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THE INTERNATIONAL PROTECTION OF INDUSTRIAL PROPERTY:  
FROM THE PARIS CONVENTION TO THE TRIPS AGREEMENT

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# 1. Paris Convention for the Protection of Industrial Property 1883

## 1.1 BACKGROUND

Prior to the existence of an international industrial property regime it was difficult to obtain protection for industrial property rights in the various countries of the world because of the diversity of their laws. In the field of patents, applications had to be made roughly at the same time in all countries in order to avoid the publication of an application in one country destroying the novelty of the invention in the other countries. During the second half of the nineteenth century, the growth of industrial production, the increase in international trade and the development of a more internationally oriented flow of technology and made the harmonization of industrial property laws urgent in the fields of patents, trademarks and industrial designs.

The origins of proposals for an international convention on the protection of industrial property were traced by Carl Pieper and Paul Schmid, in their history of the 1883 Paris Convention<sup>1</sup>, to a suggestion of Prince Albert, the Consort of Queen Victoria, made at the time of the Great Exhibition of 1851, that there should be some form of international protection for inventions.<sup>2</sup>

### (a) The Vienna Congress 1873

The first international conference, which addressed the possibility of an international industrial property regime, was a conference on patent law, which was convened on the occasion of the 1873 Vienna International Exposition. At the time that plans for the Vienna Exposition were announced, US inventors and manufacturers had threatened a boycott of the event unless the Austrian Patent Law of 15 August 1852 could be improved to provide more satisfactory protection to foreign inventors. The particular complaint which was made about the Austrian law, was the requirement that the manufacture of a patented article should commence within the Austro-Hungarian Empire within one year from the grant of a patent. Bureaucratic delays within the Empire were identified as a significant obstacle to this working requirement.<sup>3</sup> As a consequence of US expressions of concern, discussions were held in Vienna between the Austro-Hungarian Minister for Foreign Affairs and the US Legate, John Jay, resulting in the enactment by the Austro-Hungarian Government of a special law "for the provisional protection of articles introduced at the Vienna Exposition".<sup>4</sup> This law was based on those which had been enacted by the UK and French Governments in connection with the International Expositions in London in 1851 and 1862 and Paris in 1855 and 1867.

Although convened at the invitation of the Austro-Hungarian Government, the Vienna Congress was an unofficial meeting. The Preparatory Committee sent to delegates a series of questions concerning

... the international rights of inventors; the boundaries of those rights; whether such boundaries should be international or territorial; the granting, cost, lapsing, and duration of patents; the administration of the Patent Office, and the securing of international arrangements somewhat analogous to those existing in the case of copyright.<sup>5</sup>

The answers received to these questions formed the basis for a number of resolutions which were presented for discussion at the Congress which met between 4 and 8 August 1873. The first Resolution which was adopted by the Congress was that "The protection of inventions should be guaranteed by the law of all civilized nations". Seven "reasons" were advanced to justify this Resolution. These were:

- (i) The sense of fright among civilized nations demands the legal protection of intellectual work.
- (ii) This protection affords, under the condition of a complete specification and publication of the invention, the only practical and effective means of introducing new technical methods without loss of time, and in a reliable manner, to the general knowledge of the public.
- (iii) The protection of invention renders the labour of the inventor remunerative and induces thereby competent men to devote time and means to the introduction and practical application of new and useful technical methods and improvements, and attracts capital from abroad, which, in the absence of patent protection, will find means of secure investment elsewhere.
- (iv) By the obligatory complete publication of the patented invention, the great sacrifice of time and of money, which the technical application would otherwise impose upon the industry of all countries, will be considerably lessened.
- (v) By the protection of inventions, secrecy of manufacture, which is one of the greatest enemies of industrial progress, will lose its chief support.
- (vi) Great injury will be inflicted upon countries which have no rational patent laws, by the native inventive talent emigrating to more congenial countries, where their labour is legally protected.
- (vii) Experience shows that the holder of a patent will make the most effectual exertions for a speedy introduction of his invention.

This second Resolution listed the principles upon which an "effective and useful patent law should be based". These included the principle that only the inventor or his legal representatives should be entitled to a patent and that "a patent should not be refused to a foreigner".<sup>٢</sup> A patent term of 15 years was proposed, together with the complete publication of a patent at the time of grant, as well as the principle of the independence of national.<sup>٣</sup> Probably, the most controversial of these principles was that which allowed patented inventions to be used "by all suitable applicants for an adequate compensation".<sup>٤</sup> The acceptance of this principle of compulsory licensing, reflected the strong influence of the German delegates in Vienna, who saw some advantage in debate about the patent system in their country in demonstrating how a abusive patent monopolies might be mitigated.<sup>٥</sup>

A Permanent Executive committee was established to continue the work of the Congress and to publicise the Recommendations.

## 1.2 THE PARIS CONFERENCES 1878, 1880 AND 1883

Although of limited influence, largely because of its unofficial nature, the Vienna Congress placed patent protection on the international diplomatic agenda and provided a negotiating basis for the more influential Paris Conferences of 1878, 1880 and 1883.

The most significant resolution of the 1878 conference was the resolution to secure from a government, sponsorship of an official conference to “determine the bases of uniform legislation” and to establish a Permanent Committee “to give effect to the propositions adopted by the Congress of Industrial Property”.

On 18 and 19 September 1878, the Permanent Committee met to determine its mandate and functions. It considered a draft treaty “concernant la Création de l’Union Générale pour la protection de la Propriété Industrielle”, which was prepared by its Swiss member, Bodenheimer. This draft treaty, which sought to incorporate all the matters which had been raised during the 1878 conference, was adopted by the Permanent Committee.

The 1880 Paris Conference was the first diplomatic conference concerned solely with the international protection of industrial property rights. It was attended by 35 official delegates from Argentine Confederation, Austria, Belgium, Brazil, France, Guatemala, Hungary, Italy, Luxemburg, Netherlands, Norway, Portugal, Russia, Salvador, Sweden, Switzerland, Turkey, UK, Uruguay, USA, Venezuela. With the exception of Belgium, France, Italy and the UK, which were represented by the respective heads of their industrial property offices, the delegates were drawn largely from diplomatic backgrounds. This was a contrast with the previous conferences, where most participants came from industrial property backgrounds.

The first act of the 1880 Conference was to reject the third draft treaty in favour of an alternative draft, prepared by Charles Jagerschmidt, of the French Ministry of Foreign Affairs. The Conference accepted Jagerschmidt’s suggestion in Article I of this draft that the Conference establish a “Union for the Protection of Industrial Property”. The term “Industrial Property” was defined in Paragraph I of the Final Protocol as being “understood in the broadest sense” and relating “not only to the products of industry in the strict sense, but also to agricultural products (wines, grain, fruit, cattle, etc), and mineral products which are put into trade (mineral waters, etc)”.

The proposal for a “Union” followed the initiatives of the International Telegraph Union (1865) and the Universal Postal Union (1874), particularly in relation to the establishment and funding of the International Bureau.

The Jagerschmidt draft, like its predecessors, proposed the right of national treatment as a fundamental principle. This was defined in Article 2 of the final draft in the following terms:

The subjects or citizens of each of the contracting States of the Union, shall enjoy in all other States of the Union, in the matter of patents, industrial designs or models, trademarks, and commercial names, the advantages that their respective laws now accord or may hereafter accord to nationals. In consequence, they shall have the same protection as the latter and the same legal remedy against injury to their rights, upon the only condition that they accomplish the formalities imposed upon nationals by the domestic legislation of each State.

This principle had hitherto featured in a number of bilateral commercial treaties, such as the Treaty of Commerce between Austria -Hungary and the UK of 5 December 1878.

None of the delegates at the 1880 Conference were authorised by their Governments to accede to any convention. A document recording the work of the 1880 Conference was signed by delegates, together with an agreement to submit the text of the draft Convention to their respective Governments. <sup>ف</sup>

In March 1883, the French Minister of Foreign Affairs, convened a second diplomatic conference, observing that sufficient time had elapsed for Governments to have studied the draft text. <sup>ص</sup> The 1883 Conference thus agreed not to make any substantive amendments to the 1880 text, but to permit points of final clarification to be included in the Final Protocol. <sup>ق</sup> On this basis the representatives of Belgium, Brazil, France, Guatemala, Italy, the Netherlands, Portugal, Salvador, Serbia, Spain and Switzerland were able to give their signatures of assent to the terms of the Paris Convention on 20 March 1883.

The USA was constitutionally unable to accede to the Convention in 1883 because the US Supreme Court had held in 1879 that the Federal Trademarks Act of 1870 and 1876 were unconstitutional, because legislation on trademarks was beyond the Federal Government's power to "promote the progress of science and the useful arts". <sup>ح</sup> The US delegate to the 1880 Conference obtained a Reservation to be included in Paragraph 4 of the Final Protocol which stated that

The representative of the United States, having declared that in terms of the Federal Constitution, the right to legislate in relation to trademarks is in a certain measure, reserved to each of the States of the Union, it is understood that the provisions of the Convention shall not be applicable except within the limits of the constitutional powers of the contracting parties. <sup>ش</sup>

By a Note dated 18 March 1887, the USA informed the Swiss Federal Council of its accession to the Paris Convention, subject to this Reservation, to take effect from 30 May 1887. <sup>ت</sup>

The Paris Convention of 1883 was obviously significant as the first multilateral intellectual property convention. It contained a number of important substantive features: the requirement of national treatment, priority rights and the concept of an "Open Union", with the possibility of revision and the extension of membership. The Paris Convention was to serve as a model for the subsequent international intellectual property agreements. Indeed these were contemplated as Special Agreements by Article 15 of the Paris Convention, which provided:

It is understood that the High Contracting Parties reserve the right to make separately between themselves special arrangements for the protection of industrial property, in so far as these arrangements do not contravene the provisions of the present Convention.

As Jean -François Bozérian had prophetically told the 1880 Paris Conference, their work would amount only to "la préface d'un livre qui va s'ouvrir et qui ne sera peut -être fermé que dans de longues années". <sup>ث</sup>

## 1.3 REVISIONS 1886 -1967

The Paris Convention provided in Article 14 for periodic conferences of revision, with a view to amending the Convention in accordance with its practical application. The more important of these were:

**(a) Second Conference of Revision at Madrid, 1890 -91**

Following an unofficial industrial property congress held in Paris in August 1889 at which a general harmonization of industrial property laws was canvassed, four texts were prepared by the International Bureau and the Spanish Government for a revision conference to be held in Madrid. The first was a protocol of interpretation and execution of the Convention, which had been submitted to the Rome Conference. The second concerned the administration of the International Bureau. The third was proposed as a special agreement under the Paris Convention for the international registration of trademarks and the fourth concerned a special agreement for the repression of false indications of origin.

The arrangements concerning the international registration of trademarks were adopted by nine countries and for the repression of false indications of origin were adopted by ten countries.

**(b) Fourth Conference of Revision, Washington 1911**

The Washington Conference, which met on May 15, 1911, had no additional texts to consider, but incorporated the amendments to the Paris Convention made at the previous conferences into the original text as separate articles, which attempted to preserve the original numbering of the Convention.

The national treatment principle in Article 2 was extended to include indications of origin, utility models and acts of unfair competition. The principle of the independent status of patents, provided in Article 4 *bis*, was clarified by an indication that independence included grounds for refusal, revocation and duration.

The International Bureau was directed to undertake studies on four matters on which an agreement could not be reached: simplification of the formalities relating to patent applications; an agreement for the international deposit of designs and models; a system for the uniform classification of trademarks; and the creation of a system for the recording of trademarks in countries, such as China, which did not have a registration system. These studies were to be presented at the next conference, which was scheduled for the Hague

**(c) Fifth Conference of Revision, The Hague, 1925.**

The Fifth Revision Conference met in the context of the creation of a number of new states, as a consequence of the Peace Treaties, which concluded the First World War and the creation of the League of Nations and the International Chamber of Commerce (ICC).

One obvious consequence was that the agitation by some countries for an obligation to work a patent in all countries of the Union was replaced by the suggestion of the UK and US delegation that a patentee who had not worked an invention for three years, could be compelled to grant a licence to others to work that invention.

A separate text was put forward for the creation of a separate Union for the international deposit of designs and models.

**(d) Seventh Revision Conference, Lisbon, 1958**

At the Lisbon Conference, which met from October 6 - 31, 1958, a new Agreement for the International Registration of Appellations of Origin was also adopted. <sup>غ</sup>

**(e) Eighth Conference of Revision, Stockholm, 1967**

The Stockholm Revision Conference was concerned largely with the rearrangement of the administration of the Paris Convention. The administration of the Paris Union and also of the Berne Union had been combined by the Swiss Government in an administrative Bureau of the Swiss Government, the Bureaux Internationaux Réunis pour la Protection de la Propriété Intellectuelle (BIRPI). From 1952, BIRPI began to assume a greater administrative independence and to move in the direction of becoming a specialized agency of the United Nations. <sup>ط</sup> This evolutionary process was consummated at the Stockholm Revision conference, which on July 14, 1967, adopted the WIPO Convention, which came into effect on April 26, 1970. New Articles 13 - 17 were inserted into the Stockholm text of the Paris Convention to effect this administrative change, which included the creation of new organs for the Paris Union: the Assembly, the executive committee and a reorganized International Bureau. <sup>ii</sup>

The Stockholm Conference also adopted an Additional Act to the Madrid Agreement for the Repression of False Indications of Origin and the text of the Madrid Arrangement for International Registration of Trademarks was revised. A Complementary Act of Stockholm for the Hague Arrangement for the International Deposit of Designs, created a Special Assembly for the Hague Union.

The Nice Agreement for International Classification of Goods and Services and the Lisbon Agreement for Protection of Appellations of Origin were also revised at Stockholm.

The majority of Paris Union countries are now party to the Stockholm Act of 1967. <sup>بب</sup> It is the Stockholm Act which is incorporated by reference into the World Trade Organization Agreement on Trade Related Aspects of Intellectual Property Rights.

#### 1.4 REVISION OF THE PARIS CONVENTION AND THE EVOLUTION OF THE TRIPS AGREEMENT

In March 1980, the member states of the Paris Convention and the World Intellectual Property Organization (WIPO) met in Geneva to discuss proposals for the revision of the Paris Convention. The revision conference was called for by a UNCTAD study concerning the role of the patent system in the transfer of technology to developing countries and was intended to adapt the Paris Convention, in particular, to certain requests of the Group of the Developing Countries. The revision conference over a 15 year period failed to come to an agreement and no new Act to the Paris Convention was adopted. This may also be one of the reasons why the USA proposed the inclusion of intellectual property matters in the negotiations of the Uruguay Round of the General Agreement on Tariffs and Trade (GATT).

Article 2 of the Agreement on Trade Related Aspects of Intellectual Property Rights (TRIPS Agreement), which resulted from the Uruguay Round, obliges Member States to comply with most of the substantive provisions of the Paris Convention. Because, signature of

the TRIPS Agreement, is a prerequisite for membership of the World Trade Organization (WTO), the effect of the TRIPS Agreement is to extend membership of the Paris Union to all members of the WTO.

## 2. The Berne Convention for the Protection of Literary and Artistic Works 1886

### 2.1 BILATERAL COPYRIGHT AGREEMENTS

Ricketson<sup>cc</sup> identifies bilateral copyright arrangements as the precursor to an international regime for the protection of copyright. The first bilateral agreements were entered into between Prussia and 32 German States between 1827 and 1829. The first multilateral copyright convention was entered into between Austria and Sardinia on 22 May 1840, to which the Swiss Canton of Ticino acceded, together with the Italian States of Lucca, Modena, Parma, Rome and Tuscany. <sup>cc</sup>“The motive force for these bilateral agreements was apparently the extensive incidence of copyright piracy in the German and Italian States.” By the middle of the nineteenth century Britain and France had concluded bilateral copyright agreements with the majority of European States. <sup>cc</sup>

These agreements followed a fairly standard form, containing provisions on national treatment and specific obligations in relation to the subject matter of protection and authors' rights such as translation and performance rights.

### 2.2 BRUSSELS CONGRESS ON LITERARY AND ARTISTIC PROPERTY 1858

The first significant proposal for an international copyright regime was considered at the congress on literary and artistic property, which was held in Brussels in 1858. The congress brought together some 300 delegates comprising lawyers, economists, publishers and printers, men of letters, university academics and representatives from learned societies, as well as official delegates from Denmark, Netherlands, Parma, Portugal and Saxony. <sup>cc</sup> Additionally, unofficial representatives were sent by a large number of European countries and by the USA, which at that time was considered the home of the principal pirates of UK copyright works.

The congress addressed five categories of questions, which were prepared by the committee of organization. These were: “international questions”, “property in literary and artistic works in general”, “dramatic and musical works”, “artistic works” and “economic questions” concerning customs duties on copyright works. The answers to these questions formed a series of resolutions which were adopted by the congress. These resolutions foreshadowed the subsequent debate on the international protection of copyright, which culminated in the Berne Convention of 1886.

The organising committee of the congress constituted itself into a drafting committee and it prepared a draft law, which incorporated the resolutions of the congress. A follow-up congress held in Antwerp in 1861 called upon governments to enter into negotiations to implement the 1858 resolutions. <sup>cc</sup>

### 2.3 PARIS INTERNATIONAL LITERARY CONGRESS, 1878

In 1878, in conjunction with the universal exhibition, held in Paris, the French government organised an international literary congress. This congress was presided over by Victor Hugo and following 12 days of debate a number of resolutions were passed which asserted the



perpetual right of authors and their successors to the “right of property” of authors in their works.<sup>ط</sup> Resolutions also called for national treatment and for the simplification of formalities for copyright protection.

An immediate practical result of the 1878 congress was its decision to establish the international literary association. Under the presidency of Hugo, the first object of ALAI was “the protection of the principles of literary property”. Five years later the association was expanded to include artists and its name was changed to association littéraire et artistique internationale (ALAI). From its inception ALAI was a strong advocate of an international copyright regime. At its Lisbon congress in 1880 and its Vienna congress in 1881 it called for uniform national copyright laws and at the 1882 Rome congress a model copyright law was tabled.<sup>ي</sup>

A significant proposal, advanced at the Rome congress by Dr Paul Schmidt of the German publishers' guild was the creation of a literary property union by states, along the lines of the universal postal union, which had been established in 1874.<sup>ك</sup> The congress agreed that the detail of this proposal should be considered by a conference to be held in Berne, the headquarters of the postal and telegraph unions.

#### 2.4 BERNE ALAI CONFERENCE 1883

Following the Rome Congress, the President of ALAI, M. Torres Caicedo, the Salvadorian Minister to Paris, obtained the support of the Swiss Government for the proposed Berne Conference.<sup>ل</sup> The French, German and UK national commissions of ALAI considered which questions would be put to the conference, which was fixed for 10 - 17 September 1883. Five draft propositions were circulated by the French commission dealing with the establishment of a “Universal Literary Convention”.<sup>م</sup> The first propositions sought the establishment of national treatment in all contracting states for the author of literary or artistic works which originated in a contracting state. A broad definition was given to protected subject matter. The second proposal called for the complete assimilation of translation rights to reproduction rights. Probably the most enduring proposition was the fifth, which called for the establishment of an international office to act as a depository for the copyright laws of the contracting states and to co-ordinate international copyright co-operation.

In December 1883, at the request of ALAI, the Swiss Government addressed a circular note to the governments of “all civilised nations”, which enclosed the draft Convention and the *process-verbaux*, inviting an expression of interest in the convening of a diplomatic conference the following year, to explore the establishment of an international copyright regime.

#### 2.5 BERN DIPLOMATIC CONFERENCE OF 1884

At the 1884 conference, two drafting commissions, comprising representatives from Belgium, France, Germany, Norway and Switzerland, prepared for the Conference a draft convention for the creation of a general Union for the protection of the rights of the author, an additional article to that convention, a closing protocol, a set of principles for an “ulterior unification” and the final *process-verbal* of the conference. With minor changes, these documents were adopted by the Conference on September 18.

Article 1 of the draft Convention adopted the ALAI provision that the contracting states were

establishing a “Union for the protection of the rights of authors in their literary and artistic works”. The principle of national treatment followed the ALAI draft but this was subject to the temporal limitation that the duration of this right was coterminous with the subsistence of the author’s right in their own country. The draft convention in article 4 retained the ALAI definition of literary and artistic works. However, the provision concerning translation rights (art. 4) was more limited than the complete assimilation, which had been proposed in the ALAI draft. Each Union country was required to accord the nationals of other countries of the Union an exclusive translation right in their works of ten years’ duration, following the first publication of their work in any Union country.

## 2.6 BERNEDIPLOMATICCONFERENCE OF1885

At the conclusion of the 1884 Diplomatic Conference, the Swiss Government had indicated that it intended to convene a further conference in the following September at which the negotiations would be concluded. The Conference spent two days examining the draft convention and other documents which had been prepared by the 1884 conference. Delegates made proposals for the amplification of various provisions, following which a small drafting commission commenced its work. On 17 September it submitted to a plenary session of the Conference, a draft convention, an additional article and a closing protocol. The substance of the earlier text was retained and there was some redrafting of provisions to remove ambiguities. The national treatment article was redrafted to ensure that the law of an author’s country applied only to compliance with formalities and duration of protection.

The French proposal to have complete assimilation of translation rights to copyright was narrowly defeated and an absolute right of translation for ten years was adopted. There was considerable discussion of the right of reproduction of newspaper and periodical articles. Countries were permitted to require the indication of source of articles in compilation and the regulation of lawful borrowings for educational and scientific purposes and for inclusion in encyclopaedias, was left to domestic legislation. A new article 10 was inserted, dealing with adaptations, which declared that non-essential changes to a work, which did not give it the character of a new and original work, should be regarded as unauthorised indirect appropriations.

Minor changes were made to the administrative provisions of the draft convention, with the exception of a new article 19, which dealt with the accession to the Convention by metropolitan governments on behalf of their colonies.

Twelve of the delegations represented at Bern signed the *procès-verbal*, which requested the Swiss Federal Council to take the necessary steps to convene, within one year, a further diplomatic conference to transform the draft text into a formal diplomatic instrument.

## 2.7 BERNEDIPLOMATICCONFERENCE OF1886

Delegates from Belgium, France, Germany, Haiti, Italy, Liberia, Spain, Switzerland, Tunisia and the UK met in Bern from 6 to 9 September 1886. On the latter date they signed the Convention and annexes (the additional article and Closing Protocol). These documents, with only minor amendments were the same as those which had been settled at the 1885 Conference.

In the *procès-verbal de signature*, the French and British Governments declared that their

accession bound their colonies and foreign possessions. The Spanish Government reserved the right to make known at the time of its ratification, its date of termination as regards its own colonies.

Three months after the exchange of ratifications in Berne in September 1887, the Convention came into force on 5 December 1887. With the exception of Liberia, which was to accede to the Convention some 20 years later,<sup>١٦</sup> all of the states which had signed the *procès-verbal de signature* at the 1886 Conference, ratified the Convention. The UK had acceded on behalf of her principal self-governing dominions, the Australian colonies, Canada, Cape Colony, India, Natal, New Zealand and Nova Scotia.

## 2.8 REVISION CONFERENCES 1896- 1971

Article 17 of the 1886 Act provided for periodic revisions of the Paris Convention and these have occurred in 1896, 1908, 1928, 1948, 1967 and 1971.

### (a) *The Brussels Revision Conference 1948*

The 1948 Brussels Conference was considered the last meeting of the Union, which was to be characterised by a Eurocentric and Francophone orientation. The emergence of the USA as a world power and the use of English as the working language of the newly independent states were significant factors for change. Cinematographic works, photographic works and works of applied art were added to the list of works protected under article 2. The Brussels Conference recognised, through the adoption of several motions (“voeux”), the desirability of protecting sound recordings and radio emissions and of performers. These subjects were to be pursued in the context of separate conventions on the subject.

### (b) *The Stockholm Revision Conference 1967*

At its closing session, the Brussels Conference chose Stockholm as the venue for the next revision conference. By the commencement of the Stockholm Conference in June 1967, there were 58 Member States, including a significant number of developing countries, including 10 African states. An African Study Meeting on Copyright, held in Brazzaville in August 1963 had advocated copyright concessions for developing countries, including reductions in the duration of protection, the protection of folklore and the free use of protected works for educational purposes.

Fifty members of the Berne Union were represented at the conference, together with representatives from international and intergovernmental organizations and NGOs. The USA was represented in the capacity of observer. The Stockholm Conference was not to be limited to a consideration of copyright matters, but would include considerations for the revision of the Paris Convention on the Protection of Industrial Property and the adoption of a new convention to establish an international intellectual property organization to replace the United International Bureaux for the Protection of Intellectual Property (BIRPI), which had been established by the Swiss Government to administer the Paris and Berne Conventions.

The Stockholm Conference witnessed the first significant agitation from developing countries for an acknowledgement of their particular circumstances. In meetings of the Intergovernmental Committee of the UCC and of the General Conference of UNESCO, concerns had been expressed about the unavailability in developing countries of high priced

foreign scientific and technological books and the low availability of works in translation. These issues had been addressed by a Copyright Seminar for African Countries, which met at Brazzaville in 1963. In addition to proposing reduction to the term of protection, this meeting suggested special provisions for the protection of folklore.

In the preparations for the Stockholm Conference, it was proposed that the concerns of developing countries could be accommodated in a separate protocol. This question was the subject of some fairly acrimonious debates at Stockholm. The critical issues were the definition of developing country, translation rights and compulsory licensing. Both developed and developing countries were divided over whether the situation of developing countries would be improved by a lowering of the Berne standards. Although a Protocol was grudgingly adopted by the final plenary session of the Stockholm Conference it did not come into force as it failed to secure the requisite number of ratifications.

Similarly, the substantive provisions of the Convention which were settled at the Stockholm Conference also failed to secure the appropriate ratifications. This resulted in a series of international meetings to consider ways in which the Protocol concerning developing countries might be revised to make it acceptable to developed countries. With the prospect of a bifurcation of the Berne Union between developed and developing countries a new revision conference was speedily convened in Paris in 1971.

## 2.9 THE BERNE CONVENTION AND THE TRIPS AGREEMENT

Article 9.1 of the TRIPS Agreement, which came into force on 1 January 1995, obliges Members of the World Trade Organization to “comply with Articles 1 through 21 of the Berne Convention (1971) and the Appendix thereto”. However, in relation to moral rights which are referred to in Article 6 *bis* of the Berne Convention, Article 9.1 of the TRIPS Agreement provides that “Members shall not have rights and obligations under this Agreement in respect of the rights conferred under Article 6 *bis* of that Convention or of the rights derived therefrom”. This exclusion of moral rights was at the insistence of the USA, which has problems with that concept.

The national treatment principle accorded by the Berne Convention is adopted by Article 3 of the TRIPS Agreement and Article 2.2 of the TRIPS Agreement provides that nothing contained in Parts I to IV of that Agreement, which are concerned with basic principles, the availability, scope, use and enforcement of intellectual property rights, as well as the acquisition and maintenance of those rights “shall derogate from existing obligations that Members may have to each other” under the Berne Convention.

Finally, the copyright provisions of the TRIPS Agreement amplify and extend a number of the substantive provisions of the Berne Convention. Thus for example Article 10.1 provides that “computer programs, whether in source or object code, shall be protected as literary works under the Berne Convention (1971)”. Specific Articles deal with rental rights, the term of protection, limitations and exceptions and the protection of performers, producers of phonograms (sound recordings) and broadcasting organizations.

### 3 WTO Agreement on Trade -Related Aspects of Intellectual Property Rights (TRIPS), 1994

#### 3.1 INTELLECTUAL PROPERTY AS A WORLD TRADE ISSUE PRIOR TO THE URUGUAY ROUND

From the late 1970's there was a growing realisation, particularly in the USA, that the counterfeiting of trademarked products was having a considerable impact and averse impact upon trade revenues. In 1979 the USA and the European Community had reached agreement on a draft 'Agreement on Measures to Discourage the Importation of Counterfeit Goods'.<sup>1</sup> Between 1980 and 1982 in formal meetings with a number of industrialised countries<sup>2</sup> resulted in a revised draft Anticounterfeiting Code.<sup>3</sup>

This US initiative was carried forward into the ministerial meeting of 1982 for the preparations for the forthcoming GATT Round.<sup>4</sup> In the face of a US suggestion that the Draft Code be adopted as part of the GATT, the developing countries led by Brazil and India argued that intellectual property issues were the exclusive territory of WIPO and that, in any event, the GATT was concerned with trade in tangible goods and therefore, that the GATT had no jurisdiction over trademark counterfeiting.<sup>5</sup> The Resultant Ministerial Declaration requested the Director General of GATT to hold consultations with his counterpart at WIPO in order to clarify the appropriateness of joint action in relation to counterfeiting.<sup>6</sup> During 1982 an Expert Group produced a report on the effects of trademark counterfeiting on international trade.<sup>7</sup> Discussions within the GATT Council renewed the questioning of the relevance of intellectual property rights to the GATT and, additionally, raised the question of whether the allegations of the trade impacts of trademark counterfeiting could be quantified.

This challenge was taken up in the United States, both through Congressional hearings and through studies conducted by trade associations submitting to those hearings. The Subcommittee on Trade of the US House of Representatives was informed in its 1983 hearings<sup>8</sup> that the annual losses of the video industry were approximately \$6 billion.<sup>9</sup> The House Subcommittee on Oversight and Investigations, which conducted hearings on counterfeiting in 1984<sup>10</sup>, was informed by the Automotive Parts and Accessories Association that the industry lost some \$12 billion from the counterfeiting of spare parts.

In 1985 the International Intellectual Property Alliance (IIPA) representing seven trade associations of copyright-related industries<sup>11</sup> produced a study of the copyright laws of Brazil, Egypt, Indonesia, Malaysia, Nigeria, the Philippines, the Republic of Korea, Singapore, Taiwan and Thailand. It estimated that ineffective copyright laws in these countries was responsible for annual losses to the American copyright industries of \$1.3 billion.<sup>12</sup> The IIPA submitted that "the U.S. Government's goal must be to establish an international trading climate in which intellectual property is respected and protected".

#### 3.2 INTELLECTUAL PROPERTY RIGHTS AND THE URUGUAY ROUND -

## PRELIMINARY NEGOTIATIONS

Between 1982 and 1986 a Preparatory Committee of the GATT identified the issues which would be the concern of the forthcoming GATT Round. <sup>٤٤٤</sup> The U.S. proposed that the Round consider all intellectual property rights, affirming that the GATT was the appropriate forum to seek the enforcement of intellectual property rights. Subsequent negotiations led by the Swiss and Columbian Ambassadors sought a compromise between the opposing views on the jurisdiction of GATT in these matters, and produced a proposal which served as the basis for the Ministerial Declaration of 20 September 1986 which launched the Uruguay Round <sup>فخف</sup>. Identifying the subjects for negotiation in the Round, the Ministerial Declaration explained that

In order to reduce the distortions and impediments to international trade, and taking into account the need to promote effective and adequate protection of intellectual property rights, and to ensure that measures and procedures to enforce intellectual property rights do not themselves become barriers to legitimate trade, the negotiations shall aim to clarify GATT provisions and elaborate as appropriate new rules and disciplines.

Negotiations shall aim to develop a multilateral framework of principles, rules and disciplines dealing with international trade in counterfeit goods, taking into account work already undertaken in the GATT. <sup>صصص</sup>

This initiative was expressed to be without prejudice to complementary initiatives which might be taken by WIPO elsewhere. <sup>ففف</sup>

The Negotiating Plans settled by a Decision of 28 January 1987 <sup>ددد</sup> under the heading "Trade - Related Aspects of Intellectual Property Rights, Including Trade in Counterfeit Goods", identified that the initial phase of the negotiating process would be taken up with gathering relevant factual material and with the tabling of the texts of interested participants. In response to this invitation, the Office of the United States Trade Representative in Geneva on 19 October 1987 submitted a substantive proposal for the interdiction of the trade in infringing products through the implementation of Customs controls and through the promulgation and implementation of legislative norms for the protection of intellectual property rights. <sup>ششش</sup> Further suggestions were tabled by Switzerland, Japan and the European Community. The E.C. proposal was the most far-reaching in that it suggested that a TRIPS Agreement should adhere to the basic GATT principles of national treatment, non-discrimination, reciprocity and transparency, as well as applying to the new categories of intellectual property right, such as semi-conductor layouts, and plant varieties as well as to the traditional categories, including utility models and appellations of origin. <sup>تتت</sup>

The subsequent negotiations of the Round were dominated and almost frustrated by a deadlock over agricultural policies. By the mid-term review, scheduled for December 1988, an agreement had been reached or was close in the eleven other negotiating areas. An exception to this wide-ranging concord was intellectual property, where led by India and Brazil, the developing countries continued to question the relevance of intellectual property for the GATT, particularly because of the existence and availability of WIPO <sup>ثثث</sup>

A key factor in the ultimate success in securing the GATT TRIPS Agreement was the preparedness of the United States to define its negotiating objectives through domestic trade

legislation. The impasse at the GATT, as well as the increasing cacophony of agitation from trade lobbyists had resulted in the introduction in 1984 of an amendment to section 301 of the Trade Act of 1974, which permitted the President to seek the elimination of "unjustifiable or unreasonable" trade practices. The 1984 Trade and Tariff Act made intellectual property protection explicitly actionable under section 301. Action under this section was taken against the Republic of Korea in 1985, because of complaints about the limited scope of that country's patent, trademark and copyright laws and against Brazil in the same year because of concerns about its restrictive laws dealing with the protection of computer programmes and computer software. Brazil was also the target of action under section 301 in 1987, when the USA increased tariffs on certain Brazilian exports to procure changes in Brazil's protection of pharmaceutical patents.

The apparent success of section 301 and the contemporaneous stalling of the GATT TRIPS negotiations are explanations of the introduction of so-called 'Special 301' by the Omnibus Trade and Competitiveness Act of 1988. Special 301 requires an annual review by the U.S. Trade Representative (USTR) of the intellectual property practices of the country's trading partners. The USTR is required to identify "priority foreign countries" which deny "adequate and effective protection of intellectual property rights" or which "deny fair and equitable market access" to U.S. traders. The USTR is then obliged to place those countries on either a watch list or a priority watch list, with a view to a fast track investigation, followed by trade retaliation in the form of increased duties or import restrictions. Special 301 was explicitly introduced as a supplement to the U.S. TRIPS negotiating strategy. In the Conference Report on the legislation in Congress the explanation was proffered that

The purpose of the provisions dealing with market access is to assist in achieving fair and equitable market opportunities for U.S. persons that rely on intellectual property rights protection. As a complement to U.S. objectives on intellectual property rights protection in the Uruguay Round of trade negotiations, the conferees intend that the President should ensure, where possible, that U.S. intellectual property rights are respected and market access provided in international trade with all our trading partners.

### 3.4 GATT TRIPS - BREAKING THE DEADLOCK

Throughout 1989 the TRIPS negotiating group received submissions from a number of countries and by the beginning of 1990 these had been reduced to five texts. Texts were proposed by The E.C., Japan, Switzerland and the U.S. and a text was proposed by a group of developing countries. Further revisions during 1990 culminated in the presentation of a Draft TRIPS Agreement, dated 22 November 1990 to the Ministerial Meeting in Brussels scheduled for 3 December 1990. Differences remained over some of the detail of patent and copyright law principles, as well as the more important issues of incorporating intellectual property into the GATT and the applicability of dispute resolution procedures for intellectual property. In any event, these concerns were rendered nugatory by the collapse of the Brussels meeting due to the impasse over agriculture.

The Round was restarted the following year, with concerted attempts by the GATT Director General to identify the issues for resolution. Further draft texts were received by the TRIPS negotiating group during 1991 and in November 1991 the Director General, Arthur Dunkel issued a progress report which identified some twenty intellectual property issues which required resolution. In a dramatic development the following month, the Director General of

the GATT attempted to precipitate a conclusion of the Uruguay Round by tabling a Draft Final Act Embodying the Results of the Uruguay Round of Multilateral Trade Negotiations, which included a new TRIPS text which attempted to settle outstanding difficulties by proposing compromise formulae. <sup>٤٤٤٤</sup>

The Dunkel Draft attracted considerable criticism from U.S., particularly from the pharmaceutical and copyright industries. The pharmaceutical industry was concerned that developing countries were allowed too long a transitional period to implement appropriate patent laws. <sup>٤٤٤٤</sup> The concerns of the copyright industries were summarised by Ralph Oman, the U.S. Registrar of Copyrights who criticised the problematical protection of computer programmes and because of the absence of coverage of the legal status of videogram producers and direct satellite broadcasting and the concept of the theft in relation to cable and satellite communications. <sup>٤٤٤٤</sup>

Negotiations were resumed in Geneva in late 1992 following the resolution of differences between the E.C. and the U.S. on agricultural policies and both India and the U.S. proposed revisions of the Dunkel Draft. In the result the final draft of the TRIPS Agreement, which was adopted when the Uruguay round was brought to a close at the Ministerial meeting at Marrakesh, April 12 - 15, 1994, was very close in form and content to the Dunkel Draft. <sup>٤٤٤٤</sup>

#### 4. The TRIPS Review and Implementation Process

The TRIPS Agreement came into effect on 1 January 1995 after the long and difficult negotiations of the Uruguay Round of the GATT, which had commenced five years earlier. The negotiators of the TRIPS Agreement, appreciated that the exigencies of negotiation had produced a document which would require subsequent amendment and improvement. Built into the Agreement itself was a reform agenda applying to a number of the specific substantive provisions; geographical indications (article 23.4); the patentability of biological inventions (article 27.3.b); and "non-violation" cases (article 64). Additionally, Art. 71 requires the Council for TRIPS to review the implementation of the Agreement after the expiration of five years from the commencement of the Agreement and at two year intervals thereafter. Also, the occasions of the Singapore, Seattle and Doha Ministerials have been used to broaden the subjects of review.

##### 4.1 IMPLEMENTATION

A complication to the review process, has been the differential schedule for the implementation of TRIPS. Developed country members of the WTO were obliged by Art. 65(1) of the TRIPS Agreement to implement its provisions within one year of the coming into force of the Agreement, namely by 31 December 1995. Developing country members were granted a further four years grace by Article 65(2). A consequence of these provisions has been the implementation of significant changes, particularly by developing countries to their intellectual property rights systems. <sup>٤٤٤٤</sup> A number of developing countries have been obliged to introduce substantive intellectual property rights, where none existed before and to introduce the machinery for the registration and enforcement of intellectual property rights.

A number of developing countries have found the five year deadline for implementation to be rather too brief to permit their compliance. Also, given the built-in and general review agendas of the Agreement, they are obliged to participate in a review process prior to their



obtaining of any experience in the way in which the Agreement has operated.

A number of developing countries have questioned what they consider to be unreasonable pressures by developed countries to impose compliance with the TRIPS Agreement. Thus the Dominican Republic and Honduras have observed that

Eversince the end of the Uruguay Round, all countries, developed and developing alike, have been racing against time to ensure due compliance at the national level with the provisions of this Agreement. However, during the transition period granted to the developing countries, we have seen selective unilateral pressures unleashed against countries that have tried to exercise their legitimate rights in full compliance with the letter and spirit of the Agreement. <sup>ززز</sup>

Developing countries have contrasted the pressure imposed on them to implement the TRIPS Agreement with the failure of developed countries to provide incentives for the transfer of technology to, as required by Art. 66.2 and to provide technical assistance to developing countries, as required by Art. 67. <sup>٦٧٢٢٢٢</sup>

A number of developing countries (eg Cuba, Dominican Republic, Egypt, Honduras) have indicated that the transitional implementation period of five years, granted under Art. 65.2 has been insufficient to undertake the complex and costly administrative tasks required under the TRIPS Agreement, such as the modernization of their administrative infrastructure (intellectual property offices and institutions, the judicial and customs system), as well as the promulgation of new intellectual property laws. They have, therefore, sought an extension of the transition period for the developing countries. <sup>طططط</sup>

Opposed to the desire of developing countries to delay the implementation of the TRIPS Agreement are pressures from developed countries to initiate the view of the implementation of the Agreement under Art. 71.1 <sup>٧١١١١١</sup> The European Union has reminded negotiators that the TRIPS Agreement establishes minimum intellectual property standards "from which to seek further improvements in the protection of IPR. There should therefore be no question, in future negotiations, of lowering of standards or granting of further transitional periods". <sup>ككككك</sup> Similarly Japan has declared that "We should not discuss the TRIPS Agreement with a view to reducing the current level of protection of intellectual property rights. To the contrary, the TRIPS Agreement should be improved properly in line with new technological development and social needs". <sup>للدل</sup>

#### 4.2. DOHA MINISTERIAL

Intellectual Property played a significant role in the WTO Ministerial Meeting, which concluded at Doha on 14 November 2001. The atmosphere of the meeting was charged by a combination of the proximity of the meeting to the terrorist attacks in the USA, as well as the aftermath of the HIV/AIDS litigation in South Africa and Brazil.

Clauses 17 – 19 of the Ministerial Declaration, which was issued at Doha stated:

17. We stress the importance we attach to implementation and interpretation of the Agreement on Trade-Related Aspects of Intellectual Property Rights (TRIPS Agreement) in a manner supportive of public health, by promoting both access to existing medicines and research and development in new medicines and, in this

connection, are adopting a separate Declaration.

18. With a view to completing the work started in the Council for Trade-Related Aspects of Intellectual Property Rights (Council for TRIPS) on the implementation of Article 23.4, we agree to negotiate the establishment of a multilateral system of notification and registration of geographical indications for wines and spirits by the Fifth Session of the Ministerial Conference. We note that issues related to the extension of the protection of geographical indications provided for in Article 23 to products other than wines and spirits will be addressed in the Council for TRIPS pursuant to paragraph 12 of this Declaration.

19. We instruct the Council for TRIPS, in pursuing its work programme including under the review of Article 27.3(b), the review of the implementation of the TRIPS Agreement under Article 71.1 and the work foreseen pursuant to paragraph 12 of this Declaration, to examine, *inter alia*, the relationship between the TRIPS Agreement and the Convention on Biological Diversity, the protection of traditional knowledge and folklore, and other relevant new developments raised by Members pursuant to Article 71.1. In undertaking this work, the TRIPS Council shall be guided by the objectives and principles set out in Articles 7 and 8 of the TRIPS Agreement and shall take fully into account the development dimension.”

One of the imponderable features of the Doha negotiations will be the extent to which intellectual property will be bargained against other subjects of the trade round, such as agriculture, services and textiles.

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- و *Ibid.*, at 343.
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- ح *Ibid.* at 350.
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- ك See in L.J. Duncan, *From Privilege to the Paris Convention*, Unpublished PhD Thesis, Monash University, July 1997, 405-406.
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- م The draft treaty is reproduced in France, Ministère de l'agriculture et du Commerce, *Comptes rendus Sténographiques publiés sous les auspices du Comité Centrale des Congrès et Conférences et la direction de M. Ch. Thirion, Secrétaire du Comité, avec le concours des Bureaux des Congrès et des auteurs de Conférences: Congrès Internationale de la Propriété Industrielle, tenu à Paris du 5 au 17 Septembre 1878* (Paris 1879), 712 -718.
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- س See France, *Conférence Internationale (1880)*, n.27 *supra*, Appendix VIII.
- ع *Ibid.* at 46.
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- ص France, Ministère des Affaires étrangères, *Conférence Internationale pour la protection de la propriété industrielle* (Paris 1883), at 15.
- ق See France, *Conférence Internationale (1883)*, n.36 *supra* at 26.
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- ث See France, *Conférence Internationale (1880)*, n.27 *supra*, at 20, quoted by Duncan, n.11 *supra*, at 586.
- خ Seechs. *Infra*.
- ذ Belgium, Guatemala, Italy, Netherlands, Norway, Portugal, Spain, Sweden and Switzerland.
- ض Brazil, France, Great Britain, Guatemala, Norway, Portugal, Spain, Switzerland and Tunis.
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- حج S. Ricketson, *The Berne Convention for the Protection of Literary and Artistic Works; 1886 - 1986*, London, 1987, 25 -37.
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- هه See W. Briggs, *The Law of International Copyright*, 1906, 49 -54.
- وو See Ricketson, n.31 *supra* at 27 -29.
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- طط See V.C.H. Carmichael, *The Paris International Literary Congress*, London, 1878.
- يي See *Association littéraire et artistique internationale - Son Histoire. Ses Travaux* (1878 -1889), Paris, 1889, 120- 122.
- لكك *Ibid.*, 122 -123.
- للك *Ibid.*, 129 -130.
- مكك *Ibid.*, 135 -136.
- نن This drafting commission comprised: Bergne (UK), Droz (Switzerland), Lagerheim (Sweden), Reichardt (Germany), Renault (France), Rosmini (Italy) and Tamayo (Spain), *Ibid.* 59.
- سس New articles 7 and 8.
- عع See Ricketson n.31 *supra*, at 75.
- فف *Actes de la 2me Conférence*, n.21 *supra*, at 81.
- صص *Actes de la 3me Conférence internationale pour la protection des oeuvres littéraires et artistiques réunie à Bern du 6 au 9 septembre 1885*, Berne, 1886, 7.
- قق *Ibid.*, at 41.
- رر On 16 October 1908, [1908] *Le Droit d'Auteur* 145.

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- ممم *Unfair Foreign Trade Practices, Stealing American Intellectual Property: Imitation is Not Flattery*, 98th Cong., 2d Sess. 1 -3 (1984).
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- وووو Egsee Blakeney, ‘The Impact of the TRIPS Agreement in the Asia Pacific Region’ [1996] 18 *European Intellectual Property Review* 544
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