Compulsory licensing in the EU

Introduction

A well-functioning intellectual property (IP) rights system supports innovation by providing the adequate incentives to develop new products, works and technologies as well as allowing their dissemination and sharing.

This has been recently exemplified by the COVID-19 pandemic, in the context of which IP rights provided the necessary incentives to develop new vaccines and treatments, while at the same time allowing, through licensing agreements, the sharing of data, know-how and technologies.

In crises, public-private cooperation based on voluntary solutions for sharing the relevant IP and know-how (e.g. licensing or manufacturing agreements) are usually an effective and fast way to develop and scale up the production of critical products and technologies. However, if voluntary arrangements fail or are unavailable, the use of last-resort tools, namely compulsory licensing, might be needed.

A compulsory licence issued by a government authorises a party other than the patent holder to use a patented invention without the consent of the latter. In other words, an IP holder has no choice but to agree to the licensing of its rights. This licensing is subject to several conditions, such as the payment of an adequate remuneration to the IP holder and the limitation of the scope and the duration of the licence to what is needed to achieve the purpose for which the licence was granted.

Compulsory licensing is authorised under article 31 of the Agreement on Trade-Related Aspects of Intellectual Property Rights ("TRIPS Agreement") and EU Member States have accordingly introduced compulsory licence frameworks to their national law.

Article 31bis of the TRIPS Agreement provides a specific regime for compulsory licensing for export purposes. This is regulated at EU level by Regulation (EC) No 816/2006 on compulsory licensing of patents relating to the manufacture of pharmaceutical products for export to countries with public health problems.

In its Action Plan on IP of 25 November 2020 (COM/2020/760 final), the Commission announced its willingness to ensure the availability of critical IP in times of crisis, including via new licensing tools and a system to co-ordinate compulsory licensing. The current initiative aims to enhance the efficiency, reduce the fragmentation and improve the coordination of compulsory licensing mechanisms for crisis management. On 1 April 2022 the Commission published a Call for Evidence, to inform the public and stakeholders on why this initiative is being prepared and what it aims to achieve.

More specifically, this questionnaire aims to collect the views of all stakeholders on how to build the most efficient compulsory licensing scheme in the European Union, to ensure that it is fit to tackle crises, including EU-wide and global crises. After the mandatory 'about you' section, respondents are free to answer the sections of their interest. Please note that respondents can upload a document (e.g. position paper) at the end of the questionnaire.

Please note that some questions will only appear following your reply to previous questions. This may affect the numbering of the questionnaire.
About you

* Language of my contribution
  - Bulgarian
  - Croatian
  - Czech
  - Danish
  - Dutch
  - **English**
  - Estonian
  - Finnish
  - French
  - German
  - Greek
  - Hungarian
  - Irish
  - Italian
  - Latvian
  - Lithuanian
  - Maltese
  - Polish
  - Portuguese
  - Romanian
  - Slovak
  - Slovenian
  - Spanish
  - Swedish

* I am giving my contribution as
  - **Academic/research institution**
  - Business association
  - Company/business organisation
  - Consumer organisation
  - EU citizen
  - Environmental organisation
Non-EU citizen
- Non-governmental organisation (NGO)
- Public authority
- Trade union
- Other

* First name
  Thomas

* Surname
  Valente

* Email (this won't be published)
  tvalente@ipo.org

* Organisation name
  255 character(s) maximum
  Intellectual Property Owners Association

* Organisation size
  - Micro (1 to 9 employees)
  - Small (10 to 49 employees)
  - Medium (50 to 249 employees)
  - Large (250 or more)

What are the fields of your activity?
- Health
- Energy
- Environment
- Information technologies
- Defence
- Food
- Other (please explain)

Please provide a short description of your activity
Intellectual Property Owners Association (IPO), established in 1972, is an international trade association representing a “big tent” of diverse companies, law firms, service providers and individuals in all industries and fields of technology that own, or are interested in, intellectual property (IP) rights. IPO advocates for effective and affordable IP ownership rights and offers a wide array of services.

If compulsory licensing was triggered, would you be more likely to become:

- Subject to a compulsory licensing decision?
- Appointed to manufacture products under a compulsory licence?
- Both?
- Neither?
- Other? (please specify)
- No opinion

Please specify

IPO is a trade association and so this question is not directly applicable, but IPO member companies might have to license their IP or be appointed to manufacture products under a compulsory license.

Transparency register number

Check if your organisation is on the transparency register. It's a voluntary database for organisations seeking to influence EU decision-making.

75569863714-64

* Country of origin

Please add your country of origin, or that of your organisation.

This list does not represent the official position of the European institutions with regard to the legal status or policy of the entities mentioned. It is a harmonisation of often divergent lists and practices.
<table>
<thead>
<tr>
<th>Andorra</th>
<th>El Salvador</th>
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<th>São Tomé and Príncipe</th>
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<td>Moldova</td>
<td>South Georgia and the South Sandwich Islands</td>
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<td>New Caledonia</td>
<td>Tajikistan</td>
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The Commission will publish all contributions to this public consultation. You can choose whether you would prefer to have your details published or to remain anonymous when your contribution is published. For the purpose of transparency, the type of respondent (for example, ‘business association’, ‘consumer association’, ‘EU citizen’) country of origin, organisation name and size, and its transparency register number, are always published. Your e-mail address will never be published. Opt in to select the privacy option that best suits you. Privacy options default based on the type of respondent selected.

**Contribution publication privacy settings**

The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

- **Anonymous**
  Only organisation details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published as received. Your name will not be published. Please do not include any personal data in the contribution itself if you want to remain anonymous.

- **Public**
  Organisation details and respondent details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published. Your name will also be published.

✔️ I agree with the personal data protection provisions
Questionnaire

1. Do you consider it important that public authorities are entitled to allow production of certain products and/or use of certain technologies necessary to tackle a crisis through a compulsory licence?
   - Yes
   - No
   - No opinion

Comments

500 character(s) maximum

IPO believes that supply chain issues (availability of raw materials) and exports (distribution of the goods that are produced) are often more important to facilitate equitable access to the product/technology than the production per se.

2. In which type(s) of crisis should compulsory licensing be possible?
   - Any situation determined to be a crisis by the relevant authorities
   - Only for specific crises
   - Never
   - Other (please explain)
   - No opinion

Please explain your answer

700 character(s) maximum

A compulsory license should only be a last resort after all other options have been exhausted, the problem is truly urgent, and an analysis of the root cause to establish the urgency for such a license clearly addresses the response to question 1 above.

3. Are current national laws on compulsory licensing fit to tackle?

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<td>National crises</td>
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<td>EU-wide crises</td>
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<td>Global crises</td>
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Please explain your answer

700 character(s) maximum
There is an existing set of rules/regulations, and it has not been demonstrated that they are not fit for purpose.

4. In the context of cross-border supply chains (with the manufacturing process of complex products spanning across several EU countries), should a compulsory licence be possible to enable the manufacturing of

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<td>Products whose manufacturing process spans several EU countries* (interim products) [*for instance a complex product such as a vaccine, the components of which can originate from different countries]</td>
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<td>Products that are needed in certain EU countries facing a crisis, but which can be manufactured only in another EU country (final products)</td>
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<td>Other (please specify)</td>
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700 character(s) maximum

The existing TRIPS framework for compulsory licenses strikes an appropriate balance of the needs of patent holders to receive notice, compensation and opportunities to supply the market against a demonstrated showing of unfulfilled local needs for specific products. Multi-country compulsory licenses would eliminate these critical reviews and a balancing of interests. The proposal further raises the potential that a compulsory license for a complex product, which likely combines a variety of proprietary components or processes into a final product form, would encumber the IP rights of third parties without notice or opportunity for reviews.

5. Compulsory licensing usually concerns only patents. However, patents may not always be enough to allow the manufacture of complex products. Should a compulsory license apply to:

- [ ] Patents?
- [ ] Patents and published patent applications?
- [ ] Supplementary protection certificates?
- [ ] Regulatory data protections for medicinal products?
- [x] Other IP rights?
- [ ] Trade secrets?
- [ ] Know-how?
- [ ] Other? (please specify)
- [ ] No opinion
Please specify

700 character(s) maximum

Trade secrets and know how should not be included. It is very difficult to control the dissemination of know how and trade secrets for any purpose once they are disclosed.

The following questions apply to compulsory licensing covered by article 31 of the TRIPS agreement and therefore do not concern compulsory licensing for export purposes

6. To what extent do you agree with this sentence: “Compulsory licensing is a last-resort mechanism that should be available only where voluntary arrangements have failed or are unavailable”?
   - Strongly agree
   - Agree
   - Disagree
   - Strongly disagree
   - No opinion

7. Which aspects should be considered to determine whether voluntary agreements have failed?
   - The types of voluntary agreement (agreements with suppliers, agreements between competitors) that have proven to be unsuccessful/unavailable
   - The time period allowed for concluding the voluntary agreements
   - Have reasonable efforts been made by the licence seeker to obtain an agreement with the IP owner?
   - Other (please specify)

Please specify

500 character(s) maximum

There may be other factors to consider, such as the reasonableness of the terms that were offered by the license seeker.

8. What should be prioritised in compulsory licensing for crisis management?

<table>
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<tr>
<th>Speed of ensuring access to the required products/technologies</th>
<th>High priority</th>
<th>Medium priority</th>
<th>Low priority</th>
<th>Not relevant</th>
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Protection of rights holders (reasonable period of time to allow negotiations between the licence seeker and the rights holder, clear limitation of the duration of the compulsory licence, adequate remuneration for rights holder, etc.)

Interests raised by civil society organisations

Interests raised by manufacturers* [*in this context, manufacturers means companies that are appointed to manufacture products under a compulsory licence and who, for this purpose, would need to adapt their manufacturing facilities and process [if yes, please specify]]

Other, including other third-party interests (please explain)

None of the above

Please specify

700 character(s) maximum

Facts/data related to IPO's responses to questions 1 and 2 would be relevant.

Please explain

700 character(s) maximum

The IP rights of third parties should be considered with appropriate notice and opportunities for input by those third parties.

9. As far as the granting procedure is concerned, which of the following could speed up the granting of compulsory licensing for crisis management?

- Putting a time limit on negotiations between the licence seeker and the rights holder (to obtain authorisation from the rights holder on reasonable commercial terms and conditions)
- Pre-defined rules on remuneration for the compulsory license
- Not subjecting the start of the manufacturing to a final decision on all aspects of the negotiation* [*some aspects of the negotiation, such as remuneration and duration of the licence, can be highly time consuming. Allowing the manufacturing to take place before a final decision on these aspects can speed up the process]
- Subjecting the start of the manufacturing to a final decision on all aspects but with an abbreviated time limit for appeal and an accelerated appeal process* [*this would mean that manufacturing cannot start before a final decision but that a decision on appeal can quickly be obtained]
Compulsory licensing is not the adequate means to address a crisis. IPO believes that voluntary deals are preferable, and flexibility is what is most likely to help the granting of necessary licenses on a voluntary basis.

10. Which of the following policy options could speed up the compulsory licensing process for crisis management?

- ☐ Non-binding guidelines proposing a uniform approach for all EU countries
- ☒ Facilitating communication and information exchange between EU countries (e.g. communication on the request/granting of compulsory licences, sharing of information between EU countries on the subject of and conditions for the compulsory licence)
- ☐ Aligning national rules on compulsory licences (i.e. binding rules setting the conditions under which a compulsory licence can be granted in the different EU countries)
- ☐ Other
- ☐ No opinion

What type of coordination among EU countries should be put in place? (select all that apply)

- ☐ None, existing coordination is enough
- ☒ A transparency and notification requirement between EU countries on the request/granting of compulsory licences in times of crises
- ☐ Setting up an official forum to exchange information and best practices between EU countries (e.g. subject of and conditions for a compulsory licence)
- ☐ Other

11. In the context of uniform rules on compulsory licences for crisis management, which aspects should be aligned (select all that apply)

- ☐ The grounds on which a compulsory licence can be granted for crisis management
- ☐ Scope (i.e. whether the compulsory licence should identify the relevant patents/IP rights or whether it should identify the relevant products/technologies)
IPO does not believe there is a need for uniform rules; however, if there are to be uniform rules for crisis management, then such rules would need to conform and comply with international legal agreements such as the TRIPS Agreement. When evaluating whether or not a CL is the appropriate means to address a crisis, it should be considered if all other options have been exhausted and whether other non-IP related measures could be more useful/impactful.

12. If the grounds for granting a compulsory licence are to be aligned, please specify what should be aligned (select all that apply):

- Types (e.g. health, other, etc.) of crises for granting a compulsory licence should be the same in all national laws
- The definition of crises that allow a compulsory licence to be granted should be the same in all national laws
- Territorial scope of crises: possibility to declare a national, multinational or pan-European crisis
- Other [please specify]

Other

500 character(s) maximum

Please see response to 11.

13. If the scope of what a compulsory licence covers is to be aligned, please specify to what extent:

- The alignment of the scope should be limited (e.g. patents and published patent applications only) [please explain];
- The alignment of the scope should extend to all aspects deemed necessary to manufacture a product (e.g. other IP rights, trade secrets, etc.) [please specify];
- Other [please specify]

Other

500 character(s) maximum
14. Should the aligned scope also cover regulatory data protection?

- Yes
- No
- No opinion

Comments

500 character(s) maximum

15. If the conditions for granting a compulsory licence are to be aligned, please specify which conditions should be aligned (select all that apply):

- Remuneration
- Duration of the licence
- Framework and duration of the negotiations
- Determination of who can initiate proceedings for a compulsory licence (e.g. public authority, licence seeker)
- Content of an application for a compulsory licence (e.g. indicate the patent, the owner of the patent, the concerned products, etc.)
- Other [please specify]

Other

500 character(s) maximum

Please see response to 11.

16. If the procedure for granting a compulsory licence is to be aligned, please specify which aspects of the procedure should be aligned (select all that apply):

- Type of procedure (e.g. administrative or judicial procedure, interim procedure, etc.) [Please specify]
- Whether or not the manufacturing should be subject to a final decision on all aspects of the negotiation
- Other [please specify]

Other
17. If the recourse procedure for granting a compulsory licence is to be aligned, please specify which aspects of the procedure should be aligned (select all that apply):

- [ ] The time limit within which the application of an appeal is admissible
- [ ] The suspensive effect of an appeal (crucial for the start of production under a compulsory licence)
- [ ] An accelerated appeal procedure (a specified time limit within which a decision on the appeal must be taken)
- [ ] Other [please specify]

Other

500 character(s) maximum

Please see response to 11.

18. At which level should a decision on triggering a compulsory licence be taken?

- [ ] At national level only, even in the case of EU-wide crisis
- [ ] At national level for national crises, and at EU level if more than one EU country is affected/needed for production
- [ ] Other
- [ ] No opinion

19. Regarding the granting of compulsory licences, what role should the European institutions have in the event of an EU-wide crisis?

- [ ] A consultative role on request (e.g. EU countries, public authorities, rights holders, licence seekers, etc. can ask for advice)
- [ ] A coordinating role (e.g. by setting up channels/forums and methods for information sharing among EU countries and steering mutual assistance between EU countries)
- [ ] A decision-making role (e.g. by declaring a crisis situation, possibly triggering the granting of a compulsory licence)
- [ ] No role at all
- [ ] Other
The following questions refer to compulsory licensing for export purposes (Article 31bis of the TRIPS Agreement)

20. To what extent do you agree with the following statement: “Regulation 816/2006 allows for speedy and efficient procedures for granting compulsory licences to export pharmaceutical products to non-EU countries”?

- Strongly agree
- Agree
- Disagree
- Strongly disagree
- Don’t know / no opinion

21. While staying within the boundaries of the TRIPS agreement, should in your view some elements of Regulation 816/2006 be streamlined to ensure that the regulation is fit for purpose?

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22. While staying within the boundaries of the TRIPS agreement, do you consider that the procedure set by Regulation 816/2006 should be made more flexible to adapt to the needs of the importing country?

- Yes
- No
- No opinion

23. While staying within the boundaries of the TRIPS agreement, does in your view Regulation 816/2006 provide sufficient guarantee against trade diversion (i.e. measures, such as labelling and marking products subject to a compulsory licensing, to guarantee their export and distribution to the concerned country only)?

- Yes
25. In view of recent crises (such as the Covid-19 pandemic and the war in Ukraine), what conclusions/lessons do you draw from the possibility to use compulsory licensing as a crisis management tool?

5000 character(s) maximum

Actions that would insert uncertainty into the IP system or broaden the scope and use of compulsory licenses may serve to undermine investments in the technologies that are needed to address future crises. IPO believes that licensing of IP rights is best accomplished through voluntary efforts.

26. In your view, which impact (positive or negative) does the granting of the compulsory licence have on the various players involved (rights holders, manufacturers, competent authorities, society in general, etc.)?

5000 character(s) maximum

Please see response to 25.

28. Thank you for providing your general views. The following questions (29 to 33) concern the technical and procedural aspects of a procedure for granting a compulsory licence. Would you like to proceed? If not, please continue with question 31.

- Yes
- No

Questions to all

34. What could be the economic, legal and/or social impact(s) of introducing a uniform compulsory licensing scheme across the EU on:

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35. In the context of a uniform compulsory licensing scheme across the EU, what could be the economic, legal and/or social impact(s) of allowing compulsory licences to be granted at national level only (even in the event of an EU-wide crisis) on:

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<td>Access to critical goods for the public (e.g. impact on the supply and availability of critical goods in all EU countries)?</td>
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Please explain

1000 character(s) maximum

Please see response to 34.

36. In contrast, in the context of a uniform compulsory licensing scheme across the EU, what could be the economic, legal and/or social impact(s) of allowing a compulsory licence to be granted at EU level, in the event of an EU-wide crisis, on:
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<th><strong>Please explain</strong></th>
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Please see response to 34.

37. What could be the economic, legal and/or social impact(s) of introducing, for crisis-management purposes, a mechanism for coordinating compulsory licensing among EU countries, on:

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Please explain

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Without more information on how such a mechanism would operate, it's difficult to predict the impact.

38. What could be the economic, legal and/or social impact(s) of creating an EU single contact point and coordination mechanism between Member States to address a compulsory licensing request for export of pharmaceutical products to non-EU countries?

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Please explain

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Please see response to 37.

39. What could be the economic, legal and/or social impact(s) of an EU-level centralised procedure to grant compulsory licensing on export of pharmaceutical products to non-EU countries?

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Access to critical pharmaceutical products for non-EU countries?

Public authorities' decision-making processes?

Other (please specify)?

Please explain

1000 character(s) maximum

Please see response to 37.

40. Please feel free to share any other observations, publications or analysis on the subject

5000 character(s) maximum

Attached please find IPO’s response to the European Commission’s Call for Evidence for an Impact Assessment Regarding Compulsory Licensing in the European Union.

Please upload your file(s)

Only files of the type pdf, txt, doc, docx, odt, rtf are allowed

81aa2b2a-0187-4c2e-beac-877a3abd2654/IPO_Comments_in_Response_to_Call_for_Evidence.pdf

Contact

GROW-CIS-NET-AUT-UNIT-C4@ec.europa.eu