

## **Advisory Committee on Enforcement**

**Eighteenth Session**  
**Geneva, June 2 to 4, 2026**

### **CHINA'S MECHANISM FOR PROMOTING THE USE OF LEGITIMATE SOFTWARE AND ITS ACHIEVEMENTS**

*Contribution prepared by Mr. Hui Zhang, Deputy Director, Enforcement and Supervision  
Division, Copyright Department, National Copyright Administration of China (NCAC), Beijing\**

#### **ABSTRACT**

To comprehensively protect software copyright, encourage software technology development and application, and promote the growth of the software industry, China has implemented initiatives to advance the use of legitimate software (software legalization). By integrating economic, legal and administrative measures, China has strengthened software copyright protection, enhanced public awareness of legitimate software use and achieved remarkable results.

---

\* The views expressed in this document are those of the author and not necessarily those of the Secretariat or of the Member States of WIPO.

## I. MECHANISM FOR SOFTWARE LEGALIZATION

1. Software plays a critical role in advancing information technology (IT) innovation and serves as the core of next-generation IT and the foundation of digital economic development. The software industry is a foundational and strategic pillar of the national economy and social informatization, with software-centered information industries driving modern economic and social progress.
2. The Chinese Government attaches great importance to intellectual property (IP) protection for software. Since 2001, it has successfully worked to have all government agencies adopt legitimate software.
3. To consolidate that achievement and establish a sustainable mechanism, the State Council approved the establishment in 2007 of an Inter-Ministerial Joint Conference on Promoting the Use of Legitimate Software in Enterprises, led by the National Copyright Administration of China (NCAC) and comprising nine departments, including the Ministries of the Information Industry, Finance, and Commerce. In 2012, the State Council approved the establishment of an Inter-Ministerial Joint Conference led by NCAC and comprising 15 departments, including the Ministries of Industry and Information Technology, and Finance. The Conference is responsible for coordinating the promotion of legitimate software use in government agencies and enterprises; researching and formulating relevant policies and measures; supervising and monitoring implementation across regions, departments and units; and organizing publicity and training activities.
4. In 2013, the State Council issued its Administrative Measures for the Use of Legitimate Software by Government Agencies, which clarify the responsibilities of government bodies at all levels and relevant departments. Members of the Joint Conference have issued multiple policy documents according to their respective mandates. For example, the Ministry of Finance has strengthened guidance on legitimate software procurement, NCAC has intensified inspections to monitor legitimate software use, and the State Administration for Market Regulation has safeguarded the legitimate rights and interests of software consumers in accordance with law. Government agencies at all levels have established software legalization mechanisms and instituted comprehensive systems for software procurement, usage management, performance evaluation and annual reporting.

## II. MEASURES FOR SOFTWARE LEGALIZATION

5. **Strengthening coordination and planning.** Since its establishment, the Joint Conference has continuously enhanced inter-departmental synergy and leveraged institutional advantages. The Conference convenes annual meetings to review previous achievements and plan future tasks. Member units strengthen planning and guidance within their respective regulatory domains according to assigned responsibilities.
6. **Strengthening procurement.** The Conference has intensified legitimate software procurement efforts, enhanced guidance for centralized procurement agencies and launched the Legitimate Software Procurement Network. In 2025, central government units procured a total of 217,200 software packages worth US dollars 20.67 million. The provision of standardized, professional and efficient software procurement services has enabled the regulation of software acquisition practices, thereby preventing the use of pirated software at the source.
7. **Enhancing supervision and inspection.** For 10 consecutive years, the Conference has conducted supervision and inspections of software legalization activities in government agencies, State-owned enterprises, and financial institutions. Between 2020 and 2025, inspections were conducted in some 1,200 organizations, with more than 300,000 computers examined. Inspection results were audited and published on the NCAC website.

8. **Strengthening publicity and outreach.** During events such as the annual World Intellectual Property Day (April 26), the Government runs awareness-raising campaigns on software legalization on platforms including television, movie theaters and outdoor screens. It also conducts centralized destruction of pirated software. Since 2013, NCAC has issued the Compilation of Software Legalization Work annually to promote its efforts. In 2022, Hunan Province released a public service announcement promoting software legalization, which garnered over 1.753 million views in seven days. Each year, the Ministry of Commerce promotes the country's achievements in software legalization internationally through bilateral IP exchange and cooperation mechanisms established with the European Union (EU), Switzerland and other countries, and through multilateral platforms like the World Trade Organization (WTO) and Asia-Pacific Economic Cooperation (APEC).

9. **Combating software copyright infringement.** China maintains strong deterrence against software infringement and thereby safeguard software industry development. For example, a company in Chengdu illegally replicated Windows XP software without Microsoft's authorization in order to produce multiple pirated versions between 2006 and 2008, generating illicit profits exceeding US dollars 402,800. A Chinese court convicted the principal offender of copyright infringement, sentencing them to three years and six months in prison and a fine of US dollars 137,900. It ordered the company to forfeit its illegal profit and pay a fine of US dollars 1.2097 million. The rigorous handling of the case demonstrates the commitment of China to providing equal protection for domestic and foreign copyright holders and the robustness of its IP protection system.

### III. ACHIEVEMENTS IN SOFTWARE LEGALIZATION

10. **Full achievement of software legalization in government agencies.** Central and State organs, as well as provincial, municipal and county-level government agencies, have played a leading role in IP protection, demonstrating the Government's determination to protect IP rights. Mechanisms for software legalization in Party and government agencies – including dedicated task forces, procurement systems, usage management, performance evaluations and annual reporting – continue to be standardized and refined.

11. **Significant progress in software legalization for enterprises and institutions.** Central State-owned enterprises, large and medium-sized financial institutions, provincial State-owned enterprise headquarters, and news and publishing enterprises have largely achieved software legalization. Progress has been made in software legalization across the culture, tourism, education and healthcare sectors.

12. **High-quality software industry development.** In 2024, China registered copyright for more than 2.82 million items of computer software, representing a 15-fold increase from the 139,200 items registered in 2012. Software business revenue in China reached US dollars 1.89 trillion in 2024, nearly five times the 350 million US dollars recorded in 2012. Software business revenue has grown at a steady rate of around 15 per cent for several consecutive years.

### IV. CONCLUSION

13. As software legalization work continues to yield concrete results, the principle that “protecting software copyright means protecting innovation” has taken root in the public mind. “Using legitimate software and rejecting piracy” has become a matter of voluntary public behavior, fostering an increasingly robust social environment for legitimate software use and serving as vital support for building an innovation-oriented nation.

[End of contribution]