

117TH CONGRESS  
1ST SESSION

# H. R. 846

To protect certain whistleblowers seeking to ensure accountability and oversight of the Nation’s COVID–19 pandemic response, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 4, 2021

Ms. SPEIER (for herself, Mr. RASKIN, Mr. CARSON, Mr. COHEN, Mr. DANNY K. DAVIS of Illinois, Mrs. DEMINGS, Mr. DESAULNIER, Mr. GRIJALVA, Mr. HASTINGS, Mrs. HAYES, Ms. JACKSON LEE, Ms. JAYAPAL, Mr. JONES, Mrs. KIRKPATRICK, Mr. LYNCH, Mrs. CAROLYN B. MALONEY of New York, Ms. NORTON, Mr. PHILLIPS, Miss RICE of New York, Ms. TLAIB, Mrs. BEATTY, and Mr. THOMPSON of Mississippi) introduced the following bill; which was referred to the Committee on Education and Labor

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## A BILL

To protect certain whistleblowers seeking to ensure accountability and oversight of the Nation’s COVID–19 pandemic response, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

### 3   **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “COVID–19 Whistle-  
5   blower Protection Act”.

1 **SEC. 2. DEFINITIONS.**

2 In this Act—

3 (1) the term “abuse of authority” means an ar-  
4 bitrary and capricious exercise of authority by a con-  
5 tracting officer or employee that adversely affects  
6 the rights of any individual, or that results in per-  
7 sonal gain or advantage to the officer or employee  
8 or to preferred other individuals;

9 (2) the term “CARES Act” means the CARES  
10 Act (Public Law 116–136);

11 (3) the term “Coronavirus pandemic-related  
12 program, project, or activity”—

13 (A) means a program, project, or activity  
14 of the executive branch of the Federal Govern-  
15 ment authorized under or carried out using  
16 amounts made available under an Act to re-  
17 spond to or to provide aid or assistance to ad-  
18 dress, relief from, or funding to address the  
19 outbreak of COVID–19 that is enacted before,  
20 on, or after the date of enactment of this Act;  
21 and

22 (B) includes any program, project, or ac-  
23 tivity of the executive branch of the Federal  
24 Government authorized under or carried out  
25 using amounts made available under—

1 (i) the Paycheck Protection Program  
2 and Health Care Enhancement Act (Public  
3 Law 116–139), or an amendment made by  
4 that Act;

5 (ii) the CARES Act, or an amend-  
6 ment made by that Act;

7 (iii) the Families First Coronavirus  
8 Response Act (Public Law 116–127), or an  
9 amendment made by that Act;

10 (iv) the Coronavirus Preparedness and  
11 Response Supplemental Appropriations  
12 Act, 2020 (Public Law 116–123), or an  
13 amendment made by that Act; or

14 (v) division M or N of the Consoli-  
15 dated Appropriations Act, 2021(Public  
16 Law 116–260), or an amendment made by  
17 that division;

18 (4) the term “covered funds” means any con-  
19 tract, subcontract, grant, subgrant, loan, loan guar-  
20 antee, or other payment for which—

21 (A) the Federal Government provides any  
22 portion of the funds or property that is pro-  
23 vided, requested, or demanded; and

24 (B) any portion of the funds are appro-  
25 priated or otherwise made available under or to

1 carry out a Coronavirus pandemic-related pro-  
2 gram, project, or activity;

3 (5) the term “employee”—

4 (A) except as provided under subparagraph  
5 (B), means an individual performing services on  
6 behalf of an employer, including any individual  
7 working for an employer under a contract with  
8 such employer (including a contractor, subcon-  
9 tractor, or agent of an employer); and

10 (B) does not include any Federal employee  
11 or member of the uniformed services (as that  
12 term is defined in section 101(a)(5) of title 10,  
13 United States Code);

14 (6) the term “non-Federal employer”—

15 (A) means any employer—

16 (i) with respect to covered funds—

17 (I) the contractor, subcontractor,  
18 grantee, subgrantee, or recipient, as  
19 the case may be, if the contractor,  
20 subcontractor, grantee, subgrantee, or  
21 recipient is an employer; and

22 (II) any professional membership  
23 organization, certification or other  
24 professional body, any agent or li-  
25 censee of the Federal Government, or

1 any person acting directly or indi-  
2 rectly in the interest of an employer  
3 receiving covered funds; or

4 (ii) with respect to covered funds re-  
5 ceived by a State or local government, the  
6 State or local government receiving the  
7 funds and any contractor or subcontractor  
8 of the State or local government; and

9 (B) does not mean any department, agen-  
10 cy, or other entity of the Federal Government;

11 (7) the term “protected individual” means—

12 (A) an employee of, former employee of, or  
13 individual seeking employment with, any non-  
14 Federal employer receiving covered funds; or

15 (B) a Federal personal services contractor  
16 receiving covered funds, former such Federal  
17 personal services contractor, or applicant for a  
18 Federal personal services contract involving  
19 such funds;

20 (8) the term “reprisal” means an action (or, as  
21 applicable, inaction) that is discharging, demoting,  
22 blacklisting, or acting or failing to take an action in  
23 a manner prejudicial against, or otherwise discrimi-  
24 nating against in any way (including in the hiring  
25 process and including by the threat of any such ac-

1       tion or inaction) a protected individual as described  
 2       in section 3(a)(1) for a reason described in subpara-  
 3       graph (A) or (B) of such section; and

4               (9) the term “State or local government”  
 5       means—

6               (A) the government of each of the several  
 7       States, the District of Columbia, the Common-  
 8       wealth of Puerto Rico, Guam, American Samoa,  
 9       the Virgin Islands, the Commonwealth of the  
 10      Northern Mariana Islands, or any other terri-  
 11      tory or possession of the United States; or

12              (B) the government of any political sub-  
 13      division of a government listed in subparagraph  
 14      (A).

15 **SEC. 3. PROTECTING WHISTLEBLOWERS.**

16       (a) PROHIBITION OF REPRISALS.—

17              (1) IN GENERAL.—A protected individual may  
 18      not be discharged, demoted, blacklisted, prejudiced  
 19      by any action or lack of action, or otherwise dis-  
 20      criminated against in any way (including in the hir-  
 21      ing process and including by the threat of any such  
 22      action or inaction) for—

23              (A) disclosing, being perceived as dis-  
 24      closing, or preparing to disclose (including as-  
 25      sisting in disclosing, being perceived as assist-

1 ing in disclosing, or preparing to assist in dis-  
2 closing and including a disclosure made in the  
3 ordinary course of the duties of the protected  
4 individual) to an officer or entity described in  
5 paragraph (2) information that the protected  
6 individual reasonably believes is evidence of  
7 misconduct that violates, obstructs, or under-  
8 mines any statute, rule, or regulation with re-  
9 spect to any Coronavirus pandemic-related pro-  
10 gram, project, or activity, including—

11 (i) gross mismanagement of an agency  
12 contract, subcontract, grant, or subgrant  
13 relating to covered funds;

14 (ii) a gross waste of covered funds;

15 (iii) a substantial and specific danger  
16 to public health or safety;

17 (iv) an abuse of authority related to  
18 the distribution, implementation, or use of  
19 covered funds, including conflict of interest  
20 or partiality; and

21 (v) a violation of any statute, rule, or  
22 regulation related to an agency contract,  
23 subcontract (including the competition for  
24 or negotiation of a contract or sub-

1 contract), grant, or subgrant, awarded or  
2 issued relating to covered funds; or

3 (B) refusing to obey an order that the pro-  
4 tected individual reasonably believes would re-  
5 quire that individual to violate a statute, rule,  
6 or regulation with respect to any Coronavirus  
7 pandemic-related program, project, or activity.

8 (2) OFFICERS AND ENTITIES.—The officers and  
9 entities described in this paragraph are—

10 (A) the Pandemic Response Accountability  
11 Committee;

12 (B) an inspector general, including the  
13 Special Inspector General for Pandemic Relief;

14 (C) the Congressional Oversight Commis-  
15 sion;

16 (D) the Comptroller General of the United  
17 States;

18 (E) a Member of Congress;

19 (F) a congressional committee;

20 (G) a State or Federal regulatory or law  
21 enforcement agency;

22 (H)(i) an individual with supervisory au-  
23 thority over a protected individual; or

24 (ii) another individual who—



(I) has authority to investigate, discover, or terminate misconduct; and

(II) works for the non-Federal employer (in the case of a protected individual described in section 2(7)(A)), or the Federal Government (in the case of a protected individual described in section 2(7)(B));

(I) a court or grand jury;

(J) an officer or representative of a labor organization; or

(K) the head of a Federal agency or a designee of such a head.

(3) APPLICATION.—

(A) IN GENERAL.—For the purposes of paragraph (1)—

(i) a protected individual who initiates or provides evidence of misconduct by a contractor, subcontractor, grantee, or subgrantee in any judicial or administrative proceeding relating to waste, fraud, or abuse in connection with a Federal contract or grant shall be deemed to have made a disclosure covered by such paragraph; and

1           (ii) any discharge, demotion, discrimi-  
2           nation, or other reprisal described in para-  
3           graph (1) is prohibited even if it is under-  
4           taken at the request of an executive branch  
5           officer or employee, unless the request  
6           takes the form of a non-discretionary di-  
7           rective and is within the authority of the  
8           executive branch official making the re-  
9           quest.

10           (B) PROTECTION OF WHISTLEBLOWER  
11           IDENTITY.—

12           (i) IN GENERAL.—Except as required  
13           by law, an officer or entity described in  
14           paragraph (2) that receives information  
15           under paragraph (1) and any individual or  
16           entity to which the officer or entity dis-  
17           closes the information may not disclose the  
18           identity or identifying information of the  
19           protected individual providing the informa-  
20           tion without explicit written consent of the  
21           protected individual.

22           (ii) NOTICE.—If disclosure of the  
23           identity or identifying information of a  
24           protected individual providing information  
25           under paragraph (1) is required by law,

1 the recipient shall provide timely notice of  
2 the disclosure to the protected individual.

3 (b) INVESTIGATION OF COMPLAINTS.—

4 (1) COMPLAINTS.—

5 (A) IN GENERAL.—A protected individual  
6 who believes that the individual has been sub-  
7 jected to a reprisal prohibited under subsection  
8 (a) may, within 3 years after learning of the al-  
9 leged reprisal, submit a complaint regarding the  
10 reprisal to the Secretary of Labor in accordance  
11 with paragraph (2).

12 (B) RESPONSE.—Not later than 60 days  
13 after the submission of a complaint under sub-  
14 paragraph (A), the applicable non-Federal em-  
15 ployer (or the applicable agency head in the  
16 case of a Federal personal services contract in-  
17 volving covered funds) shall submit an answer  
18 to the complaint to the Secretary of Labor.

19 (2) REMEDY AND ENFORCEMENT AUTHOR-  
20 ITY.—

21 (A) RULES AND PROCEDURES.—Except to  
22 the extent provided otherwise in this section,  
23 any action alleging a reprisal prohibited under  
24 subsection (a) shall be governed, to the max-  
25 imum extent practicable, by the rules and pro-

cedures for administrative and judicial enforcement, including for investigations, civil actions, appeals, and relief, set forth under section 7623(d) of the Internal Revenue Code of 1986.

(B) BURDEN OF PROOF.—The Secretary of Labor, or the officer presiding in a judicial or administrative proceeding, shall apply the legal burdens of proof specified in section 1221(e) of title 5, United States Code, in determining whether a reprisal prohibited under subsection (a) has occurred in accordance with the rules and procedures under subparagraph (A).

(C) ACCESS TO INVESTIGATIVE FILE OF THE SECRETARY OF LABOR.—

(i) IN GENERAL.—A protected individual alleging a reprisal under this section shall have access to the investigation file of the Secretary of Labor in accordance with section 552a of title 5, United States Code (commonly referred to as the “Privacy Act”). The investigation of the Secretary of Labor shall be deemed closed for purposes of disclosure under such section when an individual files an appeal to an

1 agency head or a court of competent juris-  
2 diction.

3 (ii) CIVIL ACTION.—In the event a  
4 protected individual alleging a reprisal  
5 under this section brings a civil action  
6 under this subsection, the protected indi-  
7 vidual and the non-Federal employer (or  
8 the head of the applicable agency in the  
9 case of a Federal personal services con-  
10 tract involving covered funds), if applica-  
11 ble, shall have access to the investigative  
12 file of the Secretary of Labor in accord-  
13 ance with section 552a of title 5, United  
14 States Code.

15 (iii) EXCEPTION.—The Secretary of  
16 Labor may exclude from disclosure—

17 (I) information protected from  
18 disclosure by a provision of law; and

19 (II) any additional information  
20 the Secretary of Labor determines  
21 disclosure of which would impede a  
22 continuing investigation, if such infor-  
23 mation is disclosed once such disclo-  
24 sure would no longer impede such in-  
25 vestigation, unless the Secretary of

1 Labor determines that disclosure of  
2 law enforcement techniques, proce-  
3 dures, or information could reasonably  
4 be expected to risk circumvention of  
5 the law or disclose the identity of a  
6 confidential source.

7 (iv) PRIVACY OF INFORMATION.—The  
8 Secretary of Labor investigating an alleged  
9 reprisal under this section may not re-  
10 spond to any inquiry or disclose any infor-  
11 mation from or about any protected indi-  
12 vidual alleging such reprisal, except in ac-  
13 cordance with the provisions of section  
14 552a of title 5, United States Code, or as  
15 required by any other applicable Federal  
16 law.

17 (c) GENERAL PROVISIONS.—

18 (1) RIGHTS RETAINED BY EMPLOYEE.—Noth-  
19 ing in this section shall diminish the rights, privi-  
20 leges, or remedies of any protected individual under  
21 any Federal or State law, or under any collective  
22 bargaining agreement.

23 (2) LIABILITY.—Notwithstanding any other  
24 provision of law, a protected individual shall be im-  
25 mune from civil and criminal liability with respect to

1 a disclosure by the individual if the individual would  
2 be protected from reprisal under subsection (a) for  
3 making the disclosure. The protected individual shall  
4 bear the burden of proving that the individual would  
5 be protected from reprisal under subsection (a) for  
6 making the disclosure.

7 (3) NONENFORCEABILITY OF CERTAIN PROVI-  
8 SIONS WAIVING RIGHTS AND REMEDIES OR REQUIR-  
9 ING ARBITRATION OF DISPUTES.—

10 (A) WAIVER OF RIGHTS AND REMEDIES.—

11 Except as provided under subparagraph (C),  
12 the rights and remedies provided for in this sec-  
13 tion may not be waived by any public or private  
14 agreement, policy, form, or condition of employ-  
15 ment, including by any predispute arbitration  
16 agreement.

17 (B) PREDISPUTE ARBITRATION AGREE-

18 MENTS.—Except as provided under subpara-  
19 graph (C), no predispute arbitration agreement  
20 shall be valid or enforceable if it requires arbi-  
21 tration of a dispute arising under this section.

22 (C) EXCEPTION FOR COLLECTIVE BAR-

23 GAINING AGREEMENTS.—Notwithstanding sub-  
24 paragraphs (A) and (B), an arbitration provi-  
25 sion in a collective bargaining agreement shall

1 be enforceable as to disputes arising under the  
2 collective bargaining agreement.

3 (4) REQUIREMENT TO POST NOTICE OF RIGHTS  
4 AND REMEDIES.—Any non-Federal employer receiv-  
5 ing covered funds (and the head of the applicable  
6 agency in the case of a Federal personal services  
7 contract involving covered funds) shall post notice of  
8 the rights and remedies provided under this section.

9 (d) RULES OF CONSTRUCTION.—

10 (1) NO IMPLIED AUTHORITY TO RETALIATE  
11 FOR NON-PROTECTED DISCLOSURES.—Nothing in  
12 this section may be construed to—

13 (A) authorize the discharge of, demotion  
14 of, or discrimination or other reprisal against a  
15 protected individual for a disclosure other than  
16 a disclosure protected by subsection (a); or

17 (B) modify or derogate from a right or  
18 remedy otherwise available to the protected in-  
19 dividual.

20 (2) RELATIONSHIP TO STATE LAWS.—Nothing  
21 in this section may be construed to preempt, pre-  
22 clude, or limit the protections provided for public or  
23 private employees under State whistleblower laws.

24 (e) COMPLAINT PORTAL.—The Special Inspector  
25 General for Pandemic Relief, the Pandemic Relief Ac-



1 countability Committee, and the Congressional Oversight  
2 Commission shall each establish a public website where  
3 any individual who believes that the individual has been  
4 subjected to a reprisal prohibited under subsection (a)  
5 may submit a complaint regarding the reprisal. Such com-  
6 plaints shall be transmitted to the Secretary of Labor for  
7 enforcement in accordance with this section.

8 (f) AUTHORIZATION OF APPROPRIATIONS.—There is  
9 authorized to be appropriated to the Secretary of Labor  
10 to carry out this Act \$20,000,000 for fiscal year 2021,  
11 to remain available until expended.

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