

Contents

Letters of Transmittal	iii
Commissioners	ix
Staff	xi
List of Tables	xvii
Chapter 1: The Commission and Its Recommendations	1
Recommendations	1
Computer Legislation	1
Software or programs	1
Data bases	1
New works	1
Computer Regulations	1
Congressional Action Concerning Computers	2
Photocopying Legislation	2
Copyright Office and Photocopying	2
Other Government Agenices and Photocopying	2
Chapter 2: The Establishment, Mandate, and Activities of the Commission	3
Chapter 3: Computers and Copyright	9
Background	9
Foundation for the Recommendations	9
Computer Programs	9
Recommendations for statutory change	12
Recommendation for regulations	14
Case for copyright protection for programs	14
Constitution	14
Congress	15
Statutory copyrightability of programs	15
Copyright and other methods compared	16
Scope of copyright in programs	18
Economic effects of program copyright	23
Cultural effects of program copyright	25
Concurring opinion of Commissioner Nimmer	26
Dissent of Commissioner Hersey	27
Are mature programs "writings"?	28
Issue of communication	28
Is copyright protection needed?	30
Legislative intent and the constitutional barrier	31
Distortion by shoehorn	31

"Copies"	32
Adaptations	33
Social effects	34
Access	34
Economic costs	34
Concentration of economic power	35
Communication—human and mechanical	36
Recommendation	37
Dissent of Commissioner Karpatkin	37
Computer Data Bases	38
Repeal of section 117 of the Copyright Act of 1976 recommended	38
Adoption of appropriate registration and deposit regulations recommended	38
Case for copyright protection for data bases	39
The input issue	39
Scope of copyright in a data base	41
Publication	42
New Works	43
Chapter 4: Machine Reproduction—Photocopying	47
Recommendations of the Commission	48
Recommendation for Amending One Area of the 1976 Copyright Act	48
Recommendations Concerning the Five-Year Review of Photocopying Practices	50
Recommendations to Publishers	51
Recommendations to Government Agencies	52
Provisions of the 1976 Copyright Act Affecting Photocopying	52
CONTU Guidelines on Photocopying under Interlibrary Loan Arrangements	54
Volume of Library Photocopying in 1976	55
Copying of Copyrighted U.S. Serials for Interlibrary Loan	56
Photocopies Made for Local Use	57
Photocopies Made for Intrasytem Use	58
Means of Obtaining Permission to Make Photocopies or to Obtain Authorized	
Copies under the 1976 Copyright Act	60
Publisher May Notify Public That Certain Works May Be Photocopied for	
Individual Use	60
Clearance Mechanism	61
Suppliers of Authorized Photocopies	61
Institute for Scientific Information	61
University Microfilms	62
Secondary Suppliers of Authorized Copyright-Fee-Paid Copies	62
Possible Nonprofit Periodical Copying Centers	62
Periodical Centers in General	65
Interrelated Economics of Publishing and Libraries and the Impact of Copying Fees	65
General Relationship of Journal Publishing to Library Budgets	66
Library acquisition budgets—1969-73	66
Borrowing and photocopying through interlibrary loan	66
Effect of photocopying on periodical subscriptions	67
Scholarly journal subscriptions and library budgets	67
Estimates of possible additional costs to libraries for copying fees	69
Copying for interlibrary loan	70
Copying for local use	71
Copying for intrasytem use	71
Estimates of total additional costs for libraries	71
Potential copying fees compared with publishers' revenues—periodicals ..	72

Appendix C: Commissioners	107
Appendix D: Staff	111
Appendix E: Lists of Witnesses	113
Copyright and Computer-Related Issues	113
Copyright and Photocopy Issues	114
Witnesses Supplying Background Information	115
Appendix F: Alphabetical Listing of Persons Appearing before the Commission ..	117
Appendix G: Transcripts of Commission Meetings	121
Appendix H: Summaries of Commission-Sponsored Studies	125
Report Title: Economics of Property Rights as Applied to Computer Software and Data Bases	125
Background	125
Conclusions	125
Report Title: Legal Protection of Computer Software—An Industrial Survey	126
Background	126
The Survey	126
Findings	126
Character of firms	126
Legal protection	127
Report Title: Costs of Owning, Borrowing, and Disposing of Periodical Publications	127
Background	127
Specifications of the Model	127
Library cost components included	127
Journal usage over time and length of holdings	127
Subscription prices	128
Planning period	128
Conclusions	128
Report Title: An Analysis of Computer and Photocopying Issues from the Point of View of the General Public and the Ultimate Consumer	128
Background	128
Conclusions	128
Computers	128
Photocopying	129
General	129
The PISA Conferences	129
Report Title: Survey of Publisher Practices and Current Attitudes on Authorized Journal Article Copying and Licensing	130
Background	130
The Survey	130
Findings	131
Journals and fees	131
Publishers and services	131
Report Title: Library Photocopying in the United States, with Implications for the Development of a Royalty Payment Mechanism	131
Background	131
The Survey	132
Findings	132

The economics of book publishing, the library market for books, and photocopying	73
Economic analyses of the impact of photocopying charges	74
Legislation and Systems Relating to Photocopying in Other Countries	75
Great Britain	76
Canada	76
Australia	76
Netherlands	76
Federal Republic of Germany	77
France	77
Recommendations of Interested Organizations	77
Effects of Future Technological Change	78
Chapter 5: Summary	79
Appendix A: Summary of the Legislative History of Computer-Related Issues and the Photocopy Issue	81
Computer-Related Issues	81
The Eighty-eighth Congress	81
The 1964 Revision Bill	81
The 1965 Revision Bill	82
The Ninetieth Congress	84
The National Commission	86
The Ninety-first Congress	86
The Ninety-second Congress	87
The Ninety-third Congress	87
The Ninety-fourth Congress	88
The Photocopy Issue	89
The Eighty-eighth Congress	92
The 1964 Revision Bill	92
The 1965 Revision Bill	92
The Ninetieth Congress	95
The National Commission on New Technological Uses of Copyrighted Works	96
The Ninety-first Congress	96
The Ninety-second Congress	97
The Ninety-third Congress	97
The Ninety-fourth Congress	100
The CONTU Guidelines	103
The Conference Report	104
Appendix B: Public Law 93-573 and Public Law 95-146	105
Public Law 93-573, Title II: National Commission on New Technological Uses of Copyrighted Works	105
Establishment and Purpose of the Commission	105
Membership of the Commission	105
Compensation of Members of the Commission	105
Staff	106
Expenses of the Commission	106
Reports	106
Powers of the Commission	106
Termination	106
Public Law 95-146	106
An Act to Extend by Seven Months the Term of the National Commission on New Technological Uses of Copyrighted Works	106

Appendix I: Bibliography	135
Selected List of Works on Computers and Copyright	135
Selected List of Documents Relating to Photocopying and the 1976 Copyright Act	138
Interpretations and Guides Issued by Organizations	138
Articles on Sections 107, 108, and the CONTU Guidelines	139
Documents Relating to Copyright Clearance Mechanisms	140
Documents and Articles Relating to Sources of Authorized Fee-Paid Copies of Copyrighted Materials	140
Articles Written by the Commission Staff	141
Appendix J: Selected Provisions of the Copyright Act of 1976 and Copyright Office Regulations	143

List of Tables

Table 1: Characteristics of Protective Mechanisms	19
Table 2: Photocopying in Libraries from All Copyrighted Materials	57
Table 3: Photocopying from U.S. Copyrighted Serials for Interlibrary Loan	58
Table 4: Photocopying from All Copyrighted Serials for Local Use	58
Table 5: Photocopying from All Copyrighted Serials for Intrasystem Loan	59
Table 6: Items Copied from Copyrighted Materials on Unsupervised Machines	60
Table 7: Three Authorized Copy Delivery Services	63
Table 8: Percent of Increase in Acquisition Expenditures, 1969-73	66
Table 9: Median Number of Interlibrary Borrowings for Libraries	66
Table 10: Effect of Photocopying on Periodical Subscriptions	67
Table 11: Breakdown of Number of U.S. Scholarly Journals by Type of Publisher	68
Table 12: Percentage Changes in Circulation by Type of Publisher, 1969-73	68
Table 13: Percent of Circulation Distribution by Type of Publisher, 1973	69
Table 14: Percent of Journals Having Institutional and Library Subscription Rates, 1969-73	69
Table 15: Increases in Individual and Institutional Subscription Rates	70
Table 16: Operating Income as a Percentage of Total Revenue	70
Table 17: Additional Annual Costs for Copying for Interlibrary Loan	71
Table 18: Additional Annual Costs for Copying for Local Use	71
Table 19: Additional Annual Costs for Copying for Intrasystem Use	71
Table 20: Possible Additional Costs to Libraries in Copying Fees for Periodicals as Compared with Expenditures for Library Materials	72
Table H-1: Half of Copying Comes from Copyrighted Works	132
Table H-2: Most Copying of Copyrighted Works Comes from Serials	132
Table H-3: Most Copying Is for Local Users	133