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An Comhchoiste um Fhiontar, Trádáil agus Fostaíocht

Grinnscrúdú Réamhreachtach ar an mBille um Dhíol Ticéad (Imeachtaí Cultúir,
Siamsaíochta, Áineasa agus Spóirt)

Feabhra 2021

Joint Committee on Enterprise, Trade and Employment

Pre-legislative Scrutiny of the Sale of Tickets (Cultural, Entertainment,
Recreational and Sporting Events) Bill

February 2021



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Réamhrá an Chathaoirligh/Chair's Foreword



In normal times, we all look forward to attending large public events, both indoor and outdoor. Whether in Thomond Park or Croke Park, for example, or sporting or cultural in nature, they greatly add to the enjoyment of our leisure time and enhance the social and cultural fabric of society. For many years, however, these events have suffered from an uncontrolled secondary sale of tickets or ticket-touting. This practice has given rise to the opportunistic trade in event tickets, uncertainty in the availability of tickets, inflated prices, or patrons simply not being able to get to these events. To tackle the frustration and annoyance that this imposes on the ordinary consumer, I introduced a Private Member's Bill in in the last Dáil. While it has not been possible to hold large public events over the past year, there can be no doubt about the need for steps to be taken to protect the general public from abuse.

I broadly welcome the proposals that the Minister for Enterprise, Trade and Employment is now bringing forward to address this long-standing problem. The proposals aim to promote fairer access to events in designated venues by prohibiting the sale of tickets for a price exceeding the original sale price.

In prioritising our examination of the proposals, the Committee has consulted with key stakeholders and carefully considered the issues raised by them. The Committee is making a number of recommendations which I feel will improve the proposals in practice. I hope that the completion of this report will enable the Minister to proceed quickly with the proposals, and the Committee looks forward to considering them further when they are examined at Committee Stage.

I would like to express my thanks to the key stakeholders who, in making submissions in relation to the proposals, assisted the Committee in its deliberations.

Like many others, I look forward to the time when we'll all be able to enjoy again being able to attend large sporting and cultural events with the added controls that these proposals will bring.

Maurice Quinlivan

Chair of the Joint Committee on Enterprise, Trade and Employment



Introduction

The General Scheme Sale of Tickets (Cultural, Entertainment, Recreational and Sporting Events) Bill 2020 was referred by Tánaiste and Minister for Enterprise, Trade and Employment, Mr Leo Varadkar T.D., for Pre-Legislative Scrutiny to the Joint Committee on Enterprise, Trade and Employment (“the Committee”) on 23 September 2020. The Committee agreed to carry out PLS on the 10 November 2020 and invited a number of stakeholders to make written submissions on the General Scheme. Submissions have been received from the following:

- Aiken Promotions
- Consumer Association of Ireland
- Football Association of Ireland (FAI)
- Gaelic Athletic Association (GAA)
- Irish Rugby Football Union (IRFU)
- Live Nation
- Susan Ahern BL
- Tickets.ie
- Toutless
- Viagogo

The submissions are available on the Committee’s [website](#).

The Committee held one meeting on the General Scheme with officials from the Department of Enterprise, Trade and Employment on [9 December 2020](#).¹

Summary of Recommendations

1. The Committee recommends that the application for designation of a venue be opened to both venue operators and event operators.
2. The Committee recommends that specific provisions be included to take into account event in “green field” venues.
3. The Committee recommends that consideration be given to including the factors for designation in the legislation or in secondary legislation.
4. The Committee recommends that consideration be given to how the tickets sold as part of hospitality/travel packages will be treated, as this may lead to a loophole in the legislation.
5. The Committee recommends that consideration be given to including provisions relating to the resale of long-term tickets for individual events, including for such tickets sold prior to the introduction of the legislation.
6. The Committee recommends that consideration be given to including civil sanctions under an enforcement authority (such as the CCPC), including the power to impose financial sanctions based on a civil standard of proof.
7. The Committee recommends that consideration be given to regulating the sale of tickets on primary markets to ensure that consumers are fully informed of the quantity of tickets for sale by that seller and the remaining tickets available.

¹ Transcript available at: https://www.oireachtas.ie/en/debates/debate/joint_committee_on_enterprise_trade_and_employment/2020-12-09/



Issues Examined during Pre-Legislative Scrutiny

General Scheme – Outline of Heads

Head 2 – Definitions

Head 2 sets out the definitions used in the Bill including:

- “event organiser” – a person responsible for the event or receives some or all of the revenue from the event
- “original sales price” – the price for which a ticket or ticket package, or equivalent ticket, was sold (including additional charges or fees)
- “primary ticket seller” – an event organiser, a venue operator or a person authorised or acting on behalf of them
- “venue operator” - a person who owns, manages otherwise responsible for the operation of a designated venue (which is defined under head 7)

Head 7 – Designation of venue

A venue operator may apply for the designation of a venue if it has a capacity of 1,000 or more and will hold one or more events which may give rise to the sale of tickets in the secondary market. It is up to the Minister to decide whether to designate the venue.

The Minister may also designate a venue that has not been subject to an application if, after consultation with the venue operator, satisfied that venue will hold one or more events.

A register will be established and maintained by the Minister and be published online.

A number of submissions have raised the designation of venues as a potential issue.

Ms Susan Ahern raised a number of questions related to the designation of venues. The focus on “venue operator” applying for the designation could have limiting effect where:

- The venue operator is not the primary party (solely a licensor and not responsible for and/or concerned with secondary ticket sales)
- The venue is transitional in nature e.g. created for a specified purpose and will not exist until after ticket sales process
- A large event with multiple venues (with different owners) could lead to a disjointed approach if each venue operator has to make a separate application.

Viagogo also highlighted the potential conflict between venue owner and venue operator.

Aiken Promotions raised the issue of “green field” venues and questioned if the landowner would be responsible for the designation. The Department clarified this during the meeting, stating that it is for the organiser of the event to designate the venue.

Ms Ahern recommended that the “event owner” be allowed in certain circumstances to make the application for the designated status and that a definition be included to cover temporary structures. The GAA also stated that all GAA venues should be covered. The Department confirmed that all GAA venues would have to be designated individually.

Live Nation questioned why the prohibition on above value selling would only apply to designated venues and noted that this could cause confusion.

Ms Ahern also raised the process for designation, stating it may be preferable to include guidance on the minimum factors the applicant must take into account.

Viagogo considers that a Minister should not be able to designate at their discretion and question that a Minister only had to consult with a venue operator.

Ms Ahern also noted that the designation appears to be unlimited in time and highlights that it may be useful to include provision for designations to be extinguished. Aiken Promotions questioned if the renewal will have to be regularly renewed.



The Department's opening statement sets out the reasoning behind designating venues. Firstly, as above face value resale is limited to a small proportion of events it is good practice to limit regulation. Secondly, it can be more effectively monitored and enforced if it applies to events in a list of known venues.

Questioned on the possibility of venues to opt-out from the designation, the Department officials noted that it is generally in the interests of venues and promoters to opt in as they do not want tickets to be resold at inflated prices and that the Minister has the option to designate venues.

In relation to smaller venues (under 1,000 capacity) who do not meet the requirements for designation, the Department noted that in practice they could request the Minister to use their power to designate the venue.

Recommendations

1. The Committee recommends that the application for designation of a venue be opened to both venue operators and event operators.
2. The Committee recommends that specific provisions be included to take into account event in "green field" venues.
3. The Committee recommends that consideration be given to including the factors for designation in the legislation or in secondary legislation.

Head 8 – Prohibition on sale or advertisement for sale of ticket or ticket package above original sale price

This Head prohibits the sale or advertisement of tickets or ticket package for an event in a designated venue for above the original sale price.

Ms Ahern noted that there is a possible loophole in Head 8 through hospitality or travel packages as they could provide "access" to tickets. Ms Ahern recommended that "access" to tickets also be prohibited. This may require the scope of a secondary ticket seller definition to be adjusted. Viagogo also raised the issue of tickets being bought by brokers/agents who source tickets for multiple events or pay a premium for first choice.

Viagogo highlighted that dynamic pricing will make it impossible to identify an original sale price. Season tickets and promotional tickets will also create difficulties in identifying the original sales price.

Viagogo contends that this Head is fundamentally harmful to consumers and presents a deep misunderstanding of how pricing works.

The Department addressed questions on the possibility of allowing a margin above the original sales price to ensure the seller is not left out of pocket, stating that they came to the view that it would be too complex to introduce the concept of a margin.

Recommendations

4. The Committee recommends that consideration be given to how the tickets sold as part of hospitality/travel packages will be treated, as this may lead to a loophole in the legislation.

Head 9 – Information required when primary ticket seller sells or advertises for sale ticket or ticket package & Head 10 – Information required when secondary ticket seller advertises for sale ticket or ticket package on secondary ticket marketplace

Head 9 requires the primary sellers to include information, on the ticket or on a durable medium supplied with the ticket, that the ticket is for an event in a designated venue and that re-sale above the selling price is prohibited unless it is for funding the activities of a charitable organisation or amateur sports club only and that it has been approved by the event organiser.

Head 10 states that a secondary seller may not advertise a ticket for sale on a secondary ticket marketplace without including the:



- Original sales price
- Location of the particular seat or standing area

The operator of the marketplace must also ensure that all advertisements include this information.

Multiple submissions discussed the provisions outlining the information that must be provided by primary and secondary sellers.

Aiken Promotions and the IRFU called for secondary marketplaces to be required to provide additional information including the seat and row number, block area and ticket number (for standing only areas). This would allow the organiser to identify the original person allocated the ticket.

Ms Ahern highlighted that the requirement to include information on the designated venue on the ticket appears disproportionate as it gives the venue owner the ability to designate but makes the primary seller responsible for the breach.

Viagogo noted that a number of long-term tickets may have been issued before this legislation and questions how they will be treated. It also highlighted that some tickets, such as season or grouped tickets, do not have an original sales price outside of package deal.

Viagogo also stated that under Head 10 a secondary market could be criminally responsible for the act of a third party for not including the information and that, while Head 19 provides some defence there is no notification period for the site to correct the issue.

Recommendations

5. The Committee recommends that consideration be given to including provisions relating to the resale of long-term tickets for individual events, including for such tickets sold prior to the introduction of the legislation.

Head 11 – Exemption for charitable organisations and amateur sports clubs

This Head exempts charitable organisations and amateur sports clubs from Heads 8, 9 and 10 as long as it has been approved by the event organiser and the proceeds are only used for the activities of the charitable organisation or amateur sports club.

Viagogo questioned why there should be an exemption, stating that the proposal is not coherent if all above-price selling is to be prohibited. It also notes that it would be impossible for secondary market to validate if a seller complies with the provision.

Head 12 – Contract terms excluding or limiting sale of tickets

A primary seller cannot prohibit the resale of tickets at or below the original sale price. Any term that includes such a provision will be void. However, there is an exemption for UEFA EURO 2020.

The GAA noted that it cancels tickets for breach of rules or lost tickets. The GAA's primary request is that it retains the right to continue to manage incidents of ticket sales on the secondary market by cancelling and invalidating tickets found for sale without permission. The FAI has stated that the control over sale of match tickets for all sporting events should remain with the event organiser. Aiken Promotions questions whether this provision is at odds with the aim of the legislation.

Viagogo outlined its view that the Bill is trading in constitutional property rights for solutions that do not address the root problems.

The Department's opening statement acknowledged that the proposed legislation impacts on property rights and is therefore balanced with the provision of this Head. The Department further stated that it is satisfied that the proposed legislation is a justifiable and proportionate restriction on the right of ticket holders.

Viagogo welcomed the provision to void unfair contract terms which allow preventing entry to an event because a ticket has been resold, though does not believe it should be attached to an original sales price.

Ms Ahern suggested that consideration be given to inserting a category of designated event to allow the Minister to designate an event similar to the provisions included for EURO 2020.



Head 13 – Sale of UEFA EURO 2020 ticket or ticket package

The Head prohibits the secondary sale of UEFA EURO 2020 tickets without the written permission of UEFA.

Viagogo criticised the “special sweetheart” allowance made to UEFA and states that it is perplexed by the exclusivity given to a single commercial entity.

Viagogo also noted that the provision will apply to all EURO 2020 games whether they are taking place in Ireland or not, which would allow UEFA to pursue secondary markets through the Irish courts. Viagogo also outlined that it has received legal advice that this Head would meet the bar for illegal State aid. It also believes that applying criminal, rather than civil sanctions is disproportionate.

Head 14 – Powers of Garda Síochána to enter and search, etc., Head 15 – Obstruction & Head 16 – Arrest without warrant

Head 14 provides powers for the Garda Síochána to enforce the proposed legislation. Where a member of the Garda Síochána has reasonable grounds to believe an offence is being, or has been, committed, they may enter and inspect documents, require a person to give their name and address and search a person. However, this does not apply to a dwelling without the consent of the occupier or in accordance with a warrant.

Under Head 15 it will be an offence to obstruct or interfere with a member of the Garda Síochána in the course of exercising powers under head 14. Head 16 allows for a member of the Garda Síochána to arrest without warrant a person for committing an offence under the legislation.

Viagogo is concerned at the extent of powers granted through Head 14 and that it could be subject to search and seizure on the basis of a nuisance complaint. Therefore, Viagogo is requesting this to be reviewed and that this would not be the first step and that requirements would be strict.

Head 17 – Offences and penalties

Head 17 sets out the penalties that can be imposed for breaches of the legislation. This can range from a class B fine or imprisonment not exceeding 6 months for a first offence to a class A fine or imprisonment not exceeding 12 months for subsequent offences.

Ms Ahern noted that only criminal sanctions are contemplated and that consideration could be given to a civil option under an enforcement authority with the powers to impose financial penalties based on a civil standard of proof.

Viagogo has also highlighted that questions have been raised about whether the harms from resale are serious enough for criminal sanctions as a buyer willingly pays and seller has ticket for a price set.

Recommendations

6. The Committee recommends that consideration be given to including civil sanctions under an enforcement authority (such as the CCPC), including the power to impose financial sanctions based on a civil standard of proof.

Head 18 – Defences generally, & Head 19 – Defence for secondary ticket operator

These Heads set out the defences in proceedings for an offence under the proposed legislation. Head 18 provides for it to be a defence to show that all reasonable efforts were made to ensure compliance. Head 19 provides specific defences for secondary ticket operators.



Other Issues Raised in the Submissions

A number of other issues, not directly linked to the Heads of the Bill, were raised in the submissions made to the Committee

Legislative Process

Viagogo raised concerns that a regulatory impact assessment has not been completed, stating that it is a technical and nuanced industry in which Government has no direct experience. Therefore, it is calling for an RIA to be conducted prior to the legislation progressing. Live Nation also questioned whether any economic analysis had been carried out

Policing and Enforcement

The FAI, IRFU and Live Nation questioned how the legislation would be enforced and policed, both online and outside events.

The IRFU are also seeking clarity on which authority will be responsible for enforcement and if there would be any onus on the organiser, venue or primary ticket seller to enforce the legislation. Live Nation outlined that the Government needs to be prepared to take action against offshore platforms otherwise the legislation will be ineffective.

The Department outlined to the Committee that under the proposed legislation anybody can make complaints to the Garda when they see the online sale of tickets above face value. The Department also stated that the legislation will allow Garda members to intervene in ticket re-selling outside a venue. However, the Department acknowledged that enforcement of offshore websites is problematic and notes that the other countries that have introduced similar legislation have highlighted that while it has been successful at tackling domestic re-selling, it has been less successful preventing re-selling in other countries.

Impact on the Event Industry and Ticketing Market

A number of submissions highlighted the potential impact of the proposed legislation on the industry in Ireland.

Viagogo believes it will lead to a monopoly for primary sellers, which is already a very concentrated market. It could also lead to the increased use of dynamic pricing, where the prices of tickets fluctuate due to demand, and drip selling which creates an artificial shortage.

Live Nation noted the impact of the pandemic on the sector and stated that the current priority must be to get the sector working again and that the Bill imposes new conditions on the market. Tickets.ie also states that the Government should prioritise the shaping of the re-emergence of the live events sector and suggests putting the proposed legislation on hold for 12 months.

Tickets.ie noted its belief that the legislation is only “a sticking plaster” as the secondary market exists due to a failure of the live events industry to address its pricing problem. Tickets.ie is of the view that “accurate market pricing” would be the most effective measure. Viagogo also highlighted that the secondary market exists as a result of a combination of failings in the primary market, including insufficient allocations, communication over demand and lack of refunds or a mechanism for unwanted tickets). Viagogo further stated that there are significant structural problems in the primary market such as an unwillingness to invest in technology to deter bots and withholding premium tickets from public sale.

Toutless noted that the General Scheme does not preclude the primary seller creating arbitrary allocations of tickets for sale along the lines of an “airline model” where the price varies. Primary sellers can also release tickets at different times to create artificial scarcity. Toutless suggest that this be restricted in the legislation.

Viagogo highlighted that the price cap will not make demand disappear. If there are no more secondary marketplaces, other resale channels will fill the gap and are unlikely to offer the same guarantees to consumers as secondary markets provide a level of security and customer service that cannot be offered by informal markets. Viagogo also noted that no other jurisdiction has introduced such limitations to the secondary market as it is not beneficial to consumers.

Viagogo stated that the introduction of the legislation may lead secondary operators to leave Ireland and that Viagogo will immediately reconsider its planned investments in its Irish operations.



Viagogo has called for the regulation of the primary and secondary markets, including to:

- Require primary seller to declare how many tickets have been sold, how many remain and if dynamic pricing is being used
- Regulate secondary market to ensure consumers are protected but allow prices to vary with supply and demand and require:
 - Disclosure of fees up front
 - Make clear it is resale
 - Money back guarantee and minimum standards for customer service.

The Department noted that the amount of tickets available may not always be clear as the organiser will be unsure of demand and therefore may not add additional nights until the first night is sold out.

Recommendations

7. The Committee recommends that consideration be given to regulating the sale of tickets on primary markets to ensure that consumers are fully informed of the quantity of tickets for sale by that seller and the remaining tickets available.

International Comparison

Live Nation outlined that the prohibition of resale in other countries has led to the increased use of disreputable offshore platforms, which increases the consumers exposure.

Viagogo highlights how a number of other countries have decided to deal with the issue. A UK report recommended against new legislation, including price caps and a ban on secondary markets. In the Netherlands, the Authority for Consumers and Markets, found that a ban on secondary markets would drive the activity underground. In Australia, a 2010 review found that on-selling was exaggerated and that no new laws were necessary.

Tourism

Viagogo also contends that the proposed legislation could have a negative impact on tourism as it makes it easier for international buyers. Viagogo notes that the Department raised this a potential concern during an engagement with the Committee in the previous Dáil.

Use of Bots

Viagogo has called for the prohibition of bots used to purchase tickets, stating that it would put onus on primary market to secure its own inventory. The Department addresses this issue in its opening statement, outlining that it had initially been intended to include it in the general scheme, but has been included in an EU Directive that will be transposed in the new year.



Appendices

Appendix 1: Committee Membership

Deputies: Maurice Quinlivan (SF) [Chair]
Richard Bruton (FG)
Francis Noel Duffy (GP)
Joe Flaherty (FF)
Paul Murphy (S-PBP)
James O'Connor (FF)
Louise O'Reilly (SF)
Matt Shanahan (Ind)
David Stanton (FG)

Senators: Garret Ahearn (FG)
Ollie Crowe (FF)
Róisín Garvey (GP)
Paul Gavan (SF)
Marie Sherlock (Lab)



Appendix 2: Committee Terms of Reference

a) Scope and Context of Activities of Committees (*derived from Standing Orders – DSO 84, SSO 70*)

- 1) The Joint Committee may only consider such matters, engage in such activities, exercise such powers and discharge such functions as are specifically authorised under its orders of reference and under Standing Orders;
- 2) Such matters, activities, powers and functions shall be relevant to, and shall arise only in the context of, the preparation of a report to the Dáil/and or Seanad;
- 3) The Joint Committee shall not consider any matter which is being considered, or of which notice has been given of a proposal to consider, by the Committee of Public Accounts pursuant to Standing Order 186 and/or the Comptroller and Auditor General (Amendment) Act 1993;
- 4) The Joint Committee shall not consider any matter which is being considered, or of which notice has been given of a proposal to consider, by the Joint Committee on Public Petitions in the exercise of its functions under Standing Order 111A; and

The Joint Committee shall refrain from inquiring into in public session or publishing confidential information regarding any matter if so requested, for stated reasons given in writing, by—

- (i) a member of the Government or a Minister of State, or
- (ii) the principal office-holder of a body under the aegis of a Department or which is partly or wholly funded by the State or established or appointed by a member of the Government or by the Oireachtas:

Provided that the Chairman may appeal any such request made to the Ceann Comhairle, whose decision shall be final.

- 5) It shall be an instruction to all Select Committees to which Bills are referred that they shall ensure that not more than two Select Committees shall meet to consider a Bill on any given day, unless the Dáil, after due notice given by the Chairman of the Select Committee, waives this instruction on motion made by the Taoiseach pursuant to Standing Order 28. The Chairmen of Select Committees shall have responsibility for compliance with this instruction.



b) Functions of Departmental Committees (derived from Standing Orders – DSO 84A and SSO 70A)

(1) The Select Committee shall consider and report to the Dáil on-

- (a) such aspects of the expenditure, administration and policy of a Government Department or Departments and associated public bodies as the Committee may select, and
- (b) European Union matters within the remit of the relevant Department or Departments.

(2) The Select Committee may be joined with a Select Committee appointed by Seanad Éireann for the purposes of the functions set out in this Standing Order, other than at paragraph (3), and to report thereon to both Houses of the Oireachtas.

(3) Without prejudice to the generality of paragraph (1), the Select Committee shall consider, in respect of the relevant Department or Departments, such—

- (a) Bills,
- (b) proposals contained in any motion, including any motion within the meaning of Standing Order 187,
- (c) Estimates for Public Services, and
- (d) other matters

as shall be referred to the Select Committee by the Dáil, and

- (e) Annual Output Statements including performance, efficiency and effectiveness in the use of public moneys, and
- (f) such Value for Money and Policy Reviews as the Select Committee may select.

(4) Without prejudice to the generality of paragraph (1), the Joint Committee may consider the following matters in respect of the relevant Department or Departments and associated public bodies:

- (a) matters of policy and governance for which the Minister is officially responsible,
- (b) public affairs administered by the Department,
- (c) policy issues arising from Value for Money and Policy Reviews conducted or commissioned by the Department,
- (d) Government policy and governance in respect of bodies under the aegis of the Department,
- (e) policy and governance issues concerning bodies which are partly or wholly funded by the State or which are established or appointed by a member of the Government or the Oireachtas,
- (f) the general scheme or draft heads of any Bill
- (g) any post-enactment report laid before either House or both Houses by a member of the Government or Minister of State on any Bill enacted by the Houses of the Oireachtas,
- (h) statutory instruments, including those laid or laid in draft before either House or both Houses and those made under the European Communities Acts 1972 to 2009,
- (i) strategy statements laid before either or both Houses of the Oireachtas pursuant to the Public Service Management Act 1997,
- (j) annual reports or annual reports and accounts, required by law, and laid before either or both Houses of the Oireachtas, of the Department or bodies referred to in subparagraphs (d) and (e) and the overall performance and operational results, statements of strategy and corporate plans of such bodies, and
- (k) such other matters as may be referred to it by the Dáil from time to time.

(5) Without prejudice to the generality of paragraph (1), the Joint Committee shall consider, in respect of the relevant Department or Departments—

- (a) EU draft legislative acts standing referred to the Select Committee under Standing Order 114, including the compliance of such acts with the principle of subsidiarity,



- (b) other proposals for EU legislation and related policy issues, including programmes and guidelines prepared by the European Commission as a basis of possible legislative action,
- (c) non-legislative documents published by any EU institution in relation to EU policy matters, and
- (d) matters listed for consideration on the agenda for meetings of the relevant EU Council of Ministers and the outcome of such meetings.

(6) Where the Select Committee has been joined with a Select Committee appointed by Seanad Éireann, the Chairman of the Dáil Select Committee shall also be the Chairman of the Joint Committee.

(7) The following may attend meetings of the Select or Joint Committee, for the purposes of the functions set out in paragraph (5) and may take part in proceedings without having a right to vote or to move motions and amendments:

- (a) members of the European Parliament elected from constituencies in Ireland, including Northern Ireland,
- (b) members of the Irish delegation to the Parliamentary Assembly of the Council of Europe, and
- (c) at the invitation of the Committee, other members of the European Parliament.

(8) The Joint Committee may, in respect of any Ombudsman charged with oversight of public services within the policy remit of the relevant Department or Departments, consider—

- (a) such motions relating to the appointment of an Ombudsman as may be referred to the Committee, and
- (b) such Ombudsman reports laid before either or both Houses of the Oireachtas as the Committee may select: Provided that the provisions of Standing Order 111F apply where the Select Committee has not considered the Ombudsman report, or a portion or portions thereof, within two months (excluding Christmas, Easter or summer recess periods) of the report being laid before either or both Houses of the Oireachtas.