

INTERNATIONAL INTELLECTUAL PROPERTY ALLIANCE

2008 SPECIAL 301 REPORT

BRAZIL

Special 301 Recommendation: IIPA recommends that Brazil remain on the Watch List in 2008.

EXECUTIVE SUMMARY

Brazil is one of the most important markets for the U.S. copyright industries, but its tremendous market potential is undermined by one of the highest piracy rates in the region. The copyright industries' overarching goals in Brazil, one of the largest commercial markets for copyrighted materials, remain: (1) reducing copyright piracy and (2) generating effective criminal enforcement. Achieving these twin goals will increase the sales of legitimate product and significantly increase the output of Brazil's cultural, educational and technical products.

Notwithstanding greatly enhanced government efforts and a continuing high level of cooperation between the government and rights holders, piracy for copyrighted materials remains very serious. This can be attributed to the problems of unsuccessful prosecution and the difficulty of concluding criminal copyright infringement cases. While IIPA and its members can report that Brazilian authorities have conducted a significant number of raids with accompanying seizures of pirated products, there has not been a corresponding drop in the availability of pirated goods in the Brazilian market. Although the copyright industries enjoy excellent relations within the National Council to Combat Piracy and Intellectual Property (CNCP), this entity was mostly dormant in 2007, holding only one meeting in August 2007 to seat new members. IIPA and its members have witnessed increasing cooperation between federal and state authorities, although the authorities should encourage states to coordinate more closely on operational matters. With respect to legislative matters, the Minister of Culture announced a series of conferences and hearings in the months ahead to discuss possible revisions of the 1998 copyright law, alleging that the current law offers uneven protection to artists and to those who commercialize their works. Incredibly, copyright rightsholders were not invited to participate in the first of these encounters, held in December 2007. It is imperative that rightsholders be able to participate and provide input in a transparent manner in any contemplated legislative review process.

PRIORITY ACTIONS IN 2008

Enforcement

- Achieve concrete results in the seven areas identified in the Bilateral Consultative Mechanism process, including: (1) increase anti-piracy raids in well-known marketplaces, (2) encourage the establishment and formation of joint state and municipal anti-piracy intellectual property rights (IPR) task forces which focus on priority locations, (3) take enforcement actions on the Brazil-Paraguay border, both on-land and on-water, (4) enhance deterrence through criminal prosecutions and the application of deterrent penalties, (5) continue work to implement the action items in the national plan developed by the CNCP, (6) pursue educational and media anti-piracy campaigns sponsored by the federal government, working with the private sector to raise public awareness of the anti-piracy fight, and (7) continue working with the industry through the CNCP.
- Establish more IP task forces, both at the state level and via the CNCP.
- Improve actions against Internet piracy. Include conducting *ex officio* actions on facilities that knowingly offer public access to unauthorized peer-to-peer programs and in particular with respect to those locations that facilitate or enable unauthorized transactions by providing the materials required for copying downloads—e.g. blank CD-Rs.
- Conduct effective enforcement against copyshops, located both inside and outside university campuses that make illegal copies of books and related teachers' notes that go beyond the bounds of the law. Also, engage university administrations in efforts to encourage the use of legitimate materials on campuses.

- Continue to encourage the establishment and formation of joint state and municipal anti-piracy IPR task forces, which focus on priority locations.
- Encourage authorities to take more prosecutions, including and especially, against recidivists.
- Create specialized IPR courts with copyright jurisdiction.
- Establish a reference price for imported blank media.
- Establish a national program to train judges, prosecutors, and police officers on IPR.

Legislation

- Work to develop and introduce comprehensive legislation aimed at providing and enhancing the tools and measures necessary to conduct effective copyright enforcement.
- Work with the State of São Paulo University to reverse its administrative rule, which allows widespread reprographic copying of portions of books by commercial, for-profit copy centers.
- Remove market access barriers, including high tariffs and taxes placed on entertainment software and consoles. Impose no new barriers (such as a theatrical window) on films.
- Adopt legislation to make unauthorized camcording of motion pictures in theatres a criminal offense.

BRAZIL										
Estimated Trade Losses Due to Copyright Piracy										
(in millions of U.S. dollars)										
and Levels of Piracy: 2003-2007¹										
INDUSTRY	2007		2006		2005		2004		2003	
	Loss	Level								
Sound Recordings & Music Compositions	151.6	48%	176.5	40%	334.5	52%	343.5	52%	338.7	52%
Business Software ²	680.0	59%	574.0	60%	383.0	64%	359.0	64%	309.0	61%
Motion Pictures ³	NA	NA	NA	NA	101.0	22%	120.0	30%	120.0	30%
Entertainment Software ⁴	NA	91%	159.3	88%	120.8	77%	120.4	74%	125.7	56%
Books	18.0	NA	18.0	NA	18.0	NA	18.0	NA	14.0	NA
TOTALS	849.6		927.8		957.3		960.9		907.4	

On April 30, 2007, the U.S. Trade Representative (USTR) placed Brazil on the Special 301 Watch List, a laudable action which IIPA had requested in its 2007 301 filing. USTR also added an out-of-cycle-review for Brazil. IIPA provided comments to USTR in October 2007, recommending that Brazil remain on the Watch List.⁵ So far, no announcement regarding the results of that review has been issued by USTR. Brazil continues to be a beneficiary country under the U.S. trade program, the Generalized System of Preferences (GSP). According to data from the

¹ The methodology used by IIPA member associations to calculate these estimated piracy levels and losses is described in Appendix B of in IIPA's 2008 Special 301 submission at www.iipa.com/pdf/2008spec301methodology.pdf. For more information regarding the history of Brazil under USTR's Special 301 review, see Appendix D at (<http://www.iipa.com/pdf/2008SPEC301USTRHISTORY.pdf>) and Appendix E at (<http://www.iipa.com/pdf/2008SPEC301HISTORICALSUMMARY.pdf>) of this submission.

² BSA's 2007 statistics are preliminary. They represent the U.S. software publishers' share of software piracy losses in Brazil, and follow the methodology compiled in the Fourth Annual BSA and IDC Global Software Piracy Study (May 2007), available at <http://w3.bsa.org/globalstudy/>. These figures cover, in addition to business applications software, computer applications such as operating systems, consumer applications such as PC gaming, personal finance, and reference software. BSA's 2006 piracy statistics were preliminary at the time of IIPA's February 12, 2007 Special 301 filing and were finalized in June 2007 (see <http://www.iipa.com/statistics.html>) as reflected above.

³ MPAA's trade losses and piracy levels for 2006 and 2007 are not available. MPAA did provide 2005 estimates for a select group of countries, using a new methodology that analyzed both physical/"hard goods" and Internet piracy. Details regarding MPAA's methodology for 2005 and prior years are found in Appendix B of this IIPA submission.

⁴ ESA's reported dollar figures reflect the value of pirate product present in the marketplace as distinguished from definitive industry "losses." See Appendix B.

⁵See IIPA, Letter to USTR on the 2007 Special 301 Out-of-cycle Review of Brazil, October 15, 2007, available at <http://www.iipa.com/pdf/IIPABrazilIOCRCommentsFinal10152007.pdf>.

U.S. International Trade Commission, some \$3.1 billion in goods entered the U.S. under the GSP preferential duty code during the first eleven months of 2007.

THE BILATERAL CONSULTATIVE MECHANISM

The Brazilian and U.S. Governments have identified seven areas of action to be reviewed in the context of the Bilateral Consultative Mechanism. Many of the seven items are already included in the CNCP action plan, and all seven have the support of the copyright-based industries. IIPA and its members developed a collective view on the seven BCM measures on copyright and enforcement, which we repeat, in updated form, below:

(1) Increase anti-piracy raids in well-known marketplaces.

- IIPA and its members have shared (and published in prior 301 reports) lists of locations of well-known marketplaces, all of which require no investigation by the authorities. In fact, a national list with specific locations has been established and raids are conducted regularly, at least in São Paulo. The problem is that authorities need to identify recidivist violators and find a way to shut them down, either by using municipal codes against piracy or following the tax evasion route. IIPA members appreciated that several major piracy retail locations were shutdown in the past months. These included several locations on Paulista Avenue, one of the city's most important avenues, as well as "Stand Center", which was closed at the end of 2007 (in a coordinated action of the City of São Paulo, Civil Police, Municipal Police and Receita Federal) using municipal codes and tax evasion. These operations received substantial media coverage. Such efforts must be systematized, to curb retail piracy. This should include efforts to arrest street or "blanket" hawkers, and seize the tools of their trade (their stands, speakers, and other accessories).
- Raids should be done more frequently on weekends and between the hours of 5:00-7:00 pm daily, when the pedestrian traffic increases in the pirate markets.
- The underground metro in São Paulo, over the past year, has become a more attractive selling point since police rarely disturb the pirates at these locations.
- The Military Police should be involved in anti-piracy operations and patrols. There is no known mandate from the Military Police Hierarchy to the street patrolman to disband or chase away pirates.
- Target major flea markets also known as *camelodromos* whether outside the city of São Paulo (e.g. Campinas and Riberão Preto) or inside (e.g. Pinheiros.). Anti-piracy actions should also address warehouses and distributions sites.
- Expand the campaign to cover the growing Internet piracy problem affecting the recording and audio-visual industries. This part of the campaign should address illegal downloads by individuals, websites, and cybercafés.

(2) Encourage the establishment and formation of joint state and municipal anti-piracy IPR task forces which focus on priority locations.

- The industries are not aware of any visibly active IPR task forces that include state and local officials. In contrast, the federal authorities do work together with Receita Federal (Federal Revenue Service), the National Federal police and the Federal highway patrol.
- The federal authorities are hesitant to exchange information with state and local enforcement officials.

(3) Take enforcement actions at the Brazil-Paraguay border.

- Several raids have taken place, but more focus is needed on the *sacoleiro* traffic getting around the Federal Highway Police dragnet by utilizing state roads off the interstate BR-277.
- Receita Federal (Federal Revenue Service) has become more aggressive but they lack sufficient personnel in contentious areas such as Foz de Iguaçu. This same observation applies to the Federal Police in Foz.
- Dry land crossing between Paraguay and Brazil needs 24 hour-a-day/7 day-a-week coverage.
- There is a need to establish links between Financiers in major cities and *sacoleiro* networks in order to dismantle the organized crime organizations.
- The "dirty money" from the banking institutions and money exchange houses in the tri-border area, needs to be tracked. The Brazilian Federal Police and Receita Federal have this capability.
- There is a need to conduct river operations involving at least enough boats and personnel to discourage smuggling across the Parana River.

(4) Enhance deterrence through criminal prosecutions and the application of deterrent penalties.

- More long term investigations are needed utilizing the "Quadrilha" (organized crime) concept of prosecution of organizations by utilizing collateral statutes such as tax evasion, money laundering, fraud, and customs violations.

- Pursue major recidivists establishing a Priority Prosecution List or Priority Targeting list.

(5) Continue work to complete the action items in the national plan developed by the National Council to Combat Piracy and Intellectual Property Crimes (CNCP).

- It must be clarified specifically that the Brazilian Federal Police take the lead in multi-jurisdictional IPR investigations.
- CNCP should also begin to address the problem of Internet piracy

(6) Pursue educational and media anti-piracy campaigns sponsored by the federal government, working with the private sector to raise public awareness of the anti-piracy fight.

- The copyright industries have participated and supported this public awareness effort.
- Include education on intellectual property and the harms that intellectual property crimes cause authors and other creators of school curricula, particularly for younger school-aged children.

(7) Continue working with the industry through the CNCP.

- The copyright industries believe that strong leadership of the CNCP is necessary in order to continue and improve on concerted and concrete actions which are aimed at deterring piracy in Brazil.
- CNCP should establish timetables for the implementation of different actions under the action plan, as well as specific objectives to measure the impact and effectiveness of these actions on the level of piracy.

COPYRIGHT PIRACY IN BRAZIL

In addition to more traditional forms of piracy, which the copyright industries have been fighting for decades, piracy involving the Internet and other digital media presents more enforcement challenges that need to be addressed in order to expand opportunities for creators, whether Brazilian or foreign.

Internet Piracy in Brazil: There are an estimated 43.6 million Internet users in Brazil, about 24% of the country's population (according to Internetworldstats.com). Peer-to-peer (P2P) downloading at either homes or Internet cafés accounts for much of the piracy as does online auction listings. There are more than 1,200 Internet service providers (ISPs) competing for the consumer market. The latest survey done for the recording industry shows that 20% of all downloading is taking place in Internet cafés. The recording industry reports that Internet piracy, according to the IPSOS' survey, has grown from 1.1 billion units in 2006 to 1.7 billion units in 2007. This growth is consistent with the expansion of broadband connections in Brazil, which by mid-year 2007 had reached almost 7 million users. The recording industry reports that the Brazilian ISPs have not taken any action to curb P2P piracy despite requests for assistance. However, the ISPs do take down sites hosted on their servers that offer illegal files. This industry's first attempt to take action against major individual uploaders met a negative ruling. The judge, considering the recording industry's request to ISPs to identify the uploaders, decided that such an action would violate the individuals' privacy rights; the case is under appeal. With respect to videogames, the domestic enforcement program of the Entertainment Software Association (ESA) reports success in their actions against local websites and auction listings. During 2007, over 29,000 on-line announcements of pirated software products were removed from the Internet. ESA, working with the local software association ABES, reports that the level of cooperation between websites' ISPs and the game software industry is around 80%, while cooperation with auction sites' ISPs is 100% (more discussion on Internet enforcement appears below).

Optical Media Piracy: Replication of pirate optical discs in Brazil, whether on a large- or small-scale, such as the many CD burner operations scattered throughout Brazil, generally cuts across all the copyright industries. An estimated 600 million blank media discs (CD-Rs and DVD-Rs) enter Brazil each year from ports throughout the country. Paraguay continues to be a major source of these imports. Commerce along the tri-border area with Paraguay and Argentina is controlled by Arab and Chinese gangs, with the first controlling the distribution of piracy and the latter the importation of blank media. Also in São Paulo, several raids link Chinese groups to piracy activities.

Reports indicate that Brazil has as many as 13 optical disc plants, with 84 production lines and an output capacity of close to 300 million units. Most of these plants are believed to be operating legitimately and are not a significant source of pirated optical disc product. Many of the smaller duplicating facilities have been emboldened by the fact that even when the authorities have caught large-scale replication facilities in the act of pirating content on optical discs, there have been no meaningful prosecutions or actions. A related problem is the large-scale

distribution networks in Brazil. Whether these involve thousands of street vendors and established facilities (such as gas stations), which blanket the major highways in Brazil, or the non-established facilities in *camelodromos* or on the streets.

Entertainment software piracy: The Entertainment Software Association (ESA) and its members report that there are a multitude of sources for pirated game product in Brazil. Small local disc-burning operations source their “masters” (from which they burn copies) either from counterfeit imports or more frequently from downloads of versions of pirated games on the Internet. These labs are then plugged into distribution networks that channel the illegal product into the major shopping centers and the street vendors that populate many of the major cities in Brazil. Pirated CDs have been increasing in quantity in São Paulo, especially in the open flea markets. Despite the focus on border enforcement, there is still Asian-manufactured product flowing into Brazil from abroad, particularly Nintendo cartridges, and high-end counterfeit game discs. Online auction sites are increasingly becoming a source of local product for consumers, especially as broadband penetration in Brazil continues to grow. Better enforcement against purveyors of circumvention devices and services is also necessary. Piracy levels are at 91%, and for Nintendo products, piracy levels increased from 75% to 85%.

Business software piracy: The Business Software Alliance (BSA) reports no significant improvement in the business software piracy situation in Brazil last year; rather the success was keeping the piracy level constant. Piracy continues to include the following: illegal reproduction and duplication of software programs (both for commercial and non-commercial ends), illegal use by end-users, hard-disk loading of illegal software by computer resellers, and the manufacture and/or sale of counterfeit software products. One of the most alarming trends in recent years has been the increasing utilization of the Internet as a means of advertising illegal software to a large audience, and for the unauthorized electronic distribution of illegal software. BSA reports that preliminary estimated trade losses due to software piracy rose to \$680 million in 2007, with an estimated piracy rate remaining steady at approximately 59%. In 2006, the Brazilian Government significantly decreased taxes on computers, and as a result the local price of computer hardware dropped. This created a larger base of hardware that needed software applications. So although the overall level of piracy did not increase in the Brazilian market, estimated losses rose because there were more computers in the market. According to a 2008 report issued by BSA-IDC, the information technology sector’s contribution to the Brazilian economy could be even bigger if Brazil’s PC software piracy rate were to be lowered 10% over the next four years. This would create an additional 11,500 jobs, \$2.9 billion in local industry revenues, and \$389 million in additional tax revenues for federal, regional, and local governments.⁶

Piracy of sound recordings and musical compositions: Brazil is the second largest music market in the region. The industry has been working hard to combat Internet piracy, which is damaging new business development and keeping consumers out of record stores. In terms of physical piracy, most of the pirated audio products are locally burned CD-Rs. According to third party surveys requested by the local music industry group, the amount of physical pirate product being offered in the streets of Brazil has remained more or less steady at about 50 million units of burned CD-Rs and DVD-Rs. Piracy of music and sound recordings represents over 40% of all CD sales in Brazil; four of every ten music recordings sold in Brazil are pirate. The latest piracy survey shows a total number of 28 million pirated CDs being duplicated, which translates to trade losses that exceed \$151 million with an overall piracy rate of 48%. This represents a higher percentage of total units sold in the market because legitimate units suffered a drop of almost 35%. In addition, the official market statistics for the first 6 months of 2007 show a decrease of 50% compared to 2006; the legitimate market is likely to end up about one-third down for the full year 2007.

Audiovisual piracy: The Motion Picture Association (MPA) reports several forms of piracy harming its commercial businesses in Brazil: (1) optical disc piracy, (2) Internet piracy, (3) retail piracy, and (4) inadequate border measures to halt imports of infringing digital product. Although Internet piracy increased sharply last year, the most harmful form of piracy, audiovisual product piracy, still remains and continues to grow. The supply of infringing DVDs in streets/markets has increased, primarily because the pirate distribution channels formerly dedicated to the distribution and sale of CDs have shifted to DVDs due to the larger profit margins to be gained from selling pirate films. Most of the pirate audiovisual products are burned CD-Rs or DVD-Rs. As with CD-Rs, the vast majority of pirated DVD-Rs are locally reproduced in hundreds of facilities of varying sizes throughout the

⁶ The Economic Benefits of Reducing PC Software Piracy, commissioned by BSA and conducted independently by International Data Corporation (IDC), released January 22, 2008, looks at the bottom-line economic benefits of reducing piracy in 42 countries that together account for more than 90 percent of global IT spending in 2007. It is available online at <http://www.bsa.org/idcstudy>.

country. Internet hard good sales of pirated optical discs are increasing more rapidly as well, via two types of Internet-based piracy: (1) auction sites, with which the film industry enjoys cooperative relationships, resulting in the decrease of pirate DVDs supply through that channel and (2) download sites (such as cyber lockers, rapid share). The Brazilian home entertainment market is reaching maturity and the theatrical market has suffered because of piracy. The rental market decreased by 40% in 2007, mostly due to piracy. The Brazilian Video Union estimates that as many as 15,000 jobs may have been lost from the rental sector, due to the closure of some 3,000 rental stores in 2007. Of the nearly 10,000 video rental stores in Brazil, only 6,000 buy movies from MPA member companies. Unlike many other countries, there have been no incidents of camcording reported to date in Brazil, but the lag time in releasing movies in Brazil may lead to camcording becoming a problem in the near future.

Unauthorized photocopying and book piracy: The publishing industry reports that very little about the book piracy situation in Brazil changed in 2007. Unauthorized photocopying of entire textbooks, individual chapters, lessons and study materials continues to be the major form of book piracy. The Association of American Publishers (AAP) estimates losses to its members of \$18 million in 2007, and those losses are exponentially higher for local Brazilian publishers. Many universities tacitly or actively condone copying of *apostilas* (teachers' notes or folders), and anthologies made up of chapters from various books copied illegally, both in English and Portuguese. Some estimate that the annual number of unauthorized photocopies ranges from 3 to 5 billion pages. The Ministry of Education and the administrative bodies of universities and colleges should work with the enforcement authorities to make sure that a clear message is sent to those engaged in illegal photocopying, both on and off campus, that this activity will not be tolerated. The Associação Brasileira de Direitos Reprograficos (ABDR) has been working with authorities to conduct enforcement actions and plan for future endeavors.

Perhaps of greatest concern to academic publishers in Brazil is the continued influence of Resolution No. 5213/2005, an administrative rule implemented by the State of São Paulo University (USP) almost three years ago. This rule allows (1) reprographic copying of portions of books by commercial, for-profit copy centers and (2) copying of foreign works that are "not available in the Brazilian market" without a license. It appears that "not available" means in practice, that if a book is not written in Portuguese and is not for sale in the nearest bookstore, it qualifies under this resolution. The latter provision applies even to the copying of 100% of a work. This ruling presents several problems under international norms and must be revoked. For-profit entities should not be given *carte blanche* to copy works outside the normal bounds of international fair use. Furthermore, "not available in the Brazilian market" has not been defined, and industry reports that in practice this provision is being used to copy en masse all foreign works. State and national authorities (including the Ministry of Education) should step in to revoke this rule, or at a minimum revise it to comport with Brazil's international obligations under the WTO TRIPS Agreement. ABDR presented a formal request for revocation of this rule to USP, receiving a refusal on the basis that the rule is "constitutional" and grants access to education and knowledge. That is an unacceptable response and creates an increasingly untenable situation.

COPYRIGHT ENFORCEMENT IN BRAZIL

The copyright industries note that tangible progress continues to be made on improving copyright enforcement in Brazil. The Brazilian government has conducted numerous enforcement operations, through the federal, state and military police, especially at Foz de Iguacu, on the border between Brazil and Paraguay. Police raids have been relatively successful (depending on the jurisdiction). Conducting raids merely to confiscate products, without further prosecution, is not enough to deter piracy. Last year there was an uptick in the number of prosecutions that reached sentencing, but sadly these are still just a drop in a very big piracy bucket.

CNCP and industry cooperation: Copyright industry cooperation with the CNCP is excellent. The CNCP recently renewed, on August 21, 2007, the composition of its Council, including the participation of the private sector representatives. Because the leadership in the CNCP changed last year, there was a transitional period in which industry groups were concerned that there may have been a lack of direction by CNCP leadership. However, with the re-authorization of the CNCP members, the industries' concerns have been alleviated and it is expected that the CNCP will continue an aggressive anti-piracy program in 2008. However, recent CNCP meetings seem to be focusing primarily on educational and public awareness program planning. While such programs are indeed an important element of any national strategy, continued operational coordination, concrete actions, and leadership in legal reform, are needed.

Last year, the sound recording and motion picture industries combined their anti-piracy operations in the newly named APCM (*Associação Anti-pirateria de Cinema e Musica*). APCM's relationship with the federal authorities is very good. Enforcement results and cooperation vary at the state level by jurisdiction, but compared to 2006, the sound recording and film industries report improvement at the state level in 2007. State and local officials do conduct *ex officio* actions on a regular basis especially in São Paulo and Rio, but more actions are needed elsewhere. Federal authorities conduct border operations and more complex investigations. One thing that is still needed are more Specialized IPR units at both the state and local level. The current problems identified by APCM include: (a) the need for more high-level investigations against organized crime syndicates, (b) piracy is still regarded as a crime with "minor offensive potential" so that deterrence is missing, (c) the lack of coordination between federal and state authorities, pointing to the need to set up joint task forces, (d) the need for more enforcement personnel focused on the Paraná-Iguaçu river along the tri-border area, and (e) the need for federal authorities to establish a dedicated IPR section in the Federal Police and in Customs.

ABES, the local software association that represents the interests of both the business and entertainment software sectors, also has developed good relationships with the CNCP and local enforcement authorities. With respect to entertainment software piracy, ESA and ABES undertook a number of efforts to support anti-piracy actions and public awareness of entertainment game piracy in Brazil. These actions include: (a) supporting police search and seizure operations against retail centers, open-air markets and street sellers, (b) monitoring the Internet and requesting removal of announcements containing pirated products or websites that offer free illegal downloads, (c) conducting investigations targeting burning labs, importers, warehouses, or factory/replication facilities, (d) monitoring newspaper advertisements involving pirated products, (e) following-up and supporting issues and requests made by police, (f) preparing reports with all results related to the above actions, (g) participating in anti-piracy training programs directed to public agents from the Civil Police, Federal Police, Military Police, Experts, Municipal Guard, Federal and State Revenue, Road Federal Police, and the Municipal and Statewide Public Finance agents of each region, and (h) supporting the development of public awareness, training activities, and campaigns. Regarding business software piracy, BSA and ABES team up for mostly civil actions in the end-user arena and support *ex officio* criminal actions involving business software applications in retail actions. ABES, BSA and MPA also teamed up with American Chamber of Commerce in "Projeto Escola," an awareness-raising projects in schools started in 2007 and is expanding to more schools in 2008.

Police actions and investigations: The level of police attention to piracy varies throughout the country, but it is accurate to say that many raids are being conducted. There is still a lack of clear and specific instructions from the highest levels that would direct the various enforcement authorities (such as Receita Federal, Policia Federal, Policia Civil, Policia Militar, Policia Fazendaria, Alfandega) to act in cases of copyright infringement. Law enforcement must also be encouraged to undertake more in-depth investigations, including conducting surveillance on known pirate sites and in this manner, generate leads that could lead to the identification of the sources of infringing product. The police should also be encouraged to bring cases to prosecutors as raids and seizures are rarely followed by criminal prosecutions.

APCM reports that the following actions were taken in the January-December 19, 2007 timeframe on behalf of the sound recording and film industries: (a) 1,776 raids against labs, warehouses, and street operations, (b) the seizure of 2.9 million CD-Rs and 1.7 million DVDs, (c) the seizure of 14 million units of blank CD-Rs and DVD-Rs, and (d) the seizure of 7,900 CDR/DVD-R burners. Raids and seizures have significantly increased, and the authorities take *ex officio* actions. APCM reports 152 convictions were obtained last year in music and film cases. Federal officials have stepped up enforcement in the tri-border area but more enforcement is needed in the interior of the country. APCM notes that in terms of local efforts, it is concentrating more on getting federal officials to take a more pro-active role in IPR enforcement. Another tool APCM is considering using is civil actions against commercial landlords that allow piracy to continue in areas that are high volume pedestrian malls such as the "Stand Center" in São Paulo. APCM initiated a "Zero Tolerance Program" against piracy in the state of Santa Catarina with excellent results and obtained a commitment from both law enforcement and local politicians to maintain a sustained campaign in this area.

Major actions last year included raids in Londrina, the launch of the project "Blumenau–Piracy Free City", and the Nave IT case (the largest intelligence-driven case in Brazil against a major importer of blank discs operating in the tri-border area). To provide an illustration of the kinds of activities undertaken, in October 2007, Brazilian authorities conducted three major operations on behalf of the recording and audiovisual industries. (1) In October 2007, authorities in the city of Farroupilha, in the state of Rio Grande do Sul, seized approximately 1

million blank optical units, 200 burners and approximately US\$500,000 worth of computer notebooks destined to the various pirates markets of Brazil. The seized goods came from the border town of Rivera in Uruguay. Intelligence indicated that for the past year the Duty Free Markets located in Rivera have become the new wholesale outlet for suspected blank optical media and burners. Most of these goods are sent to Ciudad del Este in Paraguay. The Uruguayan Customs Service believes that so far this year approximately 35 million blank optical units have arrived at the Duty Free Markets in Rivera utilizing fraudulent documentation. (2) On October 15, Brazilian authorities intercepted three so-called tourist buses, coming from Ciudad de Este in Paraguay, on a major highway used for shipping pirated goods into the Tri-border area. They seized a total of 210,000 CD-Rs and DVD-Rs containing pirated music and movies, along with 185 burners and over 300,000 dollars in computer notebooks, and detained three people. APCM and IFPI (International Federation of the Phonographic Industry) Special Project operations in the tri-border area provided key information to conduct the operation. (3) On October 18, the Military Police executed 18 search warrants in the well known pirate market of Galeria Pagé, which is located in the heart of the city of São Paulo's major commercial district. A total of 105,000 DVDs and 18,300 CDRs were seized with illegal film and music products. This marks the third time in a year that Galeria Pagé was raided and APCM is researching the possibility of pursuing civil action against the owners of the market for permitting ongoing pirating activities.

With respect to Internet enforcement, APCM was able to persuade the federal authorities to take actions against cybercafes or LAN houses in an operation known as "I-Commerce." APCM also obtained a Memorandum of Understanding for the placement of DIGITAL FILE software (provided by IFPI that allows computer's users to identify illegal files stored on their own hard drives) from a major Cybercafe operator in São Paulo known as "Yesnet" after one successful raid. Yesnet has 32 franchises (31 in São Paulo, and one in Brasília, with plans to open nine more stores), over 59,000 clients per month, and some 700 computers. In addition, there have been two big Internet piracy operations in Brazil. (1) During the week of January 10-12, 2008, the Civil Police of the State of São Paulo conducted more than 335 raids on Internet cafés, also known locally as LAN Houses, throughout the state of São Paulo. APCM provided significant intelligence to make these raids successful. The continuation of these raids is a key element in the general anti-piracy campaign. These raids resulted in the seizure of 2,339 computers containing more than a million illegal music files. One arrest was made. A total of 600 police officers from 93 districts of the Special Operations division participated in the raids. (2) In October 2007, one of the most popular online destinations for pirated music had all its illegal links shutdown almost in tandem with the Argentine HUB as the Brazilian Internet Anti-piracy Unit (IAPU) managed to shutdown the illegitimate online music links on www.Opus666.com. This was one of the sites with the most links to illegitimate free music in Brazil, and was considered one of the most popular sites amongst Brazilian users. The Opus666 network of links accounted for approximately 4,500 links to illegal music, and provided access to approximately 2,000 full albums and pre-release content. Prior to being shut down, Opus666 was the tenth most popular site on Brazilian Google's search results for users seeking to download music. From now on, and as a result of the efforts of the Brazilian Industry and its Internet Anti-Piracy division, Opus666 will offer links exclusively to legitimate websites.

ABES reports that for the software industry, it conducted a total of 718 police search and seizure operations during 2007, and provided logistic support for law enforcement all over the country. As a result of these operations, more than 2.2 million units of pirated CDs/DVDs were seized. Additionally, ABES and ESA followed more than 600 criminal police actions and requests all over Brazil. Around 300 of these actions were taken by authorities *ex officio* and three people received sentences. With respect to online enforcement, ABES reports that over 29,200 on-line announcements of software pirate products were removed from the Internet. Also, 239 websites that offered pirated software products or pirated software files for download, were taken down.

ESA and ABES report the following 2007 positive actions involving game piracy: (1) On October 1, 2007 during a search and seizure operation accomplished with ABES logistic support, the Police Chief from the Specialized Delegateship requested an Expert from the Criminal Institute of São Paulo to follow the operation in order to certify the illegality of the software CDs during the raid. This action resulted in the imprisonment of the suspects. (2) Three notorious locations for retail piracy in the state of São Paulo were closed in December 2007 by a joint action of the Federal Police, Federal Revenue, Municipal Public Finance agents, and Military Police. "Stand Center", "Promocenter", and "Shopping Inter Paulista", all located on Paulista Avenue in São Paulo, have been closed since this action. (3) Cities are getting more involved in anti-piracy activities. Positive examples include the campaign in Blumenau city, located in Santa Catarina State. Also, municipal laws have been approved in São Paulo and Porto Alegre, and a Specialized IP Police Station was established in Recife in Pernambuco State.

Actions at the State and local levels: The relationships with State civil and military police vary, as does the level of local attention to anti-piracy efforts. The copyright industry strongly supports efforts by the CNCP and other government agencies to create task forces to focus on copyright anti-piracy efforts.

- The State of Rio de Janeiro created a special anti-piracy task force in mid-2002, and its Special Anti-Piracy precinct has been quite active. Nevertheless, this task force (which notably is state-funded and not a federal effort) is a small operation with personnel and financial resources far below what is required by the private sector, both copyright and trademark.
- The Governor of the State of São Paulo signed a decree in January 2006 creating an inter-secretarial committee to fight piracy.
- A few years ago, the state government of São Paulo created a specialized police unit for piracy cases, the DEIC, which is part of the Organized Crime Office. Unfortunately, DEIC's participation in anti-piracy actions has been far below the level expected by the industries, mainly because the DEIC has no capacity to conduct its own investigations and relies exclusively on the information provided by the private sector. While the Special IP units in the DEIC have been more cooperative recently, compared to prior years, these units still lack human and financial resources to be efficient and proactive.
- With the support of the APCM, which enlisted the support of police (civilian and military), the private sector, and local authorities, the municipality of Blumenau, in the state of Santa Catarina, declared itself "piracy free," and the mayor subsequently announced the creation of a municipal anti-piracy council to lead enforcement and educational initiatives to fight piracy.
- The municipality of Porto Alegre in Rio Grande do Sul has established a municipal anti-piracy entity.
- Other state-level anti-piracy efforts have arisen on an *ad hoc* basis, including police task forces in Goiás, Pernambuco, and Minas Gerais. The task force in Pernambuco has done some raids.
- The industries have identified the need to have anti-piracy task forces in additional cities/states such as Belo Horizonte, Salvador, Fortaleza, and Curitiba.

Very few criminal prosecutions are pursued: Prosecutorial attention to copyright offenses remains inconsistent, especially in the provinces. Copyright prosecution actions tend to concentrate in Rio de Janeiro and São Paulo, where there are specialized IP units. Enforcement efforts sometimes fail due to the lack of sufficiently skilled government agents to investigate violations and due to technical deficiencies in the handling and examination of evidence.

Non-deterrent penalties: APCM reports that convictions have increased more than 500% (criminal), obtaining 152 convictions for audiovisual and music piracy. Most convictions have been handed down in the states of São Paulo and Rio. To place this number in its proper context, it is important to realize that more than 80% of the convictions result in the minimum 2-year sentence, and that these sentences are usually suspended, and pirates rarely if ever serve time in prison. Brazilian legislation allows suspended sentences for first-time offenders, and the definition of first-time offender is so broad that only defendants whose cases have reached final judgment are termed repeat offenders. In other words, the Brazilian system remains far from achieving the necessary level of deterrent sentencing that would operate to significantly decrease the level of piracy in the market and to discourage criminals from engaging in these profitable criminal enterprises.

Civil actions, damages, delays and high bonds: BSA reports that its local work also involves good cooperation with the local enforcement authorities. With respect to end users, BSA has concentrated most of its efforts on bringing civil enforcement actions against companies. In 2007, BSA started 95 civil actions. However, there still exists a considerable business segment in Brazil that does not use legitimate or licensed business software. In civil infringement cases, where the business software industry has achieved some success, Brazilian courts continue to require extremely high expert fees and bond requirements, and there are lengthy delays. BSA continues to engage in civil judicial actions (search and seizure) against end-users promoted by the local industry association, ABES (note: ABES did pursue some criminal actions against distributors, but not end-users). The courts appoint experts who search premises and seize eventual illegal material. BSA focuses its anti-piracy activities in the following states: Rio Grande do Sul, Santa Catarina, Paraná, São Paulo, Rio de Janeiro, Minas Gerais, Espírito Santo, Bahia, Pernambuco, Ceará, Goiás, Mato Grosso do Sul, and the Distrito Federal (Brasília).

BSA reports that the main problem in civil actions remains the big backlog of cases in the judicial system and the several possibilities of appeal during a legal action, which result in actions taking up to 12 years to reach a

final decision.⁷ Cases usually take from 18 months to 4 years to come to trial. Due in large part to these unacceptable delays and the lack of attention of judges to copyright protection. However, these civil cases remain unresolved for long periods of time, as long as up to 12 years.

The Brazilian copyright law contains a pre-established damage provision, which is among the highest in the Americas. In recent years, the level of damages awarded in these software cases is unprecedented worldwide with respect to software copyright infringement suits. For example, in November 2007, the 3rd Civil Court of São Caetano do Sul (State of São Paulo) ordered the defendant to pay 100 times the price of the 42 illegal copies seized. This decision is still subject to appeals. Also, Brazilian courts continued in 2007 to require extremely high expert fees and bond requirements. In some BSA cases, bonds of US\$50,000 to US\$100,000 have been required and BSA had no option but to terminate the cases. On average, BSA has paid up to US\$5,000 for experts' fees and up to US\$25,000 as bonds. This situation has remained unchanged since 2005.

Delays in criminal cases: It still takes three to four years for a criminal case in Brazil to reach the sentencing phase. There has been no significant improvement in this situation during 2007. The police often keep the case files in their offices for seven or eight months before sending them to the prosecutor's office to file the criminal case. One major problem has been the lack of manpower and resources in the police expert facilities, which must examine the illegal products seized in raids and verify the illegality of the seized product before the case can advance. As most pirated products in Brazil are low-quality copies, the process of identifying and verifying the vast majority of these seized products as illegal, is not difficult and does not require highly trained experts. Thus, a fairly low cost solution in increasing the manpower of these facilities would do much to clear out this bottleneck. Delays in criminal copyright infringement cases can extend as long as two to three years in the courts of first instance, and usually longer.

One major problem in the anti-piracy actions in Brazil, is that police authorities have no dateline by which to complete their investigations and deliver the results to the prosecutor. The result is that cases can languish in police precincts for years. This leads to a tremendous backlog of cases in the Brazilian courts. One solution often proposed to address the problem has been the creation of a specialized court for copyright matters (see discussion, below). Two possible solutions may alleviate the situation: (a) The appointment of specialized IPR experts at the "Instituto de Criminalística" (CSI Institute of Brazil) that can dedicate full time to the piracy cases; and (b) an amendment to the penal procedures code to establish a term for the police investigations.

Border enforcement: The Brazilian Government improved its efforts to combat the importation of piratical and counterfeit materials. Customs authorities have been very active not only at the border of Paraguay where the seizures of blank optical discs increased significantly, but also in ports like Santos and Paranaguá. Various agencies have been involved in intercepting and seizing shipments full of pirated and counterfeit product. For years, the copyright industries have recommended that controls at the major transshipment points be strengthened, and we are pleased that improvement continues. Border enforcement will continue to be enhanced if Brazilian authorities can better coordinate with their Paraguayan counterparts in exchanging intelligence and coordinating enforcement efforts. The nature of enforcement measures employed by the border authorities need much improvement so as to better address the influx of pirated products, particularly at the Paraguay border. Although much of the music and audiovisual piracy has turned to domestic production, infringing copies of entertainment software (both in silver disc and cartridge format) and misdeclared and infringing blank CD-Rs, continue to enter as infringing imports. An estimated 600 million units of blank media entered Brazil in 2007.

There was no visible or effective improvement in the level of Customs activities to halt the flow of pirated entertainment software products, particularly of counterfeit Nintendo cartridge-based products, into the country. Customs enforcement would also be much enhanced if cases of interdiction were referred to the appropriate authorities for criminal prosecution.

⁷ BSA reports that the Brazilian Government enacted three pieces of legislation since the broader judicial reform project was approved in December 2004. It is hoped that these new efforts will help make the judicial process more efficient. The three changes included: (1) Binding Superior Decisions (Súmula Vinculante) – the Supreme Federal Court will organize the activity and put an end to thousands of identical actions. Courts will no longer discuss issues that were previously and repeatedly examined and decided; (2) Extraordinary appeals (*recursos extraordinários*) will be filtered in order to allow only cases which are considered important to the development of the country. The system currently has approximately 100,000 extraordinary appeals per year, causing a huge backlog of cases for the Supreme Federal Court to analyze; and (3) Electronic courts – bureaucracy is a big bottleneck in Brazilian litigation. The target is to abolish paper and physical files, which should be available for consultation by all interested parties. It is still early to see if this trio of systemic reforms will reduce the courts' backlog.

The software industry continues to be concerned about the increasing illegal importation of computer hardware parts and components, which are then assembled into computers and frequently loaded by system builders and assemblers with illegal software. Much of this contraband hardware arrives in Paraguay, and then enters into Brazil, Argentina, and Uruguay. Stronger border measures and much better border enforcement are necessary to combat this practice.

COPYRIGHT LAW IN BRAZIL

The Brazilian government held a conference on December 5, 2007, to launch its National Forum on Copyright. There, government officials outlined several key actions anticipated for 2008, and the Minister of Culture highlighted two initiatives: (1) The creation of a National Copyright Agency, and (2) a revision of the 1998 Copyright Law, specifically a proposal to present an entirely new bill to Congress later in 2008 or in 2009. During this year, the Ministry will hold six seminars (five national and one international) to discuss issues in order to prepare the text of possible new copyright legislation. As noted above, transparency is key and if such a legislative initiative is undertaken, the content industries must be able to participate.

Current Legislation

1998 Copyright Law and 1998 Software Law: The Brazilian Government unfortunately continues to refuse to ratify the WIPO Copyright Treaty (WCT) and the WIPO Performances and Phonograms Treaty (WPPT), despite the fact that its copyright law is quite comprehensive and the Brazilian creative community relies on copyright protection to reach the global market.⁸ As a statutory matter, Brazil has already implemented its substantive copyright obligations compliant with, and even beyond, those required by the TRIPS Agreement. These include protection for temporary copies, and pre-established statutory damages. Brazil already affords a term of life plus 70 years for works and 70 years following first publication for sound recordings and audiovisual works. Gaps do remain in the current law, however. For example, although the act provides remedies against the removal or alteration of technical devices incorporated into works to protect against copying, there is currently no prohibition against circumvention devices or trafficking in such devices or circumvention services. Additional measures are needed to clarify the liability of ISPs in the online environment.

Tax Evasion in Software Law: A “fiscal crime” provision was inserted into the 1998 Software Law, with the approval of the software industry. Under that law, tax evasion that frequently characterizes acts of software piracy can be pursued by the tax authorities as a public action, independent of BSA’s civil actions against software piracy. BSA was hopeful that this type of tax evasion case would have a significant impact on lowering software piracy in Brazil, especially by medium-sized and large companies. No improvements were reported in 2007. It seems clear that the Receita Federal and the respective state tax authorities are not dedicating any resources to pursuing these tax evasion cases.

Gaps in the Criminal Code (2003): On July 1, 2003, the Brazilian criminal code was amended to increase criminal sanctions for copyright infringement and amend certain procedures. Effective August 1, 2003, Law 10695 amended Article 184 of the Criminal Code by raising the minimum penalty from one year to two years in prison for persons convicted of illegally reproducing, distributing, renting, selling, acquiring, smuggling into the country, or storing protected copyright works with the intent to profit from reproductions. A fine will also apply in addition to the prison sentence.⁹ This is significant because penalties of one year or less of jail time, at the state level, could be commuted to a fine, or a judge could suspend a case indefinitely (Law 9099.95). The maximum penalty of four years’ imprisonment will apply if the violation involves supplying unauthorized works to the public via cable, optic fiber, satellite, airwaves or any other method of transmission for a profit. Those persons infringing copyright without intent to profit, are subject to a detention of three months to one year or a fine. The amendment affecting experts’

⁸ Brazil also has implemented at least some of the provisions of the two WIPO Internet treaties, such as civil sanctions against circumvention of technological protection measures and removal or alteration of electronic rights management information. On the other hand, Brazilian law does not establish ISP liability and notice and takedown procedures, and criminal sanctions for circumvention of technological protection measures and removal or alteration of electronic rights management information. The Copyright Law also needs to be amended to provide a comprehensive right of “making available.”

⁹ The law changes the “unit” of fines and bonds from “daily salary” units to “monthly minimum wage” units. In other words, the minimum fine or bond is now 240 Reais (US\$114) instead of 1/30th of that amount. The judge sets the fine/bond, not the law. The maximum penalty continues to be four years in jail.

determinations is also positive in that it allows a single private party with technical knowledge to make a determination; such a determination, therefore, could be made by an industry expert.¹⁰ The 2003 amendments also codify procedures to seize and destroy contraband and provide judges the authority to dispose of seized equipment in a way that ensures it will not be used for commercial purposes. However, effectiveness of the amendment in practice has been diluted because defendants always gets alternative sanctions such as community service and minor fines instead of jail-time convictions.

The business and entertainment software industries remain very concerned, however, because these 2003 criminal code amendments fail to increase sanctions for the infringement of computer programs. The one-year sanction for computer software infringement, still appears in the separate 1998 Software Law, unchanged by the amendments to the criminal code. This means that the procedural provisions regarding the expert reports and the custodial aspects of evidence in the criminal code can be used by the software industry. However, because the minimum penalty of the separate software law (one year) has remained unchanged, criminal infringement cases brought by the software industry will still be subject to automatic suspension under Law 9099.95, hence the need to amend the legislative to raise penalties.

Proposed Legislation

CNCP package: In early 2006, the CNCP's Legislative Working Group prepared a legislative package that aimed at incorporating many of the then-pending anti-piracy bills as well as proposing some new amendments to strengthen IP protection in Brazil. This legislative package was introduced into the Senate in 2006 but did not progress, and was removed from the docket in January 2007.

Ministry of Education proposal: A second legislative package, developed by a Brazilian IP group (ABDI), has been presented to the Ministry of Education. A public hearing was held on the bill in September 2007, but there has not been further movement and the bill has not yet been formally presented to the full Senate. Local reports indicate that its contents are very similar to those proposed in the now defunct CNCP bill (above). Proposals would amend various laws, including the criminal code, and addresses the following issues. For example, it would:

- Increase the minimum sentences so as to prevent alternative sentencing;
- Permit the preparation of technical reports to accompany pirate samples;
- Permit *ex officio* measures to extend to all copyright infringements;
- Penalize the provision of raw materials in furtherance of infringing activities;
- Empower judges to order the destruction of infringing products before a final decision;
- Establish minimum statutory damages equivalent to the value in the market of 3,000 legitimate copies in copyright piracy cases.

APCM (the recording and audiovisual industry group) have proposed the addition of several additional tools: (a) an anti-camcording provision, (b) the elimination of the requirement that a profit be realized in order for the act to constitute a crime, (c) sanctions for the circumvention of technological protection measures and rights management information, and (d) criminal penalties for television signals

BSA also recommends that additional elements (which appeared in proposed legislation in prior years which has fallen off the dockets¹¹) should be included in any comprehensive package, such as: (a) increasing the minimum sentencing for software infringements in the Software Law, (b) easing forensic review of all suspected infringing products seized so as to permit sampling, (c) permitting rights holders the ability to serve as depository to

¹⁰ The 2003 amendment was helpful in three additional ways: (1) It requires the judge to assign custody of the evidence to the injured party—in the past, judges have turned evidence over to suspects who have in turn altered the evidence in ways prejudicial to copyright owners' cases; (2) police are more inclined to view piracy as a serious crime worth their time; and (3) suspects apprehended by police are now held until released by a judge, costing the suspect at least time, a bond and perhaps attorney fees.

¹¹ Two bills which were particularly important to the software industry fell off the legislative docket in 2007: (1) Bill Number 3964/2004 proposed to amend Articles 184 and 186 of the Criminal Code (as well as corresponding provisions to the Criminal Procedure Code) and the first and third paragraphs of the Software Law, in order to increase imposable sentences for piracy, and also some provisions of the criminal procedure code which would increase sentencing from a minimum of two years, to two years and two months. This change was significant because the higher jail time sanction will remove alternative and lesser sanctions such as community service. (2) Bill Number 3965/2004 proposed to increase the penalties in the Software Law from confinement from one to four years and fine to confinement from two years and two months to four years and a fine. It also detailed additional actions involving computer programs which would subject defendants to sanctions.

warehouse/store seized materials, pending litigation/prosecution, and (d) simplifying the documents that record seizures (current documents are unnecessarily complex and detailed).

Due to procedural impediments unrelated to the content of the draft bill, no sponsor has yet been named but this will likely occur in 2008. As noted above, additional elements should be inserted so as to correct legislative gaps and strengthen existing measures.

Anti-Camcording Legislation: This legislation is necessary to facilitate enforcement and prosecution of unauthorized camcording, an amendment to the Penal Code is needed to include an anti-camcording provision. Camcording should be considered a felony, with jail sentences, preferably up to a year or longer for the first offense, and a higher penalty for any subsequent offense. Unfortunately, the CNCP has proven unable to provide political support for including this element in its comprehensive package

Copyright bill regarding student copying: Bill No. 131/06 was presented in the Senate and would establish that a copy of any work by a student has to be limited to 25% of that work. Upon last information, the bill was under review by the Constitutional Commission of the Senate. Separately, Bill No. 5046/2005 would modify Article 46 of the Copyright Law. This bill, which seems to grant overbroad privileges to university students to make copies of entire works as long as those copies are not directly for commercial use, was under review by the Constitutional Commission of the House of Representatives. IIPA has not received up-to-date information on the status of these bills, but they should be monitored, as any move to take them forward no doubt place Brazil in violation of international copyright mandates.

Specialized IPR courts with copyright jurisdiction: Informal reports suggest that the CNCP has been holding meetings with judges to discuss the creation of specialized IP courts. The Industrial Property Law (Law No. 9279, which entered into effect in May 1997) authorized the judiciary to create specialized IPR courts. The copyright industries and other interested parties are working with appropriate judicial officials to prepare for the formation of these courts, which would significantly improve intellectual property rights enforcement. However, no specific action has yet been taken to create these courts. Consideration of this remedy to help ameliorate the sorry state of anti-piracy enforcement, would be welcomed.

ADDITIONAL ISSUES

Declared prices on blank media: To make it easier to intercept mislabeled blank media imports—a key raw material for the manufacture of pirate products—it is critical that the Brazilian Government adopt a minimum declared price for blank media that corresponds to its real market price. Despite many efforts by the recording industry that include providing reference prices from other countries including Paraguay, which has adopted a minimum declared price for blank media, and minimum manufacturing costs for CD-Rs, Brazilian authorities have not yet established such a minimum price. This issue is not included in the CNCP Action Plan and should be.

Government software asset management: The Brazilian Government should be encouraged to continue its efforts to implement effective software asset management practices in its public ministries and agencies. This will allow it to not only ensure all of its software is licensed, but also help it make the most of its investments in information technology. Good software asset management practices can best be achieved through active public-private sector partnership. The Government should work closely with the private sector in this regard.

High tariffs and barriers on entertainment software: High tariffs and taxes plague the entertainment software industry and serve as a significant barrier to market entry as these additional costs translate to higher prices for legitimate goods in the market. For the entertainment software industry, the major tax problem relates to internal taxation within Brazil.¹² First, the state of São Paulo (which represents about 50% of the Brazilian market for this product) treats entertainment software as merchandise, which has a higher tax rate and raises the price of the

¹² ESA indicates that its members report that tariffs range from 17.5% to 20% on video game products and video game software. Additional taxes are also imposed on entertainment software products, and include: (1) a federal industrial products tax of 50% of the value (i.e., cost, insurance and freight [CFI]) of the article; (2) a miscellaneous tax of 1%; (3) so-called social security taxes at a combined percentage of 9.25%; and 4) a value-added tax of 17% or 18% imposed by state governments. These tariffs and taxes are imposed cumulatively, and as such, the actual cost to the consumer for a legitimate entertainment software product is three times the cost of a counterfeit product. Obviously, these costs are not borne by pirate operations that smuggle counterfeit and pirated products into the country.

legitimate product drastically. Second, entertainment consoles have a very high tax rate (about 50% of the value of the product), which poses quite a market access barrier. Brazil's taxes on videogame products are the highest in the hemisphere, and serve as an impediment to the ability of legitimate companies to develop a market presence and provide consumers with reasonably priced legitimate products, and thereby be able to compete against pirates. The high tariffs and taxes have contributed to the slow entry of console manufacturers into the market, and also contribute to the flood of grey market, pre-modified consoles and pirated software into Brazil. This matter needs to be adequately addressed by the Brazilian Government so that the purveyors of pirated products do not continue to thrive at the expense of legitimate businesses.

Digital TV: Administration officials send ambiguous messages on the government's commitment to addressing piracy. In 2006, Brazil chose the ISDB-T standard for the Brazilian digital terrestrial TV system. However, Brazil has not yet announced which system it will adopt to protect digital TV content. The Administration is currently split over whether to include copy protection mechanisms in the specifications for digital TV broadcasts. The decision is expected to be made by President Lula da Silva, perhaps after the digital TV transmission roll-out date of December 2007.

Possible legislative release of theatrical "windows": ANCINE (National Film Agency) has stated that it will likely issue regulations on release windows, specifically on the period of time between theatrical and home entertainment releases. MPA strongly opposes this measure which, if implemented, would limit the ability of audiovisual businesses, including MPA member companies, to make business decisions based on market conditions.

Foreign ownership restriction bills on audiovisual sector: Five bills were presented in the Lower House and in the Senate and seek limitations on foreign capital participation, in varying proportions, in Brazilian companies that produce national audiovisual content, in pay-TV programmers and operators, and in Internet service providers and telecoms which distribute local content. MPA is actively involved in an attempt to defeat these initiatives with industry partners. These bills would not only harm foreign entities, but also impair the continued growth of the Brazilian audiovisual industry as a whole. All are in the early stages of consideration, but the threat for passage by year's end has been reassessed as moderate to high. This is an important issue that MPA, along with sector allies, is engaged in opposing.

IPR TRAINING AND PUBLIC AWARENESS

There have been extensive copyright- and enforcement-related trainings in Brazil. The copyright industries (primarily the film, music and recording, business software, entertainment software, and book publishing groups), on their own initiative as well as working with the CNCP and other business groups, conduct numerous trainings, seminars and workshops with Brazilian enforcement officials, at the national, regional, and state levels. In addition, each of these groups provide training and seminars for police and customs officers in many states. For example, in October 2007, ABES/ESA/BSA, in partnership with the CNCP and APCM started the second season of the "Road Show," a National Anti-piracy Training Program that will visit 22 cities until the end of April 2008. The trainings are directed to public agents from each region, including: Civil Police, Federal Police, Military Police, Experts, Municipal Guard, Federal and State Revenue, Road Federal Police, and the Municipal and Statewide Public Finance agents. Besides the identification of pirated material, the legal aspects of the crime of violation of copyrights are mentioned. As a consequence of these programs, the relationships between these industry associations and the local and federal enforcement authorities is quite good. The first season of the Road Show started in October 2006 and finished in May 2007.