO until these shortcomings are corrected.

## Copyright Enforcement

---

As noted, 2002 did not see any improvement in enforcement in Kazakhstan. Instead, a resolution (very similar to the one in 2001) was issued by the government in late 2002; but no effective enforcement action was undertaken. Until such time as Kazakhstan begins to undertake effective enforcement (including adoption of the needed legal reforms), IIPA believes that the long delays warrant that Kazakhstan's GSP benefits be suspended or withdrawn. While the U.S. copyright industries have been sustaining millions of dollars in losses in Kazakhstan, the country has received GSP trade benefits of over \$214 million per year (this was in 2001, the last full year of U.S. government statistics). The copyright industries have patiently waited for ten years for effective change; IIPA believes that suspending or withdrawing GSP benefits will speed the necessary changes.

The copyright industries continue to report that piracy of all copyrighted products—music, sound recordings, business applications software, interactive entertainment software (on all platforms, CDs and cartridges), motion pictures, videos, television programming, books and journals—is widespread throughout Kazakhstan. Levels of piracy are extremely high and enforcement is very weak, especially at the border.

Kazakh government officials reported significant improvements in 2001 and again in 2002 in the amount of pirated product that was seized and destroyed by the police. The government of Kazakhstan reported that in 2002, 856 inspections were undertaken by the Justice Ministry of IPR violations (including copyright and trademark violations) and that over 207,688 copies valued at 59.1 million tenge (US\$381,000). The government noted that administrative actions increased 56% from 2001, and the total number of confiscated products increased by 69%. The Kazakh government report noted that border officials confiscated a total of 1,166 audiovisual copies (not specifying format) and 440 CDs in all of 2002. This is a very low confiscation total for a country the size of Kazakhstan.

Further, Kazakh officials pointed to licensing and administrative provisions for businesses that it claims it used successfully against “television stations, publishing houses, computer clubs, theaters” and other “entertainment businesses.” The government of Kazakhstan has not indicated (in its report to IIPA) the nature of any impact that these sanctions had on anti-piracy efforts. Separately, a private collecting rights organization was formed for performers, and an anti-piracy organization was established in 2002.

IIPA suggests that police and administrative activity is, if used correctly, a very positive first step and that stepped-up seizure and confiscation of illegal copyright materials should be undertaken, as well as the closure of shops and businesses conducting illegal business using the licensing law. The next step should be imposition of the criminal penalties against large commercial pirates, especially those involved in the criminal syndicates working with the region.

Over three years ago the Kazakh government employed a structural change to enhance IPR enforcement, when the Copyright Agency was moved into and under the direction of the Ministry of Justice. So far, that has not proven to be as successful as was hoped, in the stepping up of enforcement operations, especially against criminal piracy operations.

To date, none of the copyright industries report any cases that have moved forward and utilized the (1997) criminal penalties, now over five years after their adoption. IIPA again urges the government of Kazakhstan to direct prosecutors to use these new penalties scaled to

multiples of the monthly salary or income of individuals convicted, so that they can be imposed in a way to actually deter piracy. The availability and application of criminal penalties at levels sufficient to deter piracy are necessary for effective copyright protection, and are required under the bilateral agreement, as well as the WTO TRIPS Agreement.

In addition, as already noted, the customs law must be fully implemented with the necessary regulations and then put to use to stop the flow of materials across the region, a particular problem region-wide to stem the flow of material being imported from or exported to Russia, Ukraine, Belarus, the Czech Republic and Poland.

According to the music industry, because of the lack of any effective border enforcement, illegal sound recordings (especially CDs) continue to be imported, particularly from Russia and China. The International Federation of the Phonographic Industry (IFPI) reports good cooperation, but not much progress with the Kazakh copyright officials with ongoing legal reforms to improve the levels of protection and enforcement for sound recordings and copyrighted works.

The recording industry reports trade losses for foreign rightholders in Kazakhstan were \$23 million in 2002 (up from \$20 million for all rightholders in 1999). The piracy rate was estimated at 78% (but considerably higher for the international repertoire segment of the music market). It is estimated that in 2002, more than 4.1 million CDs and 16.2 million cassettes were sold in Kazakhstan and that of these, 3 million CDs and 13 million cassettes were pirate copies. The recording industry reports that more than 590 raids were run in 2002, but only about 31,400 CDs and 66,900 cassettes (and no recording devices) were seized—of a total value of \$380,000. So, obviously most of the “raids” were taken against very small operations, and only minimal administrative sanctions were levied against infringers.

It was reported that 456 administrative actions were taken in 2002; unfortunately, not a single criminal case was undertaken in 2002, according to the copyright industries.

There is one known optical disc production facility reported in Kazakhstan at present; it is reported that the line is capable of producing 8 million CDs a year. However, the lack of effective enforcement and the infrastructure there makes this country ripe for movement of other plants into Kazakhstan from the neighboring countries, such as Ukraine. For example, there are fears that several former military facilities in Kazakhstan could easily be converted to optical disc plants; there are no confirmed reports that this has already occurred. In any case, illegal optical media production is now a major regional problem including facilities in Russia, Ukraine, Poland, and the Czech Republic, which manufacture and distribute throughout the region. Optical disc plants, like the ones operating in Russia, Ukraine and other neighboring countries, are capable of producing thousands of musical recordings, entertainment and business software, and audiovisual works on CDs, DVDs, CD-ROMs, and even VCDs.

The Kazakh authorities should act now to prevent illegal production facilities from taking root in Kazakhstan by adopting legislation controlling optical media production and distribution (including plant licensing regulations, raw material monitoring, and the use of IFPI Source Identification [SID] codes). Adopting measures now will prevent the spread of this problem to Kazakhstan.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were

\$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

The software industry reports that open and unfettered advertising of pirated software is common, and that illegal software can be easily purchased at street stands and shops at very low prices. Also, many retailers install illegal operating systems and applications on computers they sell; in fact, the use of unlicensed software is very widespread.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

Copyright piracy continues to threaten not only foreign investment but the development of local copyright industries in Kazakhstan. This threat must be met by a coordinated legal and enforcement response. All enforcement agencies—the police, prosecutors, and customs, in addition to ministries such as Justice, Interior, and Internal Revenue—should treat commercial copyright infringement as a serious crime, and should have and use the proper *ex officio* authority to act against commercial piracy. Clear government strategies and lines of authority should be developed. Training of judges, prosecutors, magistrates, customs officials, and police should be part of regular ongoing enforcement efforts.

# KYRGYZ REPUBLIC

## LEGAL REFORM AND TREATY ADHERENCE

---

The Kyrgyz Republic is a member of the World Trade Organization and the WIPO digital treaties (effective on March 6, 2002 for the WCT and August 15, 2002 for the WPPT). It has undertaken a number of important legal reforms in the past several years, but it is still not providing the type of effective enforcement necessary to stem the copyright piracy there, nor to be in compliance with the enforcement obligations of the WTO TRIPS Agreement. As the U.S. Trade Representative noted after an out-of-cycle review (completed in February 2002), “the U.S. government is concerned with key gaps in the legal regime...” and noted in particular “the lack of *ex officio* authority (the authority to undertake action without a rightholder’s complaint) for customs and criminal authorities, as well as the lack of civil *ex parte* search and seizure procedures conducted without notice to the alleged infringers.” One year after this report by the U.S. government, the Kyrgyz Republic has still not corrected these deficiencies and thus has not improved its enforcement regime. That is why it should be placed on the Watch List.

**History of legal reforms:** In May 1992, the Kyrgyz Republic and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1992 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on August 21, 1992.

In January 1998, the Kyrgyz Republic adopted the Law on Copyright and Related Rights; the law went into force on January 22, 1998. The civil code was amended in 1998 by introducing a new Part IV (of the former Soviet Code) with very detailed provisions on intellectual property, including 40 articles on copyright and neighboring rights. These provisions now contradict the copyright law. As IIPA has noted for the past five years, this is a problem that needs repair to clarify that the copyright law provisions take precedent over the civil code amendments, so that Kyrgyz copyright law is consistent with international norms and obligations.

The January 1998 copyright law included, for the first time, protection for computer programs and sound recordings. It provided authors with a full set of rights, including the rights of reproduction (that includes the “storage of a work in a computer memory”); distribution; importation; public presentation and public performance; communication of the work to the public by broadcasting, or rebroadcasting (or by cable); translation; and adaptation. The law adopted a life-plus-50-year term of protection. The rights afforded to producers of sound recordings include reproduction, adaptation, distribution (including rental) and importation. However, the law provides a right of remuneration only for producers of sound recordings for the public performance, broadcasting or transmitting by cable of their phonograms. The law should be further amended to provide producers with a broader public performance (or making available) right, at a minimum, for digital transmissions.

The Kyrgyz Republic joined the Berne Convention, effective July 8, 1999. The Kyrgyz Republic joined the Geneva Phonograms Convention effective October 12, 2002, over nine years after it agreed to do so in the bilateral agreement. The Kyrgyz Republic deposited its instrument of ratification of the new WIPO Copyright Treaty (WCT) on September 10, 1998—

that treaty entered into force on March 6, 2002; last year it ratified the WIPO Performances and Phonograms Treaty (WPPT), effective August 15, 2002. Now the Kyrgyz Republic needs to fully and completely implement the two digital treaties to provide protection for digital works and sound recordings to fight on-line piracy and to develop an environment to encourage e-commerce.

On December 20, 1998, the Kyrgyz Republic became the 133rd member of the World Trade Agreement (WTO) and the first country in the C.I.S. to become a WTO member.

**Legal reform deficiencies:** For several years IIPA has met with officials from the government of the Kyrgyz Republic to try to resolve the legal reform and enforcement issues that have persisted in the Kyrgyz Republic detailed in this report. But unfortunately, the necessary legal reforms have not been completed—especially the enforcement law reforms.

The Kyrgyz Copyright Law in Article 51 does clearly provide protection for pre-existing works or sound recordings that are less than 50 years old (from first publication, or creation for unpublished works). However, the applicability of this provision to foreign works could use clarification to avoid judicial misinterpretation—this would best be done by amendment to the copyright law (absent a clear judicial opinion). As a member of the WTO, effective on December 20, 1998, the Kyrgyz Republic was obligated from that date to provide not only a point of attachment for the sound recordings of other member nations, including the United States, but to afford a minimum of fifty years of protection for pre-existing works and sound recordings under Article 14.6 (sound recordings) and Article 9 (works) of the WTO TRIPS Agreement. This is an obligation of the bilateral agreement and the Berne Convention (for works) as well as a WTO TRIPS obligation.

The Kyrgyz copyright law does provide explicit copyright protection for computer programs and databases as required under the bilateral trade agreement.

There are no known civil *ex parte* search procedures under Kyrgyz law. These are important for effective enforcement against end-user pirates, especially against software pirates. If these procedures are not currently available, they must be adopted in the Kyrgyz Republic civil procedure code.

In 1999 a package of intellectual property law amendments was adopted along with implementing regulations in order to comply with the WTO TRIPS Agreement. Currently, criminal sanctions in the Kyrgyz Republic provide for imprisonment of up to five years for intellectual property violations (Article 150 of the Criminal Code). Administrative sanctions provide for liability (fines) for minor violations of copyright and neighboring rights, with the possibility of confiscating infringing copies (Article 340).

The Customs Code contains a special Chapter IV on customs measures applicable to IP goods; this has been in force since 1998. However, as was acknowledged in meetings and correspondence with IIPA, these provisions do not provide customs officials with *ex officio* authority to seize suspected infringing material at the border. Instead, customs actions can only be instigated by an application from the copyright owner. The *ex officio* authority to seize goods and commence investigations is required by the WTO TRIPS Agreement and is necessary to conduct effective border enforcement; the Kyrgyz Republic should adopt the necessary amendments to fix this deficiency.

There is nothing in the criminal code or the criminal procedures code to provide police with the proper *ex officio* authority to commence criminal copyright cases. This is another important tool for enforcement officials that need to be implemented.

The Copyright Law does contain civil law remedies (Articles 48 through 50). These include damages of between 20 and 50,000 times the minimum salary; these are to be determined by the discretion of the court in lieu of actual damages.

## **Copyright Enforcement**

---

On April 30, 2001, U.S. Trade Representative Zoellick announced that although not listed on the Watch or Priority Watch Lists, the Kyrgyz Republic would be the subject of an out-of-cycle review in 2001 by the U.S. government for enforcement and legal reform deficiencies. In the completion of that review on February 12, 2002, the U.S. government voiced its ongoing concerns about the lack of effective enforcement in the Kyrgyz Republic, and laid out the details of these concerns. The government of the Kyrgyz Republic did not correct these deficiencies in 2002. That is why IIPA strongly encourages placement of the Kyrgyz Republic on the Watch List.

In years past, Kyrgyz government officials cited statistics about the numerous copyrighted materials that have been seized by enforcement officials. Unfortunately, as in years past, in 2002 IIPA members report that the number of items seized, and police activity in general, is still relatively low compared with the high levels of piracy prevalent in the Kyrgyz Republic. In sum, the Kyrgyz Republic enforcement regime is not providing "adequate and effective" enforcement as required by the WTO TRIPS Agreement obligations found in Articles 41 through 61, and as required by the bilateral trade agreement.

Illegal copyright material continues to be imported across the border from China, as well as musical material into and from Russia and Ukraine. There remains a woeful lack of meaningful police, prosecutorial, judicial or customs activity to stop the ongoing distribution of this material, much less organized criminal enterprises producing and distributing material in the Kyrgyz Republic, who are also trafficking this material in neighboring countries.

In 2001, the government announced it would authorize the State Customs Agency to begin seizing illegal copyright material, especially singling out audio and video pirate product. Further, the government announced a series of decrees and resolutions ordering the enforcement bodies to improve enforcement, and for the government ministries to prepare better enforcement laws. These efforts, however well intentioned, did not lead in 2002 to actual on-the-ground police and prosecutorial enforcement, or to effective border enforcement.

The Kyrgyz Republic must put the civil, administrative and especially the criminal and customs provisions into action. The administrative sanctions, perhaps the easiest to implement, should be directed at the retail level including kiosks and small stores by taking away business licenses and closing such pirate shops. There are still no reports from the copyright industries that the administrative, much less any of the criminal, penalties have ever been levied in a copyright case.

As noted above, border enforcement, as in other countries in the region, is very weak in the Kyrgyz Republic, and the known importation of musical CD material from China, Russia and

Ukraine must be stopped. It is causing significant harm to the copyright industries, especially the recorded music industry.

In addition, as in other countries in the region, the environment is ripe for illegal optical media production facilities as well as other organized criminal production facilities (although the local market is probably too small to sustain its own production facilities, these could be used as plants for exporting material elsewhere in the region). According to the recording industry (International Federation of the Phonographic Industry, IFPI), there are no known optical media plants or cassette plants in the Kyrgyz Republic. One danger is that the former military bases could be converted into illegal manufacturing operations. Currently, most of the music piracy is in the form of audiocassettes. The recording industry estimates trade losses in the Kyrgyz Republic were \$5 million in 2002, with the level of piracy estimated to be about 85%. Out of approximately 700,000 CDs and 4.2 million cassettes sold in the country in 2002, 600,000 CDs and 3.6 million cassettes were pirated copies.

There were no reported criminal cases in the Kyrgyz Republic in 2002. There were 35 raids with seizures totaling 6500 CDs, 3200 cassette tapes and only 4 recording devices—a total of \$69,350 worth of material.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

One provision in the package of 1999 amendments and regulations established a single office with responsibility for intellectual property law enforcement to act as a focal point for interagency activity, bringing together the efforts of the police, customs officials and the judiciary. Over three years later there are still no reports of the successful progress or activity of this office, other than reports that it has ordered the preparation of “additional” laws (and additional decrees in late 2001). Legal reforms are certainly needed as detailed above. But, actual enforcement is also needed; clear government strategies and lines of authority should be developed by this office and implemented with effective on-the-ground enforcement by the police, prosecutors, courts, and at the border, by customs officials.

# REPUBLIC OF MOLDOVA

## Legal Reforms and Treaty Adherence

---

The Republic of Moldova is a member of the World Trade Organization and the WIPO digital treaties. While it has made a number of important legal reforms in the past several years, it is not yet providing the type of effective enforcement necessary to stem the copyright piracy there, or to be in compliance with the enforcement obligations of the WTO TRIPS Agreement. In particular, the Republic of Moldova needs to amend its criminal code to apply to neighboring rights violations—necessary to protect producers of sound recordings. Second, it must improve the levels of enforcement with criminal convictions and improved border enforcement.

**History of legal reforms:** In June 1992, the Republic of Moldova and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1992 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on July 2, 1992.

The Republic of Moldova adopted a comprehensive copyright law on November 23, 1994; it went into force on May 2, 1995. Some additional, but mostly minor, amendments were added on May 28, 1998; additional amendments were adopted on July 28, 2000. On July 25, 2002, further amendments were adopted in order to implement the WIPO digital treaties; those amendments entered into force on September 19, 2002.

The Republic of Moldova is a member of: the Berne Convention (November 2, 1995); the Geneva Phonograms Convention (July 17, 2000); the WIPO Copyright Treaty (WCT)(March 6, 2002); and the WIPO Performances and Phonograms Treaty (WPPT)(May 20, 2002)—Moldova had deposited its instrument on March 6, 1998. Last, the Republic of Moldova is a member of the Rome Convention (December 5, 1995).

The July 2002 legislation was intended to implement the digital treaties (IIPA has not reviewed a copy of this law). Moldova should be encouraged to fully and completely implement and then enforce the treaties in order to protect against Internet and other forms of digital piracy and to create an environment for the growth of e-commerce.

The Republic of Moldova is a member of the World Trade Organization (July 26, 2001), and is thus obligated to meet all of the substantive and enforcement provisions of the WTO TRIPS Agreement.

**Legal reform deficiencies:** The Copyright Act of the Republic of Moldova adopted in late 1994 was intended to comply with the Berne Convention obligations. It provided a Berne-compatible term of life-plus-50 years. It provided authors with exclusive rights of reproduction; distribution, including rental for computer programs and sound recordings; importation; public presentation and public performance; communication of the work to the public (but without an explicit right of making available); translation; and adaptation. The producers of phonograms are afforded the exclusive rights of reproduction, distribution (including rental), adaptation, and importation. However, the law provided a right of remuneration only for producers of sound recordings for the public performance, communication of a phonogram over the air, or by cable.

The law should be further amended to provide producers with a broader public performance (or making available) right, at a minimum, for digital transmissions.

In 2000, the Moldova government clarified that the Moldova copyright law does provide protection for pre-existing works or sound recordings as required by the clear obligation in its bilateral trade agreement, as well as by Berne (Article 18) and the WTO TRIPS Agreement (Article 14.6 for sound recordings and Article 9 for works). This clarification came in the form of an exchange of letters between the United States government and the government of the Republic of Moldova (government of Moldova Letter of October 16, 2000). The Moldovan government acknowledged that the copyright law provides protection for works and sound recordings that are less than 50 years old. The letter cited Article 3 of the Moldova Parliamentary Decision No. 294/XII of November 23, 1994. As noted in past reports, IIPA treats this matter as having been resolved as a matter of legal reform; however, IIPA continues to seek actual on-the-ground enforcement by the police (and the courts) that will provide the real proof that this law is working to protect older works and sound recordings.

The Moldova Copyright Law does provide copyright protection for computer programs and databases. The Civil Procedure Code (Articles 31, 135, 136, and 140-142) was cited by the government of Moldova (Letter of October 16, 2000) as clearly providing for the availability of civil *ex parte* searches. Again, the exchange of letters in 2000 resolved the legal reform issue; but unfortunately, in 2002, there were no known searches commenced to put this provision to the test. These procedures, if in fact available, must be implemented by the courts to allow copyright owners to effectively bring enforcement actions against end-user pirates.

The Republic of Moldova introduced criminal sanctions into its Copyright Law (Article 38, Paragraph 12). It contains a provision for criminal liability for copyright and neighboring rights infringements, providing up to three years of imprisonment and/or fines of between 100 and 1,000 times the minimum monthly wage.

In 2002 a new criminal code was adopted; it entered into force on January 1, 2003. Although the Moldovan law was amended to include special criminal provisions for copyright violations, the 2002 changes do not apply to neighboring rights violations. Thus, sound recording producers have no recourse in the criminal law system in Moldova. This is a glaring deficiency that must be corrected for WTO TRIPS compliance and for effective enforcement. (In 2001, the government of Moldova—Letter of October 16, 2000—cited improvements to the Criminal Code and Criminal Procedure Code, but IIPA remains uncertain how these provisions are applicable to IPR violations.)

The criminal procedures code does provide police with the proper *ex officio* authority to commence criminal copyright cases.

The Republic of Moldova amended its customs code to provide *ex officio* authority for customs officials to seize material at the border as required by the WTO TRIPS Agreement (in 2001 amendments). These provisions are necessary to conduct effective enforcement at the border; the applicability of these provisions was acknowledged by Moldova authorities in the Letter of October 16, 2000, along with an agreement to fix the then-deficient provisions. There were no reports in 2002 of these provisions being properly implemented for effective border enforcement.

There are civil law provisions in the Law on Copyright and Neighboring Rights that in theory could provide strong remedies if implemented. The provisions permit the payment, in the

discretion of the court, of between 10 and 20,000 times the minimum wage. There are also administrative remedies against legal entities to enjoin illegal activity for up to 30 days, or to assess fines of between 30 and 100 times the minimum wage.

## Copyright Enforcement

---

Even after accession into the WTO, the on-the-ground copyright enforcement regime in the Republic of Moldova is not “adequate and effective” as required by the WTO TRIPS Agreement or the bilateral agreement. Although there are signs of stepped-up police activity in the past two years, there have not been prosecutions and convictions under the criminal law for Moldova to meet its international obligations to provide an effective enforcement regime.

There have been some signs of improvement in Moldova in the past few years (though no notable activity in 2002), especially cooperation with the police. In January 2001, Moldovan law enforcement officials raided a warehouse in Kishinev, seizing over 558,000 CDs of international (and Ukraine) repertoire, along with videogames and business software (CD-ROMs). The estimated value of this single warehouse seizure was US\$2 million. Unfortunately, since the warehouse was used as a transshipment point, the police were not able to establish and prove any links between the senders (in Ukraine) and recipients outside of Moldova. The case was closed. But the court did order the destruction of the pirated goods after they were determined to be pirate by expert industry analysis (IFPI). The destruction was undertaken in February 2002. There were no known instances where violators were charged and convicted under the criminal laws in 2002.

Thus, Moldavian enforcement officials must take the next steps to provide and implement adequate civil, criminal, administrative and customs provisions against commercial piracy. Although civil and administrative sanctions exist, they are not being used adequately. These would be most effective against retail (including kiosk) businesses.

Border enforcement remains weak in the Republic of Moldova, allowing illegal copies, especially of musical material produced in Russia (and including back-catalog from Ukraine) to freely cross borders for sale in the Republic of Moldova and other countries. This is causing significant harm to the copyright industries.

There was one success story in 2002. In 2001, several British authors (J.K. Rowling, Arthur Clarke and Robert Jordan) and their publishers sued a Moldovan Internet website offering illegal copies of English language materials. The civil case was brought before the Moldovan Copyright Tribunal; the tribunal issued a ruling in May 2002 that included a permanent injunction (removal of the material and periodic monitoring) and awarded damages totaling 3,600Mlei (200 times the minimum wage) to each author.

In addition, as in other countries in the region, the environment is ripe for illegal optical media production facilities, as well as other organized criminal production facilities. According to the recording industry (International Federation of the Phonographic Industry, IFPI), there are no confirmed optical media plants in the Republic of Moldova. The threat of CD piracy is, however, very great; Moldova is an attractive location for the production of illegal material that could then be distributed to other countries in the region. The IFPI reports that CDs and musical cassettes are being imported into Moldova from Russia and Ukraine. The recording industry estimates trade losses for foreign rightholders in the Republic of Moldova was \$6 million in

2002, with the level of piracy estimated to be about 77%. Out of 800,000 CDs and 6 million cassettes sold in Moldova in 2002, 700,000 CDs and 3.4 million cassettes were pirate copies.

Both the recording industry and the software industry report that the Republic of Moldova has become a haven for CD piracy. As noted, some of this material may be produced in Moldova, but even if produced elsewhere, poor border enforcement, combined with little on-the-ground police activity, has created an environment where material can be warehoused and shipped to countries throughout the region, using Moldova as a base of operations. In particular, Moldova's location makes border enforcement especially important because material produced or transshipped through Ukraine is making its way into other pirate markets such as Romania and elsewhere in Central and Eastern Europe.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

# TAJIKISTAN

## Legal Reforms and Treaty Adherence

---

The U.S. Trade Representative in his April 30, 2002 announcement placing Tajikistan on the Watch List said “Tajikistan has yet to fulfill all of its intellectual property rights commitments under the 1993 U.S.-Tajikistan Trade Agreement” and specifically noted that Tajikistan has neither joined the Geneva Phonograms Convention nor is providing any protection for U.S. or other foreign sound recordings. Further, the U.S. government noted that Tajikistan provides no clear protection for pre-existing works and sound recordings, has no criminal penalties for IPR violations, and an overall weak enforcement regime. One year after the U.S. government’s statement, and ten years after the bilateral agreement Tajikistan has not fixed any of these shortcomings and is not providing adequate and effective protection and enforcement at even the most rudimentary levels. Tajikistan should remain on the Watch List in 2003.

**History of legal reforms:** In July 1993, Tajikistan and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1993 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on November 24, 1993.

On November 13, 1998, the Republic of Tajikistan adopted the Law on Copyright and Neighboring Rights, providing a comprehensive revision of the copyright law in Tajikistan; the law went into force on December 17, 1998.

According to the Minister of Culture B.A. Makhmadov, in an official statement that accompanied the passage of the Tajik Copyright Law of 1998, the law was intended to modernize the legal regime in Tajikistan by: (1) protecting sound recordings (and other neighboring rights) for the first time; (2) removing the Soviet-era “maximum rates of author’s remuneration”; (3) permitting authors and users freely to contract (eliminating the “standard authors’ contract”); (4) adding a term of life-plus-50 years (from life-plus-25); (5) expanding authors’ economic rights and moral rights, including the possibility of assignment of economic rights to third parties; (6) limiting the scope of “free use” and adding more exact terms of such use; (7) adding numerous definitions to clarify the scope of the act. The law also includes numerous provisions regulating the terms and conditions of authors’ contracts.

The exclusive economic rights provided to authors included: reproduction; distribution, including rental for computer programs and sound recordings; importation; public presentation and public performance; communication of the work to the public (but without an explicit right of making available), including broadcasting, cablecasting or by other wire or comparable means; translation; and adaptation. The producers of phonograms were afforded the exclusive rights of reproduction, adaptation, distribution (including rental), and importation. However, the law provided a right of remuneration only for producers of sound recordings for the public performance, broadcasting, or communication of a phonogram to the public by cable. The law should be further amended to provide producers with a broader public performance (or making available) right, at a minimum, for digital transmissions.

Tajikistan became a member of Berne effective March 9, 2000. However, Tajikistan is not providing any protection or rights to U.S. or any other sound recordings, nor is Tajikistan a

member of the Geneva Phonograms Convention—two obligations of the trade agreements it pledged to make “best efforts” to conclude over nine years ago. So U.S. (and other foreign) sound recordings remain completely unprotected in Tajikistan.

**Legal reform deficiencies:** Tajikistan does not clearly provide protection for pre-existing works or sound recordings in its copyright law as required by the clear obligation in its bilateral trade agreement and the Berne Convention. Tajikistan must amend its law to clearly state its protection for pre-existing works and sound recordings that are at a minimum 50 years old, and preferably 70 years old (the U.S. provides it for 75 years for Tajik works and recordings). Doing so is required to meet Tajikistan’s bilateral and multilateral obligations and in order to create an environment for the development of the copyright industries there.

The Tajik copyright law does provide explicit copyright protection for computer programs and databases as required under the bilateral trade agreement.

There are no known civil *ex parte* search procedures in existence in the Tajik law; these provisions must be adopted and implemented for effective enforcement against end-user pirates, especially software pirates.

Tajikistan has not amended its criminal code, following passage of the November 1998 copyright law, to adopt criminal provisions for IPR violations, in breach of the bilateral agreement’s obligation to provide “adequate and effective” protection and enforcement. The criminal code must provide deterrent penalties. In addition, there is nothing in the criminal code or the criminal procedures code to provide police with the proper *ex officio* authority to commence criminal copyright cases.

The customs code must be amended to provide customs officials with *ex officio* authority to seize suspected infringing material at the border as required by the TRIPS Agreement and as is necessary to conduct effective border enforcement. The customs code (last revised in November 1995) does make one liable for the transfer of illegal goods, including intellectual property material, through the border. This is, however, an ineffective tool that must be revised.

Tajikistan was not a signatory to either of the two new WIPO treaties. The Tajik government should be encouraged to ratify and then fully implement both the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT).

## **Copyright Enforcement**

---

The Tajik copyright regime is currently not providing “adequate and effective” enforcement as required by the bilateral trade agreement. In addition to the many deficiencies in the enforcement legal regime (civil, administrative, criminal and customs provisions), there is no meaningful on-the-ground police, prosecutorial, judicial or customs activity to stop retail distribution, much less the organized criminal enterprises who produce and distribute material in Tajikistan and throughout the neighboring countries.

As a result of the many legal and enforcement deficiencies, IIPA filed comments (May 15, 2002) with the U.S. government requesting that Tajikistan not be admitted into the World Trade Organization until these shortcomings are corrected. In fact, on December 10, 2002, the U.S. and Tajik presidents signed a joint statement reaffirming the relationship between the two countries and “recognizing the importance of ... the rule of law” as well as pledging to work

together on economic and political reforms. IIPA observes that the government of Tajikistan should, in this spirit of cooperation, and as required by its now ten-year-old obligations under the Bilateral Trade Agreement, amend the relevant IPR laws and engage in effective enforcement.

The Criminal Code (Article 156) does sanction copyright and neighboring rights infringements with penalties of between two and five years. However, none of the copyright industries report that these criminal penalties, much less any of the administrative sanctions, have ever been levied in a copyright case. The Administrative Code (amended December 1999) with a new Article 158-2 reportedly provides levies, fines, and seizure of illegal copyright and neighboring rights material. IIPA was never provided a copy of this law.

Border enforcement, as in other countries in the region, is very weak in Tajikistan. This is allowing illegal copies, especially of musical material produced in neighboring countries such as Russia, to freely cross borders for sale in Tajikistan and other countries. This is causing significant harm to the copyright industries.

According to the recording industry (International Federation of the Phonographic Industry, IFPI), there are no known optical media plants in Tajikistan. Most of the music piracy is in the form of audiocassettes, some produced in Tajikistan. The recording industry estimates trade losses for foreign rightholders in Tajikistan were \$5 million in 2002 (up from \$500,000 in 1999); music piracy levels were estimated to be at about 87%. Of 5.4 million cassettes, 4.7 million were pirated copies; for CDs the figures were 600,000 total sales, of which 500,000 were pirated copies.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

# TURKMENISTAN

## Legal Reforms and Treaty Adherence

---

The U.S. Trade Representative, in his April 30, 2002 announcement placing Turkmenistan on the Watch List said “Turkmenistan has several remaining steps to fulfill its intellectual property rights commitments under the 1993 U.S.-Turkmenistan Trade Agreement” and specifically noted that Tajikistan had neither joined the Berne Convention nor the Geneva Phonograms Convention. In fact, Turkmenistan is not providing any protection or rights to U.S. or other foreign works or sound recordings—ten years after it agreed to make basic changes in its law and enforcement regime. Turkmenistan and Uzbekistan are the two countries in the C.I.S. with the farthest to go to modernize their laws and enforcement regimes at even the most rudimentary levels. By refusing to abide by its trade agreement or international norms, Turkmenistan is creating an environment ripe for organized crime syndicates to commence large-scale operations there or to move them from other countries in the region that are offering some enforcement protection. Turkmen law provides no criminal penalties for IPR violations and essentially no enforcement regime (for example, there is no effective border enforcement). One year after the U.S. government notice above, the Turkmen government has taken no steps to correct these problems.

**History of legal reforms:** In March 1993, Turkmenistan and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights (details of the 1993 Trade Agreement are provided in the C.I.S. introductory section, above). That agreement entered into force on October 25, 1993. For almost ten years since that time, however, Turkmenistan has done little to modernize its copyright regime or to join any of the relevant treaties as it obligated itself to do in the bilateral agreement.

**Legal reform deficiencies:** In the first instance, Turkmenistan never adopted a comprehensive Copyright and Neighboring Rights Law. In October 1993, Turkmenistan formally incorporated the Soviet-era Civil Code (Chapter IV) into its legal structure. On March 1, 1999, the Civil Code was revised, with extensive amendments pertaining to copyright. So, the operational copyright laws are those that were last amended by the Civil Code (1961) in 1999. The Civil Code does contain provisions for the protection of computer programs, databases, and sound recordings, but the rights and provisions necessary to comply with basic international norms are lacking. A draft Law on Copyright and Neighboring Rights was under consideration several years ago, but was never adopted by the Parliament.

Turkmenistan is not a member of the Berne Convention. So, Turkmenistan is not providing any protection for American works—books, films, musical compositions, or software (entertainment or business). Nor is Turkmenistan a member of the Geneva Phonograms Convention, leaving U.S. (and other foreign) sound recordings completely unprotected. These are all obligations of the bilateral agreement that Turkmenistan obligated itself to complete more than nine years ago.

When Turkmenistan does adopt a modern copyright law, it must clearly provide protection for pre-existing works and sound recordings that are at least 50 years old and

preferably 70 years (upon accession to any treaty, the U.S. will provide the same for Turkmen works and recordings) to meet Turkmenistan's bilateral and multilateral obligations, and in order to create an environment for the development of the copyright industries there.

Turkmenistan must also adopt explicit copyright protection for computer programs and databases as required under the bilateral trade agreement. Further, the civil procedure code must be amended to include provisions for civil *ex parte* search procedures; these are necessary to provide effective enforcement against end-user pirates, especially software pirates.

Turkmenistan must also adopt intellectual property remedies into its criminal code, as required by the bilateral agreement's obligation to provide "adequate and effective" protection and enforcement. The criminal code must provide deterrent penalties. In addition, provisions must be added into the criminal code or the criminal procedures code to provide police with the proper *ex officio* authority to commence criminal copyright cases. Further, the customs code must be amended to provide customs officials with *ex officio* authority to seize suspected infringing material at the border as required by the WTO TRIPS Agreement, and as is necessary to conduct effective border enforcement.

Turkmenistan was not a signatory to either of the two new WIPO treaties. The Turkmen government should be encouraged to ratify and then fully implement both the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT).

## Copyright Enforcement

---

The addition into the Turkmen copyright law of basic civil, administrative, criminal and customs remedies is essential to bring the copyright enforcement legal regime up to international norms.

Turkmenistan, in the absence of these essential provisions and the lack of any police, prosecutorial, judicial or border activity, is clearly not providing "adequate and effective" enforcement as required by the bilateral trade agreement. The Turkmen government must be encouraged to adopt the necessary legal reforms. Then, at a minimum, the authorities must commence police raids and seizures, and must act to stop the retail distribution of illegal material through the use of administrative and criminal sanctions.

The criminal code currently does not provide any sanction for copyright or neighboring rights infringements. The administrative code does not provide any sanctions for violations of copyright or neighboring rights infringements.

Border enforcement, as in other countries in the region, is very weak in Turkmenistan. This is allowing illegal copies freely to cross borders for sale in Turkmenistan and other countries.

The recording industry (International Federation of the Phonographic Industry, IFPI) reports that in the absence of substantive legislation granting protection to foreign works and phonograms, it is impossible to distinguish the "pirated" product from the "legitimate" copies. Most of the music sold is in the form of audiocassettes. The piracy rate is over 90%. Rightholders remain very concerned that almost every copy produced and distributed in the country is done so without authorization. The music industry reports that illegal musical

cassettes produced in neighboring countries, including Uzbekistan in particular, are entering Turkmenistan as the result of the very poor border enforcement regime (on both sides of the border). The IFPI reports that there are still no known optical media plants in Turkmenistan. The recording industry preliminary estimates of trade losses for foreign rightholders in Turkmenistan were (by estimating the possible size of the "legal" market) \$6.5 million in 2002 (up from \$3 million in 1999). In 2002, a total of 5.5 million cassettes and 900,000 CDs were sold in Turkmenistan.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.

# UZBEKISTAN

## Legal Reforms and Treaty Adherence

---

The U.S. Trade Representative, in his April 30, 2002 announcement placing Uzbekistan on the Watch List, said “Uzbekistan has many remaining steps to fulfill its intellectual property rights commitments under the 1994 U.S.-Uzbekistan Trade Agreement” and specifically noted that Uzbekistan is neither a member of the Berne Convention nor the Geneva Phonograms Convention. In fact, Uzbekistan is not providing any protection or rights to U.S. or other foreign works or sound recordings—nine years after it agreed to make basic changes in its law and enforcement regime. Uzbekistan and Turkmenistan are the two countries in the C.I.S. with the farthest to go to modernize their laws and enforcement regimes at even the most rudimentary levels. By refusing to abide by its trade agreement or international norms, Uzbekistan is creating an environment ripe for organized crime syndicates to commence large-scale operations there or to move them from other countries in the region that are offering some enforcement protection. Uzbek law provides no criminal penalties for IPR violations and essentially no enforcement regime (for example, there is no effective border enforcement). One year after the U.S. government notice above, the Uzbek government has taken no steps to correct these problems.

**History of legal reforms:** In November 1993, Uzbekistan and the United States signed a bilateral trade agreement detailing mutual obligations to improve the protection and enforcement of intellectual property rights. That agreement entered into force on January 13, 1994 (details of the Trade Agreement are provided in the C.I.S. introductory section, above).

On August 30, 1996, the Uzbek Parliament adopted the Law on Copyright and Neighboring Rights, providing a comprehensive revision of the copyright law in Uzbekistan; the law went into force on September 17, 1996. Since that time, there have not been any thorough revisions to the copyright act, or to the relevant enforcement laws, even though Uzbekistan obligated itself to undertake important changes in the bilateral agreement over nine years ago. The exception was in December 2000, when two amendments to the copyright law were adopted; however, as noted herein, major deficiencies remain.

**Legal reform deficiencies:** Uzbekistan has not acceded to any of the relevant copyright or neighboring rights treaties, as it obligated itself to do in the bilateral agreement over eight years ago. In fact, in discussions with the IIPA and the United States government three years ago, Uzbek government officials stated that they did not expect to join the Berne Convention or the Geneva Phonograms Convention for several years. As a result of Uzbek reluctance to meet its bilateral obligations, IIPA filed a petition to withdraw the GSP benefits of Uzbekistan in 1999; the U.S. government accepted that petition. IIPA continues to press for the withdrawal or suspension of GSP benefits as the result of the Uzbek government’s total failure to adopt the necessary legal reforms, treaty accessions, and enforcement obligations.

The Uzbek Law on Copyright and Neighboring Rights of 1996 established protection for the first time of computer programs, databases, and sound recordings (further amended by the December 2000 provisions). The exclusive economic rights provided to authors (Article 22) included “the right to exploit the work in all forms and by all means” such as by reproduction and dissemination; public presentation; rental; public performance; broadcasting, including cable

distribution or satellite transmission; recording of a work by technical means, and communication of a technical recording (including by radio or television); and translation or transformation. Unfortunately, the copyright law also contained many onerous provisions that over-regulate the terms and conditions of authors' contracts.

Producers of phonograms are now afforded the exclusive rights of public presentation, adaptation or other transformation, distribution (including commercial rental), and importation. Until 2001, the neighboring rights section of the law did not provide for a basic right of reproduction for producers of sound recordings; one of the two December 2000 amendments added "copying of a record" to the enumerated rights of producers to fix that glaring deficiency. The copyright law provides a right of remuneration only for producers of sound recordings for the public communication of the recording, the broadcasting, or the communication to the public by cable. The law should be further amended to provide producers with a broader public performance (or making available) right, at a minimum, for digital transmissions.

Uzbekistan is not a member of the Berne Convention. Uzbekistan is currently not providing any rights to U.S. or other foreign sound recordings. Nor is Uzbekistan a member of the Geneva Phonograms Convention, so U.S. (and other foreign) sound recordings are completely unprotected. Joining Berne and Geneva Phonograms and providing protection for U.S. sound recordings are all obligations of the bilateral trade agreement that Uzbekistan promised to complete over nine years ago. Uzbek officials suggested in meetings with IIPA members that a point of attachment could be available for works and sound recordings under the Foreign Investment Law. Since it pledged to join the international copyright and neighboring rights treaties (nine years ago), the Uzbek government should, instead, be urged to clearly provide copyright and neighboring rights protection under these relevant treaties (Berne and Geneva Phonograms) and via its copyright law. The second December 2000 amendment added a broad national treatment obligation into the law (Article 56.3), but not a clear point of attachment for all works and sound recordings.

Uzbek law does not clearly provide protection for pre-existing works (or sound recordings, since it provides no protection for new or old foreign recordings). When Uzbekistan extends protection for foreign sound recordings, it must clearly protect pre-existing works, and sound recordings that are at least 50 years old and preferably 70 years (upon accession to any treaty, the U.S. will provide the same for Uzbek works and recordings) to meet Uzbekistan's bilateral and multilateral obligations, and in order to create an environment for the development of the copyright industries there.

The Uzbek copyright law does provide explicit copyright protection for computer programs and databases as required under the bilateral trade agreement.

There are no known civil *ex parte* search procedures in the Uzbek law; these must be adopted into the civil procedure code in order to commence actions against end-user pirates, especially software pirates. These are important enforcement tools that the Uzbek government must be encouraged to implement.

Uzbekistan did not amend its criminal code following passage of the 1996 Copyright Act to adopt deterrent penalties for intellectual property violations, in breach of the bilateral agreement's obligation to provide "adequate and effective" protection and enforcement. The Criminal Code (Article 149) does provide for liability for infringement of copyright and patent violations, but does not include neighboring rights violations. In any case, the existing penalties are too weak and must be amended to strengthen and broaden the provisions for all copyright

and neighboring rights violations. For the past several years, Uzbek officials reported to the U.S. government and the IIPA that Article 149 would be revised, but that has yet to occur. IIPA has not seen any drafts currently under consideration.

IIPA recommends that the draft criminal reform also include revisions to the criminal code and criminal procedures code to provide police with the proper *ex officio* authority to commence criminal copyright cases. Further, the customs code must be amended to provide customs officials with *ex officio* authority to seize suspected infringing material at the border, as required by the WTO TRIPS Agreement and as is necessary to conduct effective border enforcement.

Resolution 215 of the Cabinet of Ministers (April 19, 1994) established a licensing system for the production, reproduction and sale of records, cassettes and CDs. Almost nine years later, IIPA has no reports on how (or if) these provisions were implemented, and their effectiveness against pirate production enterprises that are so common in this region.

Uzbekistan was not a signatory to either of the two new WIPO treaties. The Uzbek government should be encouraged to ratify and fully implement both the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT).

## **Copyright Enforcement**

---

The Uzbek copyright regime is, at present, among the weakest of all of the countries in the C.I.S. It is not in compliance with the bilateral obligations it made to the United States nine years ago, and is woefully insufficient for any future WTO membership. As a result, IIPA filed comments (May 15, 2002) with the U.S. government requesting that Uzbekistan not be admitted into the WTO until these shortcomings are corrected.

The legal regime in Uzbekistan must be overhauled to provide basic civil, administrative, criminal and customs remedies to bring the enforcement regime up to international norms. Currently, Uzbekistan is not providing “adequate and effective” protection and enforcement as it is obligated to do under the bilateral agreement. There are significant legal reform deficiencies and there is no effective police, prosecutorial, judicial or border activity underway. The Uzbek government must adopt the necessary legal reforms, including accession to the relevant treaties to protect foreign works and sound recordings. Then the authorities must commence police raids and seizures at a minimum, and must act to stop the retail distribution of illegal material through the use of administrative and criminal sanctions.

The criminal code currently does not provide deterrent penalties and must be amended. The administrative code does not provide any sanctions for violations of copyright or neighboring rights infringements and must be amended to provide for fines and the forfeiture of business licenses for retail establishments that are operating pirate operations.

Border enforcement, as in other countries in the region, is very weak in Uzbekistan. This is allowing illegal copies freely to cross borders for sale in Uzbekistan and other countries. This in turn is causing significant harm to the copyright industries, in particular the music industry.

The recording industry (International Federation of the Phonographic Industry, IFPI) reports that, as in Turkmenistan, in the absence of substantive legislation granting protection to foreign works and phonograms, it is impossible to distinguish the “pirated” product from the

“legitimate” copies. The music industry estimates that the piracy rate is over 90%. Rights holders remain very concerned that almost all of the material produced and/or distributed in Uzbekistan is done so without authorization. The recording industry reports that illegal musical cassettes produced in neighboring countries, particularly Russia, are entering Uzbekistan as a result of poor border enforcement (on both sides of the border). The IFPI reports there are no known optical media plants in Uzbekistan, although the opportunity is there for the startup of pirate CD and cassette operations due to the climate and infrastructure. The recording industry preliminary estimates trade losses for foreign rightholders in Uzbekistan (by calculating the size of the potential legal market) were \$32 million in 2002. In total, 25 million cassettes and 4.5 million CDs were sold in Uzbekistan in 2002.

The Business Software Alliance (BSA) estimates that foreign trade losses due to software piracy in the Commonwealth of Independent States (C.I.S.) other than Russia were \$58.4 million in 2001 (up from \$29.7 million in 2000); the level of piracy was estimated to be 87% that year. The final figures for 2002 are not yet available.

There are no official piracy or loss figures for the motion picture, entertainment software, or book industries.