Date: 29/05/2017 17:34:42

Public consultation on whistleblower protection

Fields marked with * are mandatory.

Information on publication

* IMPORTANT NOTICE ON THE PUBLICATION OF CONTRIBUTIONS

Contributions received from this survey will be published on the European Commission's website. Do you agree to the publication of your contribution?

For further information, please consult the privacy statement attached

- Yes, my contribution may be published under my name (or the name of my organisation)
- Yes, my contribution may be published but should be kept anonymous (with no mention of the person/organisation)

Identification

- * In what capacity are you completing this guestionnaire?
 - In my own capacity
 - On behalf of an organisation

vvna	t is the nature of your organisation?
0	Business/professional association
	Trade union/trade union association
	Enterprise (legal entity with an economic activity)
	Academic/research institution
	Law firm/notary
	Hospital
	Media
	Non-governmental organisation (NGO)
	Public authority/administration
0	Independent surveillance authority (e.g. independent body dealing with consumer protection, competition, regulation of the energy sector, central banks, auditing bodies etc.)
	Judicial authorities and law enforcement structures
	Other
	Non Applicable
Wha	t is the area of activity of your organisation? Manufacturing
	Retail
	Transport
	Health
	Education
	Energy
	Food safety
	Environment
	Security
	Bank/other financial services
0	Financial or tax advice
	Legal advice
	Judiciary/law enforcement
	Consultancy
0	Media
0	Human rights
0	Academic/research
0	Other

*Please specify

- Business association
- Professional association

* Is your organisation included in the EU Transparency Register?

It is not compulsory to register to reply to this consultation. We would however encourage you to register here as the Transparency Register provides citizens with direct and single access to information about who is engaged in activities aiming at influencing the EU decision-making process, which interests are being pursued and what level of resources are invested in these activities.

Yes

No

Please indicate your Register ID-number

4227861124-34

* Pleas	se indicate the place of establishment of your organisation
Main h	neadquarters in case of multinational organisations
	Austria
	Belgium
	Bulgaria
	Croatia
	Cyprus
	Czech Republic
	Denmark
	Estonia
	Finland
	France
	Germany
	Greece
	Hungary
	Ireland
	Italy
	Latvia
	Lithuania
	Luxembourg
	Malta
	Netherlands
	Poland
	Portugal
	Romania
	Slovak Republic
	Slovenia
	Spain
	Sweden
•	United Kingdom
	Other
From y	your direct work experience , do you have knowledge of whistleblower cases in the last ten
	Yes
•	No

Perceptions and opinions on whistleblower protection

No
Don't know
r mind, how often are workers reporting their concerns about threats or harm to the public st?
Very often
Often
Rarely
Very rarely
Don't know
r

Do you think that whistleblowing should be protected?

To your mind, which of the following are the most important reasons why a person might decide not to blow the whistle?

Please rate importance, 1: very important, 2: important, 3: somewhat important, 4 not important .

	1	2	3	4	Don't know
Do not know how/where to report	©	•	0	©	0
Threat or harm to the public interest difficult to prove	0	•	0	0	•
No action will be taken to remedy the wrongdoing		•	0	0	•
Fear of legal consequences	•	0	©	0	0
Fear of financial consequences	•	0	©	0	0
It would be an act of disloyalty	0	0	•	©	0
It would be a breach of professional privilege	0	•	0	0	0
Negative attitudes towards whistleblowers	0	•	0	0	0
Fear of bad reputation	0	•	0	0	0
Other	•	0	0	©	0

Please specify

500 character(s) maximum

There may also be cases where people are unable to determine if what they are witnessing would qualify as wrongdoing. Differentiation of whistleblowing and internal speak-up is not always clear. Research (attached) shows that whistleblowers often raise concerns internally in the first instance, and often continue to do so. Law makers need to be aware that instances of internal speak-up may be difficult to be captured and consider implications on developing effective whistleblower protection.

To your mind, what are the BENEFITS of rules obliging public and private sector organisations to protect whistleblowers?

Please rate importance: 1: very important, 2: important, 3: somewhat important, 4 not important.

	1	2	3	4	Don't know
Strengthen compliance with the law by public authorities and businesses	•	0	0	0	0
Strengthen freedom of expression	•	0	0	0	0
Help to improve companies' economic performance	•	0	0	0	0
Foster a workplace culture of transparency and accountability	•	0	0	0	0
Increase workers' motivation	•	0	0	0	0
Enhance workers' wellbeing	©	•	0	0	0
Other benefit (please specify)	•	0	0	0	0

Please use the space below if you have further comments

500 character(s) maximum

Motivation for raising concerns can be to help organisations to deliver their objectives, not only to stop misconduct. Given a positive environment, it can be a constructive process that improves culture and risk management. While there may be legitimate circumstances where internal speaking-up fails and individuals resort to blow a whistle externally, a policy intervention should not encourage individuals turn away from effective internal channels for the sake of personal financial gain.

To your mind, in which areas are rules on whistleblower protection beneficial?

Please rate importance: 1: very important, 2: important, 3: somewhat important, 4 not important.

	1	2	3	4	Don't know
Contribute to the fight against fraud and corruption	•	0	0	0	0
Contribute to the proper management of public (national and EU) funds	•	•	•	0	0
Improve investors' trust	•	0	0	0	0
Contribute to the fight against tax evasion and tax avoidance	•	0	0	0	0
Enhance protection of public health and safety	•	0	0	0	0
Enhance food safety	•	0	0	0	0
Enhance the protection of the environment	•	0	0	0	0
Encourage fair competition	•	0	0	0	0
Other benefit (please specify)	0	0	0	0	0

Please use the space below if you have further c	comments	S
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To your mind, what are the DRAWBACKS of rules obliging public and private sector organisations to protect whistleblowers?

Please rate importance, 1: very important, 2: important, 3: somewhat important, 4 not important .

	1	2	3	4	Don't know
Encourage false reporting or over reporting	0	•	0	0	0
Undermine the general public's confidence in public institutions if information considered secret or protected is divulged by civil servants (e.g. personal tax information)	•	•	•	•	•
Undermine mutual trust in the workplace	0	•	0	0	0
Imply significant administrative burdens /costs for the private sector	0	0	•	0	0
Imply significant administrative burdens /costs for the public sector	0	•	0	0	0
Undermine trust between companies / business partners	0	0	•	0	0
Undermine trust between clients and service-providers (e.g. legal advisors, tax advisors, accountants, consultants)	0	0	•	0	0
Damage business reputation/trust in public institutions	0	0	0	•	0
Encourage the leaking of confidential know-how and business information (trade secrets)	0	0	•	0	©
Other drawback (please specify)	•	0	0	0	0

Please use the space below if you have further comments

500 character(s) maximum

Effective whistleblowing/speak-up arrangements often consist of multiple, internal and external channels. Legislators should be mindful of the risk of overly formalising process and promoting a single, unduly complex and unwieldy process. Applying strict legal protections to internal speak-up may be incompatible or even discourage some individuals from raising concerns. It may be useful to understand when/why certain concerns are not dealt with and what organisations are doing to manage them.

In your opinion, which of the following aspects that raise awareness of whistleblower rights and procedures are important for effective whistleblower protection?

Please rate importance, 1: very important, 2: important, 3: somewhat important, 4 not important .

	1	2	3	4	Don't know
Clear definition in law of the threats to the public interest covered by whistleblower protection	•	0	0	0	0
Clear general information and awareness raising policies by the state (e.g. information campaigns) concerning rights of whistleblowers (including on advice and assistance) and applicable procedures	•	•	•	•	•
Clear information by private or public sector organisations to their employees concerning rights of whistleblowers (including on advice and assistance) and relevant internal procedures	•	•	•	•	•
Clear information and awareness raising by trade unions concerning rights of whistleblowers (including on advice and assistance) and applicable procedures	•	©	•	•	©
Other (please specify)	•	0	0	0	0

Please use the space below if you have further comments

500 character(s) maximum

Clear information and awareness raising by independent organization, including advice/assistance on how to develop effective speak-up arrangements, how to raise awareness among employees, and advice on implications of difference approaches for the individual and the organisation. It may be beneficial to endorse more sharing of information on effective speak-up arrangements, consisting of setting up and communicating policy, different channels of speak-up, feedback mechanism and escalation.

In your opinion, which of the following aspects are important for effective whistleblower protection?

Please rate importance: 1: very important, 2: important, 3: somewhat important, 4 not important

	1	2	3	4	Don't know
Channels in organisations/businesses for internal reporting of wrongdoings	•	0	0	0	0
Channels for reporting of wrongdoings to oversight institutions	•	0	0	0	0
Protection in case of disclosure to the public (e.g. media, web platforms, etc) where channels for internal reporting and for reporting to oversight institutions are not available, not functioning properly (or cannot reasonably be expected to function properly)	•	•	•	•	•
Proper investigation of the whistleblower reports or disclosures	•	0	0	0	0
Protection against retaliation at work	•	0	0	©	0
Protection of whistleblowers in administrative proceedings	•	0	0	•	•
Exemption of whistleblowers from criminal liability	0	0	•	0	0
Immunity from civil action for damages	0	•	0	0	0
Financial support covering the costs of legal proceedings	•	0	0	0	0
Psychological support	•	0	0	0	0
Other (please specify)	•	0	0	0	0

500 character(s) maximum

Aspects discussed above involve balancing individual rights with implications arising from raising concerns. Detailed rules based on generalisations are unlikely to work. We call for a principles-based approach where possible. Organisational leadership must promote speak-up arrangements as an integral part of robust and open culture and better risk management practice. Understanding whistleblowing patterns/outcome per sector should help understanding specific challenges.

In your opinion, which of the following aspects of protection against retaliation at work are important for effective whistleblower protection?

Please rate importance: 1: very important, 2: important, 3: somewhat important, 4 not important

	1	2	3	4	Don't know
Protection of confidentiality of whistleblower's data, including where latter is anonymous but identifiable	•	0	0	0	0
Protection against dismissal, e.g. interim relief to suspend dismissal, right to reinstatement in the work place, etc.	•	0	0	0	0
Protection against suspension	•	0	0	0	0
Protection against demotion	•	0	0	0	0
Protection against loss of promotion opportunities	•	0	0	0	0
Protection against punitive transfers	•	0	0	0	0
Protection against reductions in or deductions of wages	•	0	0	0	0
Protection against harassment by superiors and/or colleagues	•	0	0	0	0
Reversing the burden of proof so that, in a prima facie case of retaliation, the employer carries the burden to demonstrate that any measure taken against a whistleblower is not related to a whistle-blower's disclosure	•	•	•	0	•
Protection against blacklisting	•	0	0	0	0
Financial support to cover costs of legal proceedings	•	0	0	0	0
Compensation for dismissal or financial loss	•	0	0	0	0
Other (please specify)	•	0	0	0	0

500 character(s) maximum

The effectiveness of some of suggested protections may be limited as confidentiality is often compromised in reality of whistleblowing. Individuals who voice concerns may be singled out as disloyal within the organisation, which may then rend it impossible for the individuals to remain with the same employer (or even in the same sector) in some cases. This further calls for an open and trusting culture where raising concerns is seen in a positive light.

In your opinion, which of the following protection measures for third parties are important in the context of whistleblowing?

Please rate importance: 1: very important, 2: important, 3: somewhat important, 4 not important

	1	2	3	4	Don't know
Requirement that the whistleblowers reasonably believe the information they disclose to be true	•	©	©	0	0
Requirement that the whistleblowers act in a disinterested way	•	©	©	0	0
Requirement that the disclosure concerns a matter of public interest	©	0	0	0	•
Protection of the rights of the person/business affected by the report (e.g. rights of dignity, personal data, business secrets and respect of the rights of defence) including protection against abusive/malicious reports	•	0	0	0	•
Rules aimed at balancing the interest of employers to manage their organisations and to protect their interests with the right of the public to know when their interests are at risk	•	0	0	0	0
Rules aimed at balancing professional secrecy obligations with the right of the public to know when their interests are at risk	•	0	0	0	0
Other (please specify)	•	0	0	0	0

500 character(s) maximum

- It is important that the rules that concern public interest (the last 2 measures) need to be principles-based to ensure wide applicability without going into complex details.
- While external whistleblowing should be reserved for matters of public interest, internal speak-up may also cover purely internal matters from cost-saving to improvement of corporate culture towards openness and collaboration. Legislative intervention should be clear as to what it intends and when to be used.

Existing rules and their impacts

ullet Do you know of rules in place in your country of residence (private citizens) or establishm	ent (for
organisations) on the protection of whistleblowers?	

- Yes
- O No

Do you believe that the rules in place provide sufficient protection for whistleblowers?

- Yes
- No
- Don't know

Thinking about your country of residence/establishment: in your opinion, what are the problems resulting from such insufficient protection?

Please rate importance, 1: very important, 2: important, 3: somewhat important, 4 not important .

	1	2	3	4	Don't know
Restrictions on freedom of expression of the individuals	0	0	0	0	0
Restrictions on the watchdog role of journalists and media and on the public's right to know	0	0	•	0	0
Negative impacts on working conditions	0	•	0	0	0
Negative impacts on workers' well being	•	0	0	0	0
Weak culture of integrity and accountability in the workplace	0	•	0	0	•

Workers in the <u>public sector</u> are reluctant to report threats or harm to the public interest	•	0	0	0	0
Workers in the <u>private sector</u> are reluctant to report threats or harm to the public interest	0	•	0	0	•
Low compliance by public authorities with the law	0	•	0	0	•
Low compliance by businesses with the law	0	•	0	0	0
Low investors' trust	0	•	0	0	0
Unfair competition (cartels etc.)	0	•	0	0	0
High level of fraud and corruption	0	•	0	0	0
Mismanagement of public funds	0	•	0	0	0
High level of tax evasion and tax avoidance	0	•	0	0	•
Risks for public health and safety	0	•	0	0	0
Risks for food safety	0	•	©	©	•
Risks for the environment	0	•	0	0	0
Other (please specify)	0	0	0	0	0

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Please u	se the	space	below	it vou	have	turther	comme	nts

5	00 character(s) maximum

Whistleblowers enjoy very different levels of protection across the various EU countries, and in some EU countries they enjoy limited or no protection at all. In your opinion, what are the <u>negative impacts</u> likely to result from the absence of - or the insufficient - whistleblower protection in some EU countries \underline{f} or other EU countries and the EU as a whole?

Please rate likelihood, 1: very likely, 2: likely, 3: somewhat likely; 4 unlikely.

	1	2	3	4	Don't know
Negative impact on the protection of the public interest also of those Member States providing stronger whistleblower protection or of the public interest of the EU as a whole (in areas such as the fight against fraud and corruption, tax evasion and tax avoidance, misuse of personal data and market abuse, protection of public health and safety, food safety and the environment, protection of fair competition)	•	•	•	•	•
Negative impact on the protection of the financial interests of the EU (both as regards EU expenditures, for example fraud to EU grants, as well as EU revenues, for example fraud to customs duties)	•	•	0	•	•
Negative impact on the well-being of workers whose companies move from a Member State offering a higher level of whistleblower protection to a Member State with lower or no protection	•	•	0	•	•
Negative impact on the <u>cross-border</u> <u>mobility</u> of workers who would be reluctant to move from a Member State with a higher level of whistleblower protection to one with lower or no protection	0	•	•	•	•
Negative impact on the freedom of establishment of companies which would be reluctant to move from a Member State offering a higher level of whistleblower protection to a Member State with lower or no protection (resulting in a weaker culture of integrity and accountability and lower investors' trust)	©	©	•	©	•

Negative impact on the freedom of establishment of companies which would be reluctant to move to a Member State offering a higher level of protection of whistleblowers (e.g. where the introduction of relevant arrangements may imply significant administrative costs due to necessary changes in the business model)	©	©	•	©	•
Negative impact on the <u>free movement of capital</u> , because investors would be reluctant to invest in companies established in a Member State with low or no protection	•	•	0	0	0
Negative impact on the free movement of capital, because investors would only invest in companies established in a Member State with low or no whistleblower protection (e.g. where the introduction of relevant arrangements may imply significant administrative costs)	•	•	•	•	•
Distortion of competition at EU level resulting from the lower level of legal compliance with relevant rules, and of integrity and accountability in Member States where there is lower or no whistleblower protection	•	•	•	•	•
Other negative cross-border impact (please specify)	0	0	0	0	0
There are no such negative impacts	0	0	0	0	0

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5	500 character(s) maximum								

In your opinion, what are the <u>positive impacts</u> likely to result from the absence of whistleblower protection in some EU countries <u>for other EU countries</u> and the EU as a whole?

Please rate the likelihood: 1. very likely, 2. likely; 3. somewhat likely; 4. unlikely

	1	2	3	4	Don't know
Positive impact on the protection of the <u>public</u> interest also of those Member States providing weaker or no whistleblower protection or of the public interest <u>of the EU as a whole</u> (because of spill-over effects, .e.g. incentive for Member States to compete)	©	•	©	•	©
Positive impact on the well-being of workers whose companies move from a Member State offering a lower level of whistleblower protection to a Member State with higher level of protection	0	•	0	•	•
Positive impact on the <u>cross-border mobility</u> of workers who would be incentivised to move from a Member State with a lower level of whistleblower protection to one with higher level of protection	0	•	•	•	0
Positive impact on the <u>freedom of establishment</u> of companies which would be incentivised to move from a Member State offering a higher level of whistleblower protection to a Member State with lower or no protection (e.g. due to administrative burden and costs).	©	©	©	•	©
Positive impact on the <u>free movement of capital</u> , because investors would invest in companies established in a Member State with low or no protection (e.g. less administrative burden or costs)	©	0	0	•	©
Other positive cross-border impact (please specify)	0	0	0	0	0
There are no such positive impacts	0	0	0	0	0

Please use the space below if you have further comments

5	00 character(s) maximum			

Need for minimum standards

Considering what you have indicated as important aspects for effective whistleblower protection, in your opinion who should establish legally binding minimum standards on these aspects?

- No legal obligation needed
- Solely national legislation
- EU legislation (in conjunction with national legislation)
- No opinion

In which area should the EU offer (more) support to the Member States to provide whistleblower protection:

	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
Protection of public health and safety	0	•	0	0	0
Protection of food safety	0	•	0	0	0
Protection of environment	0	•	0	0	0
Protection of energy supply	0	•	0	0	0
Fight against tax evasion and tax avoidance	0	•	0	0	0
Fight against anti- competitive practices (cartels etc.)	©	•	©	0	0
Increase of accountability and transparency in industry and business	0	•	0	0	0
Fight against fraud and corruption	0	•	0	0	0
Good management of public (national and EU) funds	©	•	0	0	0
Other (please specify)	0	0	0	0	0

500 character(s) maximum

We however caveat our response that legislation needs to be minimum standards and principles-based which can be applied to specific areas where further improvement to the existing framework may be helpful.

Please indicate, for which of the minimum standards within any potential **EU legislation** you would consider horizontal, generally applicable, whistleblower protection and/or sectorial legal provisions more effective. EU sectorial legal provisions refer to the areas in which the EU should offer support to the Member States, as indicated in the previous question.

	EU horizontal legal provisions	EU sectorial legal provisions	A combination of EU horizontal and sectorial provisions	A combination of EU and national legal provisions	No opinion
Channels in an organisation/business for reporting of wrongdoing	0	0	0	•	•
Channels for reporting to relevant public regulatory bodies (i.e. regulatory agencies in specific sector)	©	•	©	•	•
Channels for reporting to horizontal independent body (e. g. ombudsman)	©	•	•	•	0

Channels for reporting to sectorial independent body (e. g. concerning financial services, energy, taxation, etc.)	©	©	©	•	©
Channels for reporting to law enforcement (e. g. police, prosecution)	0	0	0	•	0
Protection in case of disclosure to the public (media, web platforms, etc) where internal reporting and reporting to oversight institutions are not available, not functioning properly or cannot reasonably expected to function properly.	•	•	•	•	•
Right of workers to be informed on the whistleblowing provisions and procedures applicable at the specific workplace	•	•	•	•	•

Procedure that grants whistleblowers an official status (with rights of information)	©	©	•	•	©
Procedure to inform whistleblowers on regular basis about the status of the follow-up to their report	©	©	•	•	©
Rules for contact of whistleblowers with the investigation authority before, during and after an investigation	©	©	•	•	•
Rules on whistleblowers' access to the file or to documents in the file	©	©	•	•	0
Proper investigation of the relevant reports and disclosures	0	0	0	0	0
Protection of the confidentiality of the whistleblower's data	©	0	0	•	0
Protection of the rights and interests of third parties implicated	©	0	0	•	0

Protection of whistleblowers against retaliation at work	©	•	•	•	•
Protection of whistleblowers in administrative proceedings	©	•	0	•	0
Immunity from civil action for damages	•	0	•	•	0
Exemption of whistleblowers from criminal liability	©	0	•	•	0
Financial support covering the costs of legal proceedings	©	0	•	•	0
Financial or other types of rewards	0	•	0	•	0
Psychological support	0	0	0	•	0

Other minimum standard (please specify)	©	•	•	•	•	
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500 character(s) maximum

We however caveat our response that legislation needs to be minimum standards and principles-based which can be applied to specific areas where further improvement to the existing framework may be helpful.

Please also see our report on effective speak-up arrangements: http://www.accaglobal.com/content/dam/ACCA_Global/Research/ACCA-ESRC%20Effective%20Speak-Up%20Arrangements%20for%20Whistle-Blowers.pdf (it was too large to be attached)

Please upload here any additional position paper or background information.

The optional document may serve only as additional background reading to better understand your position, so shall not replace the response to the questionnaire.

Background Documents

bg_background_document.pdf (/eusurvey/files/dbcd7674-9489-4e7b-9528-0e36912a9a50)
cs_background_document.pdf (/eusurvey/files/8d0a9439-5025-4733-a4ad-05649e67cb0a)
da_background_document.pdf (/eusurvey/files/68c4ee5e-8eb7-4781-aa9f-6148a77cec67)
de_background_document.pdf (/eusurvey/files/df7a1a91-557d-4817-af25-c4015402acf3)
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fi_background_document.pdf (/eusurvey/files/21f4ec83-cda5-4d21-b0cd-a7f7516eb61a)

fr_background_document.pdf (/eusurvey/files/cdd360a8-b303-40ea-b20b-7ff20efe9179)
hr_background_document.pdf (/eusurvey/files/540597ce-7b4e-4eaf-b2fb-5338e48aca6b)
hu_background_document.pdf (/eusurvey/files/656e23d9-a21d-4810-89db-b3645602c929)
it_background_document.pdf (/eusurvey/files/3a0cc23b-460d-44dd-80dc-a1cf83f90d7b)
lt_background_document.pdf (/eusurvey/files/67021a15-e504-4a01-89f2-a69c9cb9df4f)
lv_background_document.pdf (/eusurvey/files/09b71b2d-68ab-46ef-959d-474f5a619160)
mt_background_document.pdf (/eusurvey/files/c1e79664-85d6-46ae-9a63-5f720d7cf67e)
nl_background_document.pdf (/eusurvey/files/28b17879-9a10-48ca-8f27-4febb750a04f)
pl_background_document.pdf (/eusurvey/files/8e79486a-82dc-4f5e-8cee-2380d9d66ebb)
pt_background_document.pdf (/eusurvey/files/1ee7314b-951e-442c-8c35-e108df0b44db)
ro_background_document.pdf (/eusurvey/files/b62bdfd1-6c34-41d1-92fb-ebfff8ecfe75)
sk_background_document.pdf (/eusurvey/files/53941eec-95b9-442a-93ff-e3cf22fb3e0a)
sv_background_document.pdf (/eusurvey/files/d34b1fd4-f80a-4bfc-9bc6-bea7dc3175c2)

Contact

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