



Ministry of Law
Directorate General of Intellectual Property & Legal Policy Strategy Agency

CONCEPT PAPER



GLOBAL DIALOGUE ON CROSS-BORDER
COPYRIGHT ROYALTY GOVERNANCE IN THE DIGITAL ERA

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I. Background and Global Context

1. Over the past two decades, the exploitation and monetization of copyrighted works have shifted decisively toward digital, platform-mediated, and cross-border channels. Streaming services, user-generated content platforms, and, increasingly, artificial intelligence systems now constitute the principal environment in which musical works, phonograms, audiovisual content, and journalistic works reach the public. This transformation has generated substantial new value and unprecedented access for users worldwide, benefiting creators, right holders, platforms, and the public alike.
2. At the same time, the operational dimensions of contemporary digital exploitation —documentation, metadata management, usage-data processing, valuation, allocation, and remuneration management — have evolved into a complex cross-border ecosystem that was not envisaged when the existing international treaty framework was developed. Copyright and related rights remain territorial in nature, whereas royalty flows, data generation, and algorithmic decision-making increasingly transcend national jurisdictions.
3. Studies, discussions, and documents presented in the SCCR and other relevant international and industry fora have highlighted a range of operational challenges in the contemporary royalty ecosystem, including fragmented and inconsistent metadata; limited transparency in the methodologies by which royalties are allocated and distributed; persistent volumes of unallocated or misallocated royalties; divergent reporting formats and reconciliation practices; and uneven institutional capacity among collective management organizations, particularly in developing countries and least developed countries (LDCs).

4. These are, in essence, governance and coordination challenges rather than gaps in substantive rights. National frameworks remain essential, but they face inherent limitations in addressing phenomena that are borderless by design. Royalty flows have not always kept pace with the transformation of the digital ecosystem, and the absence of shared reference points on transparency, accountability, and interoperability generates costs and uncertainty for all actors — including right holders seeking to verify their remuneration, CMOs administering cross-border repertoires, and digital service providers processing usage data at scale across many jurisdictions. These challenges cannot always be effectively addressed by individual jurisdictions or stakeholders acting alone. The increasingly interconnected nature of copyright exploitation therefore creates a growing need for dialogue, information exchange, and practical cooperation across jurisdictions and across the copyright value chain.

5. It is against this background that Indonesia has proposed sustained, structured, and evidence-based dialogue at the international level, and now proposes the Bali Global Dialogue as a practical contribution to that process.

6. At the heart of these discussions is a shared interest in ensuring that creators and other right holders can participate meaningfully in the economic opportunities generated by the digital environment, while supporting an efficient, innovative, transparent and sustainable copyright ecosystem for all stakeholders.

II. Why This Discussion Matters: Three Areas for Dialogue

7. Three interrelated areas require greater international dialogue. They are framed here as questions for collective examination, not as conclusions.
8. These three areas are closely interconnected. Transparency enables stakeholders to understand how royalty systems operate; accountability provides mechanisms to address identified problems; and interoperability supports the accurate and efficient flow of rights information and remuneration across borders. Progress in one area can therefore reinforce progress in the others.

A. Transparency in royalty administration

9. Right holders across all regions report difficulty in understanding how the sums they receive are derived: which usage data were relied upon, which allocation methodologies and deduction policies were applied, and how cross-border flows were reconciled between

collecting entities. Greater clarity on these matters would benefit not only authors, performers, and producers, but also CMOs and digital service providers, for whom credible and verifiable reporting is a foundation of institutional trust. This Panel aims to provide a space to exchange experiences and practical approaches for improving transparency in copyright governance, stakeholder collaboration, and cross-border royalty administration.



B. Accountability in governance systems

10. Royalty collection and distribution increasingly rely on automated and algorithmic systems for matching, valuation, and allocation. Where such systems materially influence remuneration outcomes, questions may arise regarding appropriate levels of transparency, explainability, review, and mechanisms for addressing errors or unintended outcomes, while taking into account legitimate interests relating to confidentiality, trade secrets, and technological innovation. Questions also arise as to how unallocated or misallocated royalties are identified, held, and ultimately resolved. This Panel aims to facilitate dialogue on emerging governance challenges and mechanisms to strengthen accountability in digital copyright ecosystems, including remuneration practices, stewardship of royalties, enforcement and oversight, as well as dispute settlement avenues.

C. Interoperability of rights management and metadata systems

11. Metadata fragmentation — inconsistent identifiers, incomplete ownership information, unresolved splits, and divergent reporting formats — remains a principal

source of administrative cost, delay, and unclaimed royalties in cross-border royalty flows. Voluntary industry initiatives have made important contributions, yet interoperability across systems and jurisdictions remains incomplete. This Panel aims to showcase technical innovations and collaborative initiatives that advance interoperability through harmonized copyright data, metadata standards, and digital infrastructure.

D. Emerging challenges, including artificial intelligence

12. Emerging technologies, in particular artificial intelligence, are compounding these challenges while also offering potential solutions. The provenance and identification of works used in AI contexts, the attribution of AI-assisted outputs, and the metadata infrastructure needed to support licensing and remuneration in an AI-enabled environment are matters of shared interest to all Member States, irrespective of their positions on substantive copyright questions. The Dialogue will provide a dedicated space for exchanging experiences on AI-related provenance, attribution, rights information, and metadata, as well as exploring how emerging technologies may both create new challenges and offer practical tools for improving royalty administration.

III. Objectives of the Dialogue

13. The Dialogue pursues four objectives, each linked to a concrete result:

a. Exchange experiences and practices.

Provide a structured setting in which Member States, CMOs, digital service providers, creators, and experts can share concrete national and operational experiences in royalty governance, on a voluntary basis.

b. Map emerging challenges.

Develop, through the Background Mapping Report and the Dialogue discussions, a shared factual picture of the principal challenges in cross-border royalty governance, including those arising from artificial intelligence.

c. Identify promising and effective practices.

Identify practices and approaches — legislative, regulatory, institutional, contractual, and technical —

that participants consider effective or promising in improving transparency, accountability, or interoperability, while recognizing differences in national circumstances and levels of institutional development.

d. Explore opportunities for international cooperation.

Examine, without prejudice to any outcome, where voluntary international cooperation — including information exchange, capacity building, and technical assistance — could add value, particularly for developing countries and LDCs.

IV. Guiding Principles

14. The design and conduct of the Dialogue are governed by the following principles:

a. Voluntary and non-normative.

Participation, contributions, and outputs are entirely voluntary. The Dialogue itself is not a negotiating body and will not negotiate or adopt legally binding commitments. Its discussions and outputs are intended to facilitate dialogue, knowledge exchange, and the identification of possible areas for future cooperation, without prejudging the form or venue of any subsequent discussions.

b. Without prejudice.

Nothing said, submitted, or produced at the Dialogue shall be construed as the position of any Member State, or as support for, or opposition to, any policy outcome in the SCCR or elsewhere.

d. Complementary to existing treaties.

Discussions proceed on the understanding that the existing international framework — including the Berne Convention, the Rome Convention, the WCT, the WPPT, the Beijing Treaty, and the TRIPS Agreement — is not being reopened, modified, or prejudiced. The focus is exclusively on governance and coordination in royalty management.

e. Evidence-based.

Discussions are anchored in verifiable data, documented

national experiences, and existing studies, including WIPO studies submitted to the SCCR.

e. Inclusive and balanced.

The Dialogue brings together creators, right holders, CMOs, digital service providers, industry associations, academics, and governments from all regional groups and all levels of development, recognizing that platforms and users are beneficiaries of a well-functioning royalty ecosystem alongside creators and right holders. The host will also seek balanced representation in the selection of moderators, facilitators, rapporteurs, and speakers, taking into account regional diversity, gender balance, levels of development, and representation across the copyright value chain.

f. Respect for national systems and contractual freedom.

The Dialogue recognizes the diversity of national legal systems, legitimate business models, contractual practices, and technological approaches, while encouraging dialogue on how transparency, fairness, efficiency, and trust can be strengthened across the copyright ecosystem.

g. Development orientation.

Consistent with the WIPO Development Agenda, particular attention is given to the participation and institutional capacity of developing countries and LDCs.

V. Call for Voluntary Contributions

15. In July 2026, Indonesia will circulate, through PTRI Geneva and with the courtesy support of the WIPO Secretariat where appropriate, a Call for Voluntary Contributions addressed to all WIPO Member States and, in a parallel track, to accredited observers and interested stakeholders.

A. Scope of contributions

16. Member States and stakeholders are invited to share, on an entirely voluntary basis, experiences and information regarding:

- a. national legal and regulatory frameworks governing royalty collection, allocation, and distribution, including the supervision of CMOs;
- b. practical experiences with transparency measures, such as reporting obligations, publication of distribution rules, and right-holder information portals;
- c. accountability mechanisms, including audit requirements, complaint and dispute resolution procedures, and the treatment of unallocated royalties;
- d. metadata and interoperability practices, including the

use of international identifiers and participation in industry data initiatives;

- e. emerging challenges and responses, including those related to artificial intelligence, provenance, and attribution.

B. Modalities and treatment of contributions

17. Contributions may be submitted in written form using the indicative template in Annex B, in any of the WIPO working languages, by the deadline indicated in the roadmap. Contributors may request that all or part of their submission be treated on a non-attributed basis in the Background Mapping Report.

18. Contributions will be used solely to facilitate discussion at the Dialogue and to inform the Background Mapping Report. Submission of a contribution does not imply support for any policy outcome, nor does the absence of a contribution imply opposition. Contributions will not be treated as formal positions of Member States.

VI. Programme and Structure of the Dialogue

A. Day One — Opening

20. Day One opens the Dialogue and frames its three thematic streams:

- a. Opening Ceremony.
Formal opening of the Dialogue by the host.
- b. Opening Plenary — Navigating the Future of Copyright Governance in an Interconnected Digital Ecosystem.
Keynote addresses followed by a question-and answer session. The plenary seeks to establish a common understanding of how digitalization, platformization, and cross-border exploitation are reshaping copyright governance, and to introduce the three technocratic issues of copyright governance: transparency, accountability, and interoperability.
- c. Reception Dinner.
Welcoming remarks by the Minister of Law/DGIP.

21. Day Two — Thematic panel streams

- B. Day Two is devoted to three thematic panel streams. Each stream opens with a short plenary framing session, continues in focused parallel breakout discussions, and closes with a report-back session:
 - a. Panel 1 — Transparency. Breakout discussions on transparency in multi-stakeholder governance, transparency in cross-border royalty ecosystems, and transparency in royalty administration.
 - b. Panel 2 — Accountability. Breakout discussions on algorithmic accountability in digital remuneration, accountability for unallocated and unclaimed royalties, and accountability across the

digital value chain.

- c. Panel 3 — Interoperability. Breakout discussions on metadata and rights information standards, interoperable digital infrastructure, and international cooperation for interoperability.

C. Day Three — Closing

22. Day Three concludes the Dialogue:

- a. Closing Plenary — Looking Ahead: Building Collaborative Pathways for the Future of Copyright Governance.
Keynote addresses followed by a question-and-answer session, reflecting on lessons from each stream and identifying opportunities for continued cooperation, knowledge exchange, and technical collaboration.
- b. Closing Ceremony. Presentation of the Summary of Event and closing remarks.

Working methods

23. Plenary sessions will be conducted on the record. Panel sessions will operate under a variant of the Chatham House Rule to encourage candid exchange: the substance of discussions may be reported, but interventions will not be attributed to individual delegations or organizations without consent. Each panel will be led by a facilitator and supported by a rapporteur drawn, to the extent possible, from different regional groups. Each thematic stream may begin with a short plenary framing session, followed by focused breakout discussions and a report-back session. This format is intended to enable broad participation while ensuring that key insights from parallel discussions are shared with all participants.

VII. Expected Outputs and Their Status

The Dialogue will produce the following outputs, each with a clearly defined and deliberately limited status. The Background Mapping Report serves as an input prepared in advance of the Dialogue; the Chair's Summary constitutes the principal outcome; and the Possible Pathways for Future Cooperation form part of, or an annex to, the Chair's Summary:

Output		Content	Status and Use
1	Background Mapping Report	A factual synthesis of the voluntary contributions, relevant WIPO studies, and publicly available data on cross-border royalty governance, prepared before the Dialogue and presented at the Opening Plenary.	Input document prepared in advance of the Dialogue under the responsibility of the host; circulated to all participants and subsequently made publicly available.
2	Bali Chairs Summary	A concise summary of the discussions, areas of convergence, and issues identified for further examination, reflecting the range of views expressed without attributing positions.	Principal outcome of the Dialogue, issued under the sole authority of the Chair; not a negotiated or agreed text; does not bind any participant.
3	Possible Pathways for Future Cooperation	A non-exhaustive compilation of possible areas of voluntary cooperation identified in the course of the Dialogue, including information exchange, capacity building, technical assistance, research, technical interoperability, and continued dialogue.	Non-negotiated, voluntary, and non-binding; creates no legal obligations; presented as part of, or an annex to, the Chair's Summary; without prejudice to the positions of participants in WIPO and other relevant international fora.

VIII. Participation

25. Invitations will be extended to:

- a. All WIPO Member States, at expert and, where they wish, at ministerial or senior-official level; ministerial participation is welcome for the Opening Session.
- b. Intergovernmental organizations, including the WIPO Secretariat, whose technical expertise and studies are central to the evidence base of the Dialogue.
- c. Accredited SCCR observers and stakeholder organizations, including organizations representing authors, performers, producers, publishers, CMOs, and digital service providers, ensuring balanced representation of all parts of the value chain.
- d. Creators and practitioners, whose direct experience of royalty flows grounds the discussion in operational reality.
- e. Academic and technical experts, including specialists in metadata, identifiers, and rights-management systems.

26. The host will strive for balanced participation across regional groups, levels of development, and stakeholder categories, and will explore options to facilitate the participation of delegates from LDCs.

IX. Organizational Arrangements

- a. Host and organizer: Government of the Republic of Indonesia, through the Ministry of Law — Directorate General of Intellectual Property (DJKI) and Legal Policy Strategy Agency, in coordination with the Ministry of Foreign Affairs and the Permanent Mission of the Republic of Indonesia in Geneva.
- b. Venue and dates: Bali, Indonesia; October 7–9, 2026, with the exact venue to be communicated in the formal invitation.
- c. Format: In-person, with remote-observation arrangements for plenary sessions to be explored, subject to technical feasibility.
- d. Working language: English; the feasibility of interpretation for plenary sessions will be examined.
- e. Costs: The host will bear the costs of the venue, organization, and documentation. Participants are expected to cover their own travel and accommodation; possibilities for supporting the participation of LDC delegates will be explored.
- f. Documentation: The concept paper, the Call for Voluntary Contributions, the Background Mapping Report, and the outcome documents will be made available on a dedicated Dialogue webpage.
- g. Focal points: A dedicated organizing secretariat within DJKI will serve as the focal point for substantive and logistical matters; contact details will accompany the formal invitation.

X. Roadmap July - November 2026

	Periode	Milestone	Responsible
1	July 2026	Circulation of the concept paper and launch of the Call for Voluntary Contributions to Member States and stakeholders.	DJKI, PTRI Geneva
2	August 2026	Deadline for voluntary contributions; informal consultations with regional groups on programme and participation.	DJKI, PTRI Geneva
3	August - September 2026	Preparation of the Background Mapping Report; issuance of formal invitations, including at ministerial level; confirmation of facilitators and rapporteurs.	DJKI, with expert support
4	October 2026	Bali Global Dialogue (three working days), preceded by informal regional group consultations.	Host, All participan
5	November 2026	Finalization and circulation of the outcome document: the Chair's Summary, including the Possible Pathways for Future Cooperation.	Chair, DJKI, PTRI Geneva

XI. Follow-up

27. Following the Dialogue, Indonesia may facilitate voluntary follow-up exchanges among interested participants, including through expert-level dialogues, thematic workshops, technical cooperation initiatives, or the sharing of relevant experiences and research. Any such follow-up would remain voluntary, inclusive, and without prejudice to discussions in WIPO and other relevant international fora.

XII. Concluding Remarks

28. The digital transformation of the copyright ecosystem is a shared reality for all Member States. The questions of transparency, accountability, and interoperability in cross-border royalty governance are practical and technical in nature, and they lend themselves to the kind of patient, evidence-based, and inclusive dialogue that the Bali Global Dialogue is designed to provide. The process moves from shared understanding, through evidence, towards practical cooperation and, where participants so wish, possible pathways for the future. Indonesia extends a warm invitation to all Member States and stakeholders to contribute to, and participate in, the Dialogue, in a spirit of cooperation and mutual learning.

Annex-A indicative Agenda

Day one	Time	Session	Format
	1	09.00 - 12.00	Opening Ceremony
	2	12.00 - 14.00	Lunch Break
	3	14.00 - 17.00	Opening Plenary 3 Keynote speakers @20 mins, Q&A Session 120 mins
	4	17.00 - 19.00	Lunch Break
	5	19.00 - 21.00	Reception Dinner Welcoming remarks by the Minister of LawDGIP
Day two	Time	Session	Format
	1	09.00 - 12.00	Panel 1 - Transparency Plenary framing , parallel breakouts '1A-1C; report-back
	2	12.00 - 14.00	Lunch Break
	3	14.00 - 17.00	Panel 2 - Accountability Plenary framing , parallel breakouts '2A-2C; report-back
	4	17.00 - 18.00	Evening break
	5	18.00 - 21.00	Panel 3 - Interoperability Plenary framing , parallel breakouts '3A-3C; report-back
Day three	Time	Session	Format
	1	09.00 - 12.00	Closing Plenary 3 Keynote Speakers @20 mins; Q&A session '20 mins
	2	13.00 - 14.00	Closing Ceremony Summary of Event; closing remarks

Plenary session

Plenary	Proposed title	Objective	Guiding questions
Opening	Navigating the Future of Copyright Governance in an Interconnected Digital Ecosystem	1. Establish a common understanding of how digitalization, platformization, and cross-border exploitation are reshaping copyright governance. 2. Introduction to three technocratic issues of copyright governance: transparency, accountability, and interoperability.	1. How has the digital economy transformed copyright value chains? 2. What governance challenges are emerging across jurisdictions? 3. What can governments, industry, and creators learn from one another? 4. What opportunities exist for greater international cooperation?
Closing	Looking Ahead: Building Collaborative Pathways for the Future of Copyright Governance	1. Reflect on lessons from each stream and identify opportunities for continued cooperation, knowledge exchange, and technical collaboration.	1. What common themes emerged across the three streams? 2. Where do stakeholders see opportunities for practical cooperation? 3. Which technical issues require further research or capacity building? 4. How can governments, CMOs, creators, platforms, and international organizations continue the dialogue?

Parallel Panel Sessions

Panel stream	Sub-stream	Key Discussion Topics
1A - Transparency	1A — Transparency in Multi-Stakeholder Governance	Roles and responsibilities of CMOs, governments, creators, publishers, producers, digital platforms, aggregators, DSPs, and other intermediaries; governance models; disclosure obligations; stakeholder participation.
	1B — Transparency in Cross-Border Royalty Ecosystems	Cross-border licensing arrangements; reciprocal representation agreements; international royalty flows; information sharing among CMOs; jurisdictional challenges; tracing royalties across multiple territories.
	1C — Transparency in Royalty Administration	Royalty collection, apportionment methodologies, distribution policies, reporting standards, auditability, payment timelines, transparency dashboards, beneficiary access to information.
2 - Accountability	2A — Algorithmic Accountability in Digital Remuneration	Platform recommendation systems, streaming algorithms, AI-assisted curation, discoverability, impact on remuneration, transparency of ranking systems, fairness assessment.
	2B — Accountability for Unallocated and Unclaimed Royalties	Governance of black-box royalties; identification efforts; redistribution mechanisms; holding periods; fiduciary obligations; reporting and oversight.
	2C — Accountability Across the Digital Value Chain	Responsibilities of CMOs, digital platforms, aggregators, publishers, record labels, and governments; compliance mechanisms; audits; dispute resolution; enforcement and oversight models
3 - Interoperability	3A — Metadata and Rights Information Standards	Standardization of copyright metadata, identifiers (ISRC, ISWC, ISNI, IPI, etc.), ownership data, repertoire databases, attribution standards, machine-readable rights information.
	3B — Interoperable Digital Infrastructure	Data exchange protocols, API interoperability, cross-border rights information systems, distributed registries, trusted data-sharing frameworks, technical governance.
	3C — International Cooperation for Interoperability	Harmonization of technical standards, cooperation among CMOs, WIPO's coordination role, governance of international registries, capacity building, developing-country participation.

Annex B — Indicative Template for Voluntary Contributions.

Contributors are invited, but not required, to structure their submissions along the following questions. Partial submissions are welcome. Contributors may indicate whether their submission, or specified parts of it, should be treated on a non-attributed basis.

Part 1 — National or organizational framework

1. Please describe briefly the legal, regulatory, or organizational framework governing the collection, allocation, and distribution of copyright royalties in your jurisdiction or organization, including any supervision of CMOs.
2. What recent reforms or reviews, if any, have been undertaken or are planned in this area?

Part 2 — Transparency

3. What information is made available to right holders regarding usage data, allocation methodologies, deductions, and distribution timelines, and through which channels?
4. What practices have proven effective in improving the clarity and verifiability of royalty statements?

Part 3 — Accountability

5. What audit, complaint, or dispute-resolution mechanisms are available to right holders, and how are unallocated or misallocated royalties identified and resolved?
6. Where automated or algorithmic systems influence allocation outcomes, what mechanisms exist to explain, review, or correct those outcomes?

Part 4 — Interoperability

7. Which international identifiers and metadata standards are used in your jurisdiction or organization, and what are the principal sources of metadata fragmentation encountered in cross-border flows?
8. What experience do you have with industry or regional data initiatives, and where do interoperability gaps persist?

Part 5 — Emerging challenges

9. What challenges or opportunities have you identified in relation to artificial intelligence, including provenance, attribution, and licensing metadata?
10. In which areas, if any, would voluntary international cooperation — information exchange, capacity building, or technical assistance — add the greatest value?



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O c t o b e r 2 0 2 6