84TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
2d Session } { No. 2494

INFRINGEMENT OF COPYRIGHTS BY THE UNITED STATES

JUNE 27, 1956.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. WILLIS, from the Committee on the Judiciary, submitted the following

REPORT

[To accompany H. R. 6716]

The Committee on the Judiciary, to whom was referred the bill (H. R. 6716) to amend title 28 of the United States Code relating to actions for infringements of copyrights by the United States, having considered the same, report favorably thereon with amendment and recommend that the bill do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert the following:

That section 1498 of title 28 of the United States Code is hereby amended by inserting the letter "(a)" at the beginning of the section and adding at the end thereof a new subsection "(b)" reading as follows:

"(b) Whenever after December 31, 1956, the copyright in any work protected under the copyright laws of the United States shall be infringed by the United States, by a coproration owned or controlled by the United States, or by a contractor, subcontractor, or any person, firm or corporation acting for the Government and with the authorization or consent of the Government, the exclusive remedy of the owner of such copyright shall be by action against the United States in the Court of Claims for the recovery of his reasonable and entire compensation as damages for such infringement, including the minimum statutory damages as set forth in section 101 (b) of title 17, United States Code; *Provided*, That a Government employee shall have a right of action against the Government under this subsection except where he was in a position to order, influence, or induce use of the copyrighted work by the Government: *Provided, however*, That this subsection shall not confer a right of action on any copyright owner or any assignee of such owner with respect to any copyrighted work prepared by a person while in the employment or service of the United States, where the copyrighted work was prepared as a part of the official functions of the employee, or in the preparation of which Government time, material or facilities were used; *And provided further*, That before such action against the United States has been instituted the appropriate corporation owned or controlled by the United States or the head of the appropriate department or agency of the Government, as the case may be, is authorized to enter into an agreement with the copyright owner

in full settlement and compromise for the damages accruing to him by reason of such infringement and to settle the claim administratively out of available appropriations.

"Except as otherwise provided by law, no recovery shall be had for any infringement of a copyright covered by this subsection committed more than three years prior to the filing of the complaint or counter claim for infringement in the action, except that the period between the date of receipt of a written claim for compensation by the Department or agency of the Government or corporation owned or controlled by the United States, as the case may be, having authority to settle such claim and the date of mailing by the Government of a notice to the claimant that his claim has been denied shall not be counted as a part of the three years, unless suit is brought before the last-mentioned date."

SEC. 2. The Act of August 1, 1953, ch. 305, § 609, 67 Stat. 350 (31 U. S. Code 649b) is amended to read as follows:

"Appropriations for the military departments available for procurement or manufacture of supplies, equipment, and materials shall hereafter be available for the purchase or other acquisition of (a) copyrights, letters patent, applications for letters patent, (b) licenses under copyrights, under letters patent, and under applications for letters patent, and (c) designs, processes, and manufacturing data; and shall also be available for the purchase or other acquisition of releases, before suit is brought, for past infringement of letters patent or copyrights. Any such purchase or other acquisition shall pertain to supplies, equipment, materials, copyrighted matter, or processes produced or used by or for, or useful to, the department concerned."

SEC. 3. The catchline of § 1498 of title 28, United States Code, is amended to read "§ 1498. Patent and copyright cases".

The item identified as "1498. Patent cases" in the chapter analysis of chapter 91, of title 28, United States Code, is amended to read "1498. Patent and copyright, cases".

EXPLANATION OF AMENDMENT

The amendment is in the nature of a substitute bill. This form of amendment was decided upon, since the suggestions which the committee adopted were so numerous as to make piecemeal amendments to the present language of the bill impracticable. Its provisions are discussed later in the report.

PURPOSE AND STATEMENT

The purpose of this bill is to provide a remedy in the Court of Claims for the infringement by the United States Government, or by any contractor acting with its consent, of any work protected under the copyright laws of the United States. To put it another way, the bill would waive the sovereign immunity of the United States for infringement of copyrights by extending the provisions of section 1498, title 28, United States Code, to permit an action in the Court of Claims for copyright infringements.

It has long been an established principle that the Federal Government should not appropriate private property without making just compensation to the owner thereof. For most types of property, this principle has been implemented by legislation permitting a property owner to bring suit against the Federal Government when he believes that just compensation has not been made, for example, in the field of patents (28 U. S. C. 1498). Other fields include admiralty, contracts, and torts.

There is, however, one form of property—property in copyrights—for which existing law does not provide a definite workable and equitable procedure for the property owner. There has been no specific legislative provision authorizing suits against the Government for infringement of copyrights as there has long been for patents.

When the Government deliberately publishes a copyrighted article without obtaining the prior consent of the copyright proprietor, the general assumption would be that the holder, pursuant to the principles of "just compensation" under the fifth amendment of our Constitution, should be entitled to an action against the Government for infringement. Yet no such infringement cases have been reported, so far as this committee can determine. The reason appears to be that the Government, under still another established concept, i. e., "sovereign immunity," must consent to be sued for this particular type of wrong, and as yet has not so consented. Recently there has been some discussion to the effect that the Federal Tort Claims Act may have removed this prohibition against suing the Government, but a consideration of the legislative history of that act indicates that the prohibition has not been affected.

While the Government enjoys this immunity against suit for infringements in copyright actions, it should be pointed out that Government employees, even though acting within the scope of their employment, do not. This is for the reason, according to the decisions of our courts, that "sovereign immunity" covers only the Government and does not extend to its employees. As stated by the Supreme Court in *Belknap* v. *Schild* (161 U. S. 10), a patent case:

> The exemption of the United States from judicial process does not protect their officers and agents, civil or military, in time of peace, from being personally liable to an action of tort by a private person whose rights of property have been wrongfully invaded or injured, even by authority of the United States * * *. Such officers or agents, although acting under the order of the United States, are therefore personally liable to be sued for their own infringement of a patent.

Again, in *Towle* v. *Ross*, (32 Fed. Supp. 125) defendants, acting as employees of the Government, made photographic reproductions of plaintiff's copyrighted map. The court found for the plaintiff and against the defendants, even though they ceased publication and the reproductions were never used. Regarding the immunity defense, the court observed:

> The position of the defendants as employees of the United States cannot protect them from the award of damages. The immunity of the sovereign cannot in a republic immunize its agents also. The acts were done for the benefit of the Government by the employees thereof. The foundations of arbitrary power would be firmly laid if the agents could violate the rights of citizens and themselves escape unscathed.

It seems inequitable, that employees of the United States, acting for the benefit of the Government, are now personally liable for copyright infringement and that the Government is not. It appears proper to this committee that the Government should assume responsibility for such acts. Furthermore, it seems illogical to treat copyright infringements by the United States differently from patent infringements, in view of the established principle that the Federal Government should not be appropriating private property without just compensation, which principle was long ago adopted with regard to infringement of

patents. The instant bill is designed to correct this situation both with respect to the copyright owner and to Federal officers and employees, and to the public generally.

EXPLANATION OF BILL

The bill is based, generally, upon provisions similar to those now existing in Federal law for patents, but with modifications appropriate to the nature of copyright property. Provision is made for suits in the Court of Claims. In addition, it affords the right of recovery for copyright infringements by contractors and subcontractors who perform work for the United States where such contractor infringes with the consent of the Government. It protects the Government employee, acting in the scope of his employment, by providing that the copyright owner's only remedy is by action against the United States Government. The bill further provides that a Government employee shall also have a right of action against the Government, except in those instances where he was in a position to order, influence, or induce use of the copyrighted work by the Government. The bill does not, however, confer a right of action on any copyright owner or any assignee with respect to any copyrighted work prepared by a person while in the employment of the United States where the copyrighted work was prepared as a part of the official functions of the employee or in the preparation of which Government time, material, or facilities were used. The bill also provides for compromise settlement of any claim which the copyright owner may have against the Government by reason of its infringement.

The bill provides a 3-year statute of limitations for filing infringement actions against the Government. The 3-year period of limitation was adopted in order to conform this bill with H. R. 781 (84th Cong.), now pending in the House, which sets up a uniform statute of limitations of 3 years on civil actions involving copyright infringements.

Where there is a claim against the Government for infringement, the legislation provides for the tolling of the statute of limitations during the time negotiations are under way for the compromise settlement of the claim.

Section 2 of the bill, as amended, amends section 649b of title 31 of the code, an appropriation section, which provides generally that appropriations for the military departments available for the procurement of supplies and equipment, shall also be available for the purchase or acquisition of certain listed rights in the patent, copyright, and technical data fields. Section 649b in its entirety is repeated in section 2 of the bill, but the only change effected by the committee amendment is to insert the words "or copyrights" and "copyrighted matter" in appropriate places, so as to make funds which are available for the administrative settlement of infringements claims for patents, available also for copyright infringements.

Section 3 of the bill contains technical provisions and were adopted in order to amend the section catchline and chapter analysis of title 28, United States Code. Title 28 is one of the United States Code titles which has been enacted into positive law.

THE LIBRARIAN OF CONGRESS,
Washington, November 25, 1955.

Hon. EMANUEL CELLER,
House of Representatives,
House Office Building, Washington, D. C.

DEAR MR. CELLER: This will acknowledge receipt of your request, dated November 16, 1955, for my views in connection with H. R. 6716, a bill to amend title 28, United States Code, relating to actions for infringement of copyrights by the United States.

The bill would amend section 1498 of title 28, United States Code, which provides for actions against the United States for patent infringement, by adding a new paragraph designed to provide a right of action against the United States in the case of copyright infringements. It would give a right of action to an aggrieved copyright proprietor in the Court of Claims, any district court, or, if the amount were under $1,000, the right to pursue the administrative remedies set forth in the Federal Tort Claims Act. The statutory damage provisions of the copyright law are made applicable to the infringements. The statute of limitations is that made applicable to "civil actions" against the Government under section 2401 (2) of title 28, United States Code (that is, 6 years). In addition, one subsection of the Federal Tort Claims Act is made inapplicable as a defense by the Government.

The matter of relaxing the immunity of the Government from suit has been the subject of specific legislative enactments over the years. As a result, suits may now be filed against the Government in the field of contract, admiralty, torts, and patents. However, in one field, legislative action has failed to materialize. There has never been specific legislation authorizing actions against the Government for copyright infringement. The present bill would remedy this long-existing inequity and it would appear as a matter of principle to be worthy of favorable consideration by your committee.

From an administrative viewpoint the enactment of the proposed bill would also be welcome. The Library operates a Photoduplication Service which receives thousands of requests annually from the public for photo reproductions of various works in the Library's collections. While the Service endeavors to respect the copyright law, there is always the possibility that legal action may be instituted against a Library employee for the accidental and unintentional infringement of a copyrighted work. Although this has never materialized, the proposed bill would lay a basis for a settlement of any such claims which might arise and thus remove the threat of legal action against individual employees.

With regard to the one subsection of the Federal Tort Claims Act which is made inapplicable to the Government as a defense, section 2680 (a), title 28, United States Code, excludes from the authorization of suit against the Government any claim which is based upon an act or omission of a Government employee, exercising due care, in the execution of a regulation, whether or not the regulation be valid. The Supreme Court in the case of *Dalehite* v. *U. S.* (346 U. S. 15 (1953)) commented extensively upon the history, purpose, and function of such a provision of law. In view of that opinion and the extensive

consideration heretofore given by the Congress of the problem, it may be inadvisable to deprive the Government of the defenses envisioned by the above section of the Tort Claims Act.

Sincerely yours,

L. QUINCY MUMFORD,
Librarian of Congress.

UNITED STATES GOVERNMENT PRINTING OFFICE,
November 29, 1955.

Hon. EMANUEL CELLER,
Chairman, Committee on the Judiciary,
House of Representatives, Washington, D. C.

DEAR MR. CELLER: Reference is made to your letter of November 17, 1955, requesting an expression of my views on proposed legislation re H. R. 6716 to amend title 28 of the United States Code relating to actions for infringements of copyrights by the United States.

We understand that the proposed bill would permit the United States to be sued for infringement of copyrights in the Court of Claims in the same manner as for infringement of patents. In general, we see no difficulty as far as the Government Printing Office is concerned. The normal practice of the Government Printing Office is to require the consent of the copyright holder prior to printing known copyright articles.

A possible exception would be the printing of copyright articles in the Congressional Record if quoted by a Congressman as the Government Printing Office would not be in a position to know when it might print such a copyright article and cause the Government to be sued. It is believed, however, that this is a question that may have already been considered by your committee.

Very truly yours,

RAYMOND BLATTENBERGER,
Public Printer.

UNITED STATES INFORMATION AGENCY,
OFFICE OF THE DIRECTOR,
Washington, December 13, 1955.

Hon. EMANUEL CELLER,
House of Representatives.

DEAR MR. CELLER: I refer to your letter of November 23, 1955, requesting the views of the Agency on H. R. 6716 to amend title 28 of the United States Code relating to actions for infringement of copyrights by the United States, which letter was acknowledged on November 30, 1955.

We are of the view generally that the proposed legislation is sound and equitable. The Federal Government should pay for the use of property of private persons, including copyrights protected under the laws of the United States, and should permit itself to be sued for unauthorized use of such copyrights. We do, however, have objections or reservations regarding certain possible application of the legislation.

As you know, this Agency uses materials from all available sources in the overseas information program and frequently must acquire

copyrights. While the Agency does not knowingly use materials without the permission of the copyright owner, it is not always possible in this extremely complex field to know the exact status of all outstanding rights. When rights protected by the copyright laws of the United States are unintentionally infringed through use of materials in the program, we believe that an opportunity for recovery of just compensation should be available to the rights holder, and the proposed legislation would provide for such recovery in case of infringement of statutory copyrights.

It appears, however, that the proposed legislation does not cover infringements of common law property rights in unpublished works. Such rights are recognized in section 2 of title 17 of the United States Code. They are not expressly protected by the copyright laws and accordingly there is considerable question as to whether infringement by the Government of an unpublished work would be within the purview of the proposed legislation.

While we believe the proposed legislation is equitable and favor its enactment in modified form, we are of the opinion that the legislation may be too sweeping in its coverage in that it makes the Government liable for infringements of copyright "by a contractor, subcontractor or any person or corporation pursuant to a contract with or authorization by the Government." We believe the liability of the Government should be limited to infringements directly by the Government since the control of those intangible rights through licenses operations would be most difficult.

The copyright owner under the proposed legislation is entitled to such damages as the copyright owner may have suffered due to infringement "in accordance with the procedure and terms, including the minimum statutory damages set forth in section 101 (b) of title 17 of the United States Code." The last sentence of subsection 101 (b) provides that "* * * the foregoing exceptions shall not deprive the copyright proprietors of any other remedy given him under this law." Other subsections of the code provide injunctive relief, impounding of alleged infringing materials during a suit, and for their subsequent destruction. We strongly reommend that the proposed legislation clearly make inapplicable any and all of the above remedies against the Government, and provide only for monetary compensation as damages.

The proposed legislation is not by its terms limited to infringements in the United States. On the other hand, the Federal Tort Claims Act, the provisions of which are made available for settlement of copyright infringement, does not apply to claims arising abroad (as to the impracticability of extending the jurisdiction of such type of statutes to incidents occurring on foreign soil, see the decision of the United States Supreme Court in the case of *Spelar* v. *United States*, 338 U. S. 217). We are of the view that the proposed legislation should be applicable only to infringements occurring in the United States.

Finally, the proposed legislation provides a remedy for infringement of "any work protected under the copyright laws of the United States." Section 9 of title 17 of the United States Code, as amended, provides

that the copyright secured by this title shall "extend" to the work of an author or proprietor who is a citizen or subject of a foreign state or nation with whom the United States has a treaty or convention, including the Universal Copyright Convention. Accordingly, unless specifically limited, the legislation may be considered as applicable to infringements abroad of materials copyrighted by an alien in any country signatory to the Universal Copyright Convention or to any other copyright agreement. This Agency is opposed to such application of the legislation.

Sincerely,

ABBOTT WASHBURN,
Acting Director.

THE SECRETARY OF COMMERCE,
Washington, May 22, 1956.

HON. EMANUEL CELLER,
Chairman, Committee on the Judiciary,
House of Representatives, Washington, D. C.

DEAR MR. CHAIRMAN: This letter is in reply to your request of November 16, 1955, for the views of this Department with respect to H. R. 6716, a bill to amend title 28 of the United States Code relating to actions for infringements of copyrights by the United States.

H. R. 6716 would amend title 28 of the United States Code to provide that when a copyright has been infringed by the United States, the copyright holder may recover damages from the United States for such infringement. At present copyright holders are limited to recovery from the employee who performed the act of infringement.

This Department recommends enactment of legislation for this purpose.

In the normal instance, infringement of a copyright occurs in the course of normal employment of the employee who is acting for the benefit of the Government and not for his own personal benefit. It, therefore, appears to be appropriate that the legislation provide specifically that there shall be no right of recovery against the Government employee for an infringement of copyright by the employee in the course of his Federal employment.

It would also appear to be desirable that in the legislation, or in the legislative history accompanying it, there be specific mention that the legislation is not intended to deny to the Government the benefits of the "fair use" doctrine.

Subject to your consideration of these comments, enactment of H. R. 6716 is recommended.

We have been advised by the Bureau of the Budget that it would interpose no objection to the submission of this report to your committee.

Sincerely yours,

SINCLAIR WEEKS,
Secretary of Commerce.

DEPARTMENT OF THE NAVY,
OFFICE OF THE JUDGE ADVOCATE GENERAL,
Washington 25, D. C., May 23, 1956.

Hon. EMANUEL CELLER,
Chairman, Committee on the Judiciary,
House of Representatives, Washington 25, D. C.

MY DEAR MR. CHAIRMAN: Your request for the comments of the Department of Defense on H. R. 6716, a bill to amend title 28 of the United States Code relating to actions for infringements of copyrights by the United States, has been assigned to this Department by the Secretary of Defense for the preparation of a report thereon expressing the views of the Department of Defense.

H. R. 6716 would waive the sovereign immunity of the United States for infringement of copyrights by extending the provisions of section 1498, title 28, United States Code, to permit an action in the Court of Claims or the United States district court for copyright infringements as well as patent infringements. It would further permit the owner of a copyright to pursue administrative remedies available under the Federal Tort Claims Act (28 U. S. C. 2671–2680), in cases where the claim for damages for infringement does not exceed $1,000.

Inasmuch as employees of the United States acting for the benefit of the Government are now personally liable for copyright infringement, it appears proper that the Government assume responsibility for such acts. Furthermore, it seems illogical to treat copyright infringements by the United States differently from patent infringements, in view of the common philosophy which sustains copyright and patent protection on the part of the Federal Government.

However, it is believed that any administrative recovery made available for copyright or patent infringement should not fall under the Federal Tort Claims Act. The Federal Tort Claims Act is the established remedy against the United States for money damages for injury or loss of property, or personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment. Section 2671 contains definitions of "Federal agency" and "employee of the Government" which, when read together, indicate that torts of contractors and their employees are not included thereunder. The proposed bill, however, contemplates liability on the part of the United States for copyright infringements "by a contractor, subcontractor or any person or corporation pursuant to a contract with or authorization of the Government." The Federal Tort Claims Act has been the subject of numerous court opinions and there has been established therefrom a body of case law which, if applied in the administrative disposition of copyright cases, might conflict with the apparent purpose of the proposed bill. Rather than trying to adapt the Federal Tort Claims Act procedures to copyright claims it would appear preferable to provide administrative settlement authority separate and distinct from the Federal Tort Claims Act. Further, as in the case of the statute permitting purchase of releases for past infringement of patents (31 U. S. C. 649b (1954 Supp.)), there should be no monetary limit on the administrative settlement authority. Illustrative statutory provisions conferring authority to settle administrative patent claims are title 35, United States Code, section 91 (1946), title 22 United

States Code, section 1758 (c) (1954 Supp.), and title 35 United States Code, section 183 (1952).

It is believed desirable, in order to parallel the statutory framework for patent infringement by the Government, to include in the statement of applicable statute of limitations a provision tolling the statute during the pendency of an administrative claim similar to that included in title 35, United States Code, section 286 (1952) and title 22, United States Code, section 1758 (e) (1954 Supp.).

The statute should, as in the case of the patent infringement statute (second paragraph, 28 U. S. C. 1498), have a strict clause providing that governmental liability for acts done by contractors shall attach only to infringing acts done with the authorization or consent of the Government. If this is not done, the Government will have no control over the acts of contractors which would create governmental liability. In addition, the statute should, as in the case of the patent statute (fourth sentence, 28 U. S. C. 1498), limit the situations in which a Government employee may sue the Government for copyright infringement.

Finally, the bill should be amended by insertion of the word "exclusive" before the word "remedy" in line 2, page 2, of the bill. The purpose of this suggestion is to make clear the absence of civil or criminal liability on the part of employees who actually carry out the infringing acts, and to avoid the problem of Government procurement being held up by suits for injunction against Government contractors based on alleged copyright infringement. In this way, the bill will parallel existing law (28 U. S. C. 1498) with respect to governmental infringement of patents.

Your attention is invited to title 31, United States Code, section 649b (1954 Supp.), which provides in general that appropriations for the military departments available for procurement or manufacture of supplies, equipment, and materials shall be available for the purchase or other acquisition of certain listed rights in the patent, copyright, and technical data fields. If H. R. 6716 becomes law, it should be accompanied by an amendment to title 31, United States Code, section 649b, so as to insert the words "copyright or" before the words "letters patent" at the end of the first sentence of that section. This amendment would make funds available for the administrative settlement of claims for copyright infringement which would complement the administrative authority proposed in H. R. 6716.

The Department of the Navy, on behalf of the Department of Defense, recommends the enactment of H. R. 6716 provided it is amended to remedy the deficiencies noted above.

This report has been coordinated within the Department of Defense in accordance with procedures prescribed by the Secretary of Defense.

The Department of the Navy has been advised by the Bureau of the Budget that there would be no objection to the submission of this report to the Congress.

For the Secretary of the Navy.

Sincerely yours,

IRA H. NUNN,
Rear Admiral USN,
Judge Advocate General of the Navy.

DEPARTMENT OF STATE,
Washington, May 23, 1956.

Hon. EMANUEL CELLER,
Chairman, Committee on the Judiciary,
House of Representatives.

DEAR MR. CELLER: Reference is made to your letter of December 23, 1955, requesting the Department's views on H. R. 6716, to amend title 28 of the United States Code relating to actions for infringements of copyrights by the United States, and to the Department's interim reply of December 28, 1955.

The principal purpose of this bill is to provide a remedy in the Court of Claims or in any district court for the infringement by the United States Government of any work protected under the copyright laws of the United States. This is a matter which is primarily domestic in character, and therefore not of primary concern to this Department.

There is one aspect of the bill, however, which is related to this Department's functions. As the Department understands the bill, if (1) a work is protected under the copyright laws of the United States and (2) it is infringed by the United States, the copyright owner can sue the United States Government in the Court of Claims or in any district court for damages; if neither condition is satisfied or if one is but not the other, no action against the United States Government would lie. There is no indication that action would not lie if the acts of infringement by the United States occurred abroad. Thus, if this bill were to become law, the United States might commit an act, for example, in France which infringed upon a work of a French national which, in addition to having other copyrights, happened to be protected under the United States copyright laws as well.

While the Department believes that the United States should respect the property rights of foreign nationals in their copyrighted works and should provide due recompense whenever such rights are utilized, it is questionable whether it is desirable to create a remedy for infringements of foreign rights in the manner set forth by H. R. 6716. The Department is unaware of any serious problems related to actions of the United States abroad infringing copyrights which necessitate remedial legislation of this type. Moreover, the creation of a statutory right of suit against the United States for acts committed abroad in the form and context of H. R. 6716 would open an avenue of legal action which could give rise to further problems in related and in similar fields.

For these reasons the Department recommends that H. R. 6716 be amended to remove the possibility of its being interpreted as applying to acts of infringement in foreign countries. This might be done by amending the bill to limit its application to such acts as are committed in the United States and by defining precisely the term "United States" as so employed.

The Department has been informed by the Bureau of the Budget that there is no objection to the submission of this report.

Sincerely yours,

ROBERT C. HILL,
Assistant Secretary
(For the Secretary of State).

RESOLUTION ADOPTED BY THE AMERICAN BAR ASSOCIATION RE H. R. 6716 (GOVERNMENT LIABILITY FOR COPYRIGHT INFRINGEMENT)

The board of governors of the American Bar Association has adopted the following resolution on H. R. 6716:

"*Resolved,* That the American Bar Association approves the principle that the Government and agencies should be liable for copyright infringement and that copyright proprietors should have an appropriate remedy (or remedies) against the Government and its agencies for such infringement on a basis comparable to those available in actions against private citizens.

"Specifically, the association approves H. R. 6716 insofar as it embodies this principle."

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the House of Representatives, there is printed below in roman existing law in which no change is proposed, with matter proposed to be stricken out enclosed in black brackets, and new matter proposed to be added shown in italics:

(28 United States Code)

§ 1498. [Patent cases.] *Patent and copyright cases.*

(*a*) Whenever an invention described in and covered by a patent of the United States is used or manufactured by or for the United States without license of the owner thereof or lawful right to use or manufacture the same, the owner's remedy shall be by action against the United States in the Court of Claims for the recovery of his reasonable and entire compensation for such use and manufacture.

For the purposes of this section, the use or manufacture of an invention described in and covered by a patent of the United States by a contractor, a subcontractor, or any person, firm, or corporation for the Government and with the authorization or consent of the Government, shall be construed as use or manufacture for the United States.

The court shall not award compensation under this section if the claim is based on the use or manufacture by or for the United States of any article owned, leased, used by, or in the possession of the United States prior to July 1, 1918.

A Government employee shall have the right to bring suit against the Government under this section except where he was in a position to order, influence, or induce use of the invention by the Government. This section shall not confer a right of action on any patentee or any assignee of such patentee with respect to any invention discovered or invented by a person while in the employment or service of theUnited States, where the invention was related to the official functions of the employee, in cases in which such functions included research and development, or in the making of which Government time, materials or facilities were used.

(*b*) *Whenever after December 31, 1956, the copyright in any work protected under the copyright laws of the United States shall be infringed by the United States, by a corporation owned or controlled by the United*

States, or by a contractor, subcontractor, or any person, firm or corporation acting for the Government and with the authorization or consent of the Government, the exclusive remedy of the owner of such copyright shall be by action against the United States in the Court of Claims for the recovery of his reasonable and entire compensation as damages for such infringement, including the minimum statutory damages as set forth in section 101 (b) of title 17, United States Code: Provided, that a Government employee shall have a right of action against the Government under this subsection except where he was in a position to order, influence, or induce use of the copyrighted work by the Government: Provided, however, That this subsection shall not confer a right of action on any copyright owner or any assignee of such owner with respect to any copyrighted work prepared by a person while in the employment or service of the United States, where the copyrighted work was prepared as a part of the official functions of the employee, or in the preparation of which Government time, material or facilities were used: And provided further, that before such action against the United States has been instituted the appropriate corporation owned or controlled by the United States or the head of the appropriate department or agency of the Government, as the case may be, is authorized to enter into an agreement with the copyright owner in full settlement and compromise for the damages accruing to him by reason of such infringement and to settle the claim administratively out of available appropriations.

Except as otherwise provided by law, no recovery shall be had for any infringement of a copyright covered by this subsection committed more than three years prior to the filing of the complaint or counter claim for infringement in the action, except that the period between the date of receipt of a written claim for compensation by the Department or agency of the Government or corporation owned or controlled by the United States, as the case may be, having authority to settle such claim and the date of mailing by the Government of a notice to the claimant that his claim has been denied shall not be counted as a part of the three years, unless suit is brought before the last-mentioned date.

(28 United States Code)

Chapter 91.—COURT OF CLAIMS

[1498. Patent cases.]
1498. Patent and copyright cases.

(31 United States Code)

SEC. 649b. Appropriations for the military departments available for procurement or manufacture of supplies, equipment, and materials shall hereafter be available for the purchase or other acquisition of (a) copyrights, letters patent, applications for letters patent, (b) licenses under copyrights, under letters patent, and under applications for letters patent, and (c) designs, processes, and manufacturing data; and shall also be available for the purchase or other acquisition of releases, before suit is brought, for past infringement of letters patent *or copyrights*. Any such purchase or other acquisition shall pertain to supplies, equipment, materials, *copyrighted matter*, or processes produced or used by or for, or useful to, the department concerned.

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