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Office of the Controller General of Patents, Designs and Trade Marks S M Road, Antop Hills Mumbai - 400037 Basle, April 1, 2008



**Draft Manual of Patent Practice and Procedure** 

Dear Sirs,

thank you very much for the possibility to comment on the "Draft Manual of Patent Practice and Procedure".

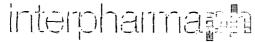
Please find enclosed our comments.

We hope that our statements can be considered and remain

with kind regards,

Thomas B. Cueni - Secretary General -

Bruno Henggi - Board Mambar -



# **Draft Manual of Patent Practice and Procedure (3rd Edition)**

## Introduction

These comments are provided on behalf of companies involved in the discovery and introduction of new research based medicines and who are committed to a balanced and fair patent system. The comments follow from a detailed review of the draft Manual by Individual patent practitioners in thirteen different companies.

## **General comments**

The production of a revised edition of the Manual of Patent Practice and Procedure (MFPF) is very much welcomed to provide up to date guidance to the public and users of the patent system as well as to the officers of the Indian Patent Office administering patent procedures. This is all the more necessary following the recent changes to the law and rules governing patents in India which have introduced new provisions applying particularly to pharmaceutical and chemical inventions. The revised edition of the MPPP goes part way to clarifying things but does not succeed in a number of important areas. It is well understood that the MPPP is intended for guidance and has not the force of law. However it is in the public interest for this guidance to be as clear as possible without being prescriptive. Unfortunately the current draft does not yet achieve this as is pointed cut in the detailed comments below.

The new edition is almost double the size of the previous edition. However much of the bulk is taken up by the reprinting of the applicable amended sections from the patent law and rules. It is certainly helpful to see this material in the MPPP but it would be much better consolidated in one place as a separate appendix so that is clear what is guidance on practice and procedure and what is law and regulation.

The exclusion from patentability of certain chemical invantions following the introduction of Section 3(d) into the patent law has produced considerable uncertainty and litigation, for example, the Glivec case. Unfortunately the current draft MPPP as yet provides little clarification and seems to confuse the astablished patentability criteria of novelty and unobviousness with the regulatory preconditions for obtaining marketing authorization.

It is understood that Section 3 was intended to set out limited exceptions to patentability rather than eliminating whole classes of invention by an over-broad interpretation of "derivative" and an over-narrow interpretation of "efficacy" as this would have been discriminatory against chemical/pharmaceutical inventions and contrary to TRIPs.

Chapter 4 of the MPPP lists some "examples" of new forms which are excluded from patentability under Section 3 (pages 57-61). Most are what we understand the Section was drafted to cover e.g., Isomers, stereo-isomers, polymorphs, purified substances, and perhaps even metabolites of known compounds. However, the other two "examples" listed, homologues and pro-drugs, should not be included since they are not mentioned anywhere in exhaustive list of exclusions specified in Section 3. It may be pertinent to discuss inventive step requirements of homologues and pro-drugs elsewhere in the MPPP but not in the context of the exclusions under Section 3.

We believe that the sections dealing with "efficacy" (4.5.4-4.5.6) need significant amendment. Efficacy is a concept which relates to the regulatory process governing the marketing authorization of drug products. For this regulatory purpose, efficacy is normally established in clinical studies in human

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patients. A drug product which obtains marketing authorization is acknowledged to be safe and efficacious. By contrast, patents are granted in patent offices in most countries for pharmacologically active substances based on data showing an effect in models that are thought to be predictive for disorders rather than on the basis of clinical studies.

Equally the apparent requirement in section 4.5.4 that the comparison with regard to efficacy must be made at the date of filing or priority is completely impractical. If it were to be the case then it would require "black box" applicants to have anticipated the 3(d) amendment in the 2005 Act and to have carried out appropriate comparative efficacy studies even before they filed the original priority establishing applications.

In all patent systems around the world, a distinction is made between data that must be provided in the patent filing and data that can be delivered later during the examination process. Data that must be included on filing in most countries is such data that enables the person skilled in the art to put the invention into practice. For instance, if a new chemical compound is involved, the applicant has to describe how to obtain this new chemical compound. The other type of data pertinent to patent examination is data showing that the claimed invention is inventive compared to the closest prior art. Such data can always be provided by the applicant during examination. However the Examiner normally has first to decide what kind of data is required to show an inventive step. Only after this decision is taken, is the applicant required to deliver the data.

## **Detailed Comments**

These are provided in good faith in the attached table to assist the IPO in improving the value of the MPPP. However it should not be assumed that the research based pharmaceutical industry necessarily supports the interpretation of the law and regulations in any of the commentary in the MPPP or that no comment implies agreement with what is stated in the MPPP.

21 Mar 08

att. table of detailed comments

# INTERPAT review of Indian Manual of Patent Practice and Procedura -- draft third edition: Feb 2008

Chap.	Pages	Comments
Contents		The sub-headings are confusing since they do not relate properly to the sub-headings in the individual chambers
7	10	2.3.2. It should be made clear that in relation to an invention "capable of industrial application", made or used in an industry includes agriculture (see for example Art. 57 EPC). The same clarification should be made in section 3.25 on page 51.
	18,	2.3.8 (js): it should be made clear that "inventive step" does not necessarily imply "technical advance" or "economic
	7 7	significance even if these two leathres can be indicially inventive step.
·	19	a.3.12: it is not explained why the criterion of inventive step was included in the "definition" of "pharmaceutical substance".
	19	2.3.13: Why does this decision refer specifically to a communication "from abroad". Wouldn't the decision have been
		the same if the invention had been derived from an Indian "true and first inventor".
ო	21	3.2.1 provides that Lhowledge, eral or otherwise, available within any local indigenous community in India or
		elsewhere is part of the prior art. This knowledge may be difficult to prove, so examples should be provided. Prior
		use is lifficed to India for the purposes of being novelty destroying, however local knowledge is everywhere - difficult
	23	12 distribution in practice without guidance in the Privil.
	280	9. C. that any control or and and any of any control of the contro
	) i	oremina a standination of the La senterice from the end. Unange infinger to infingement," and delete When
	36	In 3.11(b), add "a" before "mosaic."
4	54	{ <del></del> }
		"omitted" which is inconsistent with the following text (see p. 64 regarding subsection (f)
		Correct the spelling of "esters" in the Explanation to 3(d)
	ນ	4.1 The quote from Section 3(a) of the Patent Act is incomplete.
		4.2c, d - It should be further explained why the decimal time measurement was held as a "frivolous" invention; which
		criteria are applied to examine what would constitute a "frivolous invention"?; it appears that example d is a question
		of inventive step rather than a question of exclusion from patentability
	D.	4.3 Being contrary to the law currently in force should not be sufficient to exclude an invention from patentiability per
		Se since some inventions with potential value would not be protectable, e.g. because they are against current
		environmental legislation, but in a few years that legislation may be changed;
		an invention the use of which CAN cause injury to human beings" is too narrow; many technologies have the
		Potential to cause injury to humans if they are applied in a certain way but have benefits if they are applied in a
		ranterent Way (e.g. a kinde can be used to kill people or used in Surgery to save lives); the wording should be changed to indicate that only phose inventions may be excluded from patentiability of their products and the save from the changed.
		beings; also questionable whether it is necessary to jornale and plants have – for example it is surely and
		intended to exclude herbicides from patentability; the term "terminator gene technology" needs to be more fully
		elaborated?

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Chap.	Pages	Comments
4	57	喜
		product or process" but, in view of the later sections, it seems probably not; this discriminates against a whole class of
		inventions which can be of similar value to patients and society as a newly discovered compound with no previous
		medical use — a good example of such a new indication/use of a Imown compound is eleratronate.
	2	4.4.4. It should be further darified that a compound or microorganism could well be patentable if it is
	,	Solated/Separated from its natural environment, even if it is structurally identical to the compound/microorganism   properties to paties
	57	Section 25 in terminal process and section of the s
	} 	a.
		describe different forms a "hydrosconia" a mygrassyna a dinad is dinad ingrussyna sind aneg go not describe different forms; a "hydrosconia" arabanna does satisat water i e if there is water araba the sammand
		be damp or wet, and if the water is removed (e.g. by drying) the compound becomes dry. Whether the compound is
		dry or wet is a question of the environment of the compound, it is not an intrinsic property of the same.
		4.5.2. It would be helpful to give an indication with examples of what is envisaged by the term "wither derivatives of
		meaning since almost any compound may be said to be theoretically derivable from another. Thus it surely cannot be
		The intention to exclude under Section 3d chemical inventions involving otherwise new chemical substances merely
		in Yeri Si
	200	4.5.2 Efficacy should be given a broad interpretation, for example including better stability, advantages in handling of
		a chemical compound etc. and not just clinical superiority. It would be useful to provide lexemples of what
		<u>parameters might he used to demonstrate efficacy.</u>
	28	4.5.3 This passage is very confusing. In the explanation reference is made to the "base compound", buithlis is a term
		which is not used before
	28	4.5.4 - this states that the comparison with regard to efficacy is required to be made at the Jate of filing or priority;
		this cannot be correct and must be rewritten since, as stated, it would require "black box" applicants to have
		anticipated the 3(d) amendment in the 2005 Act and made their comparative efficacy, studies before filling their priority
		<b>⊢</b>
		inventions.
4	58	4.5.6 This section needs significant amendment if proper guidance is to be given to both examiners and applicants.
		Efficacy is a concept which relates to the regulatory process governing the marketing authorization of drug products.
		For this regulatory purpose, efficacy is normally established in clinical studies in human patients. A drug product which
		obtains marketing audhorization is acl nowledged to be safe and efficacious. However patents are granted worldwide
		for pharmacologically active substances on the basis of data showing an effect in models that are thought to be
		predictive for disorders rather than on the basis of clinical studies.

Chap.	Pages	Comments
	58-61	4.5.7 The remarks about enantiomers and horwologues concern inventive step evaluations and are not relevant to Section 3(4). Exclusion from patentability based on section 3(4) of the Act and assessment of novelty and obviousness are distinct concepts governed by different and independent Sections of the Indian patent law. Only the last sentence makes sense regarding polymorphs; it would be unjustified to exclude any polymorph per se from patentability – instead it is a question of novelty and inventive step.  The remarks about metabolities, pro-drugs and hydrates concern novelty and obviousness evaluations and so are not relevant to Section 3(d) and should be moved elsowhere in the MPPP e.g. chapter 3. In that context, whilst it may be the case that derivatives which are routinely prepared start off as prima face obvious, it cannot be the case that applies to all derivatives since they may be chemically unusual salts and/or difficult to make by conventional means. 4.5.13. This needs amendment since it appears to indicate that Section 3(d) objections can be raised against process.
	62	claims although Section 3(d) does not make any reference to processes. 4.5.14 The considerations reported all relate to inventive step evaluations and are not relevant for Section 3(d).
	63	
	63	4.6.1 It is not clear from the example whether new pharmaceutical carriers improving the pharmacelinetics of a substance and pharmaceutical compositions containing them would themselves be excluded from patentiability; if this is intended by section 3e then this subsection seems also be contrary to TRIPs
	63	4.6.2 The evaluation of whether the properties of the mixture are more than an "aggragation of the properties of the components" that is the enquiry of whether there is synergistic interaction, should be done when assessing inventive. step rather than when deciding on exclusion from patentability.
	63	4.6.3 This passage might be better worded: "However, where the admixture possesses synergistic properties in comparison with those of its components, it not considered as a "mere admixture" and so is not excluded by Section 3(e). Examples may include special scaps, detengents, lubricants, polymer compositions etc."
	63	4.6.5 This passage refers to "assessing inventive step" which is not the focus of consideration under Section 3 examination; thus, this text should be shifted to the guidance or inventive step.
	4	4.6.8 Suggest amending this passage to read: "In general all those substances which are produced by mere admixing individual components, or processes for producing such substances, should satisfy the requirements of synergistic effect in order to be patentiable. The lay question to be answered under Section 3(e) is "are the properties of the mixture greater than those of the constituent components". The degree of synergy and its unpredicted nature are questions when considering assessing inventive step. Normally the synergistic effect should be specified clearly in the description and examples with supporting data in the specification as filed and should be stressed in the principal claim. However where this is not possible such supporting data may be filed later during examination of the application in question." It should be added that a combination invention should be permitted where a technical prejudice existed against combining the individual components e.g. because of assumed incompatibilities of the two components.
-	65	4.7.5 Add at the end of the sentence: "unless some unexpected surprising effects of the combination of features can be shown".

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Chap.	Pages	Comments
	65	4.7.6
	99	4.7.8 Some text appears to be missing in this example
	89	Section 3(1): this section is written in a similar way to the EPO guidelines for examination of patents about methods of medical treatment. However, in practice the IPO is not granting claims in the so-called Swiss form even for 1st uses of
		new compounds which are not objectionable under section 3(d)
	89	4.9.2 Not sure how "Industrial applicability" is relevant to exclusion from patentability
	69	4.9.7 The relevance of the Australian decision to the situation in India should be explained
	72	4.10.2 Improved wording would clarify the outcome of the cited case
	76	4.16.1 Should explain what the provision adds beyond examination of novelty
נא	83-96	Most of this is repetition of the relevant sections and rules applicable to this chapter – however it is interspensed with
		comments -see page 83- section 5.1 however some sections e.g. types of nateurs follow much later - this is a hit
		Bulantinas
	88	5.3.1 - not sure what the last sentence is supposed to mean.
	90	Pule 121(A) "six months] – error in the typesetting. Pule 12 refers to section 8 which is not region in this manual
	67	Section 5.4 types of applications – the list does not include provisional applications his these are discussed in datail
ະດ	98	S.4.5, 5.4.6: clarification is needed about when an English translation of the princip document must be submitted in
		Under Rule $21(2)$ and $(3)$ of the Faterits Pule $2003$ it is necessary to supply an English translation of the priority
		document. However, in accordance with PCT Pule 51 bis 1(e), such a translation of the priority document is only
		required where the validity of the priority claim is relevant to the determination of whether the invention concerned is
		patentable. I'm the other hand, Rule 23 of the Indian Patents Rule 2003 states that in case of conflict, the PCT
<b>3</b> -		should be stated clearly to help both applicants and examiners.
	103	
		under Rule 12, e.g. incorporate the details from Form 3 into this section. This is a particularly onerous requirement on
		the applicant and stems of little value to the IPC given that details of patentability objections raised by other offices
		are dealt with under Section 3. As the provision of information of corresponding foreign applications and prosecution
		occurs during examination this section would be better placed in that chapter.
	103	5.3.14 - filing of patentability objections raised by other offices. Section 8 says the Controller may require the applicant
		to furnish details relating to the processing of the application in other countries. Rule 12 says that when so required by
		the Controller the applicant shall furnish information relating to objections raised in respect of novelty etc Specific
		guidance would be helpful as to the processing of which foreign applications is requested.
	106	5.6.1 j) vii) Because of the practical difficulties which can occur, it should be made clear that it is acceptable for an
		<u>applicant to state that the source and/or geographical origin of the biological material is not known.</u>

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Chap.	Pages	Comments
	115	Clarity of claims. Given that pharmaceutical products are now patentable in India it would be heinful to include
		guidance on the wording of acceptable claims including pharmaceutical compositions, for example, a claim such as "a
		and most other countries.
	121	Section 5.9.3- extra comma in first line
	121	
	126	Pule 21 (4) – second line, typo – replace "snail" with "shall"
	130	The Section on Sequence lightings refers incorrectly to section 8(5) and 8(1) instead of to certion 501
	134	
	136	5.30.2 (ii) (b) insert Transmittal between International and Fee
9	140-	6.1 It would be helpful to have guidance on the following:
	143	
		- What is the formal procedure to prevent publication?
		- Is the application published in electronic form?
		- What happens if timely printed or electronic publication cannot occur - is the specification in the file made available
		to the public?
	140	Section 11A should be referred to instead of Section 11
	141	Fule 24 A should be referred to instead of Rule 24
	144	6.2 Section 11B should be referred to instead of Section 11
	151	Item 6.2.4 (a): By making an application for patent, an applicant/inventor obtains the filling date (not: date of
		- 1
	155	6.2.9 (1). It is not clear what is meant by a gist of objections
	156	Item 6.29 vili: Some guidance would be helpful for applicants about any possible legal remedies (such as extensions)
		if this date cannot be met as a result of the often very short period in practice to reply to examination reports.
	144-	Further guidance could usefully be given on the following:
	165	- is there a legal remedy if time limit for filing request for examination has expired?
		- can the examination fee be refunded if the application is withdrawn?
		- the level of detail in examination reports ( as per 6.2.9(i)) supporting any opinion that the invention is not patentable
		and/or anticipated by or obvious over the prior art. Simply listing prior art documents is inadequate and unhelpful to
		applicants.
		- what happens at the end of the 12 month period if a proper response has been filed to the objections in the
		examiner's report – if no further action is issued, is the application allowed?

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Chap.	Pages	Comments
7	177-	7.1.2 The process discussion contains insufficient details and does not match the experience of applicants who have
	178	had several pre-grant oppositions. For example, the time frames for filling an opposition are described (a person "should try to file such representation within six months from the date of publication") with ro indication of the consequences if the deadlines are not met. In practice, pre-grant oppositions seem to be permitted at any time so long as the patent has not been opposition to be permitted at any time so long as the patent has not been received whether the Controller applicant applicant applicant has a three month time frame to reply including evidence. The procedure for requesting a hearing is not described, though these are commonly held in pre-grant oppositions. There is a suggestion that the Controller's decision should come "ordinarily" within one month of the completion of the proceedings, but in practice it is often much later. There should be a description of the procedure to requestion of the proceedings had be proceeding to the consideration of the proceeding the proceedings.
7	178	
	180ff	The chart at the top of the page contains errors: the third party (opponent) files a "Statement and Evidence" and the applicant files the Reply Statement.  Post grant opposition proceedings: Extensive reprinting of the rules about how post grant proceedings are to be conducted are set forth, and a number of older decisions are cited. It would be helpful if similar rules were available governing pre-grant oppositions. The grounds for pre and post grant oppositions are basically the same. The reprinting of summaries of relevant decisions is helpful since they seem to provide examples of some of the grounds for oppositions. However, if they are to be considered as broadly applicable to either pre or post grant orpositions, that should be indicated especially since the summaries lact the density or understanding the passes.
7	191	7.2.11 Case reference: correct the spelling of "Reclift."
8	204- 210	Text is mainly existing Sections and Rules - no specific comments in relation to 8.1.2
6	211-	Page 214, Fule71(2) states that security clearance requests will "ordinarity" be dealt with within 21 days. In practice, this period is much too long by comparison with virtually all other patent offices and a procedure should be provided for ordinary security clearance in 7 days with accelerated clearance on payment of a fee in 2 days. 21 days should be an absolute maximum.
10	217- 226	The commentary on pages 123-223 seems straightforward, but in practice the grant process under Sections 22-24 is not quid. Guidance could usefully be provided as to the time which might reasonably be expected before the patent is finally sealed.

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Chap.	Pages	Comments
11 5	22.5	Pages 228-229, it would appear from Sections 54-56 that a patent of addition can be filled at any time on or after the filling date of the "main" application and up to the date of expiry of such patent, indeed any patent application could be converted on request into a patent of addition. However the commentary in 11.1 indeed any patent application could be converted on request into a patent of addition. However the commentary in 11.1 indeed any patent of addition. In particular it seems to confuse the inventive step as required for the "main" application. Thus the reference in 11.1.1 that "the invention does not involve a substantial inventive step" is confusing as is the relevance of section 11.1.8 to patents of addition.  There is no mention in Chapter XI of any particular forms or procedures to be followed when filing an application for a patent of addition.
77	233	4.1.3 This paragraph should be written more closely to statutory provision [Section 59(1)] to clarify that first sentence refers to amendments of an application or a complete specification or any document relating thereto, while the reference to an amendment in the third sentence is limited to amendments to the complete specification.  12.1.6 The introductory clause should be written to confrom more closely with the statutory provision [Section 57(1)] to clarify that the Controller shall not pass any order as to an emendment if there is a suit for infringement in any court or a revocation proceeding before the High Court.
	234- 234- 35	12.1.11 (b) - replace "en" by "an" 12.1.12 this decision is misplaced - it appears to refer to application of Section 3(d) rather than making amendments to specification or any other part relating thereto.
	235- 36 236- 37	10.1.14 this decision is misplaced – it appears to refer to inventive step rather than making amendments to specification or any other part relating thereto.
13	237	12.1.17 Is this decision still applicable in view of post-decision statutory change to Section 59(1) to change second clause relating to incorporation from "correcting an obvious mistal:e" to incorporation of actual facts.  13.1.1 An application for restoration of patent due to failure of renewal fees must be filled within 18 months of the date the patent ceased to have effect. The corresponding guidelines from 2005 provided for an 18-month period plus, consideration of any extensions for payment of renewal fees. This is a typical situation which can occur – has a
	240	13.1.1 In relation to Section 62, it should be made clear whether a suit can be filed after restoration of the patent, against persons that have availed themselves of the patented invention between the date the patent ceased to have effect and the date of publication of the application for restoration.
14	247	14.2.1 Statute section should include Section 85 because it is an additional ground for revocation 14.2.1a, refers to "interested person", while statutes/definitions use "person interested"
	247	19.2.10. Delete belause it is redundant in view of the more complete summary in 14.2.1 c. 14.2.1d. The applicability of the court decision in this sub-section is unclear as it relates to the statutorily defined term "person interested", Section 2(1)(t). Thus it is unclear if it is an alternative definition or an additional condition.

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Chap.	Pages	Comments
	248	14.1.2.2 Recommend combining (i) and (iv) into one section since both revocation options can be undertaken by the High Court and deleting the comments in the [1] brackets
	248	14.3.2 Subparagraph (v) should follow the statutory requirements more closely to make clear that the Controller of Patent can only exercise his authority of revocation for non-working under Section 85 following grant of a compulsory (figures and subject to certain other conditional findings
	248- 49	14.2.3(b) Recommend clarifying section to read: Section 6 of the Patents Act opecifies the categories of persons entitled to apply for Patents as including the true and first inventor. Section 2(1)(y) excludes certain persons from being a "true and first inventor" under the Deserte Act and the context of
	250	14.2.3(g) Current definition for "invention" [Section 2(1)(j)] specifically eliminates requirement for invention to be "useful" and replaces that concept with the requirement for "industrial applicability". To the extent the revocation provisions continue to refer to "useful", such term should be understand as meaning handles and leading.
-		and no longer refer to operability, which is an issue properly addressed under the enablement requirements. See
	250	14.2.3(c) should be correctly referred to as 14.2.3(h)
	250	14.0.3(i)The description of "Fairly Based", first sentence, should be amended to provide that the determination is based on the matter disclosed or shown in the specification in view of current amendment rules, see Section to
	251	54.2.3(1)Grounds for revocation under Section 64(1) are limited to secret use in <u>India hafore the priority date.</u> The title for this section and accompanying text should be clear on this moint.
	251	14.2.3(m) The 2005 Guidelines relating to faiture to disclose information as to foreign applications included a passage
1		this knowledge requirement in present quidelines:
1.5	260	a (1)(c)(5): should read as "
	707	Section 68, 15.1.1: for clarity, amend to read "document registered under section 68 should be an agreement executive 'Inter Vivos' and should specify at least one patent."
		Section 68, 15.1.1: for clarity, amend to read "is not an agreement between the parties and therefore cannot be registered under section 68."
		Section 68, 15.1.2: correct spelling of "linter"
		Section 68, 15.1.1: amend to read "cannot be registered"
16-17		No specific comments
18	291	
	293	13.2.6(4) - this section could usefully be rewritten to provide guidance to examiners and practitioners in the form of illustrations of what does constitute working rather than what may not. It has to be recognized that simply because a third party has the wish to manufacture a patented article such as a drug product in India does not mean that the
		patent is not being adequately worked by the patencee through importation given the nature of the invention.

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Chap.	Pages	Pages   Comments
18	294-5	explicitly for the applicant, see Rule 100(3): "The Controller, after giving the applicant an opportunity of being heard". However, such an explicit statement for the patentee is missing. The patentee must instead scrutinize the beard". However, such an explicit statement for the patentee is missing. The patentee must instead scrutinize the bound to find out whether the Controller has launched proceeding according to Sec. 87(1) since the publication in the Journal triggers the time frame in which a notice of opposition can be filed, see MPPP 18.2.a. It is true that the Comptroller "Shall direct the applicant to serve copies of the patentee" (see Sec. 87). However, if the applicant delays the service, the patentee will be deprived of his right to be heard. The Indian Patent law envisages this problem and allows the Controller to extend the deadline prescribed in Rule 98(1), see Sec. 87(2). The MPPP should mention this opportunity in 18.2.9.  It would be helpful to all parties given the travel arrangements which may be required if the minimum notice period to attend the hearing could be set at 60 days rather than the impractical 10 days specified in 18.2 per
19		No specific comments
20-21		No specific comments
22-25		No coacific commands