

119TH CONGRESS  
1ST SESSION

# H. R. 4009

To amend title 17, United States Code, to reaffirm the importance of, and include requirements for, works incorporated by reference into law, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

JUNE 13, 2025

Mr. ISSA (for himself and Ms. ROSS) introduced the following bill; which was referred to the Committee on the Judiciary

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## A BILL

To amend title 17, United States Code, to reaffirm the importance of, and include requirements for, works incorporated by reference into law, and for other purposes.

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 “Protecting and En-  
5 hancing Public Access to Codes Act” or the “Pro Codes  
6 Act”.

7 **SEC. 2. FINDINGS.**

8 Congress finds the following:

1           (1) Congress, the executive branch, and State  
2           and local governments have long recognized that the  
3           people of the United States benefit greatly from the  
4           work of private standards development organizations  
5           with expertise in highly specialized areas.

6           (2) The organizations described in paragraph  
7           (1) create technical standards and voluntary con-  
8           sensus standards through a process requiring open-  
9           ness, balance, consensus, and due process to ensure  
10          all interested parties have an opportunity to partici-  
11          pate in standards development.

12          (3) The standards that result from the process  
13          described in paragraph (2) are used by private in-  
14          dustry, academia, the Federal Government, and  
15          State and local governments that incorporate those  
16          standards by reference into laws and regulations.

17          (4) The standards described in paragraph (3)  
18          further innovation, commerce, and public safety, all  
19          without cost to governments or taxpayers because  
20          standards development organizations fund the proc-  
21          ess described in paragraph (2) through the sale and  
22          licensing of their standards.

23          (5) Congress and the executive branch have re-  
24          peatedly declared that, wherever possible, govern-  
25          ments should rely on voluntary consensus standards

1 and have set forth policies and procedures by which  
2 those standards are incorporated by reference into  
3 laws and regulations and that balance the interests  
4 of access with protection for copyright.

5 (6) Circular A–119 of the Office of Manage-  
6 ment and Budget entitled “Federal Participation in  
7 the Development and Use of Voluntary Consensus  
8 Standards and in Conformity Assessment Activi-  
9 ties”, issued in revised form on January 27, 2016,  
10 recognizes the benefits of voluntary consensus stand-  
11 ards and incorporation by reference, stating that  
12 “[i]f a standard is used and published in an agency  
13 document, your agency must observe and protect the  
14 rights of the copyright holder and meet any other  
15 similar obligations.”.

16 (7) Federal agencies have relied extensively on  
17 the incorporation by reference system to leverage the  
18 value of technical standards and voluntary consensus  
19 standards for the benefit of the public, resulting in  
20 more than 23,000 sections in the Code of Federal  
21 Regulations that incorporate by reference technical  
22 and voluntary consensus standards.

23 (8) State and local governments have also rec-  
24 ognized that technical standards and voluntary con-  
25 sensus standards are critical to protecting public

1 health and safety, which has resulted in many such  
2 governments—

3 (A) incorporating those standards by ref-  
4 erence into their laws and regulations; or

5 (B) entering into license agreements with  
6 standards development organizations to use the  
7 standards created by those organizations.

8 (9) Standards development organizations rely  
9 on copyright protection to generate the revenues  
10 necessary to fund the voluntary consensus process  
11 and to continue creating and updating these impor-  
12 tant standards.

13 (10) The people of the United States have a  
14 strong interest in—

15 (A) ensuring that standards development  
16 organizations continue to utilize a voluntary  
17 consensus process—

18 (i) in which all interested parties can  
19 participate; and

20 (ii) that continues to create and up-  
21 date standards in a timely manner to—

22 (I) account for technological ad-  
23 vances;

24 (II) address new threats to public  
25 health and safety; and

1 (III) improve the usefulness of  
2 those standards; and

3 (B) the provision of access that allows peo-  
4 ple to read technical and voluntary consensus  
5 standards that are incorporated by reference  
6 into laws and regulations.

7 (11) As of the date of enactment of this Act,  
8 many standards development organizations make  
9 their standards available to the public free of charge  
10 online in a manner that does not substantially dis-  
11 rupt the ability of those organizations to earn rev-  
12 enue from the industries and professionals that pur-  
13 chase copies and subscription-access to those stand-  
14 ards (such as through read-only access), which en-  
15 sures that the public may read the current, accurate  
16 version of such a standard without significantly  
17 interfering with the revenue model that has long  
18 supported those organizations and their creation of,  
19 and investment in, new standards.

20 (12) Through this Act, and the amendments  
21 made by this Act, Congress intends to balance the  
22 goals of furthering the creation of standards and en-  
23 suring public access to standards that are incor-  
24 porated by reference into law or regulation.

1 **SEC. 3. WORKS INCORPORATED BY REFERENCE INTO LAW.**

2 (a) IN GENERAL.—Chapter 1 of title 17, United  
3 States Code, is amended by adding at the end the fol-  
4 lowing:

5 **“§ 123. Works incorporated by reference into law**

6 “(a) DEFINITIONS.—In this section:

7 “(1) CIRCULAR A–119.—The term ‘Circular A–  
8 119’ means Circular A–119 of the Office of Manage-  
9 ment and Budget entitled ‘Federal Participation in  
10 the Development and Use of Voluntary Consensus  
11 Standards and in Conformity Assessment Activities’,  
12 issued in revised form on January 27, 2016.

13 “(2) INCORPORATED BY REFERENCE.—

14 “(A) IN GENERAL.—The term ‘incor-  
15 porated by reference’ means, with respect to a  
16 standard, that the text of a Federal, State,  
17 local, or municipal law or regulation—

18 “(i) references all or part of the  
19 standard; and

20 “(ii) does not copy the text of that  
21 standard directly into that law or regula-  
22 tion.

23 “(B) APPLICATION.—The creation or pub-  
24 lication of a work that includes both the text of  
25 a law or regulation and all or part of a stand-  
26 ard that has been incorporated by reference, as

1 described in subparagraph (A), shall not affect  
2 the status of the standard as incorporated by  
3 reference under that subparagraph.

4 “(3) STANDARD.—The term ‘standard’ means a  
5 standard or code that is—

6 “(A) a technical standard, as that term is  
7 defined in section 12(d) of the National Tech-  
8 nology Transfer and Advancement Act of 1995  
9 (15 U.S.C. 272 note); or

10 “(B) a voluntary consensus standard, as  
11 that term is used for the purposes of Circular  
12 A–119.

13 “(4) STANDARDS DEVELOPMENT ORGANIZA-  
14 TION.—The term ‘standards development organiza-  
15 tion’ means a holder of a copyright under this title  
16 that plans, develops, establishes, or coordinates vol-  
17 untary consensus standards using procedures that  
18 incorporate the attributes of openness, balance of in-  
19 terests, due process, an appeals process, and con-  
20 sensus in a manner consistent with the requirements  
21 of Circular A–119.

22 “(5) PUBLICLY ACCESSIBLE ONLINE.—

23 “(A) IN GENERAL.—The term ‘publicly ac-  
24 cessible online’, with respect to material, means  
25 that the material is displayed for review in a

1 readily accessible manner on a public website  
2 that conforms with the accessibility require-  
3 ments of section 508 of the Rehabilitation Act  
4 of 1973 (29 U.S.C. 794d), including the regula-  
5 tions implementing that section as set forth in  
6 part 1194 of title 36, Code of Federal Regula-  
7 tions, or any successor regulation.

8 “(B) RULE OF CONSTRUCTION.—If a user  
9 is required to create an account or agree to the  
10 terms of service of a website or organization in  
11 order to access material online, that require-  
12 ment shall not be construed to render the mate-  
13 rial not publicly accessible online for the pur-  
14 poses of subparagraph (A), if—

15 “(i) there is no monetary cost to the  
16 user to access that material; and

17 “(ii) no personally identifiable infor-  
18 mation collected pursuant to such a re-  
19 quirement is used without the affirmative  
20 and express consent of the user.

21 “(b) STANDARDS INCORPORATED BY REFERENCE  
22 INTO LAW OR REGULATION.—A standard to which copy-  
23 right protection subsists under section 102(a) at the time  
24 of its fixation shall retain such protection, notwithstanding  
25 that the standard is incorporated by reference, if the appli-



1 cable standards development organization, within a rea-  
 2 sonable period of time after obtaining actual or construc-  
 3 tive notice that the standard has been incorporated by ref-  
 4 erence, makes all portions of the standard so incorporated  
 5 publicly accessible online at no monetary cost and in a  
 6 format that includes a searchable table of contents and  
 7 index, or equivalent aids to facilitate the location of spe-  
 8 cific content.

9 “(c) BURDEN OF PROOF.—In any proceeding in  
 10 which a party asserts that a standards development orga-  
 11 nization has failed to comply with the requirements under  
 12 subsection (b) for retaining copyright protection with re-  
 13 spect to a standard, the burden of proof shall be on the  
 14 party making that assertion to prove that the standards  
 15 development organization has failed to comply with those  
 16 requirements.”.

17 (b) TECHNICAL AND CONFORMING AMENDMENT.—  
 18 The table of sections for chapter 1 of title 17, United  
 19 States Code, is amended by adding at the end the fol-  
 20 lowing:

“123. Works incorporated by reference into law.”.

21 **SEC. 4. STUDY OF STANDARDS COST TO GOVERNMENTS.**

22 (a) IN GENERAL.—The Comptroller General of the  
 23 United States shall conduct a study on the financial im-  
 24 pact to Federal, State, and local governments in the

1 United States associated with acquiring access to stand-  
2 ards incorporated by reference into law.

3 (b) SCOPE.—The study under subsection (a) shall—

4 (1) analyze the total expenditure by government  
5 entities for accessing these standards;

6 (2) assess any financial burdens or resource  
7 constraints these costs impose on governments, par-  
8 ticularly for smaller municipalities;

9 (3) evaluate the cost-effectiveness of current  
10 mechanisms for acquiring these standards; and

11 (4) examine the impacts on public services due  
12 to the costs associated with accessing these stand-  
13 ards.

14 (c) REPORT.—Not later than 2 years after the date  
15 of the enactment of this Act, the Comptroller General shall  
16 submit a report to Congress that includes—

17 (1) the findings of the study conducted under  
18 subsection (a); and

19 (2) recommendations to mitigate any adverse fi-  
20 nancial impacts identified by the study, including  
21 suggestions for legislative or administrative actions  
22 as appropriate.

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