

Anti-Infringement Bureau for Intellectual Property Rights on Plant Material

# FIGHTING ILLEGALITY IN THE EUROPEAN VEGETABLE SEED SECTOR - AIB' S EXPERIENCE

Casper van Kempen Managing Director

Taipei, 11 March 2018

## MY AGENDA



- 1. WHAT IS AIB?
- 2. THREE SALIENT FEATURES TO KEEP IN MIND
- 3. WHAT ARE THE MAIN PIRACY ISSUES IN VEGETABLE SEEDS?
- 4. BEST PRACTICES: ENFORCEMENT EXPERIENCE IN SPAIN AND ITALY
- 5. WHAT LESSONS HAVE WE LEARNT SO FAR?

# BEFORE WE START, THE DEFINITIONS USED:



IP INFRINGEMENT = THE NON - RESPECT OF IP RIGHTS HELD BY THE RIGHT HOLDER



- Can be : accidental

  - to legally challenge existing IP rights

IP PIRACY = UNAUTHORIZED COPYING, DISTRIBUTION AND SELLING OF IP PROTECTED PRODUCTS

- for a significant period of time,
- intentionally committed
- to financial gain,
- on a commercial basis

THE MAIN IP IN THE VEGETABLE SEED SECTOR CONCERN PLANT VARIETY RIGHTS (PVR) AND TRADEMARKS

# THE FOCUS OF MY PRESENTATION IS ON 'VERTICAL' PVR ENFORCEMENT



BREEDING COMPANY 1



OTHER BREEDING COMPANIES

YOUNG PLANT RAISERS

**GROWERS** 

TRADERS/WHOLESALERS

RETAILERS

CONSUMERS

## MY CONCLUSION UPFRONT:



- 'HORIZONTAL' ENFORCEMENT (LEGAL DISPUTES BETWEEN BREEDERS) OF BREEDERS RIGHTS, WHERE TIME AND EVIDENCE-GATHERING CONSTRAINTS ARE LESS CRITICAL, HAS PROVEN TO BE FEASIBLE AND EFFECTIVE;
- <u>'VERTICAL ENFORCEMENT'</u> OF PVR TO COMBAT PIRACY DOWNSTREAM IN THE VEGETABLE BUSINESS CHAIN PROVES TO BE MORE DIFFICULT AS IT REQUIRES A SUPPORTING LEGAL AND INSTITUTIONAL FRAMEWORK:
  - evidence of infringement cannot be obtained by the right holder himself as inspections of the growers are difficult / impossible
  - without active help from authorities, breeders' enforcement efforts are unsuccesful
  - PBR enforcement is in some countries hindered by the lack of effective enforcement of the national seed marketing regulations.
- CONSEQUENTLY, SOME WELL ORGANISED PIRATES HAVE SUCCESFULLY ESTABLISHED PROFITABLE BUSINESS MODELS.

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## WHAT IS AIB?



- AIB = ANTI-INFRINGEMENT BUREAU FOR IP RIGHTS ON PLANT MATERIAL
- START 1 APRIL 2010
- OFFICE : BRUSSELS (BELGIUM)
- Members are <u>integrated vegetable seed companies</u>: Axia, Bayer, Bejo, Enza, Fito, Gautier, Limagrain (Hazera, HM Clause, Vilmorin), Monsanto, Sakata, Syngenta, Takii, Pop Vriend and Rijk Zwaan

Membership is open to other integrated vegetable seed companies.

# WHAT IS AIB'S MAIN MISSION?





ENSURE LEVEL PLAYING FIELD FOR ALL PLAYERS IN THE VEGETABLE BUSINESS CHAIN

### AIB'S MAIN OBJECTIVES



- 1. AWARENESS, PUBLICITY & DETERRENCE
- 2. CENTRE OF EXPERTISE AND RELATED NETWORK
- 3. WATCHTOWER
  - infringements : where & how many & scope ?
- 4. ASSIST MEMBERS TO FIGHT SUSPECTED PIRATES
- WORLDWIDE BUT STARTED WITH EUROPEAN UNION, TURKEY AND NORTH AFRICA

NOTE: - ENFORCEMENT OF IP RIGHTS REMAINS RESPONSIBILITY OF IP RIGHTS HOLDERS

- CLOSE COLLABORATION WITH NATIONAL ENFORCEMENT AGENCIES (POLICE AND ANTI-FRAUDE AGENCIES).

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# OUR SECTOR FACES SPECIFIC CHALLENGES TO ENFORCE OUR IP RIGHTS



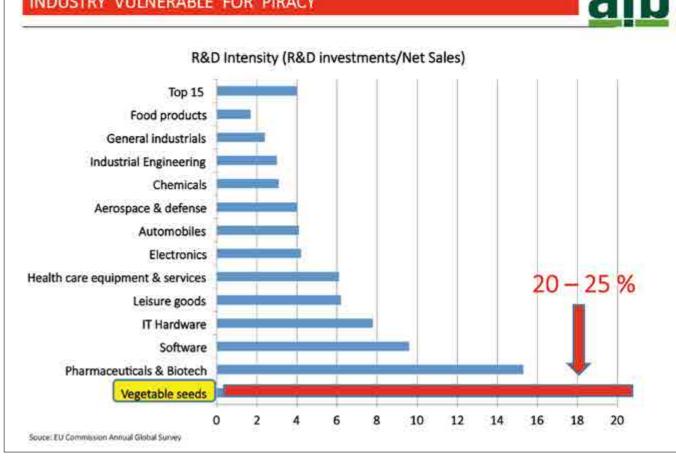
#### THE VEGETABLE SEED BUSINESS CHAIN



- a nature is a perfect copying machine
- copying is cheap, requiring little capital investment
- no distinction between legally and illegally produced harvested product
- illegality does not bother consumer
- often no perceived health hazards (like pharma, pesticides or car parts)
- vegetable seeds are often small volume:
  - · in weight worth much more than gold!
  - · easy to transport

# ITS VERY HIGH RESEARCH INTENSITY MAKES THE VEGETABLE SEED INDUSTRY VULNERABLE FOR PIRACY





# SELLING VEGETABLE SEEDS IS GENERALLY REGULATED BY NATIONAL SEED MARKETING REGULATIONS



- REGISTRATION IN THE NATIONAL VARIETY CATALOGUE IS REQUIRED
- SEED PRODUCER HAS TO BE CERTIFIED
- ADHERENCE TO QUALITY STANDARDS
- ORIGINAL VARIETY NAME HAS TO BE USED

#### NON-PVP PROTECTED VARIETIES CAN FREELY BE REPRODUCED AS LONG AS

- ORIGINAL VARIETY NAME IS USED
- CERTIFIED SEED PRODUCER
- CONFORMITY TO QUALITY STANDARDS
- NAME OF THE "ORIGINAL" SEED COMPANY IS NOT USED

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# THE MAIN LAWS RULING THE AGRICULTURAL SECTOR IN EU AND ITS NEIGHBOURING COUNTRIES WHERE AIB OPERATES



### 1. All varieties have to be registered as precondition for marketing of seed.

All new varieties are technically examined.

To be listed in the National Catalogue of Varieties, varieties must meet standards on:

- Distinctness
- Uniformity
- Stability

All varieties which are admitted are published in an Official Journal.

- Most countries are not allowing Farm Saved Seeds of PVR varieties (farmers saving seed/plants for own use).
  - UPOV Convention 1991 (the international Plant Variety Rights convention)
  - Under UPOV 1991 :
    - No re-production of seed allowed
    - No vegetative re-production allowed
  - Similar to Taiwan (only 6 exceptions: rice, soybean, corn, peanut, mung- and azuki bean

### WHAT ARE THE MAIN ISSUES IN THE VEGETABLE SECTOR\*?



### 1) VEGETATIVE REPRODUCTION OF GRAFTED PVR CROPS

- TOMATO, WATER MELON, MELON, EGGPLANT
- SUBSTANTIAL VEGETATIVE PROPAGATION IN TOMATO IN MEDITERRANEAN BASIN (20 % IN SPAIN AND ITALY; IN CHERRY TOMATOES IN ITALIAN REGIONS UP TO 40%.
- 2) REPRODUCTION OF SEEDS OF OPEN-POLLINATED PVR CROPS (LETTUCE, BEANS)
  - PRODUCED OUTSIDE OF NATIONAL REGULATED SYSTEMS
  - VARIETIES ARE OFTEN MIS-LABELLED (FRAUDE)
  - PRODUCERS ARE OFTEN NOT CERTIFIED
  - PRODUCTION OUTSIDE OF QUALITY CHECKS BY AUTHORITIES
  - SIGNIFICANT ILLEGAL NETWORK

<sup>\*</sup> source: annual AIB infringement surveys 2010-17

### WHAT ARE THE MAIN ISSUES IN THE VEGETABLE SECTOR\*? (2)



#### 3) F2 PRODUCTION OF PVR ONION HYBRIDS

- EASTERN EUROPE, TURKEY, FORMER RUSSIAN STATES, SPAIN
- physical detection is often very difficult (hardly any differentiation)

#### 4) THEFT OF PARENT LINES: UNAUTHORISED SALE OF F1 HYBRIDS

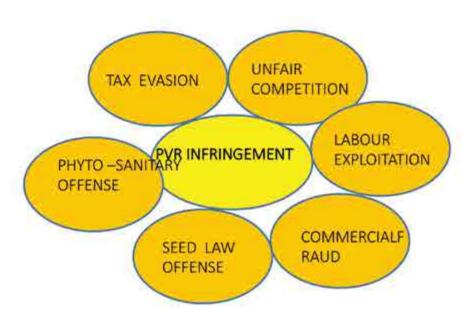
- TOMATO, SQUASH, EGGPLANT, BRASSICA, ETC.
- MANY COUNTRIES, SEVERAL CONTINENTS
- CAUSE: THEFT / UNAUTHORISED USE OF PROPRIETARY PARENT LINES (IN LEGAL TERMS: TRADE SECRET THEFT)
- LEADING TO SUBSTANTIAL (FINANCIAL) IMPACT ON RIGHT HOLDER
- MARKET DISRUPTION REPORTED IN SOME CASES

#### 5) SALE OF COUNTERFEIT SEED PACKAGES (TRADE MARK INFRINGEMENT)

- EASTERN EUROPE, MIDDLE EAST, ASIA, AFRICA
- FOUND IN MANY CROPS

# PVP INFRINGEMENT IS OFTEN LINKED TO A CLUSTER OF OTHER ILLEGALITY / OFFENSES





THE FISCAL AUTHORITY IS WITH THE BREEDERS A MAJOR VICTIM OF ILLEGAL PROPAGATION OF PVR CHERRY TOMATOES IN SICILY:



### **SURVEY 2014:**

CONSERVATIVE ESTIMATE OF LOST SEED SALES : US\$ 7-9 MILLION

MULTIPLIER EFFECT



UNDECLARED TOMATOES US\$ 500 - 600 MILLION !!!

LETTUCE SEED PIRACY: INTERNATIONAL NETWORKS ARE MAKING BIG PROFITS, SO DO USERS OF THE ILLEGAL SEEDS



### PRODUCTION OF ONE SEED LOT (TO COVER 2000 HECTARES) OF PVR LETTUCE

- SEEDS PRODUCED IN CHILE
- SEEDS PELLETED IN SPAIN
  - TOTAL COSTS 61,000 US\$

### SALES

SOLD IN ITALY AND ABROAD

SALES REVENUE 522,000 US\$

PROFIT FOR PIRATE 461,000 US\$

REAL VALUE 2,500,000 US\$

PROFIT TO GROWERS 1,044,000 US\$ (US\$ 1017/HA)

(=US\$ 400/ACRE)

<sup>\*</sup> source: annual AIB infringement surveys 2010-17

# THE ILLEGAL VEGETATIVE REPRODUCTION OF TOMATOES CAUSED A MASSIVE OUTBREAK OF PEPINO VIRUS IN SICILY (ITALY)



I quarter 2008



I quarter 2009



I quarter 2010



II quarter 2008



II quarter 2009



II quarter 2010



III quarter 2008



III quarter 2009



III quarter 2010

# THIS GIVES AIB ALLIES TO HELP TAKING ACTION AGAINST INFRINGERS



- PHYTO SANITARY SERVICES
- SEED INSPECTION AGENCIES
- AGRICULTURAL INSPECTION AGENCIES
- ANTI-FRAUD AGENCIES
- TAX AUTHORITIES
- POLICE

# IT IS IMPOSSIBLE FOR AIB TO PROVE PVR INFRINGEMENT WITHOUT HELP FROM AUTHORITIES TO ENTER PREMISES



- VEGETATIVE PROPAGATION OF TOMATOES / MELONS
  - HOW TO PROVE?
  - ACCESS TO GREENHOUSE AND DOCUMENTS REQUIRED (INVOICES /PLANT PASSPORTS)
- REPRODUCTION OF LETTUCE SEED
  - SEEDS ARE OFTEN 'WHITE BAGGED' (NO PROPER LABELS)
  - ACCESS TO GREENHOUSE /FIELDS AND DOCUMENTS REQUIRED (FOR INSPECTION OF INVOICES / PLANT PASSPORTS)







### HOW TO FIND EVIDENCE OF ILLEGAL TOMATO REPRODUCTION?



- LEGAL AND ILLEGAL PLANTS CANNOT BE DIFFERENTIATED (STUBS!)
- ILLEGALLY GROWN TOMATOES HAVE IDENTICAL DNA
   INSPECTIONS OF TOMATO / LETTUCE AT RETAILERS IS OF NO USE
- PRODUCTION IN CLOSED GREENHOUSES -→ NOT ACCESSIBLE

COMPARISON BETWEEN INVOICES AND NO. OF PLANTS REQUIRED

BUT HOW?

RIGHT HOLDERS ARE IN NO POSITION TO DEMAND THIS (PREVALENCE OF PRIVACY PROTECTION ABOVE SALES CONDITIONS)



# CLOSE COOPERATION BETWEEN PRIVATE SECTOR AND PUBLIC SECTOR HAS BEEN KEY FOR OUR SUCCESS



### THE STEPS WE NORMALLY FOLLOW:

- 1. Intelligence reports on illegal reproduction received by AIB
  - · Growers using a PVR variety are unknown to seed company
  - · Persistent rumours in the market
  - Complaints from other growers on unfair competition
  - Observations from seed company sales representatives / technicians: "this grower uses our genetics, but we have not sold to him"
- 2. Verification of the intelligence by AIB
- 3. If intelligence found credible, denouncement is made to authorities:
  - Name of suspect
  - Address and GPS coordinates of greenhouse/plot
  - Supporting evidence like pictures, labels, etc.
- 4. Authorities to inspect the growers/plant raisers

# WITHOUT ACTIVE HELP FROM AUTHORITIES OUR ENFORCEME EFFORTS ARE UNSUCCESFUL

- IMPOSSIBLE TO OBTAIN SOLID EVIDENCE OF VEGETATIVE REPRODUCTION
- IMPOSSIBLE TO OBTAIN SOLID EVIDENCE OF USE OF ILLEGALLY REPRODUCED SEED

### THIS IS HOW IT WORKS IN ITALY AND SPAIN:

- AIB PROVIDES VERIFIED INTELLIGENCE TO INSPECTION AGENCIES
- INSPECTION AGENCIES WILL CARRY OUT INSPECTIONS
- AIB RECEIVES (CONFIDENTIAL) REPORT ON THE RESULTS OF THE INSPECTIONS

VEGETATIVE RE-PRODUCTION OF PVR TOMATO: HOW DOES IT WORK?

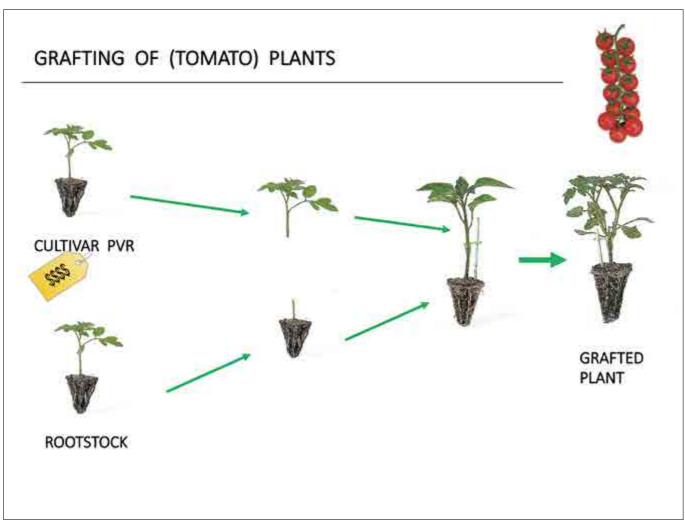


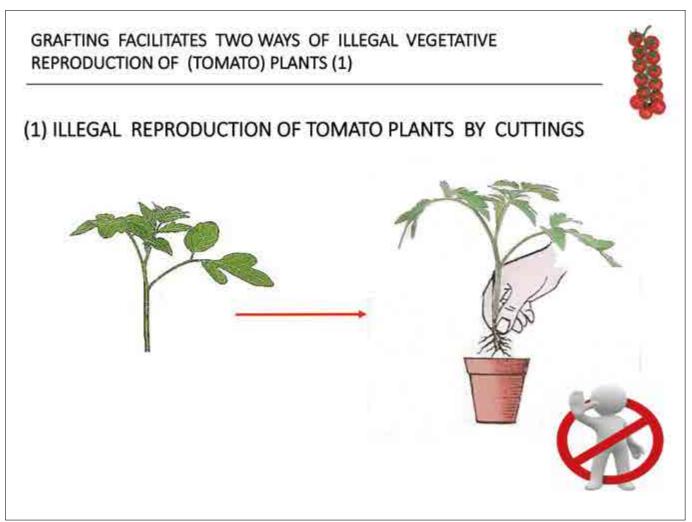
### TOMATO PRODUCTION IN SOUTHERN EUROPE

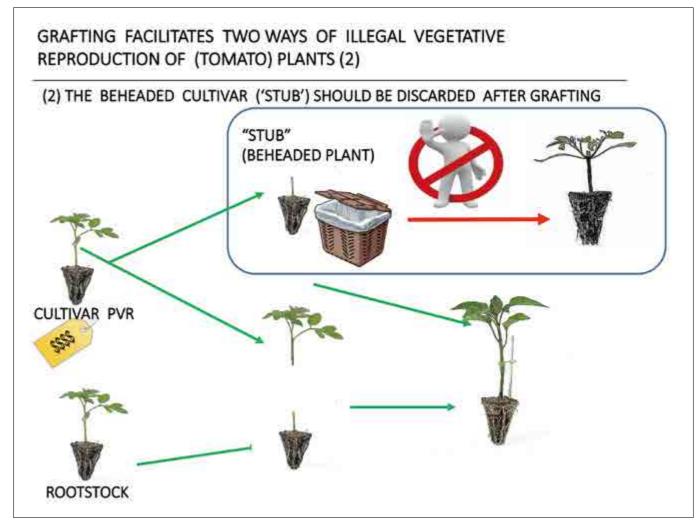
- MOSTLY GROWN WITH TWO STEMS PER PLANT
- SEASON: SOWN AND TRANSPLANTED IN SEPTEMBER, AND GROWN UNTIL MAY

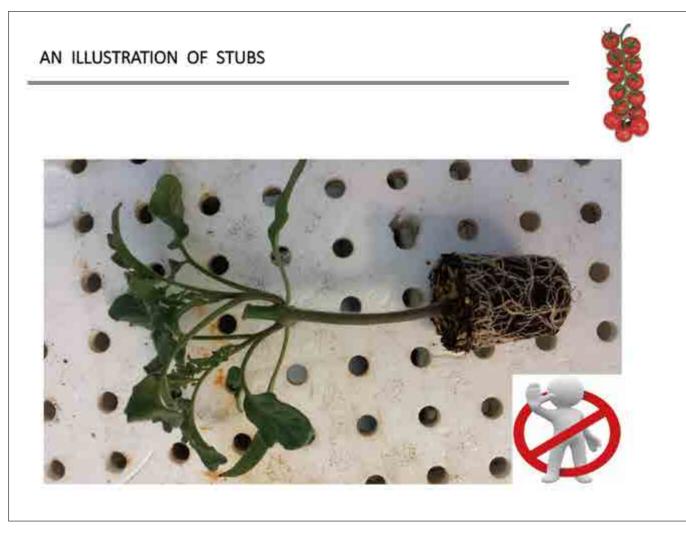








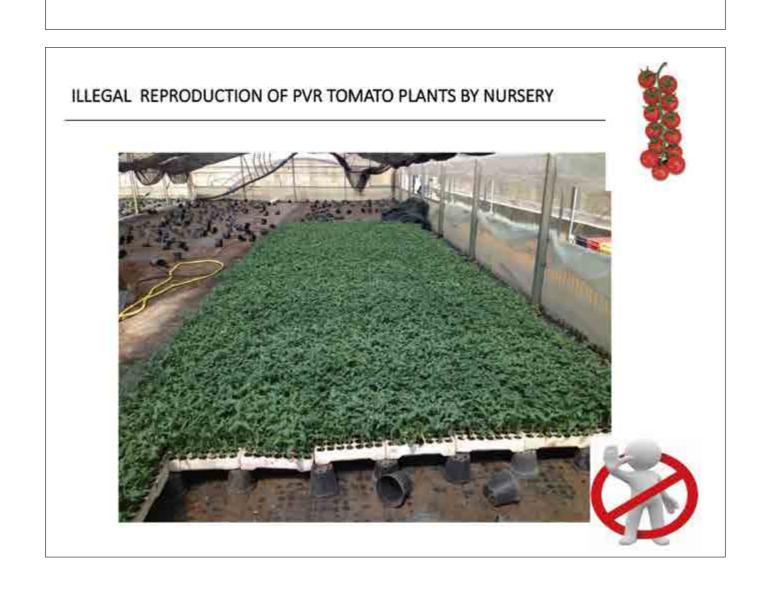












# HOW TO FIND EVIDENCE OF ILLEGAL PVR TOMATO REPRODUCTION FROM BEHIND THE FENCE?





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### WE FACE TWO MAIN TYPES OF INFRINGEMENTS



## 1. INFRINGEMENTS OF PLANT VARIETY RIGHTS (PVR)

- a) Vegetative reproduction
- b) Reproduction of open pollinated varieties

### 2. INFRINGEMENT OF THE SEED LAWS OR OTHER LAWS (EG. COMPETITION LAW)

- a competitor markets a variety not listed (variety catalogue)
  - a competitor markets a variety under a different, listed, name (fraud)
  - a competitor uses a variety's name to market a different variety (fraud)
  - a competitor lists a variety under a different name in the national catalogue (defaults in registration procedure)

# IN ITALY AND SPAIN PVR INFRINGEMENT IS CONSIDERED AS A CRIMINAL ACT

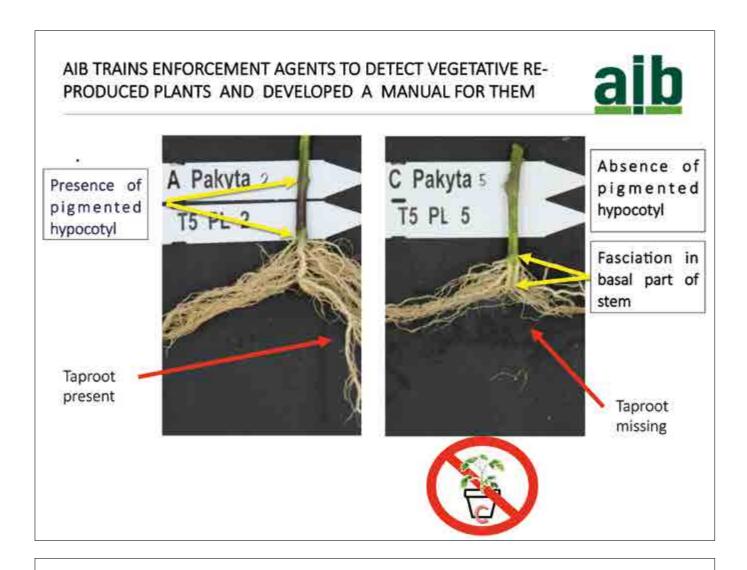


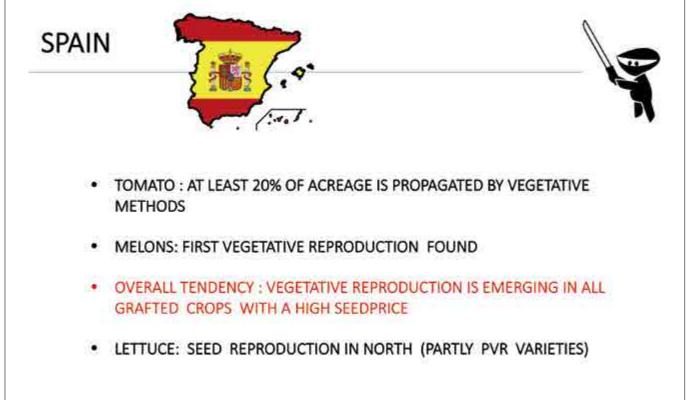
This gives the right holder two options in case of facing a PVP infringement:

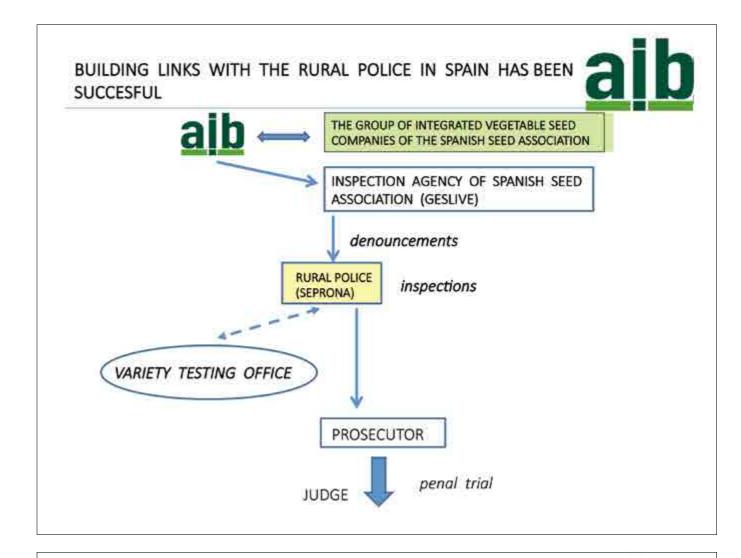
	ADVANTAGE	DISADVANTAGE
1. CIVIL ACTION:	Right holder in command Claim for damages	High costs (lawyer)
2. PENAL ACTION	cheap (often free)	Dependency on authorities for action
	often claim for damages can be filed later	io. deticii



IN MOST CASES AIB OPTS FOR PENAL ACTION







MARCH 2017: THE SPANISH COURT CONDEMNED THE FIRST 2
PLANT RAISERS CAUGHT IN 2012 FOR VEGETATIVE REPRODUCTION
OF PVR TOMATO TO 3 MONTHS PRISON









- IN CORN SALAD 25-30 % OF PRODUCTION IS BASED ON ILLEGALLY REPRODUCED SEED OF PVR VARIETIES !!!
- IN OTHER LETTUCE SEGMENTS ALSO VERY SUBSTANTIAL % PVR INFRINGEMENTS
- STRONG PIRACY IN BABYLEAF (SEED COST IS 50% OF PRODUCTION COSTS)
- THE PIRATE COMPANIES ARE WELL ORGANISED

### BABY LEAF LETTUCE PRODUCTION



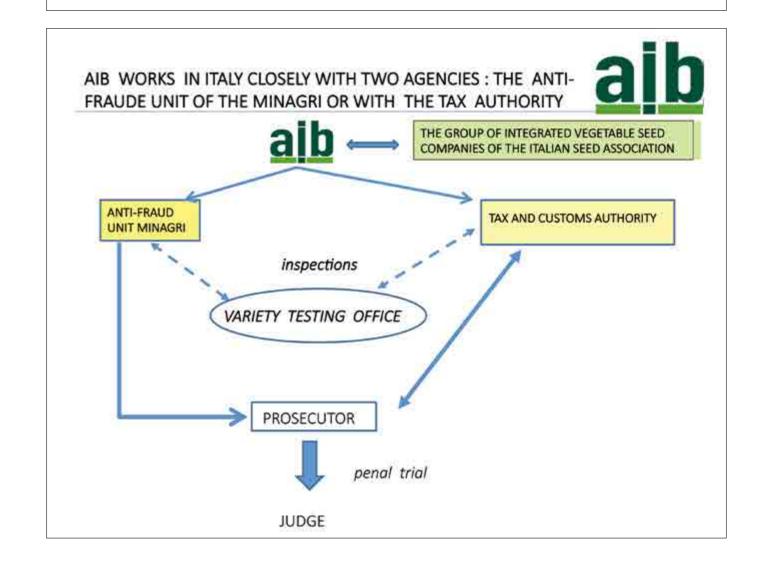








- TOMATOES: SIGNIFICANT VEGETATIVE REPRODUCTION (20%), WITH PEAKS OF 40 % IN PVR CHERRY TOMATOES - GROWING FAST
- INFRINGEMENTS REPORTED IN OTHER CROPS AS WELL (MELON, EGGPLANT)



# THROUGH THE ANTI – FRAUD UNIT OF THE MINISTRY OF AGRICULTURE AIB PROVED 20 PVP INFRINGEMENTS



- AIB made <u>12 denouncements</u> made on vegetative propagation of PVR tomato
- AIB made 15 denouncements on PVR lettuce piracy

### Result:

- ALL denouncements have been followed by inspections by Anti
  -Fraud Unit of Ministry of Agriculture.
- · Seized seed and plant samples went for official variety identity testing
- First results confirmed 20 PVR infringements:
  - 7 PIRATE SEED COMPANIES
  - 2 MAJOR NURSERIES USING PIRATED LETTUCE SEED
- PENAL INVESTIGATIONS STARTED BY PUBLIC PROSECUTORS
- THE FIRST PENAL COURT TRIALS HAVE STARTED IN 2017

# AIB HAS REGULAR REVIEW MEETINGS WITH THE ANTI-FRAUD UNIT OF THE MINISTRY OF AGRICULTURE



- · Very open exchange on situation
- · Good feedback on actions taken
- Anti-Fraud Unit is also doing inspections now on its own initiative (not only based on denouncements by AIB).





# THE TAX AUTHORITY'S INSPECTIONS ON VEGETATIVE PROPAGATION OF PVP TOMATO RESULTED IN PENAL ACTIONS

- AFTER MAKING OUR FIRST TWO DENOUNCEMENTS IN OCTOBER 2014 TO THE TAX AUTHORITY:
  - INSPECTION OF THE DENOUNCED GROWERS
  - 43 INSPECTIONS OF GROWERS AND NURSERIES
    - PLANT MATERIAL SAMPLED FOR DNA ANALYSIS
    - ACCOUNTING DATA SEIZED AND ANALYSED
- IN 2017: 45 COMPANIES AND/OR PERSONS DENOUNCED
  - INSPECTION OF DENOUNCED GROWERS AND NURSERIES
  - MASSIVE USE OF ILLEGAL LABOUR "SLAVERY CONDITIONS" DETECTED
  - IN NUMBER OF CASES OWNERS ARRESTED

MANY PENAL COURT CASES HAVE STARTED SINCE MARCH 2017

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### WHAT LESSONS HAVE WE LEARNT SO FAR ? (1)



 PVR PROTECTION PROVIDES THE STRONGEST LEGAL GROUND TO DEFEND OUR IP AGAINST ILLEGAL REPRODUCTION

#### HOWEVER

EVIDENCE OF INFRINGEMENT CANNOT BE OBTAINED BY THE RIGHT HOLDER HIMSELF AS INSPECTIONS OF THE GROWERS ARE DIFFICULT / IMPOSSIBLE

#### THEREFORE,

2. PUBLIC AND PRIVATE SECTOR COOPERATION IS KEY FOR THE EFFECTIVE ENFORCEMENT OF PVR WITHIN THE VEGETABLE SEED CHAIN

### WHAT LESSONS HAVE WE LEARNT SO FAR? (2)



#### THE BASICS WHEN FIGHTING PIRACY IN THE VEGETABLE SEED CHAIN:

- MASS BALANCE ANALYSIS (COMPARING SEED INVOICE WITH NUMBER OF PLANTS GROWN) IS OFTEN (THE ONLY) WAY TO OBTAIN LEGAL EVIDENCE OF PIRACY
- TIME TO ACT AGAINST PIRACY IS SHORT. (Growing cycles are short, summer lettuce 3-4 weeks!)
- THEREFORE SHORT CYCLE TIMES TO PRODUCE (DNA-BASED) VARIETY IDENTIFICATION TEST RESULTS ARE VITAL
- DNA IDENTITY TEST RESULTS SHOULD BE ACCEPTED BY THE AUTHORITIES / COURTS FOR TAKING FIRST STAGE LEGAL ACTION

### WHAT LESSONS HAVE WE LEARNT SO FAR ? (3)



### IN GENERAL, AT LEGISLATOR LEVEL

- IT GREATLY HELPS IF IP/PVR INFRINGEMENT IS CONSIDERED A CRIMINAL ACT IN YOUR COUNTRY'S LEGISLATION
- IT IS IMPORTANT TO <u>ASSIGN A NATIONAL AGENCY FOR THE ENFORCEMENT OF PVR RIGHTS</u> (OUR ADVICE: THIS SHOULD BE A TECHNICALLY QUALIFIED AGENCY).
- TESTING LABORATORY THE LAW MAKER SHOULD APPOINT THE LAB(S) TO BE USED BY THE COURTS FOR THE OFFICIAL TESTING.
- 4. ONE SPECIALISED PVR COURT IS BETTER THAN 10 NON-SPECIALISED ONES!

### WHAT LESSONS HAVE WE LEARNT SO FAR ? (4)



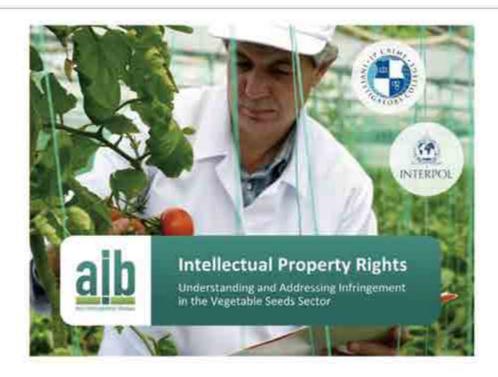
### FOR THE SEED COMPANIES (BREEDERS):

- THE PRESENCE OF A SUPPORTING (SUB-) <u>SECTOR PLATFORM OF RIGHTHOLDERS</u> IS
  A IMPORTANT (PLATFORM TO DISCUSS ISSUES, LOBBYING, DECIDE ON COMMON
  ACTIONS, LIAISON AND SUPPORT FOR ENFORCEMENT AGENCIES).
- IN CASE OF INFRINGEMENT BREEDERS SHOULD ASK THEMSELVES <u>WHO ELSE</u> WILL BE AFFECTED BY THE PIRACY (TAX OFFICE, HEALTH AUTHORITY, LABOR INSPECTION, POLICE (IN ITS FIGHT AGAINST ORGANISED CRIME), ETC. THESE AGENCIES SHOULD BE ASKED FOR HELP!
- TRAIN FIELD STAFF TO REPORT SUSPICIONS OF PVR INFRINGEMENTS
   Train the sales people what facts to collect (the 1st time right!): photographs, lot numbers, labels, (closed) packages, address, GPS co-ordinates
- 4. SEED COMPANIES SHOULD HAVE INTERNAL PROCEDURE FOR ITS STAFF HOW TO REPORT OBSERVED SUSPICIONS OF INFRINGEMENTS:

Important to have one-single internal contact point to report suspicions to:

- 100% safe
- Discrete
- AND PUTS THE SAFETY OF THE REPORTING PERSON FIRST WHEN CONSIDERING ACTION AGAINST INFRINGERS

## AIB AND INTERPOL MADE A TOOL FOR BREEDERS TO MOBILISE THEIR STAFF: THE E-LEARNING MODULE "IPR IN THE VEGETABLE SEED SECTOR\*



\* In English / French / Italian / Spanish / Turkish language versions

### MY CONCLUSION:



- 'HORIZONTAL' ENFORCEMENT OF BREEDERS RIGHTS (LEGAL DISPUTES BETWEEN BREEDERS), WHERE TIME AND EVIDENCE-GATHERING CONSTRAINTS ARE LESS CRITICAL, HAS PROVEN TO BE FEASIBLE AND EFFECTIVE;
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