Union Calendar No. 213

106th CONGRESS 1st Session

H. R. 1858

[Report No. 106-350, Part I]

A BILL

To promote electronic commerce through improved access for consumers to electronic databases, including securities market information databases.

October 8, 1999

The Committee on the Judiciary discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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106TH CONGRESS 1ST SESSION

[Report No. 106-350, Part I]

To promote electronic commerce through improved access for consumers to electronic databases, including securities market information databases.

IN THE HOUSE OF REPRESENTATIVES

MAY 19, 1999

Mr. BLILEY (for himself, Mr. DINGELL, Mr. TAUZIN, Mr. MARKEY, Mr. OXLEY, and Mr. TOWNS) introduced the following bill; which was referred to the Committee on Commerce

SEPTEMBER 30, 1999

Reported with an amendment and referred to the Committee on the Judiciary for a period ending not later than October 8, 1999, for consideration of such provisions of the bill and amendment as fall within the jurisdiction of that committee pursuant to clause 1(k), rule X

[Strike out all after the enacting clause and insert the part printed in italic]

OCTOBER 8, 1999

Additional sponsors: Mr. BARTON of Texas, Mr. KASICH, Mr. CLAY, Ms. ESHOO, Mr. DEAL of Georgia, Mr. THOMPSON of Mississippi, Mr. BLUNT, Mr. STEARNS, Mr. ETHERIDGE, Mr. McINTOSH, Mr. NEY, Mr. BARRETT of Wisconsin, and Mr. BOUCHER

OCTOBER 8, 1999

The Committee on the Judiciary discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed [For text of introduced bill, see copy of bill as introduced on May 19, 1999]

A BILL

- To promote electronic commerce through improved access for consumers to electronic databases, including securities market information databases.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,

3 SECTION 1. SHORT TITLE.

4 This Act may be cited as the "Consumer and Investor
5 Access to Information Act of 1999".

6 TITLE I—COMMERCE IN DUPLI7 CATED DATABASES PROHIB8 ITED

9 SEC. 101. DEFINITIONS.

10 As used in this title:

11 (1) DATABASE.—(A) The term "database" means 12 a collection of a large number of discrete items of in-13 formation that have been collected and organized in 14 a single place, or in such a way as to be accessible 15 through a single source, through the investment of 16 substantial monetary or other resources, for the pur-17 pose of providing access to those discrete items of in-18 formation by users of the database. Such term does 19 not include works that are combined and ordered in

a logical progression or other meaningful way in
order to tell a story, communicate a message, rep-
resent an idea, or achieve a result.
(B) If a database is organized into discrete sec-
tions containing a large number of discrete items of
information, each section may be treated as a data-
base if each such section meets the requirements of
subparagraph (A).
(2) DUPLICATE OF A DATABASE.—A database is
"a duplicate" of any other database if the database
is substantially the same as such other database, as
a result of the extraction of information from such
other database.
(3) INFORMATION.—The term "information"
means facts, data, or any other intangible material
capable of being collected and organized in a system-
atic way, with the exception of works of authorship
within the meaning of section 102 of title 17, United
States Code.
(4) Commerce.—The term "commerce" means
all commerce which may be lawfully regulated by the
Congress.
(5) IN COMPETITION.—The term "in competition
with" when used with respect to the sale or distribu-

1	tion of a database to the public means that the
2	database—
3	(A) displaces substantial sales or licenses of
4	the database of which it is a duplicate; and
5	(B) significantly threatens the opportunity
6	to recover a reasonable return on the investment
7	in the collecting or organizing of the duplicated
8	database.
9	(6) GOVERNMENT DATABASE.—The term "gov-
10	ernment database" means a database that—
11	(A) has been collected or maintained by the
12	United States of America, any foreign govern-
13	ment, or any agency or instrumentality thereof;
14	(B) has been collected or maintained by a
15	commercial entity pursuant to a contract with
16	the United States of America or any agency or
17	instrumentality thereof, unless the information
18	contained in such database was permanently
19	available on an interactive computer network
20	without restriction in a publicly accessible elec-
21	tronic form without charge, at the time a dupli-
22	cate of such database was sold or distributed; or
23	(C) is required by Federal statute or regula-
24	tion to be collected or maintained, to the extent
25	so required.

SEC. 102. PROHIBITION AGAINST DISTRIBUTION OF DUPLI CATES. It is unlawful for any person or entity, by any means

4 or instrumentality of interstate or foreign commerce or
5 communications, to sell or distribute to the public a data6 base that—

7 (1) is a duplicate of another database that was
8 collected and organized by another person or entity;
9 and

10 (2) is sold or distributed in commerce in com11 petition with that other database.

12 SEC. 103. PERMITTED ACTS.

(a) COLLECTING OR USE OF INFORMATION OBTAINED
THROUGH OTHER MEANS.—Nothing in this title shall restrict any person or entity from selling or distributing to
the public a database consisting of information obtained by
means other than by extracting it from a database collected
and organized by another person or entity.

19 (b) NEWS REPORTING.—Nothing in this title shall re-20 strict any person or entity from selling or distributing to 21 the public a duplicate of a database for the sole purpose 22 of news or sports reporting, including news and sports in-23 formation gathering, dissemination, and comment, unless 24 the information duplicated is time sensitive and has been 25 collected by a news or sports reporting entity, and the sale or distribution is part of a consistent pattern engaged in
 for the purpose of direct competition.

3 (c) LAW ENFORCEMENT AND INTELLIGENCE ACTIVI-4 TIES.—Nothing in this title shall prohibit an officer, agent, or employee of the United States, a State, or a political 5 subdivision of a State, or a person acting under contract 6 7 with such officers, agents or employees, from selling or dis-8 tributing to the public a duplicate of a database as part 9 of lawfully authorized law enforcement or intelligence activities. 10

11 (d)EDUCATIONAL, Scientific, ORResearch 12 USES.—No person or entity who, for scientific, educational, 13 or research purposes, sells or distributes to the public a duplicate of a database that has been collected or organized 14 15 by another person or entity shall incur liability under this title so long as such conduct is not part of a consistent pat-16 tern engaged in for the purpose of competition with that 17 18 other person or entity.

19 SEC. 104. EXCLUSIONS.

20 (a) GOVERNMENT INFORMATION.—

21 (1) EXCLUSION OF GOVERNMENT DATABASES.—
22 Protection under section 102 shall not extend to a
23 government database.

24 (2) INCORPORATED NONGOVERNMENT PORTIONS
25 PROTECTED.—The incorporation of all or part of a

government database into a non-government database
 does not preclude protection for the portions of the
 non-government database which came from a source
 other than the government database.

(3) AUTHORITY TO EXCLUDE ADDITIONAL GOV-5 6 ERNMENT-SUPPORTED DATABASES.—Nothing in this 7 title shall prevent the Federal Government or a State 8 or local government from establishing by law or con-9 tract that a database, the creation or maintenance of 10 which is substantially funded by such Federal, State, 11 or local government, shall not be subject to the protec-12 tion afforded under this title.

(b) DATABASES RELATED TO INTERNET COMMUNICATIONS.—Protection under section 102 does not extend to a
database incorporating information collected or
organized—

17 (1) to perform the function of addressing, rout18 ing, forwarding, transmitting, or storing Internet
19 communications; or

20 (2) to perform the function of providing or re21 ceiving connections for Internet communications.

22 (c) COMPUTER PROGRAMS.—

(1) PROTECTION NOT EXTENDED.—Subject to
paragraph (2), protection under section 102 shall not
extend to computer programs, including any com-

puter program used in the manufacture, production,
 operation, or maintenance of a database, or any ele ment of a computer program necessary to its oper ation.

5 (2) INCORPORATED DATABASES.—A database 6 that is otherwise subject to protection under section 7 102 is not disqualified from such protection solely be-8 cause it resides in a computer program, so long as 9 the database functions as a database within the 10 meaning of this title.

(d) NONPROTECTABLE SUBJECT MATTER.—Protection
under section 102 does not extend to the sale or distribution
to the public of a duplicate of any individual idea, fact,
procedure, system, method of operation, concept, principle,
or discovery.

16 (e)SUBSCRIBER LIST INFORMATION.—Protection under section 102 does not extend to a database of sub-17 scriber list information within the meaning of section 18 19 222(f) of the Communications Act of 1934 (47 U.S.C. 222(f)). Nothing in this subsection shall affect the operation 20 21 of section 222(e) of such Act, under which a telecommuni-22 cations carrier provides, upon request, subscriber list information for the purposes of publishing directories in any 23 format under nondiscriminatory and reasonable rates, 24 25 terms, and conditions.

1 (f) LEGAL MATERIALS.—Protection under section 102 2 does not extend to a database of primary legal materials, 3 including court opinions, statutes, codes, regulations, or ad-4 ministrative agency decisions, from any Federal, State, or 5 local jurisdiction, unless such materials were permanently available on an interactive computer network without re-6 7 striction, in an official publicly accessible electronic form 8 without charge, at the time a duplicate of such database 9 was sold or distributed.

10 (g) SECURITIES MARKET DATA.—Nothing in this title 11 shall apply to any database, or any discrete section of a 12 database, composed predominantly of market information 13 within the meaning of section 11A(e)(6) of the Securities 14 Exchange Act of 1934, as amended by section 201 of this 15 Act.

16 SEC. 105. RELATIONSHIP TO OTHER LAWS.

(a) OTHER RIGHTS NOT AFFECTED.—Subject to subsection (b), nothing in this title shall affect rights, limitations, or remedies concerning copyright, or any other rights
or obligations relating to information, including laws with
respect to patent, trademark, design rights, antitrust, trade
secrets, privacy, access to public documents, misuse, and the
law of contract.

24 (b) PREEMPTION OF STATE LAW.—On or after the ef25 fective date of this Act, no State law that prohibits or that

otherwise regulates conduct that is subject to the prohibi tions specified in section 102 shall be effective to the extent
 that such State law is inconsistent with section 102.

4 (c) LICENSING.—Subject to the provisions on misuse
5 in section 106(b), nothing in this title shall restrict the
6 rights of parties freely to enter into licenses or any other
7 contracts with respect to the use of information.

8 (d) COMMUNICATIONS ACT OF 1934.—Nothing in this 9 title shall affect the operation of the Communications Act 10 of 1934 (47 U.S.C. 151 et seq.) or the authority of the Fed-11 eral Communications Commission.

12 (e) SECURITIES LAWS.—Nothing in this title shall
13 affect—

14 (1) the operation of the Securities Act of 1933 15 (15 U.S.C. 78a et seq.), the Securities Exchange Act 16 of 1934 (15 U.S.C. 78a et seq.), the Public Utility 17 Holding Company Act of 1935 (15 U.S.C. 79a et 18 seq.), the Trust Indenture Act of 1939 (15 U.S.C. 19 77aaa et seq.), the Investment Company Act of 1940 20 (15 U.S.C. 80a-1 et seq.), the Investment Advisers Act 21 of 1940 (15 U.S.C. 80b et seq.), or the Securities In-22 vestor Protection Act of 1970 (15 U.S.C. 78aaa et 23 seq.); or

24 (2) the authority of the Securities and Exchange
25 Commission.

1 SEC. 106. LIMITATIONS ON LIABILITY.

2 (a) SERVICE PROVIDER LIABILITY.—A provider of 3 telecommunications services or information services (within the meaning of section 3 of the Communications Act of 1934 4 5 (47 U.S.C. 153)), or the operator of facilities therefor, shall not be liable for a violation of section 102 if such provider 6 7 or operator did not initially place the database that is the 8 subject of the violation on a system or network controlled 9 by such provider or operator.

10 (b) MISUSE.—A person or entity shall not be liable 11 for a violation of section 102 if the person or entity bene-12 fiting from the protection afforded a database under section 13 102 misuses the protection. In determining whether a per-14 son or entity has misused the protection afforded under this 15 title, the following factors, among others, shall be consid-16 ered:

(1) the extent to which the ability of persons or
entities to engage in the permitted acts under this
title has been frustrated by contractual arrangements
or technological measures;

(2) the extent to which information contained in
a database that is the sole source of the information
contained therein is made available through licensing
or sale on reasonable terms and conditions;

25 (3) the extent to which the license or sale of in26 formation contained in a database protected under
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1	this title has been conditioned on the acquisition or
2	license of any other product or service, or on the per-
3	formance of any action, not directly related to the li-
4	cense or sale;
5	(4) the extent to which access to information nec-
б	essary for research, competition, or innovation pur-
7	poses has been prevented;
8	(5) the extent to which the manner of asserting
9	rights granted under this title constitutes a barrier to
10	entry into the relevant database market; and
11	(6) the extent to which the judicially developed
12	doctrines of misuse in other areas of the law may ap-
13	propriately be extended to the case or controversy.
14	SEC. 107. ENFORCEMENT.
15	(a) Use of Federal Trade Commission Act Au-
16	THORITY.—The Federal Trade Commission shall have juris-
17	diction, under section 5 of the Federal Trade Commission
18	Act (15 U.S.C. 45), to prevent violations of section 102 of
19	this title.
20	(b) RULEMAKING AUTHORITY.—The Federal Trade
21	Commission may, pursuant to subparagraph (A) or (B) of
22	section 18(a) of the Federal Trade Commission Act (15
23	U.S.C. 57a(a)), but without regard to the limitations con-
24	tained in section 18(b)(3) of such Act, prescribe rules to
25	implement this title.

1 (c) ENFORCEMENT.—Any violation of any rule pre-2 scribed under subsection (b) shall be treated as a violation 3 of a rule respecting unfair or deceptive acts or practices 4 under section 5 of the Federal Trade Commission Act (15 5 U.S.C. 45). Notwithstanding section 5(a)(2) of such Act (15) U.S.C. 45(a)(2), communications common carriers shall be 6 7 subject to the jurisdiction of the Federal Trade Commission 8 for purposes of this title.

9 (d) ACTIONS BY THE COMMISSION.—The Federal 10 Trade Commission shall prevent any person or entity from violating section 102 or a rule of the Commission under 11 subsection (b) of this section in the same manner, by the 12 13 same means, and with the same jurisdiction, powers, and duties as though all applicable terms and provisions of the 14 15 Federal Trade Commission Act (15 U.S.C. 41 et seq.) were incorporated into and made a part of this title. Any person 16 or entity who violates section 102 or such rule shall be sub-17 ject to the penalties and entitled to the privileges and im-18 munities provided in the Federal Trade Commission Act 19 20 in the same manner, by the same means, and with the same 21 jurisdiction, power, and duties as though all applicable 22 terms and provisions of the Federal Trade Commission Act 23 were incorporated into and made a part of this title.

1 SEC. 108. REPORT TO CONGRESS.

Not later than 36 months after the date of enactment
of this title, the Federal Trade Commission shall report to
the Congress on the effect this title has had on electronic
commerce and on the United States database industry and
related parties, including—

7 (1) the availability of databases, search engines,
8 and other tools for locating information necessary for
9 electronic commerce;

10 (2) the extent of competition between database
11 producers, including the concentration of market
12 power within the database industry;

(3) the investment in the development and maintenance of databases, including changes in the number and size of databases;

16 (4) the availability of information to industries
17 and researchers which rely upon such availability;

18 (5) whether in the period after enactment of this
19 title database producers have faced unfair competi20 tion, particularly from publishers in the European
21 Union; and

(6) the extent to which extraction of information
from databases, to a degree insufficient to result in liability under section 102, is harming database producers' incentive to collect and organize databases.

1 SEC. 109. EFFECTIVE DATE.

2 This title shall take effect on the date of the enactment
3 of this Act, and shall apply to the sale or distribution after
4 that date of a database that was collected and organized
5 after that date.

6 TITLE II—SECURITIES MARKET 7 INFORMATION

8 SEC. 201. MISAPPROPRIATION OF REAL-TIME MARKET IN-

9 FORMATION.

10 Section 11A of the Securities Exchange Act of 1934
11 (15 U.S.C. 78k-1) is amended by adding at the end the
12 following new subsection:

13 "(e) MISAPPROPRIATION OF REAL-TIME MARKET IN14 FORMATION.—

15 "(1) PROHIBITION AGAINST MISAPPROPRIA16 TION.—Subject to paragraphs (3), (4), and (5), any
17 person or entity who—

18 "(A) obtains directly or indirectly from a
19 market information processor real-time market
20 information, and

21 "(B) directly or indirectly sells, distributes
22 or redistributes, or otherwise disseminates such
23 real-time market information, without the au24 thorization of such market information processor,
25 shall be liable to such market information processor
26 for the remedies set forth in paragraph (2).

"(2) Civil remedies.—

1

2	"(A) CIVIL ACTIONS.—Any person who is
3	injured by a violation of paragraph (1) may
4	bring a civil action for such a violation in an
5	appropriate United States district court, except
6	that any action against a State governmental
7	entity may be brought in any court that has ju-
8	risdiction over claims against such entity.
9	"(B) TEMPORARY AND PERMANENT INJUNC-
10	TIONS.—To the extent otherwise authorized by
11	section 1651 of title 28, United States Code, or
12	other law, any court having jurisdiction of a
13	civil action under this subsection shall have the
14	power to grant temporary and permanent in-
15	junctions, according to the principles of equity
16	and upon such terms as the court may deem rea-
17	sonable, to prevent a violation of paragraph (1).
18	"(C) MONETARY RELIEF.—When a violation
19	of paragraph (1) has been established in any
20	civil action arising under this subsection, the
•	

22 sustained by the plaintiff.

23 "(D) DISGORGEMENT.—When a violation of
24 paragraph (1) has been established, if the plain25 tiff is not able to prove recoverable damages to

plaintiff shall be entitled to recover any damages

1	the full extent of the defendant's monetary gain
2	directly attributable to the violation, the court,
3	in its equitable discretion, may order the defend-
4	ant to disgorge the amount of such monetary
5	gain to the plaintiff.
6	"(3) Permitted Acts.—
7	"(A) GATHERING OR USE OF REAL-TIME
8	MARKET INFORMATION INDEPENDENTLY OB-
9	TAINED.—Nothing in this subsection shall re-
10	strict any person or entity from independently
11	gathering real-time market information, or from
12	selling, distributing or redistributing, or other-
13	wise disseminating such independently gathered
14	information.
15	"(B) News reporting.—Nothing in this
16	subsection shall restrict any news reporting enti-
17	ty from extracting real-time market information
18	for the sole purpose of news reporting, including
19	news gathering, dissemination, and comment,
20	unless the extraction is part of a consistent pat-
21	tern of competing in the distribution of real-time
22	market information with the market information
23	processor from which the information was ob-
24	tained.
25	"(4) Relationship to other laws.—

1	"(A) PREEMPTION.—Subject to subpara-
2	graphs (B) through (F) , on and after the date of
3	enactment of this subsection, this section—
4	"(i) shall exclusively govern the unau-
5	thorized extraction, sale, distribution or re-
6	distribution, or other dissemination of real-
7	time market information; and
8	"(ii) shall supersede any other Federal
9	or State law (either statutory or common
10	law) to the extent that—
11	``(I) such other Federal or State
12	law establishes rights and remedies
13	with respect to the unauthorized ex-
14	traction, sale, distribution or redis-
15	tribution, or other dissemination of
16	real-time market information that are
17	different from or in addition to the
18	rights and remedies established by this
19	subsection; or
20	"(II) such other Federal or State
21	law is inconsistent with this section.
22	"(B) Federal securities laws.—Nothing
23	in this subsection shall—
24	((i) affect the operation of any other
25	provision of the securities laws (as defined

1	in section $3(a)(47)$), or the rules and regu-
2	lations thereunder; or
3	"(ii) impair or limit the authority of
4	the Commission.
5	"(C) ANTITRUST.—Nothing in this sub-
6	section shall limit in any way the constraints
7	that are imposed by Federal and State antitrust
8	laws on the manner in which products and serv-
9	ices may be provided to the public, including
10	those regarding single suppliers of products and
11	services.
12	"(D) Licensing.—Nothing in this sub-
13	section shall restrict the rights of parties freely
14	to enter into licenses or any other contracts with
15	respect to the extraction, sale, distribution or re-
16	distribution, or other dissemination of real-time
17	market information, and to maintain civil ac-
18	tions under State law to enforce such licenses or
19	contracts.
20	"(E) Federal trade commission.—Noth-
21	ing in this subsection shall affect—
22	"(i) the authority of the Federal Trade
23	Commission; or

1	"(ii) the operation of any of the laws
2	administered by the Federal Trade Commis-
3	sion.
4	"(F) Other laws.—Nothing in this sub-
5	section shall affect rights, limitations, or rem-
6	edies concerning rights or obligations under laws
7	with respect to patent, trademark, or fraud.
8	"(5) Limitations on actions.—
9	"(A) Additional limitation.—No civil ac-
10	tion shall be maintained under this subsection
11	for the extraction, sale, distribution or redis-
12	tribution, or other dissemination of market in-
13	formation that is not real-time market informa-
14	tion.
15	"(B) Persons or entities subject to
16	CONTRACTUAL REMEDIES.—No civil action shall
17	be maintained under this subsection by a market
18	information processor against any person or en-
19	tity to whom such processor provides real-time
20	market information pursuant to a contract or
21	agreement between such processor and such per-
22	son or entity with respect to any real-time mar-
23	ket information or any rights or remedies pro-
24	vided pursuant to such contract or agreement.

25 "(6) DEFINITIONS.—As used in this subsection:

- (A)MARKET INFORMATION.—The term 1 2 'market information' means information— "(i) with respect to quotations and 3 transactions in any security; and 4 "(ii) the collection, processing, dis-5 6 tribution, and publication of which is sub-7 ject to this title. 8 "(B) Real-time market information.— 9 Taking into account the present state of tech-10 nology, different types of market data, how mar-11 ket participants use market data, and other relevant factors, the Commission may, consistent 12 13 with the protection of investors and the public 14 interest and with the objectives of this section. 15 prescribe by rule the extent to which market information shall be considered to be real-time 16 17 market information for purposes of this sub-18 section. 19 "(C) Market information processor.—
- 20The term 'market information processor' means21any exchange, self-regulatory organization, secu-22rities information processor, or national market23system plan administrator.".

1 SEC. 202. EFFECTIVE DATE.

2 (a) IN GENERAL.—The amendment made by section 3 201 shall take effect on the date of the enactment of this Act, and shall apply to acts committed on or after that date. 4 5 (b) PRIOR ACTS NOT AFFECTED.—No person or entity shall be liable under section 11A(e) of the Securities Ex-6 change Act of 1934 (15 U.S.C. 78k-1(e)), as added by sec-7 8 tion 201 of this Act, for the extraction, sale, distribution or redistribution, or other dissemination of real-time mar-9 ket information prior to the date of enactment of this Act, 10 11 by that person or by that person's predecessor in interest.