

UNITED STATES DEPARTMENT OF COMMERCE The Assistant Secretary for Productivity, Technology and Innovation Washington, D.C. 20230

(202) 377-1984

MAR 181985

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Honorable Mary Ann Gilleece Deputy Under Secretary of Defense (Acquisition Management) Pentagon, Room 3E144 Washington, D. C. 20301

Dear Ms. Gilleece:

I have received the joint letter of March 4, 1985, concerning the efforts of the Federal Coordinating Council on Science, Engineering and Technology (FCCSET) Committee on Intellectual Property to develop a policy framework within which more detailed Government procurement and assistance regulations dealing with technical data would be drafted and evaluated. As you recall, this effort was initiated at the request of Dr. Keyworth, the President's Science Advisor, and I am enclosing a copy of his original request.

This effort is not intended to conflict with or in any way limit the Federal Acquisition Regulation (FAR) authorities of the National Aeronautics and Space Administration (NASA), the Department of Defense (DOD), and the General Services Administration (GSA). However, as I trust you agree, the FAR is written against a backdrop of statutory and administrative policies that are often set outside the FAR system as such. For example, the FAR patent provisions must conform to the President's Memorandum and applicable statutes, including Chapter 18 of Title 35 and regulations issued thereunder. Similarly, if FCCSET or another higher authority can reach agreement on basic technical data principles, there would appear to be no reason why the FAR drafters should not be expected to conform the FAR to those principles.

The concerns expressed in Dr. Keyworth's letter remain valid. For years it has proven impossible to develop Federal Procurement Regulations (FPR) or FAR coverage in the technical data area for the civilian agencies. And there have been significant differences in the approaches adopted by DOD, NASA, Department of Energy (DOE), and other agencies that have issued regulations or other policy directives. We believe a major reason for this is the failure to reach agreement on basic objectives and principles. Analysis of DOD Concerns as Stated in Secretary Weinberger's March 19, 1985 Letter

Concern--The statement would "prohibit efforts to negotiate for the right to obtain and use for competitive procurement purposes proprietary technical data pertaining to commercial or future commercial items for which defense has requirements."

Response--Sections 4 and 5 contain such limitations. However, they are based on language in Public Law 98-525 (and similar language in PL 98-577) which states at section 1202 that the Secretary of Defense should--

"...ensure that persons that have developed products or processes offered or to be offered for sale to the public are not required, as a condition for the procurement of such products or processes by the Department of Defense, to provide to the United States technical data relating to the design, development, or manufacture of such products or processes (except for such data as may be necessary for the United States to operate and maintain the product or use the process if obtained by the United States as an element of performance under the contract)."

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Response--Again, section 5 places limitations on the right of the government to use proprietary data of a contractor for reprocurement when the data relates to a commercial product developed at private expense. However, it authorizes the use of form, fit, and function data relating to such commercial products for competitive purposes. We have also added the reference to 10 USC 2320(c) to satisfy Secretary Weinberger's concern. Other than data relating to privately developed commercial products, the draft statement does not prevent DOD from obtaining any type of technical data for competitive procurement purposes that relates to noncommercial products developed with partial government and partial contractor funding. Thus, if a contractor has used internal funds to begin the development of a noncommercial, military product the Statement would in no way prevent DOD from negotiating for technical data relating to this item.

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It does state, however, that "normally" the delivery of software should not be required unless a purpose of the award is the creation of software. This is not an absolute requirement, but we believe it is a sound general rule. Scientists and engineers are constantly writing and altering computer programs to facilitate work under government R&D grants and contracts. In most cases the government is more interested in the end results than obtaining copies of software that was developed incidental to the carrying out of the work. Thus, it makes little sense in most cases for agencies to require delivery of such software. Furthermore, when a researcher sees a wider commercial market for his software, its delivery to the government will undermine his marketing efforts since it may become available to competitors through the Freedom of Information Act.

The first paragraph of section 7 may, in fact, require a change in DOD policy. The Defense Acquisition Regulation (DAR) Supplement now says that DOD will only acquire rights in computer software to meet its needs. However, it then goes on to state that DOD will take unlimited rights in computer software developed in the course of experimental, developmental, or research work specified under a contract. No explanation is given as to why DOD has such a broad need. We believe this may be the major policy issue presented by the draft Statement.

# DRAFT

#### Government Data Policy Statement (Revised 3/27/85)

This statement provides guidance concerning the acquisition of technical data and software under government grants and contracts, except prime contracts for the operation of government-owned research or production facilities. However, it applies to subcontracts under such contracts. It is intended to (i) provide agencies with the flexibility to acquire technical data and software needed to fulfill their missions (ii) avoid unnecessary costs that result from the ordering of unneeded technical data; (iii) encourage the commercialization of new products and processes by contractors through the protection of technical data; and (iv) encourage the most qualified commercial concerns to participate in government research and development programs. It does not affect the classification of technical data and software for national security purposes.

Section 1. Definitions. As used in this Statement--

(a) "technical data" means recorded information of a scientific or technical nature. It does not include software or financial, administrative, cost and pricing, management data, and other information incidental to contract administration;

(b) "manufacturing data" means technical data and software used for the manufacture of a product or performance of a process on a commercial scale;

(c) The term "contract" includes subcontracts and the term "contractor" includes subcontractors; and

(d) "software" means computer programs, computer data bases, and documentation thereof.

Section 2. Treatment of Proposals. Proposals that have not been incoporated in an award shall be treated as confidential and not disclosed outside the government without the submitter's permission except for evaluation purposes. Parts of proposals that are incorporated in awards and which contain trade secrets or commercial or financial information shall also be treated as confidential if properly marked. Agencies shall not discriminate against marked proposals.

Section 3. Scope of Data Rights Clauses. Technical data delivery requirements should normally be fully set out at the time of contracting, but deferred ordering provisions may be used to add additional deliverables. Any rights which the government obtains to technical data will be limited to rights in data specifically required to be delivered or prepared. <u>Section 4.</u> <u>Supply Contracts.</u> Agencies procuring standard commercial products may obtain technical data necessary for operation, maintenance or repair but not for reprocurement purposes. Notwithstanding, manufacturing data should not normally be sought.

<u>Section 5. Engineering Development Contracts.</u> Contracts for engineering development should be structured to prevent the disclosure of proprietary technical data related to commercial products or processes developed at private expense by contractors. For example, agencies should normally accept form, fit, and function data in lieu of manufacturing data. Or, if manufacturing data is needed, the contractor shall be allowed to mark as proprietary any data that relates to commercial products or processes developed at private expense; and the right of the government to use and disclose the data shall be specified in the contract, and shall not include the right to use the data for reprocurement purposes (except for Defense Department contracts to which 10 USC 2320(c) is applied). Use of deferred delivery provisions should also be considered. A competitive procurement of an item developed under an engineering development contract should not include in the solicitation any proprietary manufacturing data that relates to a product or process developed at private expense by a contractor which is offered or to be offered for sale commercially by the contractor (except when 10 USC 2320(c) was applied to such data).

Any technical data delivered under an engineering development contract that relates to an item develped wholly under the contract shall be taken without restrictions if competitive acquisition of the item is anticipated. When competitive acquistion is not anticipated, the contractor will be allowed to retain ownership of any such data delivered, and the agency shall reserve an unrestricted, royalty-free right to use or have its contractors use the technical data for governmental purposes (excluding publication outside the government). However, if mission needs require and this is consistent with PL 98-525 or 577, agencies may also acquire publication and other rights. Other technical data not related directly to items developed under the contract normally shall be taken without restrictions.

<u>Section 6.</u> <u>Contracts for Basic and Applied Research.</u> Agencies will normally take technical data delivered under a basic or applied research contract with the unlimited right to use and publish such data, subject to any other provisions of the contract related to inventions and patents. However, if the research involves a contractor's privately developed products or processes or if it is otherwise agreed to by the parties, proprietary data of the contractor shall be protected.

<u>Section 7. Assistance Awards.</u> Agencies normally should not require delivery of technical data under grants or cooperative agreements except as necessary to verify the awardee's performance. The awardee normally will be allowed to retain all rights in technical data delivered or produced under such awards, including the right to publish and/or assert copyright, although the agency may acquire a nonexclusive, royalty-free, and worldwide license to use such technical data that is delivered or published by the awardee for internal government purposes. When considered necessary to meet program objectives or statutory requirements, agencies may also (i) reserve the right to publish technical data delivered under a grant or cooperative agreement if the awardee fails to publish the results of the research within a reasonable time and/or (ii) expand the government's license to cover State and local governments.

Section 8. Software. Unless its delivery is specifically required, agencies shall not normally acquire rights in software generated under contracts or grants. Delivery of software shall not normally be required unless a purpose of the award is the creation of software. If software has commercial potential, agencies should normally accept license rights in lieu of ownership; and consideration should be given to allowing software documentation to be maintained on the contractor's premises.

When an agency acquires existing proprietary software, it shall accept appropriate conditions limiting its right to use and disclose the software. This includes cases when proprietary software is modified to accommodate particular agency needs.

Software within the definition of "manufacturing data" at section 1(b) is subject to sections 3-7 and not this section. There is also legitimate concern whether existing regulations give sufficient weight to the policy objectives of this Administration. In particular, this Administration is strongly committed to the principle that private investment and development of Government supported research should be encouraged--as evidenced by the issuance of the President's 1983 Memorandum on Government Patent Policy.

Because of the obvious interest your agency has in technical data issues, we hope that you will continue to provide input and comments during the development of the Statement.

Sincerely,

(signed) Bruce Merrifield

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OPTI/FTMP/Norm Latker/Jesse/Lasken/rh 3/14/85

bc: Dr. Merrifield Egils Milbergs Dr. Williams Norm Latker Chron Read WASHINGTON

March 19, 1984

THE WHITE HOUSE

Dear Bruce:

The allocation of rights to various technical data, developed in the performance of government contracts, is an issue with significant implications for future government-industry relationships. It is driven, for example, by the government's need to minimize the costs of the products and services it buys, as well as by industry's desire to maximize profits and maintain any competitive advantage. It is fundamental to the government's continued ability to obtain the services of the best of the private sector.

I believe that this is an issue of sufficient importance that any codification of the government's position on this issue, as in the technical data section of part 27 of the proposed <u>Federal Acquisition Regulations</u>, requires a thorough analysis and discussion by the various agencies, and by the private sector. I believe that the FCCSET Intellectual Property Committee would be an appropriate vehicle for examining the various kinds of technical data, for agreeing on the various government objectives in seeking access to, or protecting the proprietary nature of that data, and for developing the basis for an acceptable set of draft regulations for the government's rights to such data. Please keep me informed of your progress.

Yours truly,

G. A. Keyworth Science Advisor to the President

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MAR 2 1984

D. BRUCE MERRIE

Dr. D. Bruce Merrifield Assistant Secretary for Productivity, Technology and Innovation Department of Commerce Washington, D.C. 20230

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Honorable Mary Ann Gilleece Deputy Under Secretary of Defense (Acquisition Management) Pentagon, Room 3E144 Washington, D. C. 20301

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Sincerely,

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bc: Dr. Merrifield Egils Milbergs Dr. Williams Norm Latker Chron Read

فراضي بتنبأ بالمراجع سستمينا المتدأسات التامحان سراما March 19, 1984 

THE WHITE HOUSE

WASHINGTON

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G. A. Keyworth Science Advisor to the President

Dr. D. Bruce Merrifield Assistant Secretary for Productivity, Technology and Innovation Department of Commerce Washington, D.C. 20230

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# DRAFT

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UNITED STATES DEPARTMENT OF COMMERCE The Assistant Secretary for Productivity, Technology and Innovation

Washington, D.C. 20230

(202) 377-1984

MAR 181985

Honorable Mary Ann Gilleece Deputy Under Secretary of Defense (Acquisition Management) Pentagon, Room 3E144 Washington, D. C. 20301

Dear Ms. Gilleece:

I have received the joint letter of March 4, 1985, concerning the efforts of the Federal Coordinating Council on Science, Engineering and Technology (FCCSET) Committee on Intellectual Property to develop a policy framework within which more detailed Government procurement and assistance regulations dealing with technical data would be drafted and evaluated. As you recall, this effort was initiated at the request of Dr. Keyworth, the President's Science Advisor, and I am enclosing a copy of his original request.

This effort is not intended to conflict with or in any way limit the Federal Acquisition Regulation (FAR) authorities of the National Aeronautics and Space Administration (NASA), the Department of Defense (DOD), and the General Services Administration (GSA). However, as I trust you agree, the FAR is written against a backdrop of statutory and administrative policies that are often set outside the FAR system as such. For example, the FAR patent provisions must conform to the President's Memorandum and applicable statutes, including Chapter 18 of Title 35 and regulations issued thereunder. Similarly, if FCCSET or another higher authority can reach agreement on basic technical data principles, there would appear to be no reason why the FAR drafters should not be expected to conform the FAR to those principles.

The concerns expressed in Dr. Keyworth's letter remain valid. For years it has proven impossible to develop Federal Procurement Regulations (FPR) or FAR coverage in the technical data area for the civilian agencies. And there have been significant differences in the approaches adopted by DOD, NASA, Department of Energy (DOE), and other agencies that have issued regulations or other policy directives. We believe a major reason for this is the failure to reach agreement on basic objectives and principles. There is also legitimate concern whether existing regulations give sufficient weight to the policy objectives of this Administration. In particular, this Administration is strongly committed to the principle that private investment and development of Government supported research should be encouraged--as evidenced by the issuance of the President's 1983 Memorandum on Government Patent Policy.

Because of the obvious interest your agency has in technical data issues, we hope that you will continue to provide input and comments during the development of the Statement.

Sincerely,

(signed) Bruce Merrifield

D. Bruce Merrifield

Attachment

cc:

Honorable George A. Keyworth II (White House) Dr. Andrew Pettifor (OSTP) Mr. Allan Beres (GSA) Mr. Stuart J. Evans (NASA)

OPTI/FTMP/Norm Latker/Jesse/Lasken/rh 3/14/85 bc: Dr. Merrifield Egils Milbergs Dr. Milliams Norm Latker Chron Read estimate (are March = 19, - 1984 - terming and a

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WASHINGTON

THE WHITE HOUSE

#### Dear Bruce:

The allocation of rights to various technical data, developed in the performance of government contracts, is an issue with significant implications for future government-industry relationships. It is driven, for example, by the government's need to minimize the costs of the products and services it buys, as well as by industry's desire to maximize profits and maintain any competitive advantage. It is fundamental to the government's continued ability to obtain the services of the best of the private sector.

I believe that this is an issue of sufficient importance that any codification of the government's position on this issue, as in the technical data section of part 27 of the proposed <u>Federal Acquisition Regulations</u>, requires a thorough analysis and discussion by the various agencies, and by the private sector. I believe that the FCCSET Intellectual Property Committee would be an appropriate vehicle for examining the various kinds of technical data, for agreeing on the various government objectives in seeking access to, or protecting the proprietary nature of that data, and for developing the basis for an acceptable set of draft regulations for the government's rights to such data. Please keep me informed of your progress.

Yours truly, by Prynasel

G. A. Keyworth Science Advisor to the President

RECEIVE

MAR 2 1984

D. BRUCE MERRIE

Dr. D. Bruce Merrifield Assistant Secretary for Productivity, Technology and Innovation Department of Commerce Washington, D.C. 20230



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Mr. Travis Marshall Senior Vice President, Director of Government Regulations Motorola Incorporated 1303 East Algonquin Road Schaumburg, IL 60196

Mr. Robert W. Galvia Chairman and Chief Executive Officer Motorola Incorporated 1303 East Algonquin Road Schaumburg, IL 60196

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Mr. Thomas V. Jones Chairman and Chief Executive Officer Northrop Corporation 1840 Century Park East Los Angeles, CA 90067 Mr. S. J. Lukasik Vice President and Manager Research and Technology Center Northrop Corporation 1840 Century Park East Los Angeles, CA 90067

Mr. Nicholas Clements Vice President Paine Webber Incorporated 1285 Avenue of the Americas New York, NY 10019

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# COMMERCE TASK FORCE ON PATENT POLICY

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#### Office of Management and Budget

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### PRODUCT LIABILITY LIST (5/19/86)

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# November 1986

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Business Issues Analysis Division		1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 - 1997 -	
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Armondo Lopez. Economist	377_2011	4882	4886
Pamela R Nacci Financial Analyst	377_4007	4002	4886
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Nan nau toung, Aconomist	3//-1218	4885	4000

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Lois Hall. Secretary	377-1984	4824	4824	
Philip Goodman, Senior Technical Advisor	377-0825	4829	4824	
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Alan S. Whelihan, State/Local Metric Conversion Coord. Howard B. Ellsworth, Metric Conversion Coord.	377-3036 377-3036	4082 4082	4082 4082
Norma Kent, Secretary	377-3036	4817	4816
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Gerald T. Underwood, Project Leader Margaret Sexton, Secretary Gerard Helfrich, Special Projects Officer Pobert P. O'Walley, Special Projects Officer	377-0944 377-3036 377-0944 377-0639	4818 4817 4833 4817	4816 4816 4816 4816
Nobelt I. O Mailey, Special Projects officer	3,7-0033	4017	-010
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National Technical Information Service			e des anno 1997. Na Stàite ann an Stàite Na Stàite anns an Stàite
Joseph F. Caponio, Director Jill Shockley, Secretary Joseph E. Clark, Deputy Director Thomas J. Cox, Jr., Associate Director for Admin. Thomas P. Bold, Jr., Director, O/Administrative Mgmt.	487-4636 487-4636 487-4612 487-4736 487-4608	200 FO 200 FO 200 FO 207 FO 209 FO	RBES RBES RBES RBES RBES
Wayne J. Gallant, Budget Officer	487-4862	204 FO	RBES

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Shelby Weekly, Secretary	763-5192	2049	FB3
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Carol S. Carson, Deputy Director	523-0709	705	TOWER BE-2
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Scheduled Airline Ticket Office	(SATO)		377-1543	6880

#### BUILDING ABBREVIATIONS\*:

TOWER - Tower Building, 1401 K St., NW, Washington, DC, FORBES - Forbes Office Building, 8001 Forbes Place, Springfield, VA FB3 - Federal Building No. 3, Suitland & Silver Hill Roads, Suitland, MD

\* Rooms listed without an abbreviation are located in the Herbert C. Hoover Building (HCHB).

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UNITED STATES DEPARTMENT OF COMMERCE

The Assistant Secretary for Productivity, Technology and Innovation Washington, D.C. 20230

(202) 377-1984

MAR 181985

Honorable Mary Ann Gilleece Deputy Under Secretary of Defense (Acquisition Management) Pentagon, Room 3E144 Washington, D. C. 20301

Dear Ms. Gilleece:

I have received the joint letter of March 4, 1985, concerning the efforts of the Federal Coordinating Council on Science, Engineering and Technology (FCCSET) Committee on Intellectual Property to develop a policy framework within which more detailed Government procurement and assistance regulations dealing with technical data would be drafted and evaluated. As you recall, this effort was initiated at the request of Dr. Keyworth, the President's Science Advisor, and I am enclosing a copy of his original request.

This effort is not intended to conflict with or in any way limit the Federal Acquisition Regulation (FAR) authorities of the National Aeronautics and Space Administration (NASA), the Department of Defense (DOD), and the General Services Administration (GSA). However, as I trust you agree, the FAR is written against a backdrop of statutory and administrative policies that are often set outside the FAR system as such. For example, the FAR patent provisions must conform to the President's Memorandum and applicable statutes, including Chapter 18 of Title 35 and regulations issued thereunder. Similarly, if FCCSET or another higher authority can reach agreement on basic technical data principles, there would appear to be no reason why the FAR drafters should not be expected to conform the FAR to those principles.

The concerns expressed in Dr. Keyworth's letter remain valid. For years it has proven impossible to develop Federal Procurement Regulations (FPR) or FAR coverage in the technical data area for the civilian agencies. And there have been significant differences in the approaches adopted by DOD, NASA, Department of Energy (DOE), and other agencies that have issued regulations or other policy directives. We believe a major reason for this is the failure to reach agreement on basic objectives and principles. There is also legitimate concern whether existing regulations give sufficient weight to the policy objectives of this Administration. In particular, this Administration is strongly committed to the principle that private investment and development of Government supported research should be encouraged--as evidenced by the issuance of the President's 1983 Memorandum on Government Patent Policy.

Because of the obvious interest your agency has in technical data issues, we hope that you will continue to provide input and comments during the development of the Statement.

Sincerely,

'(signed) Bruce Merrifield

D. Bruce Merrifield

Attachment .....

Read

cc:

Honorable George A. Keyworth II (White House) Dr. Andrew Pettifor (OSTP) Mr. Allan Beres (GSA) Mr. Stuart J. Evans (NASA)

OPTI/FTMP/Norm Latker/Jepse/Lasken/rh 3/14/85 bc: Dr. Merrifield Eails Milbergs Dr. Milliams Norm Latker Chron

THE WHITE HOUSE

March 19, 1984

Dear Bruce:

مرجع مائند شنید و ادم در ۱۹۹۵ همید میشدهای فرو

The allocation of rights to various technical data, developed in the performance of government contracts, is an issue with significant implications for future government-industry relationships. It is driven, for example, by the government's need to minimize the costs of the products and services it buys, as well as by industry's desire to maximize profits and maintain any competitive advantage. It is fundamental to the government's continued ability to obtain the services of the best of the private sector.

I believe that this is an issue of sufficient importance that any codification of the government's position on this issue, as in the technical data section of part 27 of the proposed <u>Federal Acquisition Regulations</u>, requires a thorough analysis and discussion by the various agencies, and by the private sector. I believe that the FCCSET Intellectual Property Committee would be an appropriate vehicle for examining the various kinds of technical data, for agreeing on the various government objectives in seeking access to, or protecting the proprietary nature of that data, and for developing the basis for an acceptable set of draft regulations for the government's rights to such data. Please keep me informed of your progress.

Yours truly,

G. A. Keyworth Science Advisor to the President

Dr. D. Bruce Merrifield Assistant Secretary for Productivity, Technology and Innovation Department of Commerce Washington, D.C. 20230

> RECEIVE MAR 2↓ 1984 D. BRUCE MERRIE

#### Analysis of DOD Concerns as Stated in Secretary Weinberger's March 19, 1985 Letter

Concern--The statement would "prohibit efforts to negotiate for the right to obtain and use for competitive procurement purposes proprietary technical data pertaining to commercial or future commercial items for which defense has requirements."

Response--Sections 4 and 5 contain such limitations. However, they are based on language in Public Law 98-525 (and similar language in PL 98-577) which states at section 1202 that the Secretary of Defense should--

"...ensure that persons that have developed products or processes offered or to be offered for sale to the public are not required, as a condition for the procurement of such products or processes by the Department of Defense, to provide to the United States technical data relating to the design, development, or manufacture of such products or processes (except for such data as may be necessary for the United States to operate and maintain the product or use the process if obtained by the United States as an element of performance under the contract)."

However, as a result of Secretary Weinberger's letter we have added references to 10 USC 2320(c) in section 5 which gives DOD greater latitude than others in this area.

Concern--The statement would "require the government to limit its use of technical data pertaining to items developed with less than total government funds to such an extent that competition would be severely inhibited if not precluded."

Response--Aqain, section 5 places limitations on the right of the government to use proprietary data of a contractor for reprocurement when the data relates to a commercial product developed at private expense. However, it authorizes the use of form, fit, and function data relating to such commercial products for competitive purposes. We have also added the reference to 10 USC 2320(c) to satisfy Secretary Weinberger's concern. Other than data relating to privately developed commercial products, the draft statement does not prevent DOD from obtaining any type of technical data for competitive procurement purposes that relates to noncommercial products developed with partial government and partial contractor funding. Thus, if a contractor has used internal funds to begin the development of a noncommercial, military product the Statement would in no way prevent DOD from negotiating for technical data relating to this item.

Concern--The statement will "prohibit the government's requiring contractors to deliver technical data pertaining to items developed totally at government expense unless there is a specific need for the data. This prohibition appears to extend to follow-on contracts even though data needs not initially apparent may have become known." Response--We do not understand the basis for this statement. It appears to relate to the second paragraph of section 3 of one of our early drafts which advised agencies not to order expensive "manufacturing data" unless they foresee a need for it. This would not have affected DOD, since in most cases we assume DOD would be procuring the development of an item with an expectation of procuring it in the future if the item proves effective. Revised section 3 (now section 5) no longer contains the same language. In any case neither the earlier version or the current version should prevent DOD from obtaining technical data for procurement purposes in items wholly developed at government expense.

Concern--The statement would "preclude the acquisition of rights in software developed under a contract at government expense unless such software was a specific end product required by the contract. This, too, can serve as a bar to competitive procurement in certain situations."

Response--To fully respond it would be useful to know what type of "situations" are envisioned. However, in actual fact the statement does not precude the acquisition of rights in software unless it was a specific end product. Section 7 begins by stating the government only gets rights in software that is required to be delivered. The statement does not preclude an agency from specifying that software will be delivered.

It does state, however, that "normally" the delivery of software should not be required unless a purpose of the award is the creation of software. This is not an absolute requirement, but we believe it is a sound general rule. Scientists and engineers are constantly writing and altering computer programs to facilitate work under government R&D grants and contracts. In most cases the government is more interested in the end results than obtaining copies of software that was developed incidental to the carrying out of the work. Thus, it makes little sense in most cases for agencies to require delivery of such software. Furthermore, when a researcher sees a wider commercial market for his software, its delivery to the government will undermine his marketing efforts since it may become available to competitors through the Freedom of Information Act.

The first paragraph of section 7 may, in fact, require a change in DOD policy. The Defense Acquisition Regulation (DAR) Supplement now says that DOD will only acquire rights in computer software to meet its needs. However, it then goes on to state that DOD will take unlimited rights in computer software developed in the course of experimental, developmental, or research work specified under a contract. No explanation is given as to why DOD has such a broad need. We believe this may be the major policy issue presented by the draft Statement.

# DRAFT

#### Government Data Policy Statement (Revised 3/27/85)

S.

This statement provides guidance concerning the acquisition of technical data and software under government grants and contracts, except prime contracts for the operation of government-owned research or production facilities. However, it applies to subcontracts under such contracts. It is intended to (i) provide agencies with the flexibility to acquire technical data and software needed to fulfill their missions (ii) avoid unnecessary costs that result from the ordering of unneeded technical data; (iii) encourage the commercialization of new products and processes by contractors through the protection of technical data; and (iv) encourage the most gualified commercial concerns to participate in government research and development programs. It does not affect the classification of technical data and software for national security purposes.

Section 1. Definitions. As used in this Statement--

(a) "technical data" means recorded information of a scientific or technical nature. It does not include software or financial, administrative, cost and pricing, management data, and other information incidental to contract administration;

(b) "manufacturing data" means technical data and software used for the manufacture of a product or performance of a process on a commercial scale;

(c) The term "contract" includes subcontracts and the term "contractor" includes subcontractors; and

(d) "software" means computer programs, computer data bases, and documentation thereof.

Section 2. Treatment of Proposals. Proposals that have not been incoporated in an award shall be treated as confidential and not disclosed outside the government without the submitter's permission except for evaluation purposes. Parts of proposals that are incorporated in awards and which contain trade secrets or commercial or financial information shall also be treated as confidential if properly marked. Agencies shall not discriminate against marked proposals.

<u>Section 3.</u> Scope of Data Rights Clauses. Technical data delivery requirements should normally be fully set out at the time of contracting, but deferred ordering provisions may be used to add additional deliverables. Any rights which the government obtains to technical data will be limited to rights in data specifically required to be delivered or prepared. Section 4. Supply Contracts. Agencies procuring standard commercial products may obtain technical data necessary for operation, maintenance or repair but not for reprocurement purposes. Notwithstanding, manufacturing data should not normally be sought.

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Section 5. Engineering Development Contracts. Contracts for engineering development should be structured to prevent the disclosure of proprietary technical data related to commercial products or processes developed at private expense by contractors. For example, agencies should normally accept form, fit, and function data in lieu of manufacturing data. Or, if manufacturing data is needed, the contractor shall be allowed to mark as proprietary any data that relates to commercial products or processes developed at private expense; and the right of the government to use and disclose the data shall be specified in the contract, and shall not include the right to use the data for reprocurement purposes (except for Defense Department contracts to which 10 USC 2320(c) is applied). Use of deferred delivery provisions should also be considered. A competitive procurement of an item developed under an engineering development contract should not include in the solicitation any proprietary manufacturing data that relates to a product or process developed at private expense by a contractor which is offered or to be offered for sale commercially by the contractor (except when 10 USC 2320(c) was applied to such data).

Any technical data delivered under an engineering development contract that relates to an item develped wholly under the contract shall be taken without restrictions if competitive acquisition of the item is anticipated. When competitive acquistion is not anticipated, the contractor will be allowed to retain ownership of any such data delivered, and the agency shall reserve an unrestricted, royalty-free right to use or have its contractors use the technical data for governmental purposes (excluding publication outside the government). However, if mission needs require and this is consistent with PL 98-525 or 577, agencies may also acquire publication and other rights. Other technical data not related directly to items developed under the contract normally shall be taken without restrictions.

<u>Section 6.</u> <u>Contracts for Basic and Applied Research.</u> Agencies will normally take technical data delivered under a basic or applied research contract with the unlimited right to use and publish such data, subject to any other provisions of the contract related to inventions and patents. However, if the research involves a contractor's privately developed products or processes or if it is otherwise agreed to by the parties, proprietary data of the contractor shall be protected.

<u>Section 7.</u> <u>Assistance Awards.</u> Agencies normally should not require delivery of technical data under grants or cooperative agreements except as necessary to verify the awardee's performance. The awardee normally will be allowed to retain all

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rights in technical data delivered or produced under such awards, including the right to publish and/or assert copyright, although the agency may acquire a nonexclusive, royalty-free, and worldwide license to use such technical data that is delivered or published by the awardee for internal government purposes. When considered necessary to meet program objectives or statutory requirements, agencies may also (i) reserve the right to publish technical data delivered under a grant or cooperative agreement if the awardee fails to publish the results of the research within a reasonable time and/or (ii) expand the government's license to cover State and local governments.

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Section 8. Software. Unless its delivery is specifically required, agencies shall not normally acquire rights in software generated under contracts or grants. Delivery of software shall not normally be required unless a purpose of the award is the creation of software. If software has commercial potential, agencies should normally accept license rights in lieu of ownership; and consideration should be given to allowing software documentation to be maintained on the contractor's premises.

When an agency acquires existing proprietary software, it shall accept appropriate conditions limiting its right to use and disclose the software. This includes cases when proprietary software is modified to accommodate particular agency needs.

Software within the definition of "manufacturing data" at section 1(b) is subject to sections 3-7 and not this section.

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UNITED STATES DEPARTMENT OF COMMERCE The Assistant Secretary for Productivity, Technology and Innovation Washington, D.C. 20230

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Honorable Mary Ann Gilleece Deputy Under Secretary of Defense (Acquisition Management) Pentagon, Room 3E144 Washington, D. C. 20301

Dear Ms. Gilleece:

I have received the joint letter of March 4, 1985, concerning the efforts of the Federal Coordinating Council on Science, Engineering and Technology (FCCSET) Committee on Intellectual Property to develop a policy framework within which more detailed Government procurement and assistance regulations dealing with technical data would be drafted and evaluated. As you recall, this effort was initiated at the request of Dr. Keyworth, the President's Science Advisor, and I am enclosing a copy of his original request.

This effort is not intended to conflict with or in any way limit the Federal Acquisition Regulation (FAR) authorities of the National Aeronautics and Space Administration (NASA), the Department of Defense (DOD), and the General Services Administration (GSA). However, as I trust you agree, the FAR is written against a backdrop of statutory and administrative policies that are often set outside the FAR system as such. For example, the FAR patent provisions must conform to the President's Memorandum and applicable statutes, including Chapter 18 of Title 35 and regulations issued thereunder. Similarly, if FCCSET or another higher authority can reach agreement on basic technical data principles, there would appear to be no reason why the FAR drafters should not be expected to conform the FAR to those principles.

The concerns expressed in Dr. Keyworth's letter remain valid. For years it has proven impossible to develop Federal Procurement Regulations (FPR) or FAR coverage in the technical data area for the civilian agencies. And there have been significant differences in the approaches adopted by DOD, NASA, Department of Energy (DOE), and other agencies that have issued regulations or other policy directives. We believe a major reason for this is the failure to reach agreement on basic objectives and principles. There is also legitimate concern whether existing regulations give sufficient weight to the policy objectives of this Administration. In particular, this Administration is strongly committed to the principle that private investment and development of Government supported research should be encouraged--as evidenced by the issuance of the President's 1983 Memorandum on Government Patent Policy.

Because of the obvious interest your agency has in technical data issues, we hope that you will continue to provide input and comments during the development of the Statement.

Sincerely,

(signed) Bruce Merrifield

D. Bruce Merrifield

Attachment

cc:

: Honorable George A. Keyworth II (White House) Dr. Andrew Pettifor (OSTP) Mr. Allan Beres (GSA) Mr. Stuart J. Evans (NASA)

OPTI/FTMP/Norm Latker/Jesse/Lasken/rh 3/14/85

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bc: Dr. Merrifield Egils Milbergs Dr. Williams Norm Latker Chron Read

#### March 19, 1984

THE WHITE HOUSE

WASHINGTON

#### Dear Bruce:

The allocation of rights to various technical data, developed in the performance of government contracts, is an issue with significant implications for future government-industry relationships. It is driven, for example, by the government's need to minimize the costs of the products and services it buys, as well as by industry's desire to maximize profits and maintain any competitive advantage. It is fundamental to the government's continued ability to obtain the services of the best of the private sector.

I believe that this is an issue of sufficient importance that any codification of the government's position on this issue, as in the technical data section of part 27 of the proposed <u>Federal Acquisition Regulations</u>, requires a thorough analysis and discussion by the various agencies, and by the private sector. I believe that the FCCSET Intellectual Property Committee would be an appropriate vehicle for examining the various kinds of technical data, for agreeing on the various government objectives in seeking access to, or protecting the proprietary nature of that data, and for developing the basis for an acceptable set of draft regulations for the government's rights to such data. Please keep me informed of your progress.

Yours truly,

G. A. Keyworth Science Advisor to the President

Dr. D. Bruce Merrifield Assistant Secretary for Productivity, Technology and Innovation Department of Commerce Washington, D.C. 20230

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AUG 25 1978

(312) 263-3288

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LAWBYRINTH

August 22, 1978

Senator Robert Dole Russell Senate Office Building Washington, D. C. 20510

Dear Senator Dole:

Thank you for your letter of August 14, 1978 and the page from the Congressional Record dated Wednesday, August 9, 1978. I had already sent you a communication dated August 14, 1978 commending and supporting your position based on your news release. I am still amazed at the clarity with which you have analyzed the problem, and the logic of your proposed solution.

Patents generally are not of universal interest, and some of your colleagues, namely Nelson and Long, no doubt have made hay back home in haranguing on the governments' treatment of them. In fact, dealing with inventions is fairly intricate, and patents are a vital link for effecting the transfer of technology you refer to.

I believe that much of the furor and confusion expressed by some of your colleagues and members of the administration stem from a lack of understanding of just what a patent is and how it functions. There seems to be a real hang-up over the concept of granting anyone a monopoly, albeit a very restricted one. In truth it is not very much of a monopoly. The worst that can happen is that a competitor affected by another's patent may have to get off his duff and develop something as good or better in order to compete. In this sense, patents can be a strong force for stimulating competition. There may be a temporary howl, but any company still in the business of making buggy whips should upgrade its product line. Senator Robert Dole August 22, 1978 Page 2

As a final comment, I was particularly pleased with your reference to the position of the patent counsel for the DHEW. I have known Mr. Norm Latker for many years and am intimately aware of his stand on the handling of these matters--even to the point of jeopardizing his job. In my opinion, Mr. Latker has done more toward placing DHEW sponsored inventions into the hands of the public than any other individual and perhaps more than all of the rest of DHEW combined.

If I can be of further assistance in this matter, I am at your service.

Very truly yours, Cay C. Omder Ray E. Snyder

RES:cs

bcc:Donald W. Banner, Esq. Howard Bremmer, Esq. Mr. Paul R. Keenan Dr. Martin Rachmeler Norman J. Latker, Esq.

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