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"To promote the Progress of Science and useful Arts . . . ."
The Copyright Office registered 560,212 claims in fiscal 1986, an increase of 21,047 (3.9 percent) over the 539,165 registered in fiscal 1985. The 1986 total constituted the largest number of claims ever received in a single year, continuing the pattern of increasing workload that the Copyright Office has experienced every year since fiscal 1982. The office’s success in managing this workload was all the more remarkable since the Gramm-Rudman-Hollings reduction of $726,000 in the office’s operating budget led to a 6 percent decrease in staff, from 532 to 500 people.

The most significant factor contributing to the increased numbers of claims registered was the Copyright Office In-Process System (COINS), from which the office reaped a number of benefits: dramatic gains in productivity in the receipt, recordation, and fiscal examination processes; faster processing of claims due to elimination of an entire workstation in the registration process; creation of an on-line record of all claims received; and constant availability of online information to assist managers in planning for workload fluctuations and increases.

Appointments

Michael Pew was named associate register for management on August 4. A native of London, he joined the Copyright staff in 1974 and was appointed associate register of copyrights in 1980 and associate register for automation in 1983.

Peter Young was appointed chief of the Cataloging Division in October. He came to the Library of Congress in 1980 as a customer services officer in the Cataloging Distribution Service and was assistant chief of the MARC Editorial Division before coming to the Copyright Office.

Orlando Campos was appointed chief of the Receiving and Processing Division in July. He came to the Copyright Office in 1966 to head the Fiscal Control Section, where he worked until he was appointed assistant chief of the division in 1974.

Retirement

Waldo Moore retired as associate register of copyrights for special programs in June. Mr. Moore had served the Copyright Office and Library with distinction since joining the staff in 1951. Before his appointment as associate register in 1977, Mr. Moore had served as assistant chief of the Examining Division and then as chief of the Reference Division.
Examining Division Lecture Series

The Examining Division continued its "View from the Other Side" lecture series designed to broaden the horizons of Copyright Office staff. Speakers included Harvey Winter of the State Department, who spoke about the interaction between that department and the Copyright Office; Carol Risher of the Association of American Publishers, who spoke about book piracy; Paul Brier, a composer, who writes music for publishers and network television; Robert Osterberg, a New York attorney, who presented a lecture with recordings of music plagiarism claims that have been filed in the courts; Richard Reimer, Senior Attorney in the legal department of ASCAP, who spoke on the history and mission of ASCAP as well as on copyright infringement; and Charles Butts, Director, Corporate Contract and Copyright Administration, at Houghton Mifflin Co., who spoke about the importance of copyright to publishers.

Labor/Management Working Group

The Labor/Management Working Group (LMWG), consisting of the associate register for management, the chief and assistant chief of the Information and Reference Division, and representatives from both AFSCME locals, focused on planning and implementing suggestions from the satellite groups on ways of improving communication between those groups and the LMWG.

Several actions were decided upon: each satellite group elected one person to serve as a liaison to the LMWG; these representatives meet at least once monthly to report the activities of their respective groups, exchange information, and seek clarification, assistance, and guidance on a wide variety of issues. The liaisons also serve as conduits in getting the opinions of their constituency back to the LMWG on many issues of officewide interest or concern.

The LMWG surveyed the staff to get employee opinion on projects and priorities the LMWG could pursue during the remainder of the year.

The survey contained questions on both individual and officewide considerations.

As a result of the survey responses received from nearly two hundred staff members, the LMWG received approval from the Register and Operations Group to act on several suggestions. Specifically, supervisors began attending the operations meetings on a rotational basis, reaffirmed the policy that minutes from the Operations Group meetings should be circulated to all supervisors, began publishing summaries of those minutes in Copyright Notices, and began planning a "State of the Office" meeting at which the Register will address the entire staff. One of the most successful innovations was the establishment of a series of "brown bag lunches" for the Register and staff.

Members of the LMWG were invited to share the Copyright Office success story with members of the American Public Works Administration in Canada, at a National Conference on Excellence in Public Management at the University of Maryland, at the Equal Employment Opportunity Commission, and at seminars sponsored by the American Productivity Center. In addition, several representatives of federal agencies visited the Copyright Office to learn how the office's consultative management program is designed. The visitors included representatives of the Federal Aviation Administration and the Director of the Office of Management and Budget.

King Research Report

King Research, Inc., has concluded its cost-benefit study of copyright formalities. Commissioned in October 1981, one goal of the study, which focused particularly on the motion picture and textile industries, was to compare copyright transactions occurring under the U.S. copyright system with those occurring in nations whose copyright systems have fewer or no formalities. The study also contributed to the ongoing examination of ways in which U.S. adherence to the Berne Convention—an important international copyright convention to which
this country is not a party—might require elimination or modification of some of the copyright formalities, such as the use of copyright notice, deposit, and registration.

King studied the practices and laws operating in Great Britain, France, and Sweden in the motion picture and fabric design industries.

King interviewed key copyright experts and personnel within the two industries and also compiled a questionnaire to survey U.S. copyright attorneys and industry executives. The final report emphasizes several points: (1) Even if copyright protection is not dependent on formalities, European intellectual property markets are in no way "formality-free." (2) Mandatory deposits build libraries. (3) Notice may be used to comply with the Universal Copyright Convention (UCC) and ensure copyright protection in the United States and other non-Berne countries. (4) Registration systems exist in Britain, Sweden, and France for some aspects of the motion picture business and for fabric design. (5) Survey respondents in the United States favor the U.S. copyright system over foreign systems in every aspect of conducting business and litigation.

South Korean Copyright Law

The Copyright Office was represented on a negotiating team that worked out the details of a new Korean copyright law that will offer protection to U.S. intellectual property in that country. The Korean agreement, announced by the White House on July 21, includes a modern law that offers protection to traditional media and software with limited compulsory licenses and adherence to the Universal Copyright Convention. Also represented on the negotiating team were the Office of the U.S. Trade Representative and the Departments of Commerce and State.

WORKLOAD AND PRODUCTION

Receiving and Processing Division

The Receiving and Processing Division emerged as a new organizational entity during fiscal 1986, although its functions were not new to the Copyright Office. The new division has three sections: the Mail and Correspondence Control Section, with an Incoming Mail Unit, Outgoing and Registered Mail Unit, and Correspondence Control Unit; the Fiscal Control Section, consisting of the Data Preparation and Recording Unit and the Accounting Unit; and Materials Control Section, containing Materials Expediting Units I and II and the Registration Processing and Certificate Production Unit.

The Copyright Office In-Process System (COINS) significantly affected the daily work of the division, as updating functions in the Registration Processing and Correspondence Control units expanded. Some of the pressing problems still being addressed concern routing of materials, registration numbering, and how to deal with certain types of cases in the incomplete claims/missing elements area.

The Division Satellite Group developed and is carrying out an interdivisional on-the-job orientation program for the staff.

Examining Division

Fiscal 1986 was a particularly trying and difficult one for the Examining Division: rising receipts coupled with budget cuts that resulted in loss of staff presented the division with unprecedented challenges. The staff responded to this situation by forwarding ideas and suggestions for processing claims more efficiently, in addition to performing extra work and absorbing the duties of vacant positions. As the workload balance shifted, many staff members agreed to be detailed to other sections in the division. Working with the staff, the supervisors and managers continued to seek appropriate ways to reduce correspondence while maintaining an accurate public record. Moreover, the staff worked to sharpen their awareness of the overall needs of the Copyright Office, to actively foster interdivisional cooperation, and to volunteer help where possible. As a result of these efforts on the part of a dedicated staff, no serious backlogs remained at the end of the fiscal year.
In the Literary Sections, the Database Task Group continued its work of drafting practices and compiling statistics. The group produced an information leaflet that was later issued as Circular 65, Copyright Registration for Automated Databases, and prepared a detailed paper dealing with group registration for automated databases.

Fiscal 1986 was the first full year of operation for the Mask Work Unit, which has registered claims under the Semiconductor Chip Protection Act since January 7, 1985. In October 1985, the first set of “examining decisions” was approved and made available to the public upon request; guide letters were adopted to handle recurring problems. The unit completed registration for 996 claims during the year. Receipts, however, totaled only 618 claims. Of the claims received this year, only ten were refused registration. Six of these had missed filing deadlines and four were de minimis (one was also not fixed in semiconductor material). In its first year of operation, the unit had a 50 percent correspondence rate; in fiscal year 1986, the rate dropped to 16 percent.

Information and Reference Division

With additional experience, staff in the division continued to find beneficial uses of the COINS system that were not originally envisioned. For example, during the second half of the year, a COINS terminal was installed in the Records Maintenance Unit to provide the public with access to limited information about in-process registration and recordation claims. In the Reference and Bibliography Section and Certifications and Documents Section, staff began using COINS to track the progress of work through the sections, making it possible to abandon labor-intensive manual tracking systems and to provide status information more quickly to the public.

Extensive attention was given to inventoring the copyright deposit collection and implementing deposit retention policies. The division prepared a comprehensive class-by-class inventory of all deposits at the Landover and Federal Records Center warehouses and documented, when possible, the disposition of materials no longer in the Copyright Office’s possession. Many published sound recordings were made available to the Motion Picture, Broadcasting, and Recorded Sound Division, numerous paperbacks were sent to the Rare Book and Special Collections Division, and the division worked closely with the Collections Development Office to begin coordinating review of published performing arts materials. The division also coordinated the review and disposition of Copyright Office publications stored at Landover, in response to a request from the Deputy Librarian.

Much effort was devoted to clearing out a backlog of unfiled copyright applications in the Records Maintenance Unit. With the help of a temporary summer employee, the unit filed all pending applications and began planning for the reorganization of the applications stored in the records room. A staff committee formed to determine the best means of preserving the applications made several field trips to study paperwork management systems.

On December 23, the Records Management Division officially became the Records Management Section in the Information and Reference Division. The section is responsible for the preservation activities of the Copyright Office, and its two units, the Deposit Copies Storage Unit and Records Maintenance Unit, are responsible respectively for maintaining and retrieving copyright deposits and for maintaining and servicing copyright applications.

The Gramm-Rudman-Hollings budget reductions caused all parts of the division to examine policies and practices to determine changes that could result in financial savings. As a result, the Reference and Bibliography Section and Certifications and Documents Section ceased providing free in-process searches for requests that had been in the Copyright Office fewer than eight weeks, and the latter section discontinued its practice of automatically providing expedited search reports for inquiries received by telephone.

The mailing list maintained by the Publications Section was suspended, since the office
could no longer afford extensive mailings of announcements and circulars. The office also adopted a policy of limiting the number of application forms and other publications sent to individual requestors. Large-volume remitters were encouraged to photocopy application forms in accordance with criteria developed by the office.

**Cataloging Division**

Fiscal 1986 was an exceptionally productive year for the Copyright Cataloging Division. Despite significant staff shortages and continued high levels of receipts, the staff performed with proficiency, diligence, and competence. Major activities and accomplishments of the division include suspension of standards used in cataloger performance evaluations, improvements in the currency of document recordation, and establishment of new relationships with other divisions.

Although the division sustained a 3 percent cutback in personnel during fiscal 1986, production was up 5 percent and, by the close of the year, the backlog had been reduced by 13 percent as compared with fiscal 1985.

The Cataloging Division participated in several projects and programs involving other Copyright Office divisions in fiscal 1986. Working under the auspices of a standing interdivisional task force involving staff from the Information and Reference Division and Cataloging Division, representatives made progress in reviewing the utility and importance of the various data elements comprising the COPICS record. By the end of the year, plans were developed for a program involving the exchange of staff between the two divisions which will enhance the office-wide perspective of the participants. On another front, staff from the Examining Division worked closely with Cataloging Division staff and supervisors in developing new procedures for handling registrations referred from cataloging to examiners for resolution of various problems. The implementation of new procedures for handling referrals will provide improved communications and better coordination between the two divisions.

Several automation projects and reviews during the year helped to clarify future plans for cataloging automated support systems. Automated Systems Office work on defining the design for replacement serials subsystem requirements will be incorporated into planning for a future automated copyright cataloging support system. Planning progressed this year on a pilot project involving the creation of catalog records for certain motion picture materials by Examining Division technicians. In addition, a Cataloging Division satellite group committee completed work on defining requirements for an automated log-in system to control and track work received and dispatched by the division.

Fiscal 1986 was an active and productive year for the Cataloging Division's satellite group. In addition to the communication and management advisory functions performed by the group, two special planning sessions were held to apply group problem-solving techniques to issues facing the division with the advent of budgetary restrictions. Discussions and projects that resulted from these planning sessions focused on various performance systems that incorporate both quantitative and qualitative measurement methods. In addition, the satellite group planned a series of divisionwide presentations by Library staff members on work site environment and the congressional budgetary process.

**Deposits and Acquisitions Division**

The transformation of the Deposits and Acquisitions Section of the Receiving and Processing Division into a separate Deposits and Acquisitions Division became effective October 7, 1985. The division's two units, the Copyright Acquisitions Unit and the Compliance Records Unit, became sections. Its twofold mission, however, remained the same: acquisition of copyrighted materials for the Library's collections by enforcing compliance with the mandatory deposit provisions of the copyright law, and cataloging and recording of material deposited under section 407 of the copyright law, with subsequent transfer of this material to the Library's collections.
As a result of the reorganization, the division chief gained greater access to those committees of the Library where decisions regarding current and future trends in acquisitions policies, budgets, and priorities are made. Such direct communications have paved the way for a more efficient and effective response to the needs of the Library’s custodial and administrative divisions, crucial in a year that witnessed serious and far-reaching cutbacks in the Library’s funds and staff due to the Gramm-Rudman-Hollings Act.

The division continued to seek ways to become even more productive as its staff decreased while the Library’s need for using the copyright law as a source of acquisitions increased.

A joint project with the Science and Technology Division resulted in the receipt of material with a value of over $18,000. Numerous microfilm sets were acquired, the most notable being the Schonburg Clipping File, sets from University Publications of America, and History of Nursing. The division processed 563 Motion Picture Agreements during the year, three times the number processed last year, and the highest annual number processed under the new law. The Library received 670 titles in response to recalls under the agreements.

Licensing Division

One of the major challenges faced by the Licensing Division during fiscal 1986 was the cutback in the division budget as a result of the effort to comply with congressional budgetary goals. The staff of the division was called upon to develop more efficient methods for carrying out the mission of the division by eliminating unnecessary work procedures and by reducing operating costs where possible. Various steps were taken to meet the reduced budgetary requirements, including discontinuing the public photocopy file for certain cable forms, reducing the number of cable communities for which cross-reference cards are prepared, reducing the quantities of forms printed (along with tighter controls in distribution of forms to the public), eliminating several forms, and not filling two vacant examiner positions and one records maintenance clerk position. Congress recognized the separateness of the Licensing Division budget from that of the Copyright Office’s by stipulating in the appropriations bill that the budget of the Licensing Division was to be derived from offsetting fees collected from the jukebox and cable television royalties.

The overall total number of jukeboxes licensed in calendar 1985 (99,908) represented a decrease from the total for 1984 (104,316). The jukebox certificate was revised as a result of an agreement reached by the music performing rights organizations—ASCAP, BMI, and SESAC—and the Amusement Music Operators Association (AMOA).

COPYRIGHT OFFICE REGULATIONS

Cancellation of Registrations

On October 7, 1985, a final regulation was issued regarding cancellation practices and procedures. Cancellation is an action taken by the Copyright Office to expunge an already completed registration. The regulation gives the copyright claimant thirty days to present arguments against cancellation when the proposed action is based on substantive grounds.

Jukebox

On December 24, 1985, the Copyright Office issued final regulations modifying the jukebox certificate in order to implement an agreement negotiated between the Amusement and Music Operators Association and the performing rights societies. Since 1978 the compulsory license has been a source of contention between jukebox operators and music copyright proprietors. Congressional leaders urged the parties to resolve their differences through private negotiation rather than by seeking a revision of existing copyright legislation. Following this advice, the performing rights societies and AMOA suc-
ceeded in reaching an agreement resolving some of their differences. One part of the agreement permitted jukebox operators to transfer certificates of recordation from jukeboxes not in service to those which are publicly performing compositions. The change in the regulation governing the certificate advances this private agreement.

On May 30, 1986, the Copyright Office published in the Federal Register a listing of its current systems of records, as required by the Privacy Act of 1974. The addition of new systems of records was necessitated by the registration responsibilities imposed on the office by the Semiconductor Chip Protection Act of 1984.

Deposit

On February 24, 1986, the Copyright Office adopted final regulations amending the deposit regulations. The amended regulations liberalize, clarify, or in limited instances expand the requirements. In addition, the Copyright Office announced the policy of applying strictly the requirement that in order to satisfy the deposit provisions of both 17 U.S.C. 407 and 408 the copyright deposit must be "accompanied by" the prescribed application and fee.

On May 23, 1983, the Copyright Office published a notice of inquiry in the Federal Register requesting public comment on the deposit of material containing trade secrets. The vast majority of the responses were from members of the computer industry requesting special treatment for computer programs. At the end of the fiscal year, on September 3, 1986, the office published a proposed regulation providing for four alternative deposits in the case of computer programs containing trade secrets; these alternatives are calculated to permit examination of the claim by the Copyright Office without jeopardizing trade secret protection.

Cable Television

On August 25, 1986, the Copyright Office issued interim regulations implementing the district court decision in Cablevision Company v. Motion Picture Association of America, Inc. et al., Civ. No. 83-1655 (D.D.C. July 31, 1986). The decision invalidated the definition of "gross receipts" that appeared in the Copyright Office regulations, and held that the office must allow cable systems to exclude from the gross receipts they report to the office those revenues allocated to the delivery of nonbroadcast signals. Since the decision is under appeal, the interim regulation is intended to ensure that records are available for evaluation after the appeal process is concluded. Under the interim regulation, a cable system must also indicate whether it "allocated" in determining its gross receipts and must report the figure for the gross receipts as it would have been if the system had calculated it under the regulation found invalid by the district court.

Policy Announcements

Two policy announcements during the fiscal year concerned fees. On January 6, 1986, the Copyright Office established a $200 fee for the special handling of a request to record a document. The fee for the special handling of the issuance of an import statement was fixed at $50 when accompanied by a request for the special handling of an application Form TX (submitted with its special handling fee of $200) or $100 when the request is submitted alone. On January 6, 1986, the Copyright Office also announced that in cases where additional certificates of registration have been requested but cannot be
provided (usually because no such registration exists) the fee will be retained to cover administrative expenses.

In a policy announcement published in the Federal Register on January 7, 1986, the Copyright Office waived its sixty-day refund limitation for cable systems that may have been misled by the instructions on Statement of Account Form CS/Sa–3. Under the law, cable systems filing on Form CS/Sa–3 were required to pay the larger of the minimum fee or the base rate fee. The instructions on the form, however, implied that the minimum fee was to be added to the base rate fee.

On January 8, 1986, the Copyright Office published a clarification of its mandatory deposit requirements with respect to foreign works published in the United States with notice of copyright. Under the law, all works published in the United States with notice of copyright are subject to mandatory deposit for the use of the Library of Congress without regard to their origin. After studying the special circumstances relevant to foreign works, the Library of Congress declined to waive the mandatory deposit requirement with respect to them. It was noted that a number of special accommodations have already been made with respect to foreign works, and the procedures for requesting special relief would be further simplified.

On July 15, 1986, the Copyright Office announced the availability of a supplement to the Motion Picture Agreement in order to address the special needs of independent filmmakers. The Motion Picture Agreement provides that a motion picture deposited under section 407 or 408 of the copyright law may be returned to the depositor in exchange for an obligation to deposit upon request a best-edition copy of archival quality. Although the agreement has worked well with the film community at large, independent filmmakers making ten or fewer motion picture prints and operating on a tight budget experienced difficulty in satisfying the deposit requirements. Under the supplement, an independent filmmaker who has made no more than ten prints of a motion picture may satisfy the deposit requirements by depositing a non-returnable archival-quality ¾-inch videotape. The Librarian of Congress has the option of requesting a best-edition film print within five years after deposit of the videotape.

Two policy announcements were made during the fiscal year concerning administrative matters. On August 21 the public was given notification of the discontinuation of a separate index to documents received in compliance with section 508 of the copyright law. On August 26 the Copyright Office published notification that it will no longer conduct free searches to ascertain the status of certain fee service requests that are in process, nor will it give free expedited service to telephone requests for searches of Copyright Office records.

On September 15, 1986, the Copyright Office published a notice of inquiry concerning the registrability of colorization (colored versions) of black-and-white motion pictures. The purpose of the inquiry is to elicit public comment which will assist the office in developing practices regarding colorization.

**LEGISLATIVE DEVELOPMENTS**

On October 30, 1986, Register of Copyrights Ralph Oman testified on S. 1739, the Home Audio Recording Act, before the Senate Subcommittee on Patents, Copyrights, and Trademarks. The bill would remunerate copyright owners for the widespread copying of protected audio works by requiring manufacturers and importers of blank audio tape and audio recording equipment to pay a reasonable royalty fee which would be distributed among those copyright owners whose works are being reproduced.

In November the Register gave testimony before the House Subcommittee on Courts, Civil Liberties, and the Administration of Justice in support of H.R. 3108, a proposed amendment to the Copyright Act of 1976, which makes it clear that low-power television signals come within the "local service area of a primary transmitter" as defined in section 111. When the amendment passed both Houses of Congress it also included language that made technical changes in the
Copyright Act eliminating the notice of identity and notice of change requirements in section 111. The bill was signed into law by President Reagan on August 27, 1986, as P.L. 99-937.

Several bills were introduced concerning the scrambling of satellite signals. The Satellite Television Open Market Act of 1986, S. 2702, was introduced by Sen. Albert Gore, Jr., to require cable programmers to establish reasonable standards for third-party distribution of services by independent distributors. Sen. Dale Bumpers also introduced a bill, S. 2666, to require the Federal Communications Commission to study the encryption of television programming and ensure the availability of encrypted programming for private viewing under competitive market conditions. Another bill concerned with fairness in access to encrypted programming, H.R. 5442, was introduced by Rep. Bill Alexander. This bill would amend the Communications Act of 1934 to clarify viewing rights to satellite-transmitted television programming. Individuals would have the right to receive decoded programming upon compliance with marketplace prices, terms, and conditions and could petition the Federal Communications Commission if denied access to programming. Taking another route to solve the scrambling access dilemma, Sen. Wendell Ford and Rep. Mac Sweeney introduced companion bills, S. 2290 and H.R. 3989, to amend the Communications Act to prohibit the encoding of satellite-transmitted television programming until decoding devices are available at reasonable prices. Finally, H.R. 5572, providing for a new compulsory license for satellite carriers, was introduced by Reps. Robert Kastenmeier, Mike Synar, Timothy Wirth, Frederick Boucher, and Carlos Moorhead. The bill would amend the Copyright Act to provide for a temporary compulsory license for the secondary transmission by satellite carriers of superstations for private viewing by earth station owners.

In the wake of Quincy Cable TV, Inc., v. F.C.C., 768 F.2d 1434 (D.C. Cir. 1985), striking down the FCC's "must carry" rules, several bills were introduced to encourage cable carriage of local television broadcast signals. Rep. Barney Frank's bill, H.R. 3843, was almost identical to his earlier version, H.R. 3339, which would abolish the compulsory license in section 111 of the Copyright Act and, subject to some exemptions, grant the copyright owner exclusive rights in secondary transmissions. The bill would also amend the Communications Act of 1934 to withdraw the FCC's authority to establish rules relating to the retransmission of television broadcast signals, and likewise limit the authority of state and local governments to do the same. Sen. Paul Trible and Rep. John Bryant introduced companion bills, S. 1881 and H.R. 3807, to amend the Communications Act to encourage cable systems to carry all local television signals. The bills would also require that a system with thirteen or more channels carry all local stations within the cable system's local service area to be entitled to a compulsory license. However, cable systems would not be required to carry more than one station affiliated with the same national commercial television network.

The manufacturing clause was scheduled to expire on July 1, 1982, but legislation that year extended it to July 1, 1986. This fiscal year, five manufacturing clause bills were introduced. Sen. Howard Metzenbaum and Reps. Barney Frank and Kenneth Gray introduced, respectively, S. 1938, H.R. 3465 and H.R. 4696, and H.R. 3890, which would permanently extend the clause but make no substantive changes in it. Sen. Strom Thurmond's bill, S. 1822, would make the manufacturing clause far more restrictive, prohibiting all foreign manufacture of "printed material" of U.S. works unless certain conditions were met. Mr. Oman testified on the proposed manufacturing clause legislation before the Senate Subcommittee on Patents, Copyrights, and Trademarks on January 2, 1986, and before the House Subcommittee on Courts, Civil Liberties, and the Administration of Justice on June 4, 1986. None of the bills passed, and the manufacturing clause passed from the copyright law on July 1, 1986.

Mr. Oman also testified on March 19, 1986, before the House Subcommittee and on April 9, 1986, before the Senate Subcommittee in opposition to two bills, H. R. 3521 and S. 1980, that
would make source licensing mandatory in syndicated television production. Currently all performance rights to syndicated television programs, except music performance rights, are conveyed to broadcasters when they license the programs. Music performance rights are obtained separately by the broadcasters, usually by securing a blanket license from the performing rights societies. Under the proposed legislation, program producers would clear all music performance rights at the time the program was created, eliminating the need for the broadcasters to secure a music performance license to perform the work.

On April 8, 1986, the staff of the Copyright Office, at the request of Sen. Charles McC. Mathias, Jr., Chairman of the Senate Subcommittee on Patents, Copyrights, and Trademarks, and in cooperation with the subcommittee staff, prepared a draft discussion bill and commentary designed to permit U.S. adherence to the Berne Convention. The document served as a point of focus for witnesses at a hearing held by the Senate subcommittee on April 16, 1986, regarding the matter. On June 28, 1986, President Reagan transmitted the Berne Convention to the Senate with a view to receiving the advice and consent of the Senate to accession.

A "work made for hire" bill, S. 2330, introduced by Sen. Thad Cochran, would narrow the scope of the employment relationship and substantially limit those classes of works that can be specially ordered or commissioned. No hearings were held on the bill.

International protection of U.S. works concerned the 99th Congress, as several trade bills were introduced, conditioning trade benefits on protection of U.S. intellectual property rights. As part of a comprehensive strategy proposed by the President's Trade Strike Force, companion bills, S. 2525 and H.R. 4808, were introduced by Sen. Strom Thurmond and Rep. Hamilton Fish, Jr., which would encourage international research and innovation by protecting intellectual property, notably mask works. These bills would make it easier to bar imports, by eliminating the requirement under section 337 of the Tariff Act of 1930 that injury to a U.S. industry be demonstrated, and would speed determinations by the International Trade Commission. Rep. Ben Erdreich also introduced a trade bill, H.R. 4585, which is almost identical to H.R. 4808. S. 2435, introduced by Sen. Pete Wilson, would eliminate the requirement of proof of injury to an existing domestic industry for relief to be obtainable under section 337. S.2435 would also establish an Office of Enforcement within the Office of the U.S. Trade Representative to monitor protection of U.S. intellectual property rights. Similarly, Rep. Robert Kastenmeier introduced H.R. 4747 to speed determinations by the International Trade Commission in section 337 cases. S.1860, introduced by Sen. John Danforth, includes acts which would be presumptively violative of section 337. H.R. 4312, introduced by Rep. Bill Frenzel, would likewise amend section 337 of the Tariff Act to list specific acts which would be deemed to be unfair and injure or impair the establishment of an industry in the United States. Sen. John Chafee introduced S. 2663 to correct the imbalance in technology transfer between the United States and other countries. The bill would make reciprocal access to technology a bilateral and multilateral objective of U.S. trade negotiations and a specific objective of the new round of talks on the General Agreement on Tariffs and Trade. Rep. Hamilton Fish, Jr., introduced H.R. 4070, which would modify the antitrust laws to encourage the licensing and other use of certain intellectual property. Rep. Vic Fazio introduced H.R. 3813, which would permit the U.S. Trade Representative, in the most extreme cases of violations of U.S. trade laws, to deny copyright protection to foreign nationals of an offending country. H.R. 3776, a catch-all trade bill introduced by Rep. Carlos Moorhead, would prohibit the importation of products made overseas in violation of U.S. process patents; amend section 337 to allow U.S. intellectual property owners to obtain cease-and-desist orders against the importation of infringing products without first showing damage to a U.S. industry; strengthen patent owners' ability to effectively license patents and efficiently transfer technology; and give ten years of copyright-like protection for the
ornamental design of useful articles. Rep. John Dingell's bill, H.R. 3777, would make the importation of infringing articles a per se violation of section 337 and require an International Trade Commission decision in section 337 cases within six months. Finally, S. 2842, introduced by Sen. John Danforth, would prevent the pirating of prerecorded music by encouraging the use of copy-code scanners on digital audio tape recording machines. The bill, intended to preserve the status quo until Congress can consider a comprehensive response to the home taping issue, would require the installation in new tape recorders of an electronic chip called a copy-code scanner that can prevent the copying of copyrighted recordings encoded with an inaudible signal.

Two bills that would provide "moral rights" and "droit-de-suite" protection to visual artists were introduced this fiscal year. Sen. Edward Kennedy introduced S. 2796 to amend the Copyright Act to prevent the distortion, mutilation, or other alteration of pictorial, graphic, and sculptural works and to provide for resale royalties. H.R. 4366, introduced by Rep. Thomas Downey, would give the copyright owner the exclusive right to display visual works publicly and privately, as well as a royalty on the resale of such works.

Bills seeking alternative federal funding for the arts and humanities and addressing the question of compensation for not-for-profit lending of works were also introduced. S.1264, introduced by Sen. Dan Quayle, would require the Comptroller General to conduct a study to determine alternative sources of federal funding for the arts and humanities. One of the sources to be considered would be a revolving fund through extension of the copyright period and payment to the federal government for the right to use or publicly perform works in the public domain. The Comptroller General would be required to consider the impact that implementation of a supplemental funding mechanism would have on any international copyright treaties, commitments, and obligations to which the United States is a party. The measure was enacted as P.L. 99–194 on December 20, 1985. The Register of Copyrights is named in the legislation as one of the officials with whom the Comptroller General is directed to "frequently consult and seek advice, concerning the scope, direction, and focus of the study." Sen. Charles McC. Mathias, Jr., introduced a bill, S. 658, that would establish a commission to consider whether compensation for the lending of works would promote authorship in the United States without adversely affecting the reading public. Rep. Robert Kastenmeier introduced the companion measure, H.R. 5571, in the House of Representatives.

Reporting to Congress

A series of "consultations" between the office and various library associations, publishers, authors, and other interested parties is leading off preliminary work on the library photocopying report due to Congress in January 1988. Assistant Register Anthony P. Harrison chairs the Copyright Office committee responsible for preparing this report; other members are policy planning advisers Chris Meyer and Marybeth Peters and Information and Reference Division chief Winston Tabb. Under section 108(i) of the 1976 Copyright Act, the Register of Copyrights is required to report to Congress at five-year intervals on the extent to which section 108 of the act—which permits certain reproduction of copyrighted works by libraries—is achieving a balance between the rights of creators and the needs of users.

JUDICIAL DEVELOPMENTS

Copyright Office Litigation

In Cox Cable Tucson, Inc. v. David Ladd, 795 F. 2d 1479 (9th Cir. 1986), a cable company sought to have section 201.17(h)(9) of the Copyright Office's cable compulsory license regulations held invalid. That regulation, which implements the Copyright Royalty Tribunal's 1982 rate adjustment, provides that cable sys-
tems may substitute distant signals at the non-3.75 percent rate pursuant to section 308(c)(2) of the CRT’s regulations only if the substitution does not exceed the number of distant signals which was or would have been allotted to the cable system under the Federal Communications Commission’s former distant signal carriage quotas. In opposition to this regulation, plaintiff argued that a cable system should be able to carry its market quota of distant independent signals and also be able to substitute signals of the same type (that is, independent, network, or noncommercial educational) at the non-3.75 percent rate for grandfathered signals that the system was carrying or would have been able to carry under the FCC’s former rules. Cox argued that such substituted signals are “permitted” signals under the FCC’s former rules, and thus their carriage should be subject to the relevant non-3.75 percent royalty rate under the CRT’s rate adjustment. The district court upheld the validity of the Copyright Office’s regulation. However, on appeal, before reaching the issue of the validity of the regulation, the Ninth Circuit dismissed the action for lack of the plaintiff’s standing to bring its legal argument. The court determined that Cox’s predecessor cable system in Tucson had failed to secure the proper authorization to carry the five signals at issue in the case under the FCC’s regulatory scheme in effect before March 31, 1972, and thus the signals were never grandfathered under the FCC’s regulations in effect on June 24, 1981. The court concluded that Cox was not “arguably within the zone of interest to be protected” under the copyright regulation at issue, and it reversed and remanded the case to the district court with direction to dismiss the action.

In Cablevision Company v. Motion Picture Association of America, Inc., and consolidated cases, 231 U.S.P.Q. 203 (D.D.C. 1986), the court found invalid the Copyright Office’s definition of “gross receipts for the basic service of providing secondary transmissions of primary broadcast transmitters” under section 201.17(b)(1) of its cable compulsory license regulations. The Copyright Office’s definition provided that cable system operators could not deduct from the gross receipts for a tier of cable service an amount purporting to represent the charge for nonbroadcast services on the tier where the nonbroadcast services are not priced separately but are offered in combination with retransmitted broadcast signals for a single fee. The court rejected plaintiff Cablevision’s argument that “basic service” is the lowest tier of service offered by a cable television system to which all subscribers are required to subscribe before they can subscribe to any additional tiers of service, and that only revenues from that lowest tier should be accounted for as “gross receipts” in determining royalties under the cable compulsory license. On this point, the court agreed with the copyright owner defendants that section 111 requires the reporting of all revenues attributable to both local and distant broadcast signals. However, the court found the Copyright Office’s regulation unfair, because the court concluded that since the cable systems have negotiated for a license to transmit the nonbroadcast signals, it amounts to “double payment” if any revenues attributable to nonbroadcast signals are not excluded from calculation of the cable compulsory license royalty. In reaching this conclusion, the court found it beyond its own province to “dictate the specific method of calculating the royalties to be paid.” The Copyright Office was ordered to amend the definition of “gross receipts” in section 201.17(b)(1) of its regulations to conform to the court’s ruling. The case has been appealed to the Court of Appeals for the District of Columbia.

The Second Circuit in The Authors League of America, Inc. v. Oman, 790 F. 2d 220 (2d Cir. 1986), affirmed the district court's decision that the manufacturing clause of the copyright law does not unconstitutionally infringe plaintiff's first amendment rights. The manufacturing clause, the court notes, contains a number of exceptions, including one which allows a certain number of copies to be imported without restriction; further, authors have the option of abandoning copyright and importing as many copies as they wish; therefore the author's right to circulate ideas is not unconstitutionally affected. The court also held that the manufac-
turing clause does not violate plaintiff's Fifth Amendment rights if distinctions therein are "rationally related to legitimate legislative objectives." Here the court found the legislature's carefully considered goal was to encourage the use and growth of the domestic printing industry. Third, plaintiff argued that in order to exercise power validly, Congress must relate its legislative goal to the purposes of the copyright clause. In the court's opinion, however, the copyright clause was not the only constitutional source of congressional power; the manufacturing clause could just as well be based on Congress's authority to regulate trade with foreign nations.

In Ladd v. Law & Technology Press, 762 F.2d 809 (9th Cir. 1985), plaintiff—publisher of a legal periodical subject to the deposit requirements—challenged the constitutionality of the deposit provisions of the copyright law which require the deposit for the use of the Library of all works published in the United States with notice of copyright. After losing in the court of appeals, plaintiff sought to have the Supreme Court hear the case. In March the defendant's petition for certiorari was denied, bringing to a close a case of great importance to the Copyright Office and the Library of Congress.

In Kiddie Rides U.S.A., Inc. v. Curran, Civ. No. 85–1368 (D.D.C. June 23, 1986), plaintiff, a manufacturer of children's rides, brought suit against the Register of Copyrights, seeking to have the court reinstate certain registrations that the Copyright Office had canceled. Earlier, in an Illinois lawsuit, plaintiff had brought a copyright infringement action against other defendants. Those defendants made inquiry to the Copyright Office about the effect of omission of notice on published works; thereafter, on the basis of the records retrieved from its files, the office determined that the registrations in question should not have been made. It therefore canceled the group of registrations made by plaintiff for vehicles used for children's amusement park rides. This action against the Register grew out of these cancellations. Subsequently, the office reconsidered the procedure followed in the cancellations and reinstated the registrations for the purpose of giving plaintiff a period of time to explain why the registrations should not be canceled. Since the reinstatement rendered the case moot, the action against the office was dismissed. The court, however, awarded costs and attorney's fees to the plaintiff as the prevailing party, under the Equal Access to Justice Act, 28 U.S.C. 2412(d).

In February the Register of Copyrights entered Multi-Planar Diagnostic Imaging, Inc. v. Columbia Scientific Incorporated and Ralph Oman, Civ. No. 85–3598 (D.D.C.) as defendant-intervenor under section 411(a). The office had refused to register plaintiff's format for diagnosing computed tomography, known as "cat scans," on the theory that the diagnostic tool lacked copyrightable authorship and was nothing more than a system for interpreting the images. Plaintiff requested and was granted a transfer of venue to a district court in California, and the office has filed an answer to the transferred case.

Another case in which the Copyright Office had intervened under section 411(a), Brandir International Inc. v. Columbia Cascade Timber Co., Civ. No. 84–144 (S.D.N.Y.), involves a ribbon-shaped bicycle rack in which the Copyright Office refused to register a claim to copyright on the ground that it contained no separable copyrightable features independent from the shape of the utilitarian rack itself. The court agreed with the office and granted the defendant's motion for summary judgment.

John Muller & Co., Inc. v. David A. Schoenstadt, M.D., Civ. No. 85–2463WM (8th Cir. Sept. 3, 1986), was appealed to the Eighth Circuit after the district court granted the Copyright Office's motion for summary judgment on the copyright claim. The Copyright Office had refused to register the New York Arrows Soccer Team logo on the ground that it lacked sufficient authorship to support a claim to copyright. On September 3, 1986, the court of appeals affirmed the district court's grant of summary judgment on the ground that the Register of Copyrights acted within his discretion in refusing to register the logo.
Subject Matter of Copyright

At issue in West Publishing Co. v. Mead Data Central, Inc., 799 F. 2d 1219 (8th Cir. 1986), is the right of Mead Data Central (MDC) to include the page numbers from West's National Reporter Series in MDC's LEXIS database. While West granted that first page citations were fair use, it objected to MDC's star pagination, maintaining that its copyrighted arrangement in each volume would be infringed if each page number and page break were captured in LEXIS's database. The trial court concluded that plaintiff's arrangements are probably copyrighted and that LEXIS's star pagination would probably infringe its copyright. Affirming, the court of appeals held that West's arrangement is a copyrightable aspect of its compilation of cases, that its pagination expressed its arrangement, and that MDC's intended use infringed that arrangement. The affirmance by the appellate court was supported with some analysis of case law, but the court, noting that it might see the case again, acknowledged that the standard review at this time was merely whether the trial court abused its discretion in granting the preliminary injunction.

In Toro Company v. R&H Products Co., 787 F.2d 1208 (8th Cir. 1986), plaintiff below appealed the trial court's judgment that its parts numbering system is uncopyrightable. Toro, in connection with its manufacture of lawn care machinery, manufactured and sold replacement parts. Defendant, who also sold replacement parts, primarily advertised through its catalog, which listed plaintiff's parts and its own, by number, using plaintiff's number preceded by an R. The appellate court disagreed with the trial court's reasons but affirmed the result. The court of appeals questioned whether the plaintiff's work was uncopyrightable because it was a system, as the lower court had held. The court of appeals decided, however, that Toro's compilation of part numbers was uncopyrightable because it lacked sufficient originality. Plaintiff's witnesses testified that numbers were assigned arbitrarily or randomly. The assignment of numbers "without rhyme or reason" amounted to no more than an accidental marriage of a part and a number. The court added that by contrast a part numbering system using some sort of meaningful pattern would be an original work.

Whelan Associates, Inc. v. Jaslow Dental Laboratories, Inc., 230 U.S.P.Q. 481 (3d Cir. 1986), upholds the district court's finding that defendant's computer program infringes plaintiff's program by copying its structure and organization. Plaintiff produced a computer program for defendant's IBM Series I computer after conducting extensive research on businesses in the area. Seeing a potential market for a similar program for personal computers, defendant developed and began to license such a program. The defendant argued that it had not copied the source or object code of plaintiff's program but had merely taken plaintiff's idea for developing software for dental laboratories. The court disagreed. In response to appellant's arguments that neither the source codes nor the object codes of the original and allegedly infringing copies were substantially similar, the court held that copying of the literal elements of a computer program is not required to find infringement, but that copyright also protects the program's structure, sequence, and/or organization. The court found that the idea/expression dichotomy does not bar a finding of substantial similarity in the program's overall structure.

In NEC Corp. v. Intel Corp., Civ. No. C84–20799 (WAI) (N.D.Cal. Sept. 22, 1986), the court refused to hold that Intel's copyright in microcode was invalid. Intel counterclaimed for copyright infringement. The district court based its ruling that microcode is copyrightable on its conclusion that microprograms are a set of statements used directly or indirectly to bring about a certain result and thus fall within the statutory definition of a computer program. As such, the court held microprograms protectible as literary works. The court noted that placement in the control section of the computer did not cause the microcode to become a functioning part of the computer.

In M. Kramer Manufacturing Co., Inc. v. Andrews, 783 F.2d 421 (4th Cir. 1986), plaintiff sued a former distributor for copying its computer program and audiovisual display of its
videogame. The audiovisual elements of this version of Kramer's game, entitled Hi Lo Double Up Joker Poker, consisted of a split screen and a flashing card display. The court of appeals found that plaintiff's additions and modifications and their arrangement were not merely "trivial" but were "strikingly different and plainly discernible to the most casual observer." The circuit court also held that the district court erred in not permitting the plaintiff to introduce the computer program to prove copying of the audiovisual elements. Although the computer program and the videogame were separately copyrightable, the computer program was a copy of the audiovisual game because the computer program represents the fixation of the videogame. The court ruled that copyright in the audiovisual display protects not only the audiovisual game but also the underlying computer program to the extent the program embodies the game's expression.

In Hogan v. Macmillan, Inc., 789 F.2d 157 (2d Cir. 1986), the question whether photographs can infringe choreography was presented to the Second Circuit. The district court had decided that publication of Macmillan's book about George Balanchine's ballet The Nutcracker could not be preliminarily enjoined as infringing. In concluding that the sixty-three photographs from the New York City Ballet production "did not take or use the underlying choreography," the district court said that the "flow of the steps" could not be reproduced in the photographs; therefore the photographs could not infringe the choreographic work. The court of appeals found the district court applied too narrow a standard to the alleged infringement, declaring that it is not necessary to be able to recreate a work to find an infringement. The court held that the appropriate test was substantial similarity. Macmillan argued that the essence of choreography is movement and that since the photographs did not capture the movement, the photographs could not be substantially similar to Balanchine's Nutcracker. Additionally, Macmillan pointed out that the Balanchine work was itself a derivative work, based substantially on a previous version now in the public domain, and urged that since plaintiff's registration certificate showed no limitation of the claim, the registration should be declared invalid. The court of appeals remanded the case to the district court, acknowledging that these issues should be investigated.

In Donald Frederick Evans & Associates, Inc. v. Continental Homes, Inc., 785 F.2d 897 (11th Cir. 1986), plaintiff's architectural firm appealed the trial court's decision that, although defendant copied plaintiff's advertisements, its copyright infringement claim failed because the five works had been published without notice. The Eleventh Circuit affirmed. Four of the five works had been published in a newspaper without their own notice of copyright. The court pointed out that the copyright law requires advertisements to carry separate notices of copyright, since they are not covered by the general notice on the newspaper as a whole if submitted on behalf of someone other than the owner of the collective work. Twenty-five hundred copies of the fifth work had been published in advertising folders without notice. Appellants asserted that this amounted to a "relatively small number" of the 100,000 copies distributed. Citing the Second Supplementary Report of the Register of Copyrights, 1975, the court said "a relatively small number," under 17 U.S.C. 405(a)(1) must be small in an absolute sense as well as in relation to the size of the edition. The court found that under that test, omission of the notice from 2,500 copies was not an omission from "a relatively small number."

In Rachel v. Banana Republic, Inc., 228 U.S.P.Q. 416 (N.D. Cal. 1985), plaintiff's alleged copyright infringement of its sculpted animal heads failed because copyright in the designs was forfeited by publication without notice of copyright. Plaintiff admitted that approximately 39 percent of the animal heads had been distributed without notice. With no difficulty, the court held this percentage to be more than a "relatively small number," and therefore the omission was not excused under 17 U.S.C. 405(a)(1).

Hasbro Bradley Inc. v. Sparkle Toys, Inc., 780 F.2d 189 (2d Cir. 1985) addressed the question whether an omission of copyright notice on pub-
lished copies may be cured within five years if the omission is intentional. Plaintiff, an American company, became the American owner of copyright in certain Transformer toys created by a Japanese firm. Toys sold in Japan before the assignment to plaintiff were intentionally published without notice. Plaintiff registered its claim to copyright within five years of the first publication in Japan. All copies published by plaintiff in the United States bore notice of copyright. Defendant copied the design from Japanese toys which had no notice. Plaintiff brought suit for copyright infringement and obtained a preliminary injunction. The court of appeals disagreed with a lower court decision in Beacon Looms, Inc. v. S. Lichtenberg & Co., 552 F. Supp. 1305 (S.D.N.Y. 1982) and concluded that intentional omission of the copyright notice is not outside the purview of the statutory provisions for cure. In this case, the court said, “no violence is done to the statutory language by saying that the omission, though deliberate on the part of the assignor or licensor, was discovered by the person later attempting to cure it.”

In Dennis W. Koontz v. Richard Jaffarian, 787 F.2d 906 (4th Cir. 1986), plaintiff developed and marketed both a manual containing a compilation of data to facilitate bidding on electrical contracts and a computerized version of this estimating system for electrical contracts. Only the manual bore a copyright notice. Defendants marketed a competing electrical estimating software system and were sued by plaintiff for copyright infringement. The lower court found plaintiff’s copyright valid and infringed. Although the computer program bore no copyright notice, the notice on the manual was sufficient to cover both the manual and the program. Noting scarce judicial authority for the “unit of publication” doctrine the court of appeals nevertheless affirmed, holding that a copyright notice affixed to one element of a publication containing various elements gives copyright protection to all elements of the publication.

In Hubbard Broadcasting Inc. v. Southern Systems, Inc., 777 F.2d 393 (8th Cir. 1985), plaintiff sued Southern Satellite (Southern) and Turner Broadcasting System, Inc. (Turner) in connection with Southern’s microwave retransmission of WTBS. At issue is Turner’s provision of two signals containing the same programming content, one a local broadcast signal with local advertising and the other a microwave signal that has national advertising that is transmitted only to Southern for satellite transmission. Hubbard, a competitor of WTBS for national advertising, alleges that Southern’s carriage of WTBS’s microwave signal under these circumstances places Southern outside the passive carrier exemption of section 111(a) (3) of the Copyright Act, exposing it to copyright liability. The cable provisions of the copyright law exempt from liability communications carriers that retransmit secondarily the primary transmission of a licensed television broadcast station if the carrier has no direct or indirect control over the content or selection of the primary transmission or over the particular recipients of the secondary transmission. The court acknowledged plaintiff’s complaint that Southern’s microwave link enabled Turner to substitute commercials but held that Southern retransmitted whatever it received and thus had no control over content. The court of appeals affirmed the district court’s decision. Hubbard has filed a petition for certiorari in the Supreme Court.

INTERNATIONAL MEETINGS

During the first week of October 1985, policy planning adviser Marybeth Peters served as a member of a U.S. fact-finding group from the Interagency Working Group on Intellectual Property. The group visited Ottawa to communicate its concerns about the absence of copyright protection for U.S. programming retransmitted via cable systems—both broadcast and satellite—throughout Canada.

Assistant register of copyrights Anthony P. Harrison was one of three guest speakers at a copyright symposium held October 7–11, in Cairo. The symposium was sponsored by the World Intellectual Property Organization (WIPO) and the Egyptian government.
In November Register of Copyrights Ralph Oman served as head of the United States delegation to the WIPO meeting of governmental experts in Geneva, Switzerland, to consider a proposed new treaty to protect the layout design of integrated circuits (mask works fixed in semiconductor chip products). General counsel Dorothy Schrader was a member of the delegation.


Policy planning adviser Chris Meyer visited Korea in December as part of a U.S. Trade Representative delegation to discuss with the Koreans protection for U.S. intellectual property and improved patent protection.


Former Acting Register of Copyrights Donald Curran and policy planning adviser Lewis Flacks served as ex officio members of the Ad Hoc Working Group on U.S. Adherence to the Berne Convention, which issued its draft report on January 29, 1986. The report identified legal issues regarding the extent to which U.S. copyright and other laws are compatible with the Berne Convention.

Mr. Oman accompanied Michael A. Kirk, Assistant Commissioner of Patents and Trademarks, and Linda Draker, international econom-
**International Copyright Relations of the United States as of September 30, 1986**

This table sets forth U.S. copyright relations of current interest with the other independent nations of the world. Each entry gives country name (and alternate name) and a statement of copyright relations. The following code is used:

- **Bilateral** Bilateral copyright relations with the United States by virtue of a proclamation or treaty, as of the date given. Where there is more than one proclamation or treaty, only the date of the first one is given.
- **BAC** Party to the Buenos Aires Convention of 1910, as of the date given. U.S. ratification deposited with the government of Argentina, May 1, 1911; proclaimed by the President of the United States, July 13, 1914.
- **UCC Geneva** Party to the Universal Copyright Convention, Geneva, 1952, as of the date given. The effective date for the United States was September 16, 1955.
- **UCC Paris** Party to the Universal Copyright Convention as revised at Paris, 1971, as of the date given. The effective date for the United States was July 10, 1974.
- **Phonogram** Party to the Convention for the Protection of Producers of Phonograms against Unauthorized Duplication of Their Phonograms, Geneva, 1971, as of the date given. The effective date for the United States was March 10, 1974.
- **SAT** Party to the Convention Relating to the Distribution of Programme-Carrying Signals Transmitted by Satellite, Brussels, 1974, as of the date given. The effective date for the United States was March 7, 1985.
- **Unclear** Became independent since 1943. Has not established copyright relations with the United States, but may be honoring obligations incurred under former political status.
- **None** No copyright relations with the United States.

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<thead>
<tr>
<th>Country</th>
<th>Relations</th>
<th>Date</th>
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<tr>
<td>Afghanistan</td>
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<td>Albania</td>
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<td>Andorra</td>
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<td>Angola</td>
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<td>Antigua and Barbuda</td>
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<tr>
<td>Belau</td>
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<tr>
<td>Belgium</td>
<td>Bilateral July 1, 1891 UCC Geneva Aug. 31, 1960</td>
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<tr>
<td>Belize</td>
<td>UCC Geneva Sept. 21, 1981</td>
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<tr>
<td>Benin</td>
<td>(formerly Dahomey) Unclear</td>
<td></td>
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<tr>
<td>Bhutan</td>
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<tr>
<td>Bolivia</td>
<td>BAC May 15, 1914</td>
<td></td>
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<tr>
<td>Botswana</td>
<td>Unclear</td>
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</tr>
</tbody>
</table>
Phonogram Nov. 28, 1975
UCC Paris Dec. 11, 1975

Brunei
Unclear

Bulgaria
UCC Geneva June 7, 1975
UCC Paris June 7, 1975

Burkina Faso
(formerly Upper Volta)
Unclear

Burma
Unclear

Burundi
Unclear

Cambodia
(See entry under Kampuchea)

Cameroon
UCC Geneva May 1, 1973
UCC Paris July 10, 1974

Canada
Bilateral Jan. 1, 1924

Cape Verde
Unclear

Central African Republic
Unclear

Chad
Unclear

Chile
Bilateral May 25, 1896
BAC June 14, 1955
UCC Geneva Sept. 16, 1955
Phonogram March 24, 1977

China
Bilateral Jan. 13, 1904

Colombia
BAC Dec. 23, 1936
UCC Geneva June 18, 1976
UCC Paris June 18, 1976

Comoros
Unclear

Congo
Unclear

Costa Rica
Bilateral Oct. 19, 1899
BAC Nov. 30, 1916
UCC Geneva Sept. 16, 1955
UCC Paris Mar. 7, 1980
Phonogram June 17, 1982

Cuba
Bilateral Nov. 17, 1903
UCC Geneva June 18, 1957

Cyprus
Unclear

Czechoslovakia
Bilateral Mar. 1, 1927
UCC Geneva Jan. 6, 1960
UCC Paris Apr. 17, 1980
Phonogram Jan. 15, 1985

Denmark
Bilateral May 8, 1893
UCC Geneva Feb. 9, 1962
Phonogram Mar. 24, 1977
UCC Paris July 11, 1979

Djibouti
Unclear

Dominica
Unclear

Dominican Republic
BAC Oct. 31, 1912
UCC Geneva May 8, 1983
UCC Paris May 8, 1983

Ecuador
BAC Aug. 31, 1914
UCC Geneva June 5, 1957
Phonogram Sept. 14, 1974

Egypt
Phonogram Apr. 23, 1978

El Salvador
Bilateral June 30, 1908, by virtue of
Mexico City Convention, 1902
Phonogram Feb. 9, 1979
UCC Geneva Mar. 29, 1979
UCC Paris Mar. 29, 1979

Equatorial Guinea
Unclear

Ethiopia
None

Fiji
UCC Geneva Oct. 10, 1970
Phonogram Apr. 18, 1973

Finland
Bilateral Jan. 1, 1929
UCC Geneva Apr. 16, 1963
Phonogram Apr. 18, 1973

France
Bilateral July 1, 1891
UCC Geneva Jan. 14, 1956
Phonogram Apr. 18, 1973
UCC Paris July 10, 1974

Gabon
Unclear

Gambia, The
Unclear

Germany
Bilateral Apr. 15, 1892
UCC Geneva with German Democratic Republic Oct. 5, 1973
UCC Paris with Federal Republic of Germany July 10, 1974
Phonogram with Federal Republic of Germany May 18, 1974
SAT Aug. 25, 1979
UCC Paris with German Democratic Republic Dec. 10, 1980

Ghana

Greece
Bilateral Mar. 1, 1932
UCC Geneva Aug. 24, 1963

Grenada
Unclear

Guatemala
BAC Mar. 28, 1913
UCC Geneva Oct. 28, 1964
Phonogram Feb. 1, 1977

Guinea
UCC Geneva Nov. 13, 1981
UCC Paris Nov. 13, 1981

Guinea-Bissau
Unclear
Guyana
Unclear

Haiti
BAC Nov. 27, 1919
UCC Geneva Sept. 16, 1955

Holy See
(See entry under Vatican City)

Honduras
BAC Apr. 27, 1914

Hungary
Bilateral Oct. 16, 1912
UCC Geneva Jan. 23, 1971
UCC Paris July 10, 1974
Phonogram May 28, 1975

Iceland
UCC Geneva Dec. 18, 1956

India
Bilateral Aug. 15, 1947
UCC Geneva Jan. 21, 1958
Phonogram Feb. 12, 1975

Indonesia
Unclear

Iran
None

Iraq
None

Ireland
Bilateral Oct. 1, 1929
UCC Geneva Jan. 20, 1959

Israel
Bilateral May 15, 1948
UCC Geneva Sept. 16, 1955
Phonogram May 1, 1978

Italy
Bilateral Oct. 31, 1892
UCC Geneva Jan. 24, 1957
Phonogram Mar. 24, 1977
UCC Paris Jan. 25, 1980
SAT July 7, 1981

Ivory Coast
Unclear

Jamaica
None

Japan
UCC Geneva Apr. 28, 1956
UCC Paris Oct. 21, 1977
Phonogram Oct. 14, 1978

Jordan
Unclear

Kampuchea
UCC Geneva Sept. 16, 1955

Kenya
UCC Geneva Sept. 7, 1966
UCC Paris July 10, 1974
Phonogram Apr. 21, 1976
SAT Aug. 25, 1979

Kiribati
Unclear

Korea
Unclear

Kuwait
Unclear

Laos
UCC Geneva Sept. 16, 1955

Lebanon
UCC Geneva Oct. 17, 1959

Lesotho
Unclear

Liberia
UCC Geneva July 27, 1956

Libya
Unclear

Liechtenstein
UCC Geneva Jan. 22, 1959

Luxembourg
Bilateral June 29, 1910
UCC Geneva Oct. 15, 1955
Phonogram Mar. 8, 1976

Madagascar
(Malagasy Republic)
Unclear

Malawi
UCC Geneva Oct. 26, 1965

Malaysia
Unclear

Maldives
Unclear

Mali
Unclear

Malta
UCC Geneva Nov. 19, 1968

Mauritania
Unclear

Mauritius
UCC Geneva Mar. 12, 1968

Mexico
Bilateral Feb. 27, 1896
UCC Geneva May 12, 1957
BAC Apr. 24, 1964
Phonogram Dec. 21, 1973
UCC Paris Oct. 31, 1975
SAT Aug. 25, 1979

Monaco
Bilateral Oct. 15, 1952
UCC Geneva Sept. 16, 1955
Phonogram Dec. 2, 1974
UCC Paris Dec. 13, 1974

Mongolia
None

Morocco
UCC Geneva May 8, 1972
UCC Paris Jan. 28, 1976
SAT June 30, 1983

Mozambique
Unclear

Nauru
Unclear

Nepal
None

Netherlands
Bilateral Nov. 20, 1899
UCC Geneva June 22, 1967
UCC Paris Nov. 30, 1985

New Zealand
Bilateral Dec. 1, 1916
UCC Geneva Sept. 11, 1964
Phonogram Aug. 13, 1976

Nicaragua
BAC Dec. 15, 1913
UCC Geneva Aug. 16, 1961
SAT Aug. 25, 1979

Niger
Unclear
Nigeria

Norway
Bilateral July 1, 1905
UCC Geneva Jan. 23, 1963
UCC Paris Aug. 7, 1974
Phonogram Aug. 1, 1978

Oman
None

Pakistan
UCC Geneva Sept. 16, 1955

Panama
BAC Nov. 25, 1913
Phonogram June 29, 1974
UCC Paris Sept. 3, 1980
SAT Sept. 25, 1985

Papua New Guinea
Unclear

Paraguay
BAC Sept. 20, 1917
UCC Geneva Mar. 11, 1962
Phonogram Feb. 13, 1979

Peru
BAC Apr. 30, 1920
UCC Geneva Oct. 16, 1963
SAT Aug. 7, 1985
Phonogram Aug. 24, 1985

Philippines
Bilateral Oct. 21, 1948
UCC status undetermined by UNESCO. (Copyright Office considers that UCC relations do not exist.)

Poland
Bilateral Feb. 16, 1927
UCC Geneva Mar. 9, 1977
UCC Paris Mar. 9, 1977

Portugal
Bilateral July 20, 1893
UCC Geneva Dec. 25, 1956
UCC Paris July 30, 1981

Qatar
None

Romania
Bilateral May 14, 1928

Rwanda
Unclear

Saint Christopher and Nevis
Unclear

Saint Lucia
Unclear

Saint Vincent and the Grenadines
UCC Geneva Apr. 22, 1985
UCC Paris Apr. 22, 1985

San Marino
None

São Tomé and Príncipe
Unclear

Saudi Arabia
None

Senegal
UCC Geneva July 9, 1974
UCC Paris July 10, 1974

Seychelles
Unclear

Sierra Leone
None

Singapore
Unclear

Solomon Islands
Unclear

Somalia
Unclear

South Africa
Bilateral July 1, 1924

Soviet Union
UCC Geneva May 27, 1973

Spain
Bilateral July 10, 1895
UCC Geneva Sept. 16, 1955
UCC Paris July 10, 1974
Phonogram Aug. 24, 1974

Sri Lanka
(formerly Ceylon)
UCC Geneva Jan. 25, 1984
UCC Paris Jan. 25, 1984

Sudan
Unclear

Suriname
Unclear

Swaziland
Unclear

Sweden
Bilateral June 1, 1911
UCC Geneva July 1, 1961
Phonogram Apr. 18, 1973
UCC Paris July 10, 1974

Switzerland
Bilateral July 1, 1891
UCC Geneva Mar. 30, 1956

Syria
Unclear

Tanzania
Unclear

Thailand
Bilateral Sept. 1, 1921

Togo
Unclear

Tonga
None

Trinidad and Tobago
Unclear

Tunisia
UCC Geneva June 19, 1969
UCC Paris June 10, 1975

Turkey
None

Tuvalu
Unclear

Uganda
Unclear

United Arab Emirates
None

United Kingdom
Bilateral July 1, 1891
UCC Geneva Sept. 27, 1957
Phonogram Apr. 18, 1973
UCC Paris July 10, 1974

Upper Volta
(See entry under Burkina Faso)

Uruguay
BAC Dec. 17, 1919
Phonogram Jan. 18, 1983
Vanuatu
Unclear

Vatican City
(Holy See)
Phonogram July 18, 1977
UCC Paris May 6, 1980

Venezuela
UCC Geneva Sept. 30, 1966
Phonogram Nov. 18, 1982

Vietnam
Unclear

Western Samoa
Unclear

Yemen (Aden)
Unclear

Yemen (San'a)
None

Yugoslavia
UCC Geneva May 11, 1966

UCC Paris July 10, 1974
SAT Aug. 25, 1979

Zaire
Phonogram Nov. 29, 1977
For works other than sound recordings, unclear

Zambia
UCC Geneva June 1, 1965

Zimbabwe
Unclear

1 Effective June 30, 1908, this country became a party to the 1902 Mexico City Convention, to which the United States also became a party effective the same date. As regards copyright relations with the United States, this convention is considered to have been superseded by adherence of this country and the United States to the Buenos Aires Convention of 1910.

2 Includes the people of Taiwan. In the absence of a domestic copyright law in the People's Republic of China, the status of works by these nationals is under study.

3 For works other than sound recordings, none.

4 Bilateral copyright relations between Japan and the United States, which were formulated effective May 10, 1906, are considered to have been abrogated and superseded by the adherence of Japan to the Universal Copyright Convention, Geneva, 1952, effective April 28, 1956.
Number of Registrations by Subject Matter, Fiscal 1986

<table>
<thead>
<tr>
<th>Category of material</th>
<th>Published</th>
<th>Unpublished</th>
<th>Total</th>
</tr>
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<tbody>
<tr>
<td>Nondramatic literary works</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monographs and machine-readable works</td>
<td>108,063</td>
<td>40,152</td>
<td>148,215</td>
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<tr>
<td>Serials</td>
<td>130,000</td>
<td>130,000</td>
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<tr>
<td>Total</td>
<td>238,063</td>
<td>40,152</td>
<td>278,215</td>
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<td>Works of the performing arts, including musical works, dramatic works, choreography</td>
<td>36,808</td>
<td>119,498</td>
<td>156,306</td>
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<tr>
<td>and pantomimes, and motion pictures and filmstrips</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Works of the visual arts, including two-dimensional works of fine and graphic art,</td>
<td>35,620</td>
<td>15,638</td>
<td>51,258</td>
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<tr>
<td>sculptural works, technical drawings and models, photographs, cartographic works,</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>commercial prints and labels, and works of applied art</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Sound recordings</td>
<td>10,706</td>
<td>18,374</td>
<td>29,080</td>
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<tr>
<td>Grand total</td>
<td>321,197</td>
<td>193,662</td>
<td>514,859</td>
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<td>Renewals</td>
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<td>Total, all copyright registrations</td>
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<td>Mask work registrations</td>
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### Summary of Copyright Business, Fiscal 1986

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<th>Receipts</th>
<th>Claims</th>
<th>Fees</th>
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<tbody>
<tr>
<td>Copyright registrations at $10</td>
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<td>$5,404,490</td>
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<td>Renewals at $6</td>
<td>48,814</td>
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<td><strong>Total fees from previous claims</strong></td>
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<td>5,697,374</td>
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<td>Fees for recording documents</td>
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<td>217,510</td>
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<tr>
<td>Fees for certified documents</td>
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<td>Fees for searches made</td>
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<td>Fees for import statements</td>
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<td>Fees for special handling</td>
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<td>Fees for registering mask works at $20</td>
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<tr>
<td>Fees for 407 deposits at $2</td>
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<tr>
<td><strong>Total fees exclusive of copyright registration claims</strong></td>
<td>751,746</td>
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<tr>
<td><strong>Total fees</strong></td>
<td>6,449,120</td>
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</table>

### Transfers

<table>
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<tr>
<th>Transfers</th>
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<tr>
<td>Fees transferred to appropriation</td>
<td>5,742,000</td>
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<tr>
<td>Fees transferred to miscellaneous receipts</td>
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<td><strong>Total fees transferred</strong></td>
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</table>
### Disposition of Copyright Deposits, Fiscal 1986

<table>
<thead>
<tr>
<th>Category of material</th>
<th>Received for copyright registration and added to copyright collection</th>
<th>Received for copyright registration and forwarded to other departments of the Library</th>
<th>Acquired or deposited without copyright registration</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nondramatic literary works</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monographs and machine-readable works</td>
<td>103,535</td>
<td>168,015</td>
<td>12,175</td>
<td>283,725</td>
</tr>
<tr>
<td>Serials</td>
<td>260,654</td>
<td>235,019</td>
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<td>495,673</td>
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<tr>
<td>Works of the performing arts, including musical works, dramatic works, choreography and pantomimes, and motion pictures and filmstrips</td>
<td>135,432</td>
<td>21,773</td>
<td>1,610</td>
<td>158,815</td>
</tr>
<tr>
<td>Sound recordings</td>
<td>16,834</td>
<td>2,118</td>
<td>485</td>
<td>19,437</td>
</tr>
<tr>
<td>Works of the visual arts, including two-dimensional works of fine and graphic art, sculptural works, technical drawings and models, photographs, commercial prints and labels, and works of applied art</td>
<td>46,510</td>
<td>1,383</td>
<td>47</td>
<td>47,940</td>
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<tr>
<td>Cartographic works</td>
<td>186</td>
<td>4,379</td>
<td>1,232</td>
<td>5,797</td>
</tr>
<tr>
<td>Total, all deposits</td>
<td>302,497</td>
<td>458,322</td>
<td>250,568</td>
<td>1,011,387</td>
</tr>
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</table>
### Estimated Value of Materials Transferred to the Library of Congress

<table>
<thead>
<tr>
<th>Items accompanying copyright registration</th>
<th>Items submitted for deposit only under 407</th>
<th>Total items transferred</th>
<th>Average unit price</th>
<th>Total value of items transferred</th>
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<tbody>
<tr>
<td>Books ......................................</td>
<td>102,058</td>
<td>12,175</td>
<td>114,233</td>
<td>$17.20</td>
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<tr>
<td>Books, periodicals (for Exchange and Gift)</td>
<td>104,904</td>
<td>46,315</td>
<td>151,219</td>
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<tr>
<td>Periodicals ..................................</td>
<td>221,552</td>
<td>188,704</td>
<td>410,256</td>
<td>3.43</td>
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<tr>
<td>Motion Pictures ................................</td>
<td>10,200</td>
<td>674</td>
<td>10,874</td>
<td>19.00</td>
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<td>Music ........................................</td>
<td>11,573</td>
<td>936</td>
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<td>12.60</td>
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<td>Sound Recordings ............................</td>
<td>2,118</td>
<td>485</td>
<td>2,603</td>
<td>12.10</td>
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<tr>
<td>Maps ...........................................</td>
<td>4,260</td>
<td>1,232</td>
<td>5,492</td>
<td>20.20</td>
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<tr>
<td>Prints, pictures, and works of art ........</td>
<td>988</td>
<td>47</td>
<td>1,035</td>
<td>12.10</td>
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<tr>
<td><strong>Total</strong> ....................................</td>
<td><strong>457,653</strong></td>
<td><strong>250,568</strong></td>
<td><strong>708,221</strong></td>
<td><strong>6,959,568</strong></td>
</tr>
</tbody>
</table>

1. 8,974 Video @ $216.00
2. 1,900 Films @ $480.00
3. 10,874
## Financial Statement of Royalty Fees for Compulsory Licenses for Secondary Transmissions by Cable Systems for Calendar Year 1985

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
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</thead>
<tbody>
<tr>
<td>Royalty fees deposited</td>
<td>$102,516,462.18</td>
</tr>
<tr>
<td>Interest income paid on investments</td>
<td>9,850,173.52</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$112,366,635.70</strong></td>
</tr>
</tbody>
</table>

Less: Operating costs .......................... 556,697.00
Refunds issued .................................. 389,888.20
Investments purchased at cost .................. 111,386,926.69
Copyright Royalty Tribunal cost for services .... 29,000.00

**Total**                                        | **112,362,511.89** |

Balance as of September 30, 1986 .................. 4,123.81

Face amount of securities purchased .............. 110,225,000.00

Cable royalty fees for calendar year 1985 available for distribution by the Copyright Royalty Tribunal .......................... 110,229,123.81

## Financial Statement of Royalty Fees for Compulsory Licenses for Coin-Operated Players (Jukeboxes) for Calendar Year 1986

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
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<tr>
<td>Royalty fees deposited</td>
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<tr>
<td>Interest income paid on investments</td>
<td>400,564.77</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$5,120,621.97</strong></td>
</tr>
</tbody>
</table>

Less: Operating costs ................................ 197,250.00
Refunds issued ...................................... 3,650.20
Investments purchased at cost ..................... 4,794,630.74

**Total**                                        | **4,995,530.94** |

Balance as of September 30, 1986 .................. 125,091.03

Face amount of securities purchased .............. 4,308,000.00
Estimated interest income due September 30, 1987 | 453,570.07      |

Jukebox royalty fees for calendar year 1986 available for distribution by the Copyright Royalty Tribunal .......................... 4,886,661.10
# Copyright Registrations, 1790–1986

<table>
<thead>
<tr>
<th></th>
<th>District Courts 1</th>
<th>Library of Congress 2</th>
<th>Patent Office 3</th>
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Copyright Registrations, 1790–1986

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<th>Year</th>
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<th>Patent Office ³</th>
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Copyright Registrations, 1790–1986

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2 Registrations made in the Library of Congress under the Librarian, calendar years 1870–1897 (source: Annual Reports of the Librarian). Registrations made in the Copyright Office under the Register of Copyrights, fiscal years 1898–1971 (source: Annual Reports of the Register).


4 Registrations made July 1, 1976, through September 30, 1976, reported separately owing to the statutory change making the fiscal years run from October 1 through September 30 instead of July 1 through June 30.

5 Reflects changes in reporting procedure.