Orphan works should be made available.

For educational use, orphan works could be released under Title 17 Fair Use.

For commercial use, the standard fees could be payed into a fund, which, if the original creator comes forward, would be payed to that creator.

If after a specified time, the original creator nor their survivors claims ownership of the work, the funds could go toward further efforts on the behalf of orphan works, their original creators, and subsequent creators wishing to build on such works.

Alan Griffy