

**QUESTIONNAIRE SUR LES QUESTIONS DE DROIT INTERNATIONAL PRIVÉ RELATIVES AU  
STATUT DES ENFANTS, NOTAMMENT CELLES DÉCOULANT DES CONVENTIONS DE  
MATERNITÉ DE SUBSTITUTION À CARACTÈRE INTERNATIONAL**

*établi par le Bureau Permanent*

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**QUESTIONNAIRE ON THE PRIVATE INTERNATIONAL LAW ISSUES  
SURROUNDING THE STATUS OF CHILDREN, INCLUDING ISSUES ARISING FROM  
INTERNATIONAL SURROGACY ARRANGEMENTS**

*drawn up by the Permanent Bureau*

*Document préliminaire No 3 d'avril 2013 à l'attention  
du Conseil d'avril 2014 sur les affaires générales et la politique de la Conférence*

*Preliminary Document No 3 of April 2013 for the attention  
of the Council of April 2014 on General Affairs and Policy of the Conference*

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## INTRODUCTION

This Questionnaire is addressed to Members of the Hague Conference and other interested States in fulfilment of the mandate provided by the Council on General Affairs and Policy of the Conference ("the Council") in April 2012, following consideration of Preliminary Document No 10 of March 2012.<sup>1</sup> The Council requested that the Permanent Bureau "continue the current work under the 2011 Council mandate and further prepare and distribute a Questionnaire in order to obtain more detailed information regarding the extent and nature of the private international law issues being encountered in relation to international surrogacy arrangements, as well as in relation to legal parentage or "filiation" more broadly. The Questionnaire shall seek views on the needs to be addressed and approaches to be taken. The Permanent Bureau is invited to present its final Report to the Council in 2014".<sup>2</sup>

A detailed chronology of the background to this project is available on the website of the Hague Conference < [www.hcch.net](http://www.hcch.net) >, under "The Parentage / Surrogacy Project", then "Chronology of the Project (including relevant documentation)".

This Questionnaire has **five parts**:

- **Part I** contains questions on the internal law concerning the establishment and contestation of legal parentage in Member and interested States;
- **Part II** looks to the private international law ("PIL") and co-operation rules concerning birth registration and the establishment, recognition and contestation of legal parentage;
- **Part III** addresses the particular challenges concerning International Surrogacy Arrangements<sup>3</sup> ("ISAs");
- **Part IV** considers the current bilateral or multilateral instruments in the field; and
- **Part V** asks for thoughts on possible future work in this area.

Please note that the Permanent Bureau has used the same terminology in this Questionnaire as that which was used in the **Glossary** annexed to Preliminary Document No 10 of March 2012. This Glossary is accessible on the webpage of the project, "The Parentage / Surrogacy Project", then "Chronology of the Project (including relevant documentation)" and then "2011 - 2013".

The Permanent Bureau invites responses to the Questionnaire (in either English or French) by no later than **1 August 2013** in order to allow the Permanent Bureau sufficient time to consider the responses and to prepare the final Report requested by Members for the Council of 2014. Answers should be sent by e-mail to < [secretariat@hcch.net](mailto:secretariat@hcch.net) > with the following heading and indication in the subject field: "Questionnaire - Parentage / Surrogacy - [name of Member, State or territorial unit, where applicable]".

It is acknowledged that this is a detailed Questionnaire and that, due to the legal position in some States, it may not be possible for Members and interested States to respond to all of the questions. The Permanent Bureau is extremely grateful for any information which may be provided. It is also hoped that the detailed information in the responses to this Questionnaire may be of use to Members beyond this project: for example, where consideration is being given, now or in the future, to domestic legislation in any of the areas considered below.

<sup>1</sup> Prel. Doc. No 10 of March 2012, "A Preliminary Report on the issues arising from international surrogacy arrangements", drawn up by the Permanent Bureau. See also the earlier Prel. Doc. No 11 of March 2011, "Private international law issues surrounding the status of children, including issues arising from international surrogacy arrangements", also drawn up by the Permanent Bureau.

<sup>2</sup> Conclusions and Recommendations of the Council on General Affairs and Policy of the Conference, 17-20 April 2012, para. 21. The "2011 Council mandate" referred to therein can be found at paras 17 to 20 of the Conclusions and Recommendations of the Council on General Affairs and Policy of the Conference, 5-7 April 2011.

<sup>3</sup> See the **Glossary** annexed to Prel. Doc. No 10 of March 2012 (see note 1) for the definition of the terms used in this paper.

Please note: the Permanent Bureau intends, except where expressly asked not to do so, to place replies to this Questionnaire on the website of the Hague Conference.

**Identification**

Name of State (or territorial unit, where applicable): **Ireland**

**Information for follow-up purposes**

Name and title of contact person: Dara Breathnach

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## QUESTIONNAIRE

**Note: wherever possible, please provide a copy of, or a web-link to, any legislation, rules or case law mentioned in your response, along with a translation into English or French.**

### Part I: Internal law concerning the establishment and contestation of legal parentage

#### A. Birth registration

1. Please indicate which authorities in your State are responsible for registering the birth of a child:

General Register Office

2. Please briefly describe the procedure for birth registration in your State, indicating whether such registration is mandatory<sup>4</sup> and providing details concerning any specific rules which must be complied with (e.g., within what timeframe must a birth be registered, who can register a birth and where must the birth be registered):

Registration of a birth taking place in the State is mandatory and must take place within 3 months of a child's birth. The parents of a child are required to make the appropriate notification and if they are dead or incapable of doing so through ill-health, any other qualified informant may make the notification. The parents are required to attend at the registrar's office, provide the registrar with the particulars to be registered, provide proof of identity and sign the register.

3. Please explain what proof (evidence), if any, of legal *maternity* is required by the authorities in your State in order to register a putative<sup>5</sup> legal mother:

Please tick all which apply:

- a)  Hospital birth record (stating the name of the woman who gave birth to the child)
- b)  Sworn statement by the putative legal mother stating that she gave birth to the child
- c)  Signed statement by the putative legal mother stating that she gave birth to the child
- d)  DNA test to prove a genetic link between the putative legal mother and child
- e)  Other: please explain
4. Please explain what proof (evidence), if any, of legal *paternity* is required by the authorities in your State in order to register a putative legal father:

Please tick all which apply:

- a)  Formal acknowledgement<sup>6</sup> by the putative legal father
- b)  Formal acknowledgement by the putative legal father, with the legal mother and / or the child's evidenced consent: please specify Child's consent not

<sup>4</sup> See Art. 7 of the United Nations *Convention on the Rights of the Child* ("UNCRC"), 20 November 1989, which states that, "The child shall be registered immediately after birth and shall have the right from birth to a name, the right to acquire a nationality and, as far as possible, the right to know and be cared for by his or her parents."

<sup>5</sup> "Putative" means "generally considered or reputed to be" and, in this document, is taken to mean the woman or man *claiming or claimed* (where it is not the individual him or herself making the assertion) to be the legal mother or father, respectively, of the child.

<sup>6</sup> In some States, this is called a "recognition" of paternity: the term "acknowledgement" is used in this document to avoid confusion with the private international law concept of "recognition". See further **Questions 11 et seq.** below.

specifically provided for. However, if the child is over 14 years old, the views of the child are taken into account.

- c)  Judicial decision (court order) establishing or confirming legal paternity
- d)  Sworn statement by the putative legal father stating that he is the genetic father
- e)  Signed statement by the putative legal father stating that he is the genetic father
- f)  Signed agreement between the legal mother and putative legal father
- g)  DNA test to prove a genetic link between the putative legal father and child
- h)  Other: please explain Where a married woman gives birth to a child, her husband is presumed to be the father of the child and is registered as such unless the presumption of paternity is rebutted (see also q. 9). Where the mother is not married, the father can acknowledge paternity by registering the birth of the child jointly with the child's mother. If there is disagreement between the parents, either the father or the mother may have the father's details registered on presentation of a court order naming the father.

5. What are the legal consequences in the internal law of your State of registering persons in the State records<sup>7</sup> as the parents of a child?

- a)  Those persons are the legal parents of the child for all purposes, unless and until the record is contested, and all the legal consequences which flow from legal parentage in your State will automatically follow (e.g., duty to provide maintenance, inheritance rules, naming rules, etc.):
- b)  Other: please explain Registration as the child's parents reflects the assignment of parentage. In the case of married parents, both parents have full parental responsibility for the child. Where the child's parents are not married, the mother has full parental responsibility but the father does not unless he and the child's mother make a statutory declaration appointing him as a guardian, or he obtains a court order appointing him as guardian. However, both parents still have responsibility to maintain the child, and the child's inheritance rights are unaffected by whether the parent has parental responsibility. Where a father's details are entered in the register of births, he is presumed in law to be the father of the child, unless the contrary is proved on the balance of probabilities.

6. Are there any penalties for failing to comply with the rules concerning birth registration in your State: for example, misrepresenting to the authorities who are / is the legal parent(s) of the child?

Yes. It is an offence to knowingly give incorrect information to a registrar or without reasonable cause to fail to register a birth, and on conviction the person may be fined, imprisoned, or both.

7. Is it possible to give birth anonymously in your State?

- Yes
- No

If so, please explain any rules which apply to such an anonymous birth and state what will appear on the child's birth record and / or birth certificate:<sup>8</sup>

<sup>7</sup> It is acknowledged that there are different methods of recording births (and therefore legal parentage) across States, as well as different rules concerning matters such as when birth certificates will be issued, what information should be contained within the certificate and their constitutive value. Where applicable, please provide information concerning the rules in your State.

<sup>8</sup> In this document, the "birth record" is taken to mean the information concerning the child's birth (including legal parentage) which is stored in the records of the relevant State authority (usually a registry). In contrast, the "birth certificate" is taken to mean the *extract* from this birth record which is usually given to the legal parent(s) to keep. In some States it may be that the information contained within the birth record is comprehensive (e.g., if the child has been adopted, the birth record will identify the birth parent(s)), whereas the birth certificate may provide only a limited part of this information. See also *ibid.*

**B. Establishment of legal parentage**

8. Who, upon the birth of a child, is the legal mother *by operation of law* in your State (*i.e.*, with no need for the woman to take any steps to establish her legal maternity)?

- a)  The woman who gives birth to the child
- b)  The genetic mother (*i.e.*, the woman whose gamete (egg) created the child)
- c)  There is no legal mother *by operation of law*: please explain
- d)  Other: please explain

9. Who, upon the birth of a child, is the legal father *by operation of law* in your State (*i.e.*, with no need for the man to take any steps to establish his legal paternity)?

- a)  The husband of the woman who gave birth is *presumed* to be the legal father
- b)  The male partner of the woman who gave birth is *presumed* to be the legal father – please provide any conditions (*e.g.*, the couple must be cohabiting, etc.)
- c)  The genetic father (*i.e.*, the man whose gamete (sperm) created the child)
- d)  There is no legal father *by operation of law*: please explain
- e)  Other: please explain

If legal presumptions operate in your State, please specify in what circumstances, if any, it is possible to “rebut” these presumptions: The presumption of paternity does not prevail if the mother has been living separately and apart from her husband under a decree of judicial separation or a deed of separation and the child is born more than ten months after the decree was granted or the deed executed. The presumption is also defeated where the mother registers the birth of the child together with a man other than her husband. The presumption of paternity can also be rebutted on presentation of evidence that, on the balance of probability, the man registered as father is not the father. Usually, DNA evidence, along with sworn declarations of the parties involved, or a court order will suffice to rebut paternity.

10. a) Is it possible in your State for a non-contentious (*i.e.*, unchallenged) application to be made to the relevant State authorities for a decision (sometimes called a “declaration”) establishing or confirming the legal parentage of a child?

- Yes – go to **Question 10 b**).
- No – go to **Question 11**.

b) Please explain to which State authorities such an application should be made:

- i.  The authority responsible for birth registration (see **Question 1** above)
- ii.  The judicial authorities (*i.e.*, the courts): please specify The Circuit Court.
- iii.  Other State administrative authorities: please specify
- iv.  Other: please explain

c) Please explain who may bring such an application:

- i.  Only the individuals currently considered to be the legal mother and / or father and / or the child
- ii.  Any person claiming to be the legal mother and / or father of a child
- iii.  Any person determined by the State authorities to have sufficient interest to bring a claim: please explain how the authorities determine this question: Technically, an application to the Circuit Court for a declaration of parentage is always made by the child, who, if a minor, makes the application through his or her next friend (section 35, Status of Children

Act 1987). In addition, under section 38 of the same Act, where the parentage of a person is in dispute in any civil proceedings, any party to proceedings may apply to the courts to direct blood tests to establish the parentage of the person. On the basis of those tests, the court can make a finding of fact as to the person's parentage - but this is separate and distinct from a declaration of parentage.

- iv.  Any person
- v.  Other: please explain Re (b)(i): Where the mother and father of a child are not married to each other, the father's details may be entered in the register of births by agreement of both parties.

d) Is there a timeframe within which such an application must be made?

- Yes, please specify:
- No
- In certain situations: please explain

11. Is it possible in your State for a putative legal father to "voluntarily acknowledge"<sup>9</sup> his legal paternity (if his legal paternity has not arisen by operation of law – see **Question 9** above)?

- Yes
- No

If so, please explain (1) if there are any restrictions placed upon who may undertake such an acknowledgement (*e.g.*, it must be the genetic father, the man must be over a certain age, etc.), (2) the procedure for undertaking such an acknowledgement, and (3) whether the consent(s) of the mother and / or child are required:

(1) There is no restriction; (2) an acknowledgment may be made by registering (or re-registering) the child's birth jointly with the child's mother; (3) the consent of the mother is required except where a court has made an order naming the father, in which case either the father or the mother may act unilaterally. If the child is over 14 years of age, the child's views may be taken into account.

In particular, please state whether it is possible for an individual to acknowledge legal paternity to representatives of your State authorities in another country (*e.g.*, usually to the consulate or embassy in that State). Please explain the procedure and whether there are any conditions which must be fulfilled:

There is no provision for an individual to acknowledge paternity to State authorities in another country. If the father of the child lives in another country, he must deal with the registrar in the State. Legal documents executed abroad acknowledging paternity can be accepted by the registrar.

12. Is it possible in your State for a putative legal mother to "voluntarily acknowledge" her legal maternity?

- Yes
- No
- Not applicable – legal maternity always arises by operation of law (see **Question 8** above).

If so, please explain (1) if there are any restrictions placed upon who may undertake such an acknowledgement (*e.g.*, it must be the genetic mother, the woman must be

<sup>9</sup> See note 6 above.

over a certain age, etc.), (2) the procedure for undertaking such an acknowledgement, and (3) whether the consent(s) of any others is / are required:

In particular, please state whether it is possible for an individual to acknowledge legal maternity to representatives of your State authorities in another country (e.g., usually to the consulate or embassy in that State). Please explain the procedure and whether there are any conditions which must be fulfilled:

13. Please explain the legal consequences in your State of a "voluntary acknowledgement" of legal parentage:

- a)  Once the acknowledgement is authenticated by the State authorities, the author of the acknowledgement is considered a legal parent of the child for all purposes
- b)  The acknowledgement is merely a declaration by the author that he / she is a legal parent and says nothing of the State's acceptance of that issue
- c)  Other: please specify A voluntary acknowledgment of legal parentage can only occur in respect of the father of the child where he is not married to the mother. Once the father's details are entered in the register of births, he is presumed in law to be the father of the child, unless the contrary is proven on the balance of probabilities.. Acknowledgment of legal parentage does not confer parental responsibility or affect the operation of certain obligations, such as maintenance obligations, which are considered to exist whether or not any formal acknowledgment has been made (although DNA testing may be required if parentage is disputed).

14. Is it possible for legal parentage to be established by agreement between the putative parents?

- Yes
- No

If so, please explain the procedure which must be undertaken and specify any restrictions which operate: Legal parentage of the mother is established by the fact of her having given birth. If the mother is married, her husband is presumed in law to be the father of the child, unless that presumption is rebutted. If the mother is not married to the father, the legal parentage of the father may be established by the mother and father agreeing to have the father's details entered in the register of births.

15. Is it possible in your State for two persons of the same-sex to be the legal parents of a child?

- Yes
- No

If so, please explain the legal mechanisms available in your State which enable this. Please tick all which apply and provide a brief explanation of the rule(s) and procedure. This may arise by:

- a)  Operation of law:
- b)  Order of the court or other State authorities:
- c)  Adoption:
- d)  Other:

**C. Establishment of legal parentage where assisted reproductive technology ("ART")<sup>10</sup> has been used<sup>11</sup>**

16. Is ART permitted in your State?

- Yes, all forms of ART are permitted
- Yes, but there are certain restrictions on the services available and who may access these services: please specify
- No, all forms of ART are completely prohibited – **please go to Section D.**
- Other: please explain There are no explicit legal restrictions on the ethical aspects of ART.

17. Is there regulation of the use of ART in your State?

- Yes, legislation regulates the use of ART: please briefly explain
- Yes, there are rules or "codes of practice" concerning the use of ART which emanate from the medical regulatory bodies: please briefly explain A segment of the Medical Council's Guide to Professional Conduct and Ethics for Registered Medical Practitioners (7th ed., 2009) addresses ART.
- No, there are no rules at all – **go to Question 19**
- Other: please explain There are regulations on the handling, processing, storage etc. of human tissue including gametes and embryos - S.I. 158 of 2006.

18. If ART is regulated in your State, please state whether the legislation or rules specify the following matters (please tick all which apply and provide a brief explanation, where applicable):

- a)  Who may access ART services (e.g., relationship status; age or health requirements; nationality / residency requirements, etc.):
- b)  Who may perform ART services:
- c)  The regulation of medical or other institutions which perform ART services (e.g., the licensing of clinics or hospitals): The Irish Medicines Board inspect and authorises fertility clinics which are tissue establishments under S.I. 158 of 2006.
- d)  Which ART services may be performed:
- e)  Whether egg donation is permitted and, if so, under which conditions: Donations should be altruistic and non-commercial and accurate records should be retained.
- f)  Whether sperm donation is permitted and, if so, under which conditions: Donations should be altruistic and non-commercial and accurate records should be retained.
- g)  The costs of ART (including the amount paid to any gamete donors):
- h)  The anonymity of gamete donors:
- i)  The right of the child to know his / her genetic or birth origins:
- j)  The legal parentage of any child born as a result of ART (see also **Questions 19 to 22** below)
- k)  Other: please explain ART should only be offered after thorough investigation has shown that no other treatment is likely to be effective.

19. Please explain the consequences of ART for legal *maternity* arising *by operation of law*:

<sup>10</sup> In this document, "assisted reproductive technology" ("ART") is used in a broad sense to refer to any method used to achieve conception which involves artificial or partially artificial means and which is undertaken by a medical / health clinic or institution: e.g., two of the most common methods are artificial insemination and in-vitro fertilisation. Donated gametes (egg and sperm) may be used but will not always be necessary. In this document, ART does not refer to "do-it-yourself" or "DIY" methods of non-procreative conception: i.e., where medical third parties are not involved in the procedure.

<sup>11</sup> Please note: surrogacy arrangements are dealt with separately in **Section D** below.

- a)  The woman giving birth to the child will always be considered the legal mother of the child, irrespective of any ART which has led to the birth
- b)  Other: please specify

Please explain whether the above position results from legislation, rules, case law or other source(s) of law: This is the common law position and is not explicitly stated in statute. A recent judgment of the High Court (under appeal) deviated from this rule and ordered that the genetic mother of twin children born through surrogacy should be recorded as their mother on their birth certificate. The orders have been stayed, pending appeal, and accordingly the position at Irish law remains that the birth mother is always considered the mother. This position may change depending on the outcome of the appeal.

20. Please explain the consequences of ART for legal *paternity* arising *by operation of law*:

Please tick all boxes which apply:

- a)  The husband of the woman giving birth following ART is the legal father of the child born: please state whether it is necessary for him to have formally consented to the treatment:
- b)  The male partner of the woman giving birth following ART is the legal father of the child born: please state whether it is necessary for him to have formally consented to the treatment:
- c)  The genetic father will always be the legal father:
- d)  Other: please explain

Please explain whether the above position results from legislation, rules, case law or other source(s) of law: The same parentage rules apply whether a child is born through ART or natural conception. The birth mother is always the mother irrespective of genetic connection. Where the parents are married, her husband is the father unless she has been living separately and apart from him or the presumption of paternity is rebutted after an application to court and provision of appropriate evidence (including DNA testing where necessary). Where the parents are not married, the male partner may choose to acknowledge the child. However, in the case of any dispute arising as to paternity, a court can determine the case only on the basis of genetic connection with the putative father.

21. Please explain whether gamete donors are, in any situations, considered the legal parent(s) of a child born as a result of ART:

Male sperm donors may be considered to be fathers. There is case law to this effect (McD v L, cited as [2007] IESC 81 or [2009] IESC 81).

22. If your State permits same-sex couples to access ART services, please specify the consequences concerning legal parentage for any child born to a same-sex couple who have used ART to conceive a child:

There is no ban on same-sex couples accessing ART services, but only the genetic father or the birth mother may be recognised as the child's parent. In practice, because surrogacy is extremely rare, this means that only female couples are likely to access ART services and only the birth mother is a legal parent.

23. Is information available concerning how many ART procedures are undertaken in your State each year and how many children are born as a result?

- Yes: please provide a copy of, or a link to, the information  
 No  
 Other: please explain

#### **D. Surrogacy arrangements**

##### ***Regulation of surrogacy***

24. Does your State permit surrogacy arrangements?

- a)  Yes, *all* forms of surrogacy arrangements are permitted:  
 i.  As a result of express legislation or rules: please specify  
 ii.  By default, because surrogacy is unregulated in internal law.  
 Go to **Question 26**.
- b)  No, any form of surrogacy is expressly prohibited by law: please specify, including any sanctions for breach of this prohibition:  
 Go to **Question 26**.
- c)  It depends upon the nature of surrogacy arrangement (e.g., commercial surrogacy arrangements are prohibited): please specify
- d)  Other: please specify

Please provide any clarification, where necessary:

25. If your State has legislation or rules permitting certain or all forms of surrogacy arrangements:

- a) Are the parties to the surrogacy arrangement required to obtain State approval of the arrangement *prior* to conception?
- Yes, pre-approval by the relevant State authorities is required. Please explain the procedure:  
 No, pre-approval is not required – the rules only regulate legal parentage following the birth of the child. Please explain the procedure:  
 Other: please specify
- b) Please state whether the following aspects of the surrogacy arrangement are regulated in the rules / legislation:

Please tick all which apply:

- i.  Who may be intending parents<sup>12</sup> to an arrangement, including:  
 a.  Nationality, domicile or residency requirements:<sup>13</sup>  
 please specify  
 b.  Marital or other relationship status:  
 c.  Age requirements:  
 d.  Health requirements:  
 e.  Psycho-social requirements:  
 f.  Other:

<sup>12</sup> Please note that, for simplicity, this document always refers to intending parents in the plural form. However, it is understood that, in some States and in certain circumstances, single persons may enter into a surrogacy arrangement. Please specify this, where relevant, in any response.

<sup>13</sup> See **Parts II** and **III** below for questions concerning the private international law rules regarding legal parentage and international surrogacy arrangements, respectively.

- ii.  Who may be a surrogate mother, including:
- a.  Nationality, domicile or residency requirements:<sup>14</sup>  
please specify:
  - b.  Marital or other relationship status:
  - c.  Age requirements:
  - d.  Health requirements:
  - e.  Psycho-social requirements:
  - f.  The surrogate mother must already have her own children:
  - g.  Other:
- iii.  Which types of surrogacy arrangements are permitted, *e.g.*, traditional and / or gestational,<sup>15</sup> etc.: please specify
- iv.  Which medical institutions or clinics may facilitate a surrogacy arrangement (where medical intervention is necessary for the type of surrogacy arrangement being undertaken) and the level of financial remuneration which may be paid for these services: please specify
- v.  Which other bodies or persons may facilitate a surrogacy arrangement (*e.g.*, by acting as an intermediary and undertaking tasks such as advertising for surrogate mothers, "matching" surrogate mothers with intending parents, organising certain aspects of the arrangements for the intending parents, etc.) and whether such bodies or persons may receive financial compensation for their services: please specify
- vi.  Whether financial remuneration can be paid to the surrogate mother:
- a.  No financial remuneration at all is permitted
  - b.  Only reasonable expenses may be paid: in which case please state whether the legislation or rules define what are such "reasonable expenses":
  - c.  Compensation beyond reasonable expenses is permitted: please specify what exactly is permitted:
- vii.  Whether the surrogacy arrangement is contractually enforceable: please specify
- viii.  Who may make decisions concerning the pregnancy (*e.g.*, whether an abortion should be undertaken in certain situations, what medical treatment should be undertaken if problems arise, etc.): please specify
- ix.  The legal parentage of the child following his / her birth (see further **Questions 26 to 30** below):
- x.  Other: please specify
- c) Please explain any legal consequences, both criminal (*e.g.*, penal sanctions) and civil (*e.g.*, for the legal parentage of the child), if the requirements set down in the legislation or rules are not complied with:
- d) Please provide any additional information you think necessary concerning the nature of the regulation of surrogacy in your State:

### ***Surrogacy and legal parentage***

<sup>14</sup> See **Parts II** and **III** below for questions on the private international law rules concerning legal parentage and international surrogacy arrangements, respectively.

<sup>15</sup> See the **Glossary** for the definition of the terms used in this paper.

26. Upon the birth of a child following a surrogacy arrangement, who is / are the legal parent(s) *by operation of law* (i.e., without any further steps being taken by any individuals) according to the internal law of your State?

Please explain, including whether this results from legislation, case law or other source(s) of law: The birth mother and her husband (if any) are considered to be the legal parents unless the presumption of paternity is rebutted. On rebuttal, the parents are considered to be the birth mother and the man who jointly registers the child's birth with her (generally the genetic father, who may, to establish his legal paternity, obtain a declaration of parentage).

27. Where necessary, are there any legal mechanisms in your State to enable intending parents to establish their legal parentage?

Please tick all which apply:

- a)  Yes, prior to the birth the intending parents can seek a court order declaring that they will be the parents of the child born to a surrogacy arrangement (a "pre-birth order").

Please specify any legal requirements to obtain such an order (including any nationality / domicile / residency requirements) and state whether this position arises from legislation, case law or other source(s) of law:

- b)  Yes, *following* the birth the intending parents can seek a court order transferring legal parentage to them (in some States, known as a "parental order" or "parentage order").

Please specify any legal requirements to obtain such a transfer of legal parentage (including any nationality / domicile / residency requirements) and state whether this position arises from legislation, case law or other source(s) of law:

- c)  No
- d)  Other: please specify
- e)  Such mechanisms are unnecessary – the surrogacy contract is sufficient to establish the legal parentage of the intending parents.
- f)  Such mechanisms are unnecessary – the intending parents will be the legal parents upon the birth of the child by operation of law: see the response to **Question 26** above.

28. Where a surrogacy arrangement has been undertaken in your State, will the fact of the surrogacy arrangement be visible on the child's birth record and / or certificate?

- Yes: please describe exactly what will be on the record and / or certificate
- No: please explain The birth mother will be recorded as the mother and the genetic (/commissioning) father as the father.

29. Is information available concerning how many surrogacy arrangements take place in your State each year and how many children are born as a result?

- Yes: please provide a copy of, or a link to, the information
- No
- Other: please explain

30. Are you aware of any illegal practices in your State concerning surrogacy arrangements?

- Yes – please state the practices of which you are aware and, if possible, how frequently they are occurring:  
 No  
 Other: please explain

**E. Contestation of legal parentage**

31. Which authority(ies) in your State may determine a dispute concerning legal parentage?

- a)  The authority responsible for birth registration (see **Question 1** above)  
 b)  The judicial authorities (*i.e.*, the courts): please specify Circuit court, by means of application for declaration of parentage.  
 c)  Other State administrative authorities: please specify  
 d)  Other: please explain

32. Who may bring an action to challenge legal parentage?

- a)  Only the individuals currently considered to be the legal mother and / or father and / or the child  
 b)  Any person claiming to be the legal mother and / or father of a child  
 c)  Any person determined by the State authorities to have sufficient interest to bring a claim: please explain how the authorities determine this question The court will consider the circumstances of each individual case before determining whether the person making the application has a sufficient interest in the matter. Technically, any application for a declaration of parentage is made by a child, suing through his or her next friend where the child is a minor; however, in any case where a person's parentage is in dispute, any party to relevant proceedings may apply for the court to direct blood tests to determine the matter. [Sections 35 and 38 of Status of Children Act 1987, respectively]  
 d)  Any person  
 e)  Other: please explain

33. Is there a timeframe within which legal parentage must be challenged (*i.e.*, after which time, any challenge to legal parentage is effectively barred)?

- Yes, please specify:  
 No  
 In certain situations: please explain

34. On what grounds may legal *maternity* be challenged before the authorities in your State?

- a)  Only on the basis that the "mother" did not, in fact, give birth to the child  
 b)  Only on the basis that the "mother" is not, in fact, the genetic mother of the child (*i.e.*, the woman from whom the gamete (egg) came)  
 c)  Other: please explain

35. On what grounds may legal *paternity* be challenged before the authorities in your State?

- a)  Only on the basis that the "father" is not, in fact, the genetic father of the child (*i.e.*, the man from whom the gamete (sperm) came)  
 b)  Other: please explain

36. What are the legal consequences of a successful challenge concerning legal parentage?

- a)  The decision of the State authorities concerning legal parentage is binding *erga omnes* (*i.e.*, on all persons, for all purposes)
- b)  The decision of the State authorities will only be binding for limited, specific purposes: please explain
- c)  It depends upon the context in which the challenge has been made (*e.g.*, if in the context of a maintenance claim, it will be binding only as concerns the payment of maintenance): please explain
- d)  Other: please explain The decision is binding in accordance with (a), but only if the Attorney General is joined in proceedings.

37. What happens to a child's birth record and / or birth certificate when legal parentage is successfully challenged?

- a)  The birth record and / or certificate is revised and the old record and / or certificate will be permanently deleted
- b)  The birth record and / or certificate is amended but the original record and / or certificate is retained
- c)  Other: please explain

#### **F. The acquisition of nationality by children**

38. How may a child acquire the nationality of your State?

Please tick all which apply:

- a)  By birth within the territory of the State
- b)  By "descent", where one or both of his / her *legal* parents is / are a national of the State: please explain which law, in this context, will apply to the question of who is / are the child's *legal* parents for the purposes of determining nationality: Legal parents are defined as before - birth mother and her husband (if any) unless any presumption of paternity is rebutted, in which case the birth mother and the man who acknowledges the child by joint registration or is determined to be the father by genetic testing.
- c)  By "descent", where one or both of his / her *genetic* parents is / are a national of the State: please explain how the genetic link must be evidenced:
- d)  If the child would otherwise be "stateless" (*i.e.*, without the nationality of any other State):<sup>16</sup> please specify
- e)  Other: please specify

#### **G. Legal developments**

39. Please state whether the law in your State concerning the matters covered in **Part I** above (*i.e.*, birth registration, establishment and contestation of legal parentage, ART, surrogacy and nationality concerning children) has changed in the past five years, or whether any initiatives are underway (*e.g.*, in government, before parliament or before the courts) to change the law in future:

The Minister for Justice and Equality plans to bring legislative proposals to Government in the coming months in relation to assignment of parentage in cases of ART, including surrogacy.

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<sup>16</sup> As to which, see note 4 above, citing Art. 7 of the UNCRC.

40. Please provide any other information you consider relevant concerning cases (reported, or otherwise) or other developments which have occurred in your State in relation to the Questions appearing in **Part I** above.

Key cases are

M.R. & anor -v- An tÁrd Chláraitheoir & ors, [2013] IEHC 91 (see response to question 19) - currently under appeal to the Supreme Court, and  
 McD. -v- L. & anor, cited as [2007] IESC 81 or [2009] IESC 81 (see response to question 21)

**Part II: Private international law (“PIL”) and co-operation rules** concerning birth registration and the establishment, recognition and contestation of legal parentage

**A. PIL and co-operation rules concerning birth registration**

41. Please explain when the relevant authorities in your State will assume (international) jurisdiction to register the birth of a child:

- a)  Only when the child is born on the territory of the State
- b)  When at least one of the putative *legal* parents is a national of the State, regardless of the place of birth of the child
- c)  When at least one of the putative *genetic* parents is a national of the State, regardless of the place of birth of the child
- d)  When the child is considered a national of the State,<sup>17</sup> regardless of the place of birth of the child
- e)  Other, please specify: Births occurring outside the State to Irish citizens domiciled in the State may be registered in the State if (a) it was not possible to register the birth where it occurred, or (b) it is not possible to obtain copies of civil records relating to the birth.

42. When registering a child’s birth, which law will the relevant authorities apply to the question of who is / are the legal parent(s) of the child *by operation of law*?<sup>18</sup>

- a)  The *lex fori* (*i.e.*, the internal law of your State) is always applied by the relevant authorities
- b)  If the situation has foreign elements (*e.g.*, the putative parent(s) or child are foreign nationals, or the child was born overseas, etc.), foreign law may, or must, be applied to this question. Please specify the applicable law rules:
- c)  Other: please specify

43. Have your State authorities ever encountered difficulties resulting from a child’s birth being registered in two (or more) States (*e.g.*, the child is registered in your State as the State of birth, and in the State of the parents’ nationality and the registers conflict)?

- Yes: please explain the circumstances of the case(s) and the difficulties which arose:
- No

44. Are there any bilateral or multilateral<sup>19</sup> agreements in force between your State and any other State such that:

<sup>17</sup> As to which, see **Question 38** above.

<sup>18</sup> Please note that the applicable law rules identified in your response to this Question may be the same as the rules you identify in **Question 45** below.

<sup>19</sup> *E.g.*, the *Conventions on the international exchange of information relating to civil status* of 4 September 1958 and of 12 September 1997 or the *Convention on the recognition and updating of civil status booklet*,

- a. When a child's birth is registered which involves foreign elements (*e.g.*, one or more foreign national parents), this information is communicated to the authorities in the other relevant State?

- Yes: please specify  
 There are no formal agreements but this may happen in practice: please explain  
 No

- b. When there are changes to a child's legal parentage *subsequent to* birth registration as a result of steps taken in your State (*e.g.*, due to a subsequent voluntary acknowledgement of paternity in your State, or a contestation of legal parentage, etc.), this information is communicated to the relevant authorities in the State of the child's birth (where this is not your State)?

- Yes: please specify  
 There are no formal agreements but this may happen in practice: please explain  
 No

## **B. PIL rules concerning the establishment of legal parentage**

### ***By operation of law or agreement***

45. Does your State have rules specifying which law is applicable to the establishment of legal parentage by operation of law?<sup>20</sup>

- Yes: please specify  
 No: the *lex fori* (*i.e.*, the internal law of the State) will always be applied where a question of legal parentage arises

46. Does your State have rules specifying which law is applicable to the establishment of legal parentage by agreement?

- Yes: please specify  
 No: the *lex fori* (*i.e.*, the internal law of the State) will always be applied where a question of legal parentage arises  
 Not applicable: it is not possible to establish legal parentage by agreement

### ***By voluntary acknowledgement***

47. Please explain in which circumstances your State authorities will consider they have (international) jurisdiction to accept a voluntary acknowledgement of legal parentage by a putative parent:

Please tick all which apply:

- a)  When the child is (habitually) resident in your State: please specify  
b)  When the child is a national of your State  
c)  When the individual acknowledging the child is (habitually) resident in your State: please specify  
d)  When the individual acknowledging the child is a national of your State  
e)  Other: please specify A voluntary acknowledgment may be accepted by State parties in relation to the maintenance obligations of a putative parent.

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5 September 1990, all adopted under the aegis of the International Commission on Civil Status (< [www.ciecl.org](http://www.ciecl.org) >).

<sup>20</sup> Please note that the applicable law rules identified in your response to this Question may be the same as the rules you identified in **Question 42** above.

However, the court is not precluded from seeking further evidence such as through blood tests, if any dispute arises.

Please specify whether these criteria (*i.e.*, the (habitual) residence / nationality of the individual(s) – depending upon the boxes ticked above) have to be fulfilled:

- i.  At the time of the child's birth
- ii.  At the time of the acknowledgement, or
- iii.  At another time: please specify As a voluntary acknowledgement may have limited effects where the child's birth certificate is not amended, it may be accepted in specific circumstances (such as on making of a maintenance application). However, the court is not precluded from seeking further evidence such as through blood tests, if any dispute arises.

48. Which law will be applied to determine: a) the formal validity of the acknowledgement; and b) the substantive validity of the acknowledgement, *i.e.*, whether it validly establishes legal parentage?

Please tick all which apply:

- a) For the formal validity of the acknowledgement:
  - i.  The *lex fori* (*i.e.*, the internal law of your State)
  - ii.  The law of the State of the child's nationality
  - iii.  The law of the State of the (habitual) residence of the child: please specify
  - iv.  The law of the State of the putative parent's nationality
  - v.  The law of the State of the putative parent's (habitual) residence: please specify
  - vi.  Other: please specify
- b) For the substantive validity of the acknowledgement:
  - i.  The *lex fori* (*i.e.*, the internal law of your State)
  - ii.  The law of the State of the child's nationality
  - iii.  The law of the State of the (habitual) residence of the child: please specify
  - iv.  The law of the State of the putative parent's nationality
  - v.  The law of the State of the putative parent's (habitual) residence: please specify
  - vi.  Other: please specify

Please state whether, in relation to a) and / or b), one or more of these laws will be applied (possibly in a "cascade"), with a view to favouring the establishment of legal parentage: Irish law may take an acknowledgment into account in proceedings where the parentage of a child is at issue. This could include a wide range of proceedings, such as for maintenance, parental responsibility, custody and access, inheritance, etc.. However, it will be open to the court to direct blood tests to establish parentage if any party to proceedings disputes parentage of the child..

Please specify, in relation to a) and b), whether these criteria (*i.e.*, the (habitual) residence / nationality of the individual(s) – depending upon the boxes ticked above) have to be fulfilled: (1) at the time of the child's birth; (2) at the time of the acknowledgement; or (3) at another time (in which case, please specify):

- a) Account will be taken of any acknowledgment when relevant proceedings are in train.
- b) As (a).

### **C. PIL rules concerning the recognition of legal parentage established abroad**

#### ***Birth certificates***

49. Please explain when, if ever, a birth certificate drawn up in another State will be recognised in your State *as validly establishing the legal parentage of those persons recorded within it (i.e., the recognition of the content of the certificate)*.<sup>21</sup>

Please explain in your answer:

- a) which authorities are responsible for determining whether the foreign birth certificate will be recognised;
- b) the procedure which must be undertaken for recognition;
- c) any conditions for recognition (*e.g.*, the birth certificate must be authenticated by way of legalisation or apostille<sup>22</sup>); and
- d) any grounds of *non*-recognition.

A birth certificate will usually be accepted as establishing legal parentage, unless there are specific grounds for considering that other rules should apply. Thus, birth certificates from certain states which record the commissioning mother as the mother of a child born through surrogacy will not be accepted as establishing that the woman is the mother of the child, as Irish law considers the birth mother to be the mother. In these circumstances, the birth mother's consent is required to the issue of any passport or travel documents, and she is required to be put on notice of any legal proceedings to establish the paternity of the commissioning father. See <http://www.justice.ie/en/JELR/20120221%20Guidance%20Document.pdf/Files/20120221%20Guidance%20Document.pdf>

Where a birth certificate is not accepted, it is usually on the grounds that the parents have themselves indicated to the relevant authorities (frequently embassy / consular officials) that the birth mother is not recorded on the certificate. Where this occurs, the authorities are bound to ensure that the consent of the birth mother to the issue of a passport / travel documents is obtained.

If public policy ("*ordre public*") is a ground for the non-recognition of a foreign birth certificate, please explain, with reference to case law where applicable, the interpretation of this concept in your State in this context:

### **Voluntary acknowledgements**

50. Please explain when, if ever, a voluntary acknowledgement undertaken in another State will be recognised in your State *as validly establishing the legal parentage of the author of the acknowledgement (i.e., the recognition of the content of the acknowledgement)*.<sup>23</sup>

Please explain in your answer:

- a) which authorities are responsible for determining whether the foreign acknowledgement will be recognised;
- b) the procedure which must be undertaken for recognition;
- c) any conditions for recognition; and
- d) any grounds of *non*-recognition.

This will depend on the circumstances: see responses to questions 47 & 48.

If public policy ("*ordre public*") is a ground for the non-recognition of a foreign acknowledgment of parentage, please explain, with reference to case law where applicable, the interpretation of this concept in your State in this context:

<sup>21</sup> It is understood that, from time to time, this issue may arise in the course of other proceedings (*e.g.*, proceedings concerning succession or maintenance).

<sup>22</sup> See, in this regard, the *Hague Convention of 5 October 1961 Abolishing the Requirement of Legalisation for Foreign Public Documents*, available on the Hague Conference website at < [www.hcch.net](http://www.hcch.net) > under "Apostille Section".

<sup>23</sup> It is understood that, from time to time, this issue may arise in the course of other proceedings (*e.g.*, proceedings concerning succession or maintenance).

### **Decisions of judicial authorities**

51. Please explain when a decision of the relevant judicial authority of another State establishing a child's legal parentage (*i.e.*, a court judgment or order) will be recognised in your State as validly establishing legal parentage.<sup>24</sup>

Please explain in your answer:

- a) which authorities are responsible for determining whether the foreign decision will be recognised;
- b) the procedure which must be undertaken for recognition;
- c) any conditions for recognition; and
- d) any grounds of *non*-recognition.

This will depend on the circumstances. However, in case of any dispute concerning parentage, parentage will usually need to be established under Irish law.

If public policy ("*ordre public*") is a ground for the non-recognition of a foreign decision, please explain, with reference to case law where applicable, the interpretation of this concept in your State in this context:

52. Please specify the *effects* of the recognition of the legal parentage established abroad (see **Questions 49** to **51** above) and which law(s) govern(s) these effects:

This will depend significantly on the overall circumstances of the case, including the habitual residence of the child. In relation to a father, he may be recognised as a parent but not necessarily as having parental responsibility.

### **D. PIL rules concerning the contestation of legal parentage**

53. Please explain when the relevant State authorities (which you identified in **Question 31** above) have (international) jurisdiction to determine a dispute concerning a child's legal parentage:

- a)  When the child whose parentage is disputed is (habitually) resident in your State: please specify
- b)  When the child whose parentage is disputed is a national of your State
- c)  When a putative parent disputing legal parentage is (habitually) resident in your State: please specify
- d)  When a putative parent disputing legal parentage is a national of your State
- e)  Other: please specify The rule in section 35 of the Status of Children Act 1987 is that the courts have jurisdiction if the child is born in the State, and for other cases, the child (through his or her next friend, if a minor) must establish to the court's satisfaction the reasons for seeking the declaration. This could include the existence of any other proceedings in the State in which the parentage of the child is disputed, including establishment of the child's nationality.

Please specify whether these criteria (*i.e.*, the (habitual) residence / nationality of the individual(s) – depending upon the boxes ticked above) have to be fulfilled:

- i.  At the time of the child's birth
- ii  At the time the relevant State authorities are seised with the dispute, or

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<sup>24</sup> *Ibid.*

iii.  At another time: please specify

54. In the context of a contestation of legal parentage, which law will the authorities apply to the question of who is / are the legal parent(s) of a child?

Please tick all which apply:

- a)  The *lex fori* (*i.e.*, the internal law of your State)  
 b)  The law of the State of the child's nationality  
 c)  The law of the State of the (habitual) residence of the child:  
 please specify  
 d)  The law of the State of the putative parent's nationality  
 e)  The law of the State of the putative parent's (habitual) residence:  
 please specify  
 f)  Other: please specify

Please state whether one or more of these laws will be applied (possibly in a "cascade"), with a view to favouring the establishment of legal parentage:

**E. "Cross-border reproductive care"<sup>25</sup> and the consequences for legal parentage**

55. If persons resident in your State access ART services in another State, are there any specific PIL rules concerning the establishment of the legal parentage of the child born as a result (*e.g.*, the law of the State in which the ART service was obtained will apply to the question of the child's legal parentage)?

- Yes: please explain  
 No  
 Other: please explain

56. Are you aware of any cases, other than international surrogacy cases (see **Part III** below), where difficulties concerning the establishment or recognition of a child's legal parentage have arisen as a result of individuals resident in your State accessing ART services in another country, or individuals resident abroad accessing ART services in your State?

- Yes: please provide details  
 No

**F. Legal developments and practical challenges**

57. Please state whether the law in your State concerning the matters covered in **Part II** above (*i.e.*, the PIL and co-operation rules concerning birth registration and the establishment, recognition and contestation of legal parentage) has changed in the past five years, or whether any initiatives are underway (*e.g.*, in government, before Parliament or before the courts) to change the law in future:

The law has not changed in the last five years. However, see also response to question 39 and reference to the Guidance Document issued in 2012 in the response to question 49.

58. Other than cases involving international surrogacy arrangements (as to which see **Part III** below), are there any other cases of which you are aware where difficulties have arisen in your State in relation to establishing, contesting, or recognising a

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<sup>25</sup> In this paper, "cross-border reproductive care" is taken to mean when person(s) who wish to access ART services cross a border to do so, for whatever reason (often it is linked with the restrictive rules in their "home" jurisdiction, lower costs or better success rates abroad).

child's legal parentage as a result of the cross-border movement of the child and / or his / her putative parents?

(Some possible examples can be found at Part IV (b) of Prel. Doc. No 11 of March 2011.)

Please provide as much detail as possible concerning the situation which arose and the difficulties encountered: N/A

**Part III: The particular challenges concerning International Surrogacy Arrangements<sup>26</sup> ("ISAs")**

*This Part asks for information regarding the experience of State authorities with ISAs. It is divided into two sections:<sup>27</sup>*

- **Section A** asks a number of questions concerning "**Incoming cases**" of ISA: i.e., those cases in which your State was the State of residence of the intending parents, and the State to which it was sought to bring child(ren), born to a surrogate abroad, to live.
- **Section B** continues with questions concerning "**Outgoing cases**" of ISA: i.e., those cases where your State was the State in which the surrogate mother gave birth and from which the child(ren) needed to leave to travel to the State of residence of the intending parents in order to live with them in that State.

**A. Incoming cases**<sup>28</sup>

- This Section is inapplicable – there have been no "Incoming cases" of ISA in this State. Go to Section B.**

**Basic empirical data**

59. Do you have any information concerning:

- a) The number of **Incoming cases** of ISA which have required the assistance of your State authorities in recent years?

- Yes – please provide any figures available:

Pre-2009	1
2009	2
2010	2
2011	12
2012	8
2013	10 (so far)

- No information is available

<sup>26</sup> See the **Glossary** for the definition of the terms used in this paper.

<sup>27</sup> Please note: it is understood that, in relation to both "Incoming" and "Outgoing" cases, there may be more than two States involved in a particular case: e.g., the surrogate may be resident in a different State to the State in which she travelled (or, in some cases, was trafficked) to give birth; in other cases, a gamete donor may be resident in a third State etc. Please explain any such elements in your responses to the questions in this part.

<sup>28</sup> I.e., those cases where your State was the State of residence of the intending parent(s), and the State to which it was sought to bring the child(ren), born to a surrogate abroad, to live.

b) How many children have been born to surrogate mothers in another State as a result of ISAs involving intending parents resident in your State?

Yes – please provide any figures available:

Pre-2009

2009

2010

2011

2012

2013 (so far)

No information is available

If you have provided any figures above, please comment upon whether you consider that these figures reflect the true number of Incoming cases of ISA involving your State<sup>29</sup> and, further, please provide a general comment concerning the prevalence of Incoming cases of ISAs and whether such cases have increased in the past five years: The information available on the number of children born through ISAs is limited. We have some information on the number of applications for emergency travel certificates or passports in relation to children born through ISAs. This is likely to be an understatement of the numbers born through ISAs, because children born in some jurisdictions are granted passports from those jurisdictions and the Irish authorities may not become aware that they were born through ISAs.

If you have not provided figures above, are you able to provide any comment concerning the prevalence of Incoming cases of ISAs involving your State and / or whether this has increased in the past five years: There is an overall increasing trend.

60. Please list all the States in which intending parents resident in your State have engaged a surrogate mother (*i.e.*, entered into an ISA), insofar as you are aware:

India, Ukraine, Georgia, USA

### ***The procedure for Incoming cases of ISA***

61. Please explain the procedure, including any immigration and legal processes, which intending parents resident in your State need to undertake (before leaving your State, before returning to your State or upon return to your State, as applicable) in order to:

a) Enter your State with a child born abroad as a result of an ISA:

See guidance document linked to at Q49.

b) Reside permanently in your State with the child:

As (a)

c) Have their legal parentage recognised (or established) under the law of your State (*if* this is possible):

As (a). Note that this is possible only for a commissioning father who has a genetic link to the child.

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<sup>29</sup> Since it is recognised that there may be many cases which do not come to the attention of the State authorities.

Please include an estimate of the time it may take to complete each stage of this process:

- a)
- b)
- c)

If the answer to this question varies depending upon the factors set out below, please provide a brief explanation, including the impact the particular factor has on the procedure which must be undertaken and any timeframes.

Please tick all which apply:

- i.  The country in which the child was born: please explain
- ii.  The particular document(s) produced by the intending parents to establish their legal parentage (*e.g.*, a birth certificate, voluntary acknowledgement, court decision, etc.): please explain
- iii.  Whether the child(ren) is / are genetically related to one or both of the intending parents: please explain
- iv.  The nationality of the intending parents: please explain
- v.  Any other factor: please explain It is not possible to say how long each step takes. ETCs may issue in only a few days, and the commissioning father must at the same time enter an undertaking that he will apply for guardianship as soon as possible.

62. Have your State authorities engaged in cross-border administrative or judicial co-operation with the authorities in any other State in order to resolve an ISA case?

- Yes – please specify:
  - a) Which authorities in each State were involved:
  - b) The nature of the co-operation:
  - c) Whether the co-operation resulted from legislation, guidelines or practice:
  - d) The result:
- No

63. In your experience, which documents are generally produced to your State authorities to substantiate the claim of the intending parents to an ISA to legal parentage?

Please tick all which apply:

- a)  A birth certificate from the State of birth, including the name(s) of the intending parents: please state from which countries these birth certificates originate and any other details necessary:
- b)  An amended birth certificate from the State of birth, including the name(s) of the intending parents: please state from which countries these amended certificates originate and any other details necessary:
- c)  A pre-birth court order from the State of birth: please state from which countries these orders originate and any other detail necessary:
- d)  A post-birth court order from the State of birth (*i.e.*, transfer of parentage): please state from which countries these orders originate and any other details necessary:
- e)  An adoption order from the State of birth: please state from which countries these orders originate and any other details necessary, including whether use of the 1993 Convention<sup>30</sup> was attempted by either State<sup>31</sup>:
- f)  Other: please specify Genetic tests establishing the paternity of the commissioning father.

<sup>30</sup> Full title: the *Hague Convention of 29 May 1993 on Protection of Children and Co-operation in Respect of Intercountry Adoption* (hereinafter, "1993 Convention"). For further information, please see < [www.hcch.net](http://www.hcch.net) >, under "Intercountry Adoption Section".

<sup>31</sup> See the Conclusions and Recommendations of the Special Commission meeting on the practical operation of the 1993 Convention (17-25 June 2010), which concluded that use of the 1993 Convention in cases of international surrogacy arrangements was "inappropriate", paras 25-26.

If possible, please state (using the relevant letter) which of the above documents your authorities are presented with most frequently in these cases: (a) and (f) both need to be produced to obtain a declaration of parentage for the commissioning father, which is generally a pre-requisite for an application for guardianship (parental responsibility).

64. In general, what is the outcome of these cases in your State for the child:

Please tick all which apply and provide as much detail as possible:

a)  The child is able to travel to your State and reside there with the intending parents *and* the intending parents are recognised as the legal parents of the child.

Please explain how this is achieved:

b)  The child is able to travel to your State and reside there with the intending parents *but* one or both of the intending parents is not able to be recognised as the child's legal parents: please explain The commissioning mother, irrespective of genetic connection, is not recognised as a legal parent of the child. However, the judgment in

c)  The child is not able to travel to your State and has to remain in the State of his / her birth: please explain why and what has happened to the children in such cases

d)  Other: please explain

If possible, please state which of the four outcomes above occurs most frequently in your State: b

### ***The challenges encountered***

65. In general, which of your State authorities are involved in assisting those who encounter difficulties as a result of Incoming cases of ISA?

Please tick all which apply and provide information concerning their particular role:

a)  The embassies / consulates in the State of the child's birth

b)  The immigration authorities

c)  The judicial authorities (*i.e.*, the courts): please specify which Circuit court

d)  The Ministry of Justice (or equivalent)

e)  The Ministry of Foreign Affairs (or equivalent)

f)  The Ministry of Health (or equivalent)

g)  The Ministry of Social Affairs (or equivalent)

h)  Other: please explain All of the above are involved: (a) and (b) in relation to the provision of travel documents, (c) in determining the parentage of the child under Irish law, and (d) to (f) are on notice and instruct in relation to the legal case required at (c).

66. Please explain any legal problems your State has encountered in relation to Incoming cases of ISA.

*Please tick all boxes which apply and provide explanations, including the other country(ies) involved in the ISA. Where reported cases are referred to please provide the full text of the judgment, including a translation into English or French where possible.*

Problems relating to:

a)  The child being able to leave his / her State of birth: A child requires travel documents (passport, emergency travel certificate) to leave certain States where children are born through surrogacy, and hence to enter the State.

b)  The child being able to enter your State: As (a)

c)  The child being able to reside in your State:

- d)  The child's nationality: The child's nationality cannot be established with certainty until paternity of the commissioning father is confirmed.
- e)  The child's legal parentage: As (d)
- f)  The behaviour of any party(ies) which is criminal according to international legal standards or according to the domestic rules of the countries involved (*e.g.*, trafficking, sale of children, exploitation of women, etc.):
- g)  The treatment of the surrogate mother in any State (*e.g.*, whether her consent was free and informed, concerning the financial payments made to her, the medical care provided, etc.): please specify
- h)  The breakdown of the ISA: *e.g.*, due to either of the parties renegeing on the agreement, for example, due to the child's disability or ill health, the wish of the surrogate mother to keep the child, the relationship breakdown of the intending parents or the clinic using the wrong gametes or another reason, etc.: please explain
- i)  Other: please explain

Please provide any further information you consider relevant concerning the above problems: With an increasing number of incoming cases, and the publication of the Guidance document, these procedures have become routine but remain necessary in every individual case.

67. Using the categories set out below, please provide any available information concerning the costs intending parents resident in your State have paid for an ISA. If, in your experience, costs have varied significantly depending upon the country in which the surrogate mother resided or gave birth, please specify per country.

Please tick all which apply and provide any known figures and a description of to whom the money was paid and for what service:

- a)  Medical costs:
- b)  Legal costs:
- c)  Fees or other costs paid to an intermediary: *e.g.*, a surrogacy agency:
- d)  Expenses and / or other costs paid to the surrogate mother:
- e)  Other: please explain Although we understand virtually all births through ISAs to be on a commercial basis, we do not have reliable costings. We understand the total cost to be in the region of €20,000 in India to over €100,000 in the USA. However, since the US authorities issue American passports to child born there through surrogacy, we do not have extensive experience with these cases.

### **Areas of concern**

68. Do any of the following areas give your State authorities cause for concern in these cases?

In each case, where possible, please specify your particular concerns in the field provided:

- a)  The uncertainty of the legal status of children born to ISAs, in particular in terms of their legal parentage: Child cannot establish a legal relationship to commissioning mother
- b)  The nationality of children born to ISAs: Difficult to ascertain if the commissioning father is not an Irish national.
- c)  The right of children born to ISAs to know their (genetic and birth) origins: There are no safeguards to ensure the child has a right to information about the circumstances of her or his birth.
- d)  The surrogate mother's free and informed consent to the surrogacy arrangement:
- e)  The psychological impact of an ISA on the surrogate mother:
- f)  The medical or other care provided to the surrogate mother:

- g)  The financial aspects of ISAs:
- h)  The competency and / or conduct of the intermediaries involved (lawyers, agencies, etc.):
- i)  The (mis)-information provided to intending parents or surrogate mothers:
- j)  The eligibility and / or suitability of the intending parents to care for the child (e.g., in terms of age, criminal records, psycho-social suitability, etc.): There is no screening. Although this is clearly a concern we should stress that we do not have concerns about the suitability of particular parents in cases of which we are aware.
- k)  Contractual matters: e.g., issues surrounding the enforceability of the surrogacy agreement or the capacity of any of the parties to enter into the agreement:
- l)  Other: Since surrogacy is not currently regulated by Irish law, all of these issues necessarily give rise to concern. There is obvious potential for exploitation of surrogate mothers under all of (d) to (i) and (k).

Please state (using the letters above) which of the concerns you have identified above are the most troubling: (a), and all issues relating to possible exploitation of surrogate mothers.

### **Legal developments**

69. Does your State have any legislation, rules or guidance which has been specifically enacted or drawn up for intending parents resident in your State engaging in ISAs?

- Yes: please explain Guidance Document already referred to.
- No

If your State is contemplating any such legislation, rules or guidance in future, please provide further information:

70. Please provide any other information you consider relevant concerning your State's experience of Incoming cases of ISA:

### **B. Outgoing cases**<sup>32</sup>

**This Section is inapplicable – there have been no “Outgoing cases” of ISA in this State. Go to Part IV.**

### **Basic empirical data**

71. Do you have any information concerning:

- a) The number of **Outgoing cases** of ISA which have required the assistance of your State authorities in recent years?
  - Yes – please provide any figures available:
    - Pre-2009
    - 2009
    - 2010
    - 2011
    - 2012
    - 2013 (so far)
  - No information is available

<sup>32</sup> I.e., those cases where your State is the State in which the surrogate mother gives birth and from which the child has to leave to travel to the place of residence of his / her intending parents.

b) How many children have been born to surrogate mothers in your State as a result of ISAs involving intending parents resident in another State?

Yes – please provide any figures available:

Pre-2009

2009

2010

2011

2012

2013 (so far)

No information is available

If you have provided any figures above, please comment upon whether you consider that these figures reflect the true number of Outgoing cases of ISA involving your State<sup>33</sup> and, further, please provide a general comment concerning the prevalence of Outgoing cases of ISAs and whether such cases have increased in the past five years:

If you have not provided figures above, are you able to provide any comment concerning the prevalence of Outgoing Cases of ISAs involving your State and / or whether this has increased in the past five years?

72. Please list any States in which intending parents, engaging a surrogate mother in your State by way of ISA, have been resident:

### ***The procedure for Outgoing cases of ISA***

73. In general, which of your State authorities are involved in assisting those who undertake an ISA with a surrogate mother in your State?

Please tick all which apply and provide information concerning their particular role:

- a)  The immigration authorities: please specify
- b)  The judicial authorities (*i.e.*, the courts): please specify which
- c)  The Ministry of Justice (or equivalent)
- d)  The Ministry of Foreign Affairs (or equivalent)
- e)  The Ministry of Health (or equivalent)
- f)  The Ministry of Social Affairs (or equivalent)
- g)  Other: please explain

74. Do foreign-resident intending parents require a visa or any other immigration document(s), or do they have to meet any other conditions, to *enter* your State to be able to undertake the necessary meetings and medical procedures to enter into an ISA in your State?

Please tick all which apply:

- Yes, they have to meet the following conditions – please specify:
- Yes, they have to obtain a visa or other immigration document(s) – please specify what type of document is required, the conditions for obtaining it and the procedure:
- No
- It depends upon the State of residence or nationality of the intending parents: please specify

75. Is the law of the State of the habitual residence of the intending parents taken into account in any way when considering whether intending parents are permitted to

<sup>33</sup> Since it is recognised that there may be many cases which do not come to the attention of the State authorities.

undertake an ISA in your State (e.g., where this law forbids surrogacy arrangements).<sup>34</sup>

- Yes – please explain how this law is taken into account:  
 No  
 It depends upon the State of residence or nationality of the intending parents: please explain

76. How do foreign-resident intending parents, who are party to an ISA, obtain legal parentage for a child born to a surrogacy arrangement in your State?

*Your response to this question will likely depend upon your answer to **Questions 26 to 27** above.*

Please tick all which apply:

- a)  They will be the legal parents by operation of law and therefore their names will be placed immediately on the child's birth certificate: please explain  
b)  They can obtain an amended birth certificate: please explain  
c)  They can obtain a *pre*-birth court order confirming their legal parentage: please explain any conditions for obtaining such an order  
d)  They can obtain a *post*-birth court order (i.e., a transfer of parentage): please explain any conditions for obtaining such an order  
e)  They can adopt the child: please explain, including whether use of the 1993 Convention has been attempted in this regard<sup>35</sup>  
f)  Other: please specify

Please explain the procedure for any of the options ticked above and any specific requirements which apply to *foreign*-resident intending parents:

Please further specify whether the surrogate mother's consent, and her husband or partner's consent where applicable, is required for any of these procedures and the consequences if this consent is not forthcoming at the relevant time:

77. Please explain the procedure, including any immigration and legal processes, which foreign-resident intending parents need to undertake in order to *leave* your State with a child born to a surrogacy arrangement:

Please state the time it may take to complete this process:

If the answer to this question varies depending upon the factors set out below, please provide a brief explanation, including the impact the particular factor has on the procedure which must be undertaken and any timeframes.

Please tick all which apply:

- a)  The country in which the intending parents live: please explain

<sup>34</sup> E.g., see clause 34(19) of the *Indian Assisted Reproductive Technologies (Regulation) Bill 2010* still pending, explained in Prel. Doc. No 10 of March 2012 (note 1) at para. 45. In addition, the recent Indian visa requirements now impose on foreign nationals visiting India to undertake a surrogacy arrangement, a condition to similar effect: i.e., that the intending parents must have a letter from the embassy of their State of residence indicating that the State recognises surrogacy and that the child born will be permitted to enter this State. See also the Ukrainian Draft Law No 0989 (former No 8282) on the restrictions pertaining to the use of assisted reproductive technology (rejected by the Parliament of Ukraine on 21 March 2013). This bill also envisaged, in particular, restrictions on the use of surrogacy arrangements for nationals of those States where surrogacy is prohibited by law.

<sup>35</sup> See note 31 above concerning the 2010 Special Commission meeting on the practical operation of the 1993 Convention which concluded that use of the 1993 Convention in cases of international surrogacy arrangements was "inappropriate".

- b)  The particular document(s) produced by the intending parents to establish legal parentage (e.g., a birth certificate, voluntary acknowledgement, court decision, etc.): please explain
- c)  Whether the child(ren) is / are genetically related to one or both of the intending parents: please explain
- d)  The nationality of the intending parents: please explain
- e)  Any other factor: please explain

78. Have your State authorities engaged in cross-border administrative or judicial co-operation with authorities in any other State in order to resolve an ISA case?

- Yes – please specify:
  - a) Which authorities in each State were involved:
  - b) The nature of the co-operation:
  - c) Whether the co-operation resulted from legislation, guidelines or practice:
  - d) The result:

No

79. In general, what is the outcome of these cases in your State for the child?

Please tick all which apply:

- a)  The child is able to leave your State, travel to the State of residence of the intending parents, reside there with the intending parents *and* the intending parents are recognised as the legal parent(s) of the child.  
Please explain how this is achieved:
- b)  The child is able to leave your State, travel to the State of residence of the intending parents, reside there with the intending parents *but* one or both of the intending parents are not able to be recognised as the child's legal parents: please explain
- c)  The child is able to leave your State but is not able to travel to the State of residence of the intending parents and has to remain in your State: please explain what has happened to the children in such cases
- d)  The child is not able to leave your State: please explain why and what has happened to the children in such cases
- e)  Other: please explain

If possible, please state which of the five outcomes above occurs most frequently in your State:

### ***The challenges encountered***

80. Please explain any legal problems your State has encountered in relation to Outgoing cases of ISA.

*Please tick all boxes which apply and provide explanations, including the other country(ies) involved. Where reported cases are referred to please provide the full text of the judgment, including a translation into English or French where possible.*

Problems relating to:

- a)  The child being able to leave your State:
- b)  The child being able to enter the State in which his / her intending parents are resident:
- c)  The child being able to reside in the State in which his / her intending parents are resident:
- d)  The child's nationality:
- e)  The child's legal parentage:

- f)  The behaviour of any party(ies) which is criminal according to international legal standards or according to the domestic rules of the countries involved (e.g., trafficking, sale of children, exploitation of women, etc.):
- g)  The treatment of the surrogate mother in any State (e.g., whether her consent was free and informed, concerning the financial payments made to her, the medical care provided, etc.): please specify
- h)  The breakdown of the ISA: e.g., due to either of the parties reneging on the agreement, for example, due to the child's disability or ill health, the wish of the surrogate mother to keep the child, the relationship breakdown of the intending parents or the clinic using the wrong gametes or another reason, etc.: please explain
- i)  Other: please explain

Please provide any further information you consider relevant concerning these legal problems:

81. Using the categories set out below, please provide any information you have concerning the costs intending parents resident abroad have paid for an ISA in your State. If, in your experience, costs have varied significantly depending upon the country in which the intending parents resided, please specify per country.

Please tick all which apply and provide any known figures and a description of to whom the money was paid and for what service:

- a)  Medical costs:
- b)  Legal costs:
- c)  Fees or other costs paid to an intermediary: e.g., a surrogacy agency:
- d)  Expenses and / or other costs paid to the surrogate mother:
- e)  Other: please explain

### **Areas of concern**

82. Do any of the following areas give your State authorities cause for concern in these cases?

In each case, where possible, please specify your concerns in the field provided:

- a)  The uncertainty of the legal status of children born to ISAs, in particular in terms of their legal parentage:
- b)  The nationality of children born to ISAs:
- c)  The right of children born to ISAs to know their (genetic and birth) origins:
- d)  The surrogate mother's free and informed consent to the surrogacy arrangement:
- e)  The psychological impact of an ISA on the surrogate mother:
- f)  The medical or other care provided to the surrogate mother:
- g)  The financial aspects of ISAs:
- h)  The competency and / or conduct of the intermediaries involved (lawyers, agencies, etc.):
- i)  The (mis)-information provided to intending parents or surrogate mothers:
- j)  The eligibility and / or suitability of the intending parents to care for the child (e.g., in terms of age, criminal records, psycho-social suitability, etc.):
- k)  Contractual matters: e.g., issues surrounding the enforceability of the surrogacy agreement or the capacity of any of the parties to enter into the agreement:
- l)  Other:

Please state (using the letters above) which of the concerns you have identified above are the most troubling:

**Legal developments**

83. Does your State have any legislation, rules or guidance which has been specifically enacted or drawn up for intending parents or surrogate mothers engaging in ISAs in your State?

- Yes: please explain  
 No

If your State is contemplating any such legislation, rules or guidance in future, please provide further information:

84. Please provide any other information you consider relevant concerning your State's experience of Outgoing cases of ISA:

**Part IV: Current bilateral or multilateral instruments** in the field

85. Please list any bilateral, regional or multilateral instruments which currently, or may in future, bind your State concerning:

a) Any matters related to the establishment, recognition or contestation of the legal parentage of children;

None

b) Any matters specifically related to surrogacy arrangements;

None

Please provide any detail you consider necessary:

**Part V: Thoughts on possible future work**

86. What, if any, are the **needs** you consider ought to be addressed by any possible future global work in this area?

Please specify: A critical issue is protection of women acting as surrogates, their medical care, and the establishment of minimum contractual standards. Some contracts are understood to contain clauses requiring the surrogate not to retain any documents relating to the arrangement or her treatment including medical treatment. Contracts from some jurisdictions also contain punitive clauses in the event that a surrogate resiles from the contract, including as to repayment of any costs incurred by the commissioning parents, clinic, intermediaries, etc. Given the serious financial imbalance between the parties, this is an effective denial of any recourse to the courts and must be seen as compromising the consent of the surrogate. In addition, many require the surrogate to consent to abortion and selective abortion at the sole discretion of the commissioning parents, and to consent to caesarean section whether or not medically necessary.

The rights of children born through surrogacy to know their genetic and birth origins should also be addressed. However, the establishment of parentage should be left to national law of the incoming state.

87. Please provide your thoughts concerning the **approach** that should be taken in relation to any possible future regulation of any of the matters mentioned in this Questionnaire.

*In this response, you may wish to consider and comment upon the thoughts set out in Section VIII of Preliminary Document No 11 of March 2011 and Section IV of Preliminary Document No 10 of March 2012.*

*You may also wish to comment upon the **nature** of any possible future regulation: e.g., whether a binding instrument should be considered or whether approaches such as a model law, non-binding principles or guidance, etc. would meet the needs you identified in **Question 86** above.*

Ideally, a binding instrument which deals with the concerns referred to above, and in particular provides the safeguards mentioned at question 88(c).

88. If the Hague Conference were to develop a global instrument on the private international law issues surrounding the status of children (in particular, the cross-border recognition of legal parentage), which of the following general features *may* be desirable to include in such an instrument?

Please tick all which apply (and please note that these features are not mutually exclusive and necessarily overlap):

***The child's legal status***

- a)  Harmonisation of the private international law rules relating to the establishment, recognition and contestation of legal parentage: please comment
- b)  Recognition *by operation of law* of child(ren)'s legal parentage established in one State Party, in compliance with the instrument's rules, in all other States Parties: please comment

***Safeguards***

- c)  The establishment of safeguards (minimum standards) to ensure that any procedures for the establishment, recognition and contestation of legal parentage take place with respect for the fundamental rights and welfare of all parties involved, in particular the child(ren) concerned: please comment See concerns mentioned at question 86. The safeguards established should commence before any surrogate enters a surrogacy arrangement, for her benefit.

***Co-operation***

- d)  The establishment of a system for co-ordination, communication and co-operation between States in relation to the establishment, recognition and contestation of legal parentage. Such a system may include a clear division of responsibilities between States, as well as the establishment of defined channels for communication between the relevant authorities.

Please comment, including in relation to whether you see a need for the establishment of "central authorities" within such a system:

***Other***

- e)  Other: please specify

89. If the Hague Conference were to develop a global instrument specifically on international surrogacy arrangements,<sup>36</sup> which of the following general features *may* be desirable to include in such an instrument?

Please tick all which apply (and please note that these features are not mutually exclusive and necessarily overlap):

***The child's legal status***

- a)  Harmonisation of the private international law rules relating to the establishment, recognition and contestation of legal parentage, limited to legal parentage arising following a surrogacy arrangement: please comment
- b)  Recognition *by operation of law* of child(ren)'s legal parentage established in one State Party following a surrogacy arrangement, in compliance with the instrument's rules, in all other States Parties: please comment
- c)  Provisions concerning the child(ren)'s nationality: please comment A nationality of last resort should be provided by the State of the child's birth, in cases where the nationality of the child cannot otherwise be established.

***Safeguards***

- d)  The establishment of safeguards (minimum standards) to ensure that such arrangements take place with respect for the fundamental rights and welfare of all parties involved, *i.e.*, the child(ren) to be born, the surrogate mother and intending parents: please comment, including in relation to which elements you consider there ought to be such minimum standards (*e.g.*, the surrogate mother's free and informed consent, the child's right to know his / her origins, etc.) See response to questions 86 and 88.
- e)  Safeguards (minimum standards) specifically in relation to the intermediaries involved in such arrangements (*e.g.*, surrogacy agencies, lawyers, etc.). These standards may be combined with a system of licensing and supervision to ensure compliance: please comment If sufficiently robust safeguards for the surrogate are established, and breach of those is an offence, that should address some concerns about intermediaries. However, there may be merit in requiring oversight mechanisms to protect all parties, particularly the surrogate and the child.
- f)  Safeguards (minimum standards) specifically in relation to medical institutions undertaking the procedures connected with international surrogacy arrangements: please comment Medical institutions should provide full care for a surrogate in connection with all issues relating to the surrogate pregnancy, including for a minimum period after the child is born (especially recalling that complications may arise in relation to a natural birth after caesarean delivery, and that caesarean delivery is required by the terms of some contracts).

***Co-operation***

- g)  The establishment of a system for co-ordination, communication and co-operation between States in relation to such arrangements. This may include a clear division of responsibilities between States, for example, such that: (a) the competent authorities of the State of the habitual residence of the intending parents would be responsible for determining that the intending parents are eligible to enter into the arrangement, and that any child born as a result will be permitted to enter and reside in their State;<sup>37</sup> and (b) the competent authorities of the State in which the surrogate mother habitually resides would be responsible for determining that the surrogate mother is

<sup>36</sup> See **Part III** of the Questionnaire above.

<sup>37</sup> Following the trend in some States in which international surrogacy arrangements are regularly entered into to take into account the legal position in the State of the habitual residence of the intending parent(s) before permitting the surrogacy arrangement to proceed: see note 34 above.

eligible and suitable to enter into the arrangement and that the child will be entitled to leave this State following his / her birth. The co-operation system could also include the creation of defined procedures which must be complied with by the parties to such arrangements.

Please comment, including in relation to whether you see a need for the establishment of "central authorities" within such a system:

**Other**

- h)  Provisions concerning the financial aspects of international surrogacy arrangements: please comment  
 i)  Other: please specify

90. What priority would you give working towards a future instrument on the private international law issues concerning the status of children (in particular, the cross-border recognition of legal parentage) generally?

- a)  High priority / urgent  
 b)  Medium priority – desirable but not urgent  
 c)  Low priority – possibly desirable but other projects should take priority  
 d)  No priority – no further work should be done in this field  
 e)  Other: please specify

91. What priority would you give working towards a future instrument specifically on the challenges occurring as a result of international surrogacy arrangements?

- a)  High priority / urgent  
 b)  Medium priority – desirable but not urgent  
 c)  Low priority – possibly desirable but other projects should take priority  
 d)  No priority – no further work should be done in this field  
 f)  Other: please specify

92. Please provide any other comment(s) you may have concerning the possible future global regulation of matters contained within this Questionnaire:

**Thank you for your time: this information will greatly assist the work of the Permanent Bureau.**