AN BILLE UM NOCHTADH COSANTA, 2013
PROTECTED DISCLOSURES BILL 2013

Mar a tionscaíodh
As initiated

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1. — (1) This Act may be cited as the Protected Disclosures Act 2013.

(2) This Act comes into operation on such day or days as the Minister may appoint by order or orders either generally or with reference to any particular purpose or provision and different days may be so appointed for different purposes or different provisions.

2. — The Minister shall—

(a) not later than the end of the period of 5 years beginning on the day on which this Act is passed, commence a review of the operation of this Act, and

(b) not more than 12 months after the end of that period, make a report to each House of the Oireachtas of the findings made on the review and of the conclusions drawn from the findings.

3. — (1) In this Act—

“contract of employment” means contract of service or apprenticeship, whether express or implied, and (if express) whether oral or in writing;
“disclosure”, in a case in which information disclosed is information of which the person receiving the information is already aware, means bringing to the person’s attention;

“educational establishment” means any university, college, school or other educational establishment;

“employee” has the meaning given by section 1 of the Unfair Dismissals Act 1977;

“employer”, in relation to a worker, means (subject to subsection (2)(b)) the person with whom the worker entered into, or for whom the worker works or worked under, a contract of employment or any other contract whereby the worker undertook to do or perform personally any work or services, and includes—

(a) a person (other than another worker with the same employer) under whose direction and control the worker works or worked,

(b) in the case of a person who is a worker by virtue of paragraph (c) of the definition of that term, the person who substantially determines or determined the terms on which the worker was engaged, and

(c) in the case of a person who is a worker by virtue of paragraph (d) of the definition of that term, the person who provides or provided the work experience or training;

“member of the Garda Síochána” has the meaning given by section 3 of the Garda Síochána Act 2005;

“Minister” means Minister for Public Expenditure and Reform;

“penalisation” means any act or omission that affects a worker to the worker’s detriment, and in particular includes—

(a) suspension, lay-off or dismissal,

(b) demotion or loss of opportunity for promotion,

(c) transfer of duties, change of location of place of work, reduction in wages or change in working hours,

(d) the imposition or administering of any discipline, reprimand or other penalty (including a financial penalty),

(e) unfair treatment,

(f) coercion, intimidation or harassment,

(g) discrimination, disadvantage or unfair treatment,

(h) injury, damage or loss, and

(i) threat of reprisal;

“protected disclosure” shall be construed in accordance with section 5;

“public body” means—

(a) a Department of State,
(b) a local authority within the meaning of the Local Government Act 2001,

c) any other entity established by or under any enactment (other than the Companies Acts), statutory instrument or charter or any scheme administered by a Minister of the Government,

d) a company (within the meaning of the Companies Acts) a majority of the shares in which are held by or on behalf of a Minister of the Government,

e) a subsidiary (within the meaning of the Companies Acts) of such a company,

f) an entity established or appointed by the Government or a Minister of the Government,

g) any entity (other than one within paragraph (e)) that is directly or indirectly controlled by an entity within any of paragraphs (b) to (f), or

h) an entity on which any functions are conferred by or under any enactment (other than the Companies Acts), statutory instrument or charter,

(i) an institution of higher education (within the meaning of the Higher Education Authority Act 1971) in receipt of public funding;

“relevant information” shall be construed in accordance with section 5(2);

“relevant wrongdoing” shall be construed in accordance with subsections (3) to (5) of section 5;

“trade union official” means an official of a trade union licensed under the Trade Union Acts 1871 to 1990;

“worker” means an individual who—

(a) entered into or works or worked under a contract of employment,

(b) entered into or works or worked under any other contract, whether express or implied and (if it is express) whether oral or in writing, whereby the individual—

(i) undertook to do or perform personally any work or services for another party to the contract whose status is not by virtue of the contract that of a client or customer of any profession or business undertaking carried on by the individual, or

(ii) undertook to do or perform (whether personally or otherwise) any work or services for another such party to the contract, for the purposes of the party’s business, in a place not under the control or management of the party,

(c) works or worked for a person in circumstances in which—
the individual is introduced or supplied to do the work by a third person, and

(ii) the terms on which the individual is engaged to do the work are or were in practice substantially determined not by the individual but by the person for whom the individual works or worked, by the third person or by both of them,

or

(d) is or was provided with work experience pursuant to a training course or programme or with training for employment (or with both) otherwise than—

(i) under a contract of employment, or

(ii) by an educational establishment on a course provided by the establishment,

and any reference to a worker being employed or to employment shall be construed accordingly.

(2) For the purposes of this Act—

(a) a person who holds or has held office under, or in the service of, the State, including—

(i) as a member of the Garda Síochána,

(ii) as a member of the Permanent Defence Force (within the meaning of the Defence Act 1954) or the Reserve Defence Force (within the meaning of that Act), or

(iii) otherwise as a civil servant (within the meaning of the Civil Service Regulation Act 1956),

shall be deemed to be a worker;

(b) “employer”, in relation to a member of the Garda Síochána (other than the Commissioner of the Garda Síochána), means the Commissioner of the Garda Síochána.

4.—The expenses incurred by the Minister under this Act shall be paid out of moneys provided by the Oireachtas.

PART 2

PROTECTED DISCLOSURES

5.—(1) For the purposes of this Act “protected disclosure” means, subject to subsection (6) and sections 17 and 18, a disclosure of relevant information made by a worker in accordance with section 6, 7, 8, 9 or 10.

(2) For the purposes of this Act information is “relevant information” if—
(a) in the reasonable belief of the worker, it tends to show one or more relevant wrongdoings, and

(b) it came to the attention of the worker in connection with the worker’s employment.

(3) The following matters are relevant wrongdoings for the purposes of this Act—

(a) that an offence has been, is being or is likely to be committed,

(b) that a person has failed, is failing or is likely to fail to comply with any legal obligation, other than one arising under the worker’s contract of employment or other contract whereby the worker undertakes to do or perform personally any work or services,

(c) that a miscarriage of justice has occurred, is occurring or is likely to occur,

(d) that the health or safety of any individual has been, is being or is likely to be endangered,

(e) that the environment has been, is being or is likely to be damaged,

(f) that an unlawful or otherwise improper use of funds or resources of a public body, or of other public money, has occurred, is occurring or is likely to occur,

(g) that an act or omission by or on behalf of a public body is oppressive, discriminatory or grossly negligent or constitutes gross mismanagement, or

(h) that information tending to show any matter falling within any of the preceding paragraphs has been, is being or is likely to be concealed or destroyed.

(4) For the purposes of subsection (3) it is immaterial whether a relevant wrongdoing occurred, occurs or would occur in the State or elsewhere and whether the law applying to it is that of the State or that of any other country or territory.

(5) A matter is not a relevant wrongdoing if it is a matter which it is the function of the worker or the worker’s employer to detect, investigate or prosecute and does not consist of or involve an act or omission on the part of the employer.

(6) A disclosure of information in respect of which a claim to legal professional privilege could be maintained in legal proceedings is not a protected disclosure if it is made by a person to whom the information was disclosed in the course of obtaining legal advice.

(7) The motivation for making a disclosure is irrelevant to whether or not it is a protected disclosure.

(8) In proceedings involving an issue as to whether a disclosure is a protected disclosure it shall be presumed, until the contrary is proved, that it is.

(9) A disclosure made before the date of the passing of this Act may be a protected disclosure.
Disclosure to employer or other responsible person.

6.—(1) A disclosure is made in accordance with this section if the worker makes it—

(a) to the worker’s employer, or

(b) where the worker reasonably believes that the relevant wrongdoing which the disclosure tends to show relates solely or mainly—

(i) to the conduct of a person other than the worker’s employer, or

(ii) to something for which a person other than the worker’s employer has legal responsibility,

(2) A worker who, in accordance with a procedure the use of which by the worker is authorised by the worker’s employer, makes a disclosure to a person other than the employer is to be treated for the purposes of this Act as making the disclosure to the employer.

Disclosure to prescribed person.

7.—(1) A disclosure is made in accordance with this section if the worker—

(a) makes the disclosure to a person prescribed under subsection (2)(a), and

(b) reasonably believes—

(i) that the relevant wrongdoing falls within the description of matters in respect of which the person is prescribed under subsection (2)(b), and

(ii) that the information disclosed, and any allegation contained in it, are substantially true.

(2) The Minister may by order—

(a) prescribe such persons as, by reason of the nature of their responsibilities or functions, appear appropriate to be recipients of disclosures of relevant wrongdoings falling within the description of matters in respect of which they are prescribed, and

(b) prescribe in respect of each prescribed person such description of matters as appears appropriate by reason of the nature of the responsibilities or functions of the person.

(3) Every order under subsection (2) shall be laid before each House of the Oireachtas as soon as may be after it is made and, if a resolution annulling the order is passed by either such House within the next 21 days on which that House has sat after the order is laid before it, the order shall be annulled accordingly, but without prejudice to the validity of anything previously done under the order.

Disclosure to Minister.

8.—A disclosure is made in accordance with this section if—

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(a) the worker is or was employed in a public body, and

(b) the disclosure is made to a Minister of the Government on whom any function relating to the public body is conferred or imposed by or under any enactment.

9.—A disclosure is made in accordance with this section if it is made by the worker in the course of obtaining legal advice from a barrister, solicitor or trade union official.

10.—(1) A disclosure is made in accordance with this section if it is made otherwise than in accordance with sections 6 to 9 and—

(a) the worker reasonably believes that the information disclosed, and any allegation contained in it, are substantially true,

(b) the disclosure is not made for personal gain,

(c) any one or more of the conditions in subsection (2) is met, and

(d) in all the circumstances of the case, it is reasonable for the worker to make the disclosure.

(2) The conditions referred to in subsection (1)(c) are—

(a) that, at the time the worker makes the disclosure, the worker reasonably believes that the worker will be subjected to penalisation by the worker’s employer if the worker makes a disclosure in accordance with section 6, 7 or 8,

(b) that, in a case where no relevant person is prescribed for the purposes of section 7 in relation to the relevant wrongdoing, the worker reasonably believes that it is likely that evidence relating to the relevant wrongdoing will be concealed or destroyed if the worker makes a disclosure under section 6,

(c) that the worker has previously made a disclosure of substantially the same information—

(i) in accordance with section 6, or

(ii) in accordance with section 7 or 8,

and

(d) that the relevant wrongdoing is of an exceptionally serious nature.

(3) In determining for the purposes of subsection (1)(d) whether it is reasonable for the worker to make the disclosure regard shall be had, in particular, to—

(a) the identity of the person to whom the disclosure is made,

(b) in a case falling within subsection (2)(a), (b) or (c), the seriousness of the relevant wrongdoing,
(c) in a case falling within subsection (2)(a), (b) or (c), whether the relevant wrongdoing is continuing or is likely to occur in the future,

(d) in a case falling within subsection (2)(a), (b) or (c), whether the disclosure is made in breach of a duty of confidentiality owed by the worker’s employer to any other person,

(e) in a case falling within subsection (2)(c), any action which the employer of the worker or the person to whom the previous disclosure was made has taken or might reasonably be expected to have taken as a result of the previous disclosure, and

(f) in a case falling within subsection (2)(c)(i), whether in making the disclosure to the employer the worker complied with any procedure the use of which by the worker was authorised by the employer.

(4) For the purposes of this section a subsequent disclosure may be regarded as a disclosure of substantially the same information as that disclosed by a previous disclosure as mentioned in subsection (2)(c) even though the subsequent disclosure extends to information about action taken or not taken by any person as a result of the previous disclosure.

(5) In subsection (1)(b) “personal gain” excludes any reward payable under or by virtue of any enactment.

PART 3

11.—The Unfair Dismissals Act 1977 is amended—

(a) in section 1 by inserting the following definitions:

“‘protected disclosure’ has the meaning given by the Protected Disclosures Act 2013;“;

‘relevant wrongdoing’ has the meaning given by the Protected Disclosures Act 2013;“;

(b) in section 6 by inserting the following paragraph after paragraph (b) of subsection (2):

“(ba) the employee having made a protected disclosure;“;

(c) in section 6 by inserting the following subsection after subsection (2C):

“(2D) Sections 3 and 4 do not apply to a case falling within paragraph (ba) of subsection (2) and that paragraph applies to a person who would otherwise be excluded from this Act by any of paragraphs (a) to (c) and (f) to (k) of section 2(1).“;

(d) in section 7 by inserting the following subsection after subsection (1):
“(1A) In relation to a case falling within section 6(2)(ba) the reference in subsection (1)(c)(i) to 104 weeks has effect as if it were a reference to 260 weeks.”;

and

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(e) in section 7 by inserting the following subsection after subsection (2A):

“(2B) Where—

(a) the dismissal of an employee results wholly or mainly from the employee having made a protected disclosure, and

(b) the investigation of the relevant wrongdoing concerned was not the sole or main motivation for making the disclosure,

the amount of compensation that is just and equitable may be up to 50 per cent less than the amount that it would otherwise be.”.

12.—(1) An employer shall not penalise or threaten penalisation against an employee, or cause or permit any other person to penalise or threaten penalisation against an employee, for having made a protected disclosure.

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(2) Subsection (1) does not apply to the dismissal of an employee to whom section 6(2)(ba) of the Unfair Dismissals Act 1977 applies.

(3) Schedule 1 shall have effect in relation to an alleged contravention of subsection (1).

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(4) Subsection (3) does not apply in relation to the penalisation of an employee if the employee is within paragraph (d) or (e) of section 2(1) of the Unfair Dismissals Act 1977.

(5) Any person who, on examination authorised under paragraph 3(1) of Schedule 1, wilfully makes any material statement which the person knows to be false or does not believe to be true commits an offence and is liable on summary conviction to a class A fine or imprisonment for a term not exceeding 12 months or both.

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(6) A person to whom a notice under paragraph 3(2) of Schedule 1 has been given and who refuses or wilfully neglects to attend in accordance with the notice or who, having so attended, refuses to give evidence or refuses or wilfully fails to produce any document to which the notice relates commits an offence and is liable on summary conviction to a class A fine.

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(7) A document purporting to be signed by the chairperson or a deputy chairperson of the Labour Court stating that—

(a) a person named in the document was, by a notice under paragraph 3(2) of Schedule 1, required to attend before the Labour Court on a day and at a time and place specified in the document, to give evidence or produce a document, or both, and

(b) a sitting of the Labour Court was held on that day and at that time and place, and the person did not attend before

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the Labour Court pursuant to the notice or, having so attended, refused to give evidence or refused or wilfully failed to produce the document,

shall, in a prosecution of the person for an offence under subsection (6), be evidence of the matters so stated without further proof unless the contrary is shown.

(8) Summary proceedings for an offence under subsection (5) or (6) may be brought and prosecuted by the Minister for Jobs, Enterprise and Innovation.

(9) Where an offence under subsection (5) or (6) is committed by a body corporate and it is proved that the offence was committed with the consent or connivance, or was attributable to any wilful neglect, of a person who was a director, manager, secretary or other officer of the body corporate, or a person purporting to act in that capacity, that person, as well as the body corporate, is guilty of an offence and may be proceeded against and punished as if he or she were guilty of the first-mentioned offence.

(10) Where the affairs of a body corporate are managed by its members, subsection (9) applies in relation to the acts and defaults of a member in connection with his or her functions of management as if he or she were a director or manager of the body corporate.

13.—(1) If a person causes detriment to another person because the other person or a third person made a protected disclosure, the person to whom the detriment is caused has a right of action in tort against the person by whom the detriment is caused.

(2) A person may not both—

(a) pursue a right of action under subsection (1) against a person in respect of a matter, and

(b) in respect of the same matter make or present against the same person—

(i) a claim for redress under the Unfair Dismissals Acts 1977 to 2007,

(ii) a complaint under Schedule 1,

(iii) a complaint under section 114 of the Defence Act 1954 or section 6 of the Ombudsman (Defence Forces) Act 2004, or

(iv) a claim for redress in accordance with regulations made under section 124A of the Garda Síochána Act 2005.

(3) In subsection (1) “detriment” includes—

(a) coercion, intimidation or harassment,

(b) discrimination, disadvantage or adverse treatment in relation to employment (or prospective employment),
(c) injury, damage or loss, and

(d) threat of reprisal.

14.—(1) No cause of action in civil proceedings, other than a defamation action (within the meaning of the Defamation Act 2009), shall lie against a person in respect of the making of a protected disclosure.

(2) The Defamation Act 2009 is amended in Part 1 of Schedule 1 by inserting the following paragraph after paragraph 13:

“13A. A protected disclosure within the meaning of the Protected Disclosures Act 2013.”.

15.—In a prosecution of a person for any offence prohibiting or restricting the disclosure of information it is a defence for the person to show that, at the time of the alleged offence, the disclosure was, or was reasonably believed by the person to be, a protected disclosure.

16.—(1) A person to whom a protected disclosure is made, and any person to whom a protected disclosure is referred in the performance of that person’s duties, shall take all reasonable steps to avoid disclosing to another person any information that might identify the person by whom the protected disclosure was made.

(2) Subsection (1) does not apply if—

(a) the person to whom the protected disclosure was made or referred reasonably believes that the person by whom the protected disclosure was made does not object to the disclosure of any such information,

(b) the person to whom the protected disclosure was made or referred reasonably believes that disclosing any such information is necessary for—

(i) the effective investigation of the relevant wrongdoing concerned,

(ii) the prevention of serious risk to the security of the State, public health, public safety or the environment, or

(iii) the prevention of crime or prosecution of a criminal offence,

or

(c) the disclosure is otherwise necessary in the public interest or is required by law.

(3) A failure to comply with subsection (1) is actionable by the person by whom the protected disclosure was made if that person suffers any loss by reason of the failure to comply.
17.—(1) This section applies to a disclosure of relevant information, other than a disclosure of relevant information to which section 18 applies, that might reasonably be expected to facilitate the commission of an offence or to prejudice or impair—

(a) the prevention, detection or investigation of offences, the apprehension or prosecution of offenders or the effectiveness of lawful methods, systems, plans or procedures employed for any of those matters,

(b) the enforcement or administration of, or compliance with, any law,

(c) lawful methods, systems, plans or procedures employed for ensuring the safety of the public or the safety or security of persons or property,

(d) the fairness of proceedings before a court or tribunal,

(e) the security of a relevant institution, or

(f) the security of any system of communications of the Garda Síochána, the Defence Forces or a relevant institution.

(2) If a person has been prescribed in relation to the relevant information under section 7, the disclosure is not a protected disclosure unless—

(a) it is made in accordance with section 6(1)(a) or 7, or

(b) if it is taxpayer information, it is made in accordance with section 10 to the Comptroller and Auditor General, or

(c) in any other case, it is made in accordance with section 10, the conditions in subsection (3) are met and it is made to a member of Dáil Éireann.

(3) The conditions referred to in subsection (2)(c) are—

(a) that the person by whom the disclosure was made has made a disclosure of substantially the same relevant information in accordance with section 7,

(b) that a reasonable period for taking action in relation to that disclosure has passed, and

(c) that, having notified the person prescribed under section 7 in relation to the relevant information, the person by whom that disclosure was made reasonably believes that no action has been taken in relation to that disclosure or that any action so taken was inadequate.

(4) If no person has been prescribed under section 7 in relation to the relevant information, the disclosure is not a protected disclosure unless—

(a) it is made in accordance with section 6(1)(a) or 9, or
(b) it is made in accordance with section 10, the condition in subsection (5) is met and it is made to a member of Dáil Éireann.

(5) The condition referred to in subsection (4)(b) is that the disclosure is to the effect that—

(a) an investigation undertaken for the purpose of the enforcement of any law, or anything done in the course of such an investigation, or

(b) anything done for the purpose of the prevention or detection of any offence, the apprehension of an offender or the prosecution of an offence,

is not authorised by law or contravenes any law.

(6) Procedures established by Standing Orders of Dáil Éireann may regulate how members of Dáil Éireann are to deal with relevant information disclosed to them under subsection (2)(c) or (4)(b).

(7) In this section—

“relevant institution” means—

(a) a place to which the Prisons Acts 1826 to 2007 apply,

(b) a military prison or detention barrack within the meaning in each case of the Defence Act 1954,

(c) St. Patrick’s Institution,

(d) a children detention school within the meaning of section 3 of the Children Act 2001, or

(e) a remand centre designated under section 88 of the Children Act 2001;

“taxpayer information” has the same meaning as in section 851A of the Taxes Consolidation Act 1997.

18.—(1) This section applies to a disclosure of information if it might reasonably be expected—

(a) to affect adversely—

(i) the security of the State,

(ii) the defence of the State, or

(iii) the international relations of the State, or

(b) to reveal, or lead to the revelation of, the identity of a person who has given information in confidence to a public body in relation to the enforcement or administration of the law or any other source of such information given in confidence.

(2) Without prejudice to the generality of subsection (1) this section applies to a disclosure of information—
(a) which was obtained or prepared for the purpose of intelligence in respect of the security or defence of the State,

(b) which relates to—

(i) the tactics, strategy or operations of the Defence Forces in or outside the State, or

(ii) the detection, prevention or suppression of activities calculated or tending to undermine the public order or the authority of the State (which expression has the same meaning as in section 2 of the Offences against the State Act 1939),

(c) which consists of a communication between a Minister of the Government and a diplomatic mission or consular post in the State or a communication between the Government or a person acting on behalf of the Government and another government or a person acting on behalf of another government,

(d) which consists of a communication between a Minister of the Government and a diplomatic mission or consular post of the State,

(e) which was communicated in confidence to any person in or outside the State from any person in or outside the State, relates to a matter referred to in subsection (1) or to the protection of human rights and was expressed by the latter person to be confidential or to be communicated in confidence,

(f) which was communicated in confidence from, to or within an international organisation of states or a subsidiary organ of such an organisation or an institution or body of the European Union or relates to negotiations between the State and such an organisation, organ, institution or body or within or in relation to such an organisation, organ, institution or body, or

(g) which is contained in a record of an organisation, organ, institution or body referred to in paragraph (f) and the disclosure of which is prohibited by the organisation, organ, institution or body.

(3) A disclosure of information to which this section applies is not a protected disclosure unless—

(a) it is made in accordance with section 6(1)(a), 8 or 9, or

(b) it is made in accordance with section 10 to the Disclosures Recipient.

(4) There shall be an office of Disclosures Recipient and Schedule 2 shall have effect in relation to that office.

19.—The Garda Síochána Act 2005 is amended by inserting the following section after section 124:

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124A.—The Minister shall, after consulting with the Garda Commissioner, the Ombudsman Commission and the Inspectorate, and with the
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"Regulations relating to protected disclosures."
approval of the Government, make, in relation to protected disclosures (within the meaning of the Protected Disclosures Act 2013) by members of the Garda Síochána, regulations providing procedures—

(a) for the making of such protected disclosures, and

(b) to secure redress where a person has penalised or threatened penalisation (within the meaning of that Act) against, or caused or permitted any other person to penalise or threaten penalisation against, a member for having made such a protected disclosure.”.

20.—(1) Section 4 of the Ombudsman (Defence Forces) Act 2004 is amended by inserting the following subsection after subsection (3):

“(3A) If the complaint is that a person has penalised or threatened penalisation (within the meaning of the Protected Disclosures Act 2013) against, or caused or permitted any other person to penalise or threaten penalisation against, the complainant for having made a protected disclosure (within the meaning of that Act), the Ombudsman—

(a) is not prevented from investigating any action that is the subject of the complaint, and

(b) may not decide not to carry out, and may not decide to discontinue, an investigation into any such action,

because no complaint has been made under section 114 of the Act of 1954.”.

(2) The amendment made by subsection (1) does not affect any right to complain, under section 114 of the Defence Act 1954, that a person has penalised or threatened penalisation against, or caused or permitted any other person to penalise or threaten penalisation against, the complainant for having made a protected disclosure or to submit any grievance in relation to such a complaint in accordance with regulations under subsection (4) of the said section 114.

PART 5

Miscellaneous and Supplementary

21.—(1) Every public body shall establish and maintain procedures for dealing with protected disclosures made by workers who are or were employed by the public body.

(2) The public body shall provide to workers employed by the body written information relating to the procedures established and maintained under subsection (1).

22.—Any provision in an agreement is void in so far as it purports—

No contracting-out of protections.
(a) to prohibit or restrict the making of protected disclosures,

(b) to exclude or limit the operation of any provision of this Act,

(c) to preclude a person from bringing any proceedings under or by virtue of this Act, or

(d) to preclude a person from bringing proceedings for breach of contract in respect of anything done in consequence of the making of a protected disclosure.

23.—(1) The Acts specified in column (2) of Part 1 of Schedule 3 are amended to the extent specified in column (4) of that Schedule.

(2) The statutory instrument specified in column (2) of Part 2 of Schedule 3 is amended to the extent specified in column (4) of that Schedule.
Complaints to rights commissioner.

1. (1) Where an employee has made a protected disclosure—

(a) the employee (or, in the case of an employee who has not reached the age of 18 years, the employee’s parent or guardian with the consent of the employee), or

(b) with the consent of the employee, any trade union of which the employee is a member,

may present a complaint to a rights commissioner that the employee’s employer has contravened section 12(1) in relation to the employee.

(2) Where a complaint under subparagraph (1) is made, the rights commissioner shall—

(a) give the parties an opportunity to be heard by the commissioner and to present to the commissioner any evidence relevant to the complaint,

(b) give a decision in writing in relation to it, and

(c) communicate the decision to the parties.

(3) A decision of a rights commissioner under subparagraph (2) shall do one or more of the following:

(a) declare that the complaint was or was not well founded;

(b) require the employer to take a specified course of action;

(c) require the employer to pay compensation of such amount (if any) as is just and equitable having regard to all the circumstances, but not exceeding 260 weeks remuneration in respect of the employee’s employment calculated in accordance with regulations under section 17 of the Unfair Dismissals Act 1977.

(4) In determining the amount of compensation that is just and equitable in a case in which the investigation of the relevant wrongdoing concerned was not the sole or main motivation for making the disclosure, the amount that would be just and equitable may be up to 50 per cent less than it would otherwise be.

(5) The references in clauses (b) and (c) of subparagraph (3) to the employer shall be construed, in a case where ownership of the business of the employer changes after the contravention to which the complaint relates occurred, as references to the person who, by virtue of the change, becomes entitled to such ownership.

(6) Subject to subparagraphs (7) and (8), a rights commissioner shall not entertain a complaint under this paragraph if it is presented after the end of the period of 6 months beginning on the date of the contravention to which the complaint relates.
(7) Notwithstanding subparagraph (6), a rights commissioner may entertain a complaint under this paragraph presented after the end of the period referred to in subparagraph (6), but not later than 6 months after the end of that period, if satisfied that the failure to present the complaint within that period was due to exceptional circumstances.

(8) Where a delay by an employee in presenting a complaint under this paragraph is due to any misrepresentation by the employer, subparagraph (6) shall be construed as if the reference to the date of the contravention were a reference to the date on which the misrepresentation came to the employee’s notice.

(9) A complaint shall be presented by giving notice of it in writing to a rights commissioner and the notice shall contain such particulars and be in such form as may be specified from time to time by the Minister for Jobs, Enterprise and Innovation.

(10) A copy of a notice under subparagraph (9) shall be given to the other party concerned by the rights commissioner.

(11) Proceedings under this paragraph before a rights commissioner shall be conducted otherwise than in public.

(12) A rights commissioner shall furnish the Labour Court with a copy of each decision given by the commissioner under subparagraph (2).

Appeal from decision of rights commissioner.

2. (1) A party concerned may appeal to the Labour Court from a decision of a rights commissioner under paragraph 1(2) and, if the party does so, the Labour Court shall—

(a) give the parties an opportunity to be heard by it and to present to it any evidence relevant to the appeal,

(b) make a determination in writing in relation to the appeal affirming, varying or setting aside the decision, and

(c) communicate the determination to the parties.

(2) An appeal under this paragraph shall be initiated by the party concerned giving, within 6 weeks (or such greater period as the Labour Court may determine in the particular circumstances) from the date on which the decision to which it relates was communicated to the party, a notice in writing to the Labour Court containing such particulars as are determined by the Labour Court under clause (e), and (in so far as it relates to clause (e)) clause (f), of subparagraph (4) and stating the intention of the party concerned to appeal against the decision.

(3) A copy of a notice under subparagraph (2) shall be given by the Labour Court to any other party concerned as soon as practicable after the receipt of the notice by the Labour Court.

(4) The Labour Court shall determine the following matters and the procedures to be followed in relation to them:

(a) the procedure in relation to all matters concerning the initiation and the hearing by the Labour Court of appeals under this paragraph;
(b) the times and places of hearings of such appeals;

c) the representation of the parties to such appeals;

d) the publication and notification of determinations of the Labour Court;

e) the particulars to be contained in a notice under subpara-

graph (2);

f) any matters consequential on, or incidental to, any of the

matters referred to in clauses (a) to (e).

(5) The Labour Court may refer a question of law arising in pro-
cedings before it under this paragraph to the High Court for its
determination and the determination of the High Court shall be final
and conclusive.

(6) A party to proceedings before the Labour Court under this
paragraph may appeal to the High Court from a determination of
the Labour Court on a point of law and the determination of the
High Court shall be final and conclusive.

Paragraphs 1 and 2: supplementary provisions.

3. (1) The Labour Court shall, on the hearing of any appeal
referred to it under paragraph 2, have power to take evidence on
oath or on affirmation and for that purpose may cause persons
attending as witnesses at that hearing to swear an oath or make an
affirmation.

(2) The Labour Court may, by giving notice in that behalf in writ-
ing to any person, require such person to attend at such time and
place as is specified in the notice and—

(a) to give evidence in relation to any matter appealed to the
Labour Court under paragraph 2, or

(b) to produce any document specified in the notice relating
to the matter in the person’s possession or power.

(3) A witness at a hearing of an appeal before the Labour Court
has the same privileges and immunities as a witness before the
High Court.

(4) Where—

(a) a decision of a rights commissioner in relation to a com-
plain under this Schedule has not been carried out in
accordance with its terms, and

(b) the time for bringing an appeal against the decision has expired and no such appeal has been brought or, if such an appeal has been brought, it has been abandoned,

the employee concerned (or, in the case of an employee who has not reached the age of 18 years, the employee’s parent or guardian with the consent of the employee) or, with the consent of the employee, any trade union of which the employee is a member, may bring the complaint before the Labour Court and the Labour Court shall, without hearing the employer concerned or any evidence (other than in relation to the matters mentioned in clauses (a) and (b)), make a determination to the same effect as the decision.
The bringing of a complaint before the Labour Court under subparagraph (4) shall be effected by giving to the Labour Court a written notice containing such particulars (if any) as may be determined by the Labour Court.

The Labour Court shall publish, in a manner it considers appropriate, particulars of any determination made by it under any of clauses (a) to (f) of subparagraph (4) of paragraph 2 (not being a determination as respects a particular appeal under that paragraph) and subparagraph (5).

Enforcement of determinations of Labour Court.

4. (1) If an employer fails to carry out in accordance with its terms a determination of the Labour Court in relation to a complaint under paragraph 1 within the period of 28 days beginning on the date on which the determination is communicated to the parties, the Circuit Court shall, on application made to it in that behalf by—

(a) the employee concerned (or, in the case of an employee who has not reached the age of 18 years, the employee’s parent or guardian with the employee’s consent), or

(b) with the consent of the employee, any trade union of which the employee is a member,

without hearing the employer or any evidence (other than in relation to the failure), make an order directing the employer to carry out the determination in accordance with its terms.

(2) The reference in subparagraph (1) to a determination of the Labour Court is a reference to a determination in relation to which, at the end of the period for bringing an appeal against it, no such appeal has been brought or, if such an appeal has been brought, it has been abandoned, and the reference in that subparagraph to the date on which the determination is communicated to the parties shall, in a case where an appeal is abandoned, be read as a reference to the date of the abandonment.

(3) In an order under this paragraph providing for the payment of compensation, the Circuit Court may, if in all the circumstances it considers it appropriate to do so, direct the employer concerned to pay interest on the compensation (at the rate per annum standing specified for the time being in section 26 of the Debtors (Ireland) Act 1840) for each day or part of a day falling within the period beginning 28 days after the day on which the determination of the Labour Court is communicated to the parties and ending on the day immediately before the day on which the order of the Circuit Court is made.

(4) An application under this paragraph to the Circuit Court shall be made to the judge of the Circuit Court for the circuit in which the employer concerned ordinarily resides or carries on any profession, trade, business or occupation.

Provisions relating to winding up and bankruptcy.

5. (1) There shall be included among the debts which, under section 285 of the Companies Act 1963 are, in the distribution of the assets of a company being wound up, to be paid in priority to all other debts, all compensation payable by virtue of a decision under paragraph 1(2)(b) or a determination under paragraph 2(1)(b) by the company to an employee, and that Act shall have effect accordingly.
There shall be included among the debts which, under section 81 of the Bankruptcy Act 1988 are, in the distribution of the property of a bankrupt or arranging debtor, to be paid in priority to all other debts, all compensation payable by virtue of a decision under paragraph 1(2)(b) or a determination under paragraph 2(1)(b) by the bankrupt or arranging debtor to an employee, and that Act shall have effect accordingly.

(3) Formal proof of the debts to which priority is given under subparagraph (1) or (2) shall not be required except in cases where it may otherwise be provided under the Companies Act 1963 or the Bankruptcy Act 1988.

Amendment of Protection of Employees (Employers’ Insolvency) Act 1984.

6. Section 6 of the Protection of Employees (Employers’ Insolvency) Act 1984 is amended—

(a) in subsection (2)(a)—

(i) in subparagraph (xviii) by deleting “and” after “that Schedule,”,

(ii) in subparagraph (xxix) by substituting “that Act, and” for “that Act.”, and

(iii) by inserting the following subparagraph after subparagraph (xxix):

“(xxx) any amount which an employer is required to pay by virtue of a decision of a rights commissioner under paragraph 1(2)(b) of Schedule 1 to the Protected Disclosures Act 2013 or a determination by the Labour Court under paragraph 2(1)(b) of that Schedule.”,

(b) in subsection (2)(b) by substituting “, (xxix) or (xxx)” for “or (xxix)”,

(c) in subsection (2)(c) by substituting “, (xxix) or (xxx)” for “or (xxix)”, and

(d) in subsection (9), in the definition of “relevant date”, by substituting “, (xxix) or (xxx)” for “or (xxix)”.
**Section 18.**

**SCHEDULE 2**

**DISCLOSURES RECIPIENT**

**Appointment.**

1. The Taoiseach shall appoint as the Disclosures Recipient a person who is a judge or retired judge of the High Court.

**Term of office.**

2. (1) The Disclosures Recipient shall hold office for an initial term of 5 years and is eligible for re-appointment for one further term of 5 years.

(2) The Disclosures Recipient may at any time resign by letter addressed to the Taoiseach, and the resignation takes effect on the date the Taoiseach receives the letter.

(3) The Taoiseach may remove the Disclosures Recipient from office, but only for stated misbehaviour or for incapacity.

(4) A person ceases to be the Disclosures Recipient on being—

(a) nominated as a member of Seanad Éireann,

(b) elected as a member of either House of the Oireachtas or of the European Parliament,

(c) regarded pursuant to Part XIII of the Second Schedule to the European Parliament Elections Act 1997 as having been elected to the European Parliament to fill a vacancy, or

(d) becoming a member of a local authority.

**Terms and conditions.**

3. The terms and conditions (including terms relating to allowances for expenses and, in the case of a person who is a retired judge of the High Court, terms relating to remuneration) on which the Disclosures Recipient holds office are such as may be determined at the time of appointment (or reappointment) by the Taoiseach after consultation with the Minister for Public Expenditure and Reform.

**Administration and support services.**

4. The Minister shall provide such administration and support services to the Disclosures Recipient as are necessary for the performance of his or her functions.

**Functions.**

5. Where a protected disclosure is made to the Disclosures Recipient under section 18, the Disclosures Recipient shall consider the relevant information and—

(a) if he or she considers that the disclosure of relevant information is not one to which section 18 applies, shall give
notice to the person by whom the disclosure was made stating that, and

(b) otherwise, shall make a report—

(i) referring the relevant information for consideration by the holder of such public office, or such public body, as appears to the Disclosures Recipient to be the most appropriate to consider the relevant information, and

(ii) including any such recommendations for the taking of action in relation to the relevant information as the Disclosures Recipient may consider appropriate.

Reports.

6. No later than 31 March in each year the Disclosures Recipient shall submit to the Taoiseach a report on his or her activities in the immediately preceding year.
## SCHEDULE 3
### Amendments

#### PART 1

### Amendment of Acts

<table>
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<th>Item (1)</th>
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</table>
| 1       | Labour Services Act 1987 (No. 15 of 1987) | Section 13A | After subsection (3) insert—
|         |                                  |                        | “(4) This section does not apply to a communication that is a protected disclosure within the meaning of the *Protected Disclosures Act 2013*.”. |
|         |                                  | Section 13B | After subsection (1) insert—
|         |                                  |                        | “(1A) Subsection (1) does not apply to the making of a complaint that is a protected disclosure within the meaning of the *Protected Disclosures Act 2013*.”. |
|         |                                  | Section 13C | After subsection (1) insert—
|         |                                  |                        | “(1A) This section does not apply to the making of a statement that is a protected disclosure within the meaning of the *Protected Disclosures Act 2013*.”. |
| 2       | Protections for Persons Reporting Child Abuse Act 1998 (No. 49 of 1998) | Section 3 | After subsection (2) insert—
|         |                                  |                        | “(3) This section does not apply to a communication that is a protected disclosure within the meaning of the *Protected Disclosures Act 2013*.”. |
|         |                                  | Section 4 | After subsection (1) insert—
|         |                                  |                        | “(1A) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the *Protected Disclosures Act 2013*.”. |
|         |                                  | Section 5 | After subsection (1) insert—
<p>|         |                                  |                        | “(1A) This section does not apply to the making of a statement that is a protected disclosure within the meaning of the <em>Protected Disclosures Act 2013</em>.”. |</p>
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</table>
| 3    | Prevention of Corruption (Amendment) Act 2001 (No. 27 of 2001) | Section 8A | (a) After subsection (2) insert—
|      |                                      |                    | “(2A) Subsection (1) does not apply to a communication, or furnishing of information, that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      |                    | (b) After subsection (5) insert—
|      |                                      |                    | “(5A) Subsection (5) does not apply to a communication, or furnishing of information, that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 4    | Standards in Public Office Act 2001 (No. 31 of 2001) | Section 5 | After subsection (2) insert—
|      |                                      |                    | “(2A) Subsection (1) does not apply to the making of a complaint, or the furnishing of information, that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 5    | Competition Act 2002 (No. 14 of 2002) | Section 50 | (a) After subsection (2) insert—
|      |                                      |                    | “(2A) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      |                    | (b) After subsection (3) insert—
|      |                                      |                    | “(3A) Subsection (3) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      |                    | (c) After subsection (5) insert—
<p>|      |                                      |                    | “(5A) Subsection (5) does not apply to the making of a statement that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |</p>
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| 6    | Communications Regulation Act 2002 (No. 20 of 2002) | Section 24A | After subsection (2) insert—
|      |                            |                   | “(2A) Subsection (1) does not apply where the disclosure is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                            | Section 24B | After subsection (1) insert—
|      |                            |                   | “(1A) Subsection (1) does not apply where the disclosure is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                            | Section 24C | Renumber as subsection (1) and after that subsection insert—
|      |                            |                   | “(2) Subsection (1) does not apply where the disclosure is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 7    | Health Act 2004 (No. 42 of 2004) | Section 55L | After subsection (3) insert—
|      |                            |                   | “(4) This section does not apply where the protected disclosure is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                            | Section 55M | After subsection (1) insert—
|      |                            |                   | “(1A) Subsection (1) does not apply where the protected disclosure is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                            | Section 55S | After subsection (1) insert—
|      |                            |                   | “(1A) This section does not apply where the disclosure is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 8    | Employment Permits Act 2006 (No. 16 of 2006) | Section 26 | After subsection (3) insert—
<p>|      |                            |                   | “(3A) Subsection (3) does not apply where the complaint is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |</p>
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</table>
| 9       | Consumer Protection Act 2007 (No. 19 of 2007) | Section 87 | (a) After subsection (2) insert—
|         |                                  |                        | “(2A) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|         |                                  |                        | (b) After subsection (3) insert—
|         |                                  |                        | “(3A) Subsection (3) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|         |                                  |                        | (c) After subsection (5) insert—
|         |                                  |                        | “(5A) Subsection (5) does not apply to the making of a statement that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 10      | Chemicals Act 2008 (No. 13 of 2008) | Section 25 | Renumber as subsection (1) and after that subsection insert—
|         |                                  | Section 26 | “(2) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|         |                                  |                        | After subsection (1) insert—
|         |                                  |                        | “(1A) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 11      | Charities Act 2009 (No. 6 of 2009) | Section 61 | Renumber as subsection (1) and after that subsection insert—
|         |                                  | Section 62 | “(2) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|         |                                  |                        | After subsection (1) insert—
<p>|         |                                  |                        | “(1A) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |</p>
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| 12    | National Asset Management Agency Act 2009 (No. 34 of 2009) | Section 222 | After subsection (3) insert—
|       |                             |                    | “(4) This section does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|       |                             | Section 223 | After subsection (3) insert—
|       |                             |                    | “(3A) Subsection (3) does not apply to the making of a complaint that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|       |                             | Section 224 | After subsection (1) insert—
|       |                             |                    | “(1A) Subsection (1) does not apply to the making of a statement that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 13    | Inland Fisheries Act 2010 (No. 10 of 2010) | Section 37 | After subsection (3) insert—
|       |                             |                    | “(4) This section does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|       |                             | Section 38 | After subsection (1) insert—
|       |                             |                    | “(1A) Subsection (1) does not apply to the making of a complaint that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|       |                             | Section 39 | After subsection (1) insert—
|       |                             |                    | “(1A) This section does not apply to the making of a statement that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 14    | Criminal Justice Act 2011 (No. 22 of 2011) | Section 20 | After subsection (1) insert—
|       |                             |                    | “(1A) Subsection (1) does not apply to the making of a disclosure that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|       |                             | Section 21 | After subsection (1) insert—
<p>|       |                             |                    | “(1A) Subsection (1) does not apply to the making of a disclosure that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |</p>
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</table>
| 15   | Property Services (Regulation) Act 2011 (No. 40 of 2011) | Section 67 | (a) After subsection (2) insert—
|      |                                      |                    | “(2A) Subsection (1) does not apply to a communication, or furnishing of information, that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      |                    | (b) After subsection (3) insert—
|      |                                      |                    | “(3A) Subsection (3) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      |                    | (c) After subsection (5) insert—
|      |                                      |                    | “(5A) Subsection (5) does not apply to a communication, or furnishing of information, that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
| 16   | Protection of Employees (Temporary Agency Work) Act 2012 (No. 13 of 2012) | Section 21 | Renumber as subsection (1) and after that subsection insert—
|      |                                      |                    | “(2) Subsection (1) does not apply to a communication that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      | Section 22 | After subsection (1) insert—
|      |                                      |                    | “(1A) This section does not apply to the making of a statement that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      | Section 23 | After subsection (1) insert—
|      |                                      |                    | “(1A) Subsection (1) does not apply to the making of a complaint that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                                      | Section 24 | After subsection (1) insert—
|      |                                      |                    | “(1A) Subsection (1) does not apply to the making of a complaint that is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
### Part 2

**Amendment of Statutory Instrument**

<table>
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| 1    | European Communities (Occurrence Reporting in Civil Aviation) Regulations 2007 (S.I. No. 285 of 2007) | Regulation 5 | After paragraph (3) insert—
“(4) Paragraph (3)(b) does not apply where the making of the report or the giving of the information is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                           | Regulation 6 | After paragraph (3) insert—
“(4) Paragraph (3) does not apply where the making of the report or the giving of the information is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                           | Regulation 9 | After paragraph (7) insert—
“(8) Paragraphs (4) to (7) do not apply where the making of the report is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |
|      |                           | Regulation 11 | After paragraph (3) insert—
“(4) Paragraph (1) does not apply where the making of the report or the giving of the information is a protected disclosure within the meaning of the Protected Disclosures Act 2013.”. |

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