



Doc. 6521

14 October 1991

Organisation of Assembly debates – References to committees and presentation of amendments

Report

Committee on Rules of Procedure, Immunities and Institutional Affairs

Rapporteur: Mr Peter SCHIEDER, Austria

Problems and proposals

Because of the continuing increase in the number of Assembly members the speaking time in debates proves inadequate. Pending a substantial reform of the organisation of debates, measures are proposed regarding references to committees, the tabling of amendments and the presentation of more reports to the Standing Committee. A separate report of the Committee on Rules of Procedure will examine the present system of Assembly part-sessions and meetings of the Standing Committee.



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A. Draft resolution

1. The Assembly points out that the arrangements at present applying to the organisation of debates and meetings of the Standing Committee were introduced some twenty years ago, when the Council of Europe had seventeen member states.
2. It considers that, while they may have served their purpose in the past, these arrangements have now become inadequate. The time reserved for the discussion of committee reports in plenary session is insufficient. There is a danger that this situation may worsen as the Council of Europe expands.
3. Pending a substantial reform of the organisation of debates, the Assembly considers that action should be taken urgently regarding references to committees, the tabling of amendments and to encourage committees to submit more reports to the Standing Committee.
4. The Assembly accordingly decides to amend its Rules of Procedure as follows:
 - i. Replace the first sentence of Rule 28, paragraph 2, by the following text:

"This report and the opinions of other committees to which a matter has been referred under the provisions of Rule 15 above shall be distributed¹ at least two weeks before the opening or resumption of the session. The main committee's report shall be made available to the committee for opinion two weeks at least before the meeting during which the latter is to approve its opinion. This provision shall not apply to requests from the Committee of Ministers made under Rule 53 below".
 - ii. Replace the first paragraph of Rule 30 as follows:

"Two Representatives or Substitutes at least may propose amendments and sub-amendments. However, a Rapporteur may not, even in a personal capacity, be the co-author of an amendment previously rejected by the committee on whose behalf he is reporting."
 - iii. Substitute "authors" for "author" in paragraph 4 of Rule 30.
 - iv. Substitute "one of its authors is called" for "its author is called" in paragraph 6 of Rule 30.
 - v. Insert in paragraph 6 of Rule 30 a new third sentence as follows:

"An amendment or sub-amendment which has been withdrawn by its authors may not be moved."
 - vi. Add the following new sentence at the end of paragraph 4 of Rule 44:

"However, a committee requested to give an opinion shall table amendments at least twenty-four hours before the meeting of the committee requested to report, at which these amendments shall be discussed".
 - vii. Delete the second sentence of paragraph 6 of Rule 47.
 - viii. Substitute "ten members" for "five members" in the second sentence of paragraph 8 of Rule 47, and add two new sentences as follows at the end of that paragraph:

"This provision shall not apply when the Assembly has decided that a report will be discussed by the Standing Committee. This decision may be altered only by a unanimous vote of the Standing Committee."
 - ix. Substitute "ten members" for "five members" in the first sentence of paragraph 9 of Rule 47.
 - x. Add the following text at the end of paragraph 9 of Rule 47:

"nor when the Assembly has decided that a report will be submitted to the Standing Committee. In the latter case the Assembly's decision may be altered only by a unanimous vote of the Standing Committee."
5. The Assembly decides that these new provisions shall come into force at the opening of the 44th Ordinary Session of the Assembly (May 1992) and instructs its Committee on Rules of Procedure to review the functioning of the new provisions in two years' time.

1. If the Assembly is not in session, the date of distribution shall be that of the postmark. During sessions, it shall be that of the distribution order signed by the Clerk of the Assembly.

6. The Assembly also invites the Bureau and the Standing Committee to draw up guidelines before the opening of the 44th Ordinary Session taking into account the following aspects:
 - i. When committees take decisions concerning the submission of their reports in accordance with Rule 47, paragraph 6, of the Rules of Procedure, they must take account of:
 - a. any proposals made by the Assembly or the Standing Committee when a question is being referred (Rule 15, paragraph 2, of the Rules of Procedure) concerning the presentation of a possible report;
 - b. the need to submit at least a third of their reports to the Standing Committee.
 - ii. A committee failing to respect this obligation shall lose all priority for debates in plenary session of the Assembly. This provision shall not affect Rule 16, paragraph 3, of the Rules of Procedure.
 - iii. Committee reports which are not based on references ratified by the Assembly or the Standing Committee (Rule 15, paragraph 2, of the Rules of Procedure) but on instructions contained in recommendations or resolutions shall, as a general rule, be submitted to the Standing Committee.

B. Explanatory memorandum by MrSCHIEDER

1. Introduction

1. In December 1990, the Committee on Rules of Procedure decided to consider several questions related to the organisation of debates (presentation of more reports to the Standing Committee, references to committees, presentation of amendments). Following discussions in January and March 1991, in April 1991 it was agreed to present a report.

2. The committee is aware of the fact that the present document only covers part of the problems involved in the organisation of debates and meetings of the Standing Committee. It believes, however, that pending a substantial reform some measures should already be taken at this stage.

2. Problems

3. It is generally agreed that the time available during the Assembly's plenary debates for the discussion of committee reports is insufficient and with the continuing enlargement of the Council of Europe the situation is likely to worsen.

4. Experience over the last few years shows that preparing and presenting committee opinions is a constant source of difficulty. For instance, due to insufficient co-ordination with the main committee, committees to which a matter is referred for opinion sometimes present many amendments, with the result that there are lengthy voting operations in the Assembly.

3. Possible solutions

3.1. General considerations

5. Because of members' heavy workload at national level it can hardly be expected that the overall number of Assembly sitting days will be significantly increased.

6. So as to achieve a more appropriate organisation of debates the following issues will be considered:

- limiting the number of questions placed on the Assembly's register;
- reducing the number of committees to which a subject is referred for an opinion;
- reviewing the conditions for presenting amendments;
- making more use of the Standing Committee's meetings to discuss reports and adopt texts on the Assembly's behalf.

3.2. Number of questions placed on the Assembly's register

7. In the past, several initiatives have been taken²to improve the organisation of the Assembly's proceedings with a view to establishing priorities in the choice of subjects, harmonising the committee's activities and possibly dropping some of them. More recently the Assembly ([Order No. 447 \(1989\)](#)) instructed the Bureau "to reassess committee activities and the Assembly budget for 1990 to ensure proper adherence to the agreed major emphasis for all Council of Europe activities..."

8. The Assembly's activities are determined by the "register of questions submitted to the Assembly". Questions are placed on this register by:

- the tabling of documents of one of the three types mentioned in Rule 14, paragraph 1:

2. See for instance [Doc. 1548 \(1963\)](#) and [Recommendations 358 and 376](#); [Resolution 502 \(1971\)](#); [Doc. 3094 \(1972\)](#); [Orders No. 353 \(1975\)](#) and [379 \(1979\)](#); Margue report (AS/Per (32) 3); memorandum by the then President of the Assembly, Mr de Koster, on the future working methods of the Assembly (see Appendix 2 to Assembly Document 4710). Since 1981 the Bureau of the Assembly has applied most of the recommendations contained in the de Koster memorandum; when the Assembly's Rules of Procedure were revised in 1985 ([Resolution 852](#)) this practice was codified (amendments of Rules 14 and 15).

- communications from the Committee of Ministers (mainly the statutory reports and requests for statutory opinions on draft conventions, on requests for accession to the Council of Europe's Statute, etc.) or the Secretary General;
- communications addressed to the Assembly by national, supranational or international organisations;
- motions for recommendations and resolutions accepted for inclusion in the register;
- a decision taken by the Assembly or the Standing Committee to refer a question to a committee.

9. As can be seen from the statistics in Appendix I, questions placed on the Assembly's register and referred to committees take mainly the form of motions for resolutions and recommendations (65%), of communications from international or supranational organisations (15%) or of Committee of Ministers' communications (13%).

10. It should, however, also be considered, as is shown by Appendix 2, that from the activities under way in the thirteen general Assembly committees and likely to result in a report, 58% are based on motions, only 1% on progress reports from other international organisations and about 41% on decisions taken by the Assembly or the Standing Committee (instructions contained in recommendations, resolutions, orders; these also include permanent instructions, which frequently are identical with the statutory mandates of some committees such as the examination of the budget, the regular consideration of the Assembly's information policy, the reviews of the Rules of Procedure). Between 1985 and April 1991, when the Bureau referred 161 motions to committees, about 55 Assembly texts (orders, resolutions, recommendations) instructed committees to prepare reports.

11. The current practice is to deal as follows with motions for recommendations or resolutions:³

- the President decides whether such motions are in order (Rule 27, paragraph 2);
- motions are put on the Bureau's agenda, considered by it and:
- referred to the appropriate committee(s) for examination, and simultaneously placed on the Assembly's register;⁴
- or forwarded to one or more committees for information;
- or filed without any further action (Rule 15, paragraph 1).

Before making such a decision the Bureau may consult one or more committees on action to be taken on a motion.

12. According to Rule 15, paragraph 2, "if a document is referred to a committee the Bureau shall submit such reference to ratification either by the Assembly at its next sitting or by the Standing Committee at its next meeting, as appropriate". Under the same provision "a document shall usually be referred to only one committee for report, though it may be referred to any other committee for an opinion". "The Bureau may, however, refer different parts of a document to different committees for report."

13. As is shown by Appendix 1 in a period in which the Bureau referred 161 motions to committees for report, it also:

- forwarded 39 motions solely for information;
- took no action on 13 motions;
- consulted committees on follow-up action on 15 motions (increasing tendency in recent times).

14. In some instances the Bureau, when deciding to refer a motion to a committee, presented comments such as:

- take into account the intergovernmental work on the same subject;
- cover in the report a wider scope of questions than those of the motion;

3. There are also motions for orders (Rule 31, paragraph 1); but they are normally not referred to committee and directly put to the vote in conjunction with the debate on the questions to which they refer (Rule 31, paragraph 3).

4. Legally speaking, the placing of a motion on the Assembly's register and deciding on its reference to committee or not, are two separate acts. See also Rule 27, paragraph 3: "The inclusion of such motions in the Assembly's Register shall require a two-thirds majority of the votes cast, comprising at least one-third of the Representatives of the Assembly or of the Standing Committee. On the question of the inclusion the following only shall be heard: one speaker 'for' the motion, one speaker 'against', and the chairman of the committee concerned."

- include the motion in a debate on a larger subject;
- present the report to a specific part-session;
- present the report at the same time as that by another committee on a related subject (for joint debate).

15. In November 1984, after having referred four motions to the Committee on Agriculture, the Bureau decided to ask that committee to make known its priorities and the time-table for its future work.

16. If a committee has not reported within four years after the referral to it of a motion, the Assembly may remove a question from its register (Rule 14, paragraph 3.b). Up to now, no use has been made of this provision.

17. At its meeting on 7 March 1991, the proposal was made in the Committee on Rules of Procedure that, in principle, reports elaborated by committees, without the matter having been previously referred to them by the Bureau, should be presented to the Standing Committee. This would be the case for reports prepared following instructions contained in Assembly recommendations and resolutions, as such instructions bypass the Bureau of the Assembly and prevent it from making any proposals regarding the preparation and presentation of the report in question. If a committee felt that such a report should nevertheless be debated in plenary, it would present a request to this end to the Bureau.

18. When a motion is referred to committee for report this does not necessarily imply the preparation of a report. Rule 14, paragraph 3.«, enables committees to request the Bureau of the Assembly to remove a question referred to it from the Assembly's register. Between 1985 and 1991 two Assembly committees availed themselves of that possibility in five instances of which one was unsuccessful (see Appendix I). In other cases, committees just decide not to act upon a motion without officially informing the Bureau.

19. On the basis of the considerations above, the following proposals are made:

a. to invite the Bureau to:

- consult committees more often on action to be taken on a motion before deciding on a referral;
- make a greater use of the possibility of taking note of motions, without further action;
- make a greater use of the possibility of giving, together with a referral, some instructions to the committee concerned (see the examples in paragraph 14 above);
- bear in mind the provisions of Rule 14, paragraph 3.b, concerning the removal of a question from the Assembly's register, when a committee to which it was referred has not reported within four years.

b. to invite committees to:

- take account of the provision of Rule 14, paragraph 3.a, according to which the Assembly may remove a question from its register at the request of the committee to which it was referred;
- limit their practice of inserting paragraphs in draft recommendations or resolutions giving them terms of reference for a new activity; and it should be understood that in general reports prepared on the basis of instructions contained in Assembly texts should be presented to the Standing Committee.

3.3. Reduction of the number of committees to which a matter is referred for an opinion

20. For terminological reasons it should first be pointed out that opinions, in the context of the present memorandum, are documents prepared by a committee, to which in addition to a committee seized for report a question also has been referred to. Consequently "statutory" opinions of the Assembly to the Committee of Ministers are not dealt with here.

21. Under Rule 15, paragraph 2, a document "shall usually be referred to only one committee for report, though it may be referred to any other committee for opinion". About 53% of the documents (all categories included) referred by the Bureau between 1985 and April 1991 were also sent for an opinion to one or more committees (see Appendix I). As can be seen from Appendix II nearly a quarter of the overall committee activities concern opinions. Between February 1984 and April 1991 the Assembly Committees presented 359 reports with an operative part and 124 written opinions (see Appendix IV).

22. In the last years, difficult problems have arisen for so-called interdisciplinary subjects (for example transport, drugs, the media, genetic engineering) involving several Assembly committees. Due to insufficient co-ordination, committees for opinion presented many amendments and this involved lengthy voting operations in the Assembly. The Bureau and the Standing Committee could be invited to determine (after the necessary consultations) which committee should be responsible for what interdisciplinary subject.

23. In other instances, committees for opinion rightly argued that they could not go ahead with their work as long as the main committee had not adopted its report. This resulted in the very late preparation of opinions.

24. At the meeting of the Committee on Rules of Procedure on 7 March 1991 it was proposed that in general a matter should not be referred for an opinion to more than two committees.

25. Recommendations to remedy the situation should therefore be fivefold:

- i. Fewer documents/motions should be referred to committees for opinion. They should instead be sent for information; committees could then hold a free exchange of views on the document/motion. The problem of interdisciplinary subjects deserves special attention (paragraph 22 above).
- ii. In principle, a motion/document should not be referred for an opinion to more than two committees.
- iii. The length of opinions should be reduced; or preferably, in appropriate cases committees should present oral opinions or appoint a spokesman.⁵
- iv. Before the adoption of a draft text at committee level, more contacts should take place between the Rapporteurs of the main committee and the committee(s) for opinion and between committee Secretaries; in general, committees for opinion need not await the final report of the main committee before starting their work; it would be useful if reports could be sent in draft form from the main committee to the committee(s) for opinion; however it is obvious that committees for opinion have to await the draft text adopted by the main committee in order to decide on their final presentation of any amendments; the aim should be to incorporate in the text presented to the Assembly for adoption by the main committee all those proposals from committees for opinion on which an agreement can be reached.
- v. Rule 44, paragraph 4, of the Rules of Procedure empowers committees for opinion as such to put forward amendments to the report (draft text) tabled by the main committee, without however indicating special deadlines to this end; it should be made clear that only those amendments are in order which are tabled at the latest twenty-four hours before the main committee's meeting at which these amendments would be considered. However, this obligation presupposes that the main committee presents its report within the time-limits provided for in Rule 28, paragraph 2, that is at the latest two weeks before the opening or resumption of the session. It should be understood that if a committee to which a matter has been referred for report was unable to take a stand (for example because of the cancellation of the meeting, or for lack of time) on an amendment tabled in time by a committee for opinion, that amendment would nevertheless be in order.

3.4. Conditions for the tabling of amendments

26. On 7 March 1991, the attention of the Committee on Rules of Procedure was drawn to the fact that whereas the signatures of ten or more representatives were required for the tabling of motions for recommendations and resolutions, one member could propose an amendment or sub-amendment (Rules 27, paragraph 1, and 30, paragraph 1, of the Rules of Procedure). In many national parliaments there is no right for individual members to table amendments. On 13 March 1991 the European Parliament modified its rules regarding amendments; a committee, a political group or twenty-three members at least are empowered to table amendments for examination in plenary session. Individual members may only table amendments at committee level. However, if such an amendment is supported by four or more members during votes in committee it can be presented in plenary session.

27. The Committee on Rules of Procedure examined this matter on 22 April 1991, when the proposal was made that henceforth the signatures of two representatives or substitutes at least should be required for tabling amendments or sub-amendments. As a result the first, fourth and sixth paragraphs of Rule 30 would have to be modified. The first sentence of the new wording proposed for Rule 30, paragraph 6, would specify that one of the authors of an amendment or sub-amendment would move it when it is called. In doubt the first

5. In the European Parliament, for instance, some opinions take the form of letters from the committee to which a matter is referred for opinion to the main committee.

signatory of the amendment would be called. At this occasion another problem could be settled: the consequences of the withdrawal by its authors of an amendment. Presently (for example see Official Report 1980, page 980) another member may move an amendment which its author(s) have just withdrawn. This might have undesirable effects and your Rapporteur therefore suggests specifying in paragraph 6 of Rule 30 that an amendment withdrawn by its authors cannot be moved and will therefore lapse.

3.5. Discussion of reports and adoption of texts by the Standing Committee

28. In 1971, the Rules regarding the Standing Committee were revised ([Resolution 484](#)). Experience since then has shown that the Standing Committee's meetings offer an excellent means of reducing the agendas of Assembly sessions by examining committee reports. Between May 1971 and July 1991 the Standing Committee, acting on behalf of the Assembly, has thus adopted about 26% of the global number of texts adopted (326 out of 1 256). Over the years 1984 to July 1991 the ratio is even 32% (see Appendix IV). There are still opportunities for the Standing Committee to examine an even greater number of committee reports: as can be seen from Appendix III, only relatively few texts⁶ are adopted at the spring and autumn meetings of the Standing Committee. However, in this connection also the following drawbacks of the Standing Committee should be borne in mind:

- about one quarter of the Assembly's Representatives are members of the Standing Committee,⁷
- there is often only a limited attendance of the general public and media coverage is generally poor (except during the summer meetings); but no real effort has been made in the past to publicise the sittings.

Sometimes it is argued that the Standing Committee should not substitute for the Assembly and that the discussion of committee reports in the Standing Committee should rather be the exception. However, the founding fathers of the Council of Europe did not embrace this view.

29. The memorandum by Mr de Koster,⁸ mentioned in footnote 1 to paragraph 7, had recommended that the Bureau, when referring motions, should provisionally suggest whether a report should be presented in plenary sitting or in the Standing Committee. In the past the Bureau occasionally specified that a report should be presented to the Standing Committee (see, for example, Reference No. 1653 (1989)).

30. The Committee on Rules of Procedure agreed that a further step forward should be taken and considered the following possibilities:

- preparing guidelines from the Bureau/Standing Committee for the general committees on the presentation of their reports to the Standing Committee and the Assembly (variant A);
- enabling the Bureau to decide, subject to ratification of the Assembly or the Standing Committee, that a report prepared, following the reference of a document/motion, be submitted to the Standing Committee or the Assembly (variant B).⁹

31. In March and April 1991, the Committee on Rules of Procedure evaluated in depth both variants and kept in mind the following aspects:

- empowering the Bureau to decide if a report has to be presented to the Assembly or the Standing Committee would substantially change the present system; /
- the challenge of such a Bureau decision in plenary session could lead to incidents;
- each committee considers its activities and reports to be important; a committee rarely opts spontaneously for presenting a report to the Standing Committee;
- it might not always be easy for the Bureau to agree which motions/matters are sufficiently technical to be debated in the Standing Committee;

6. From the 326 texts adopted by the Standing Committee between 1971 and July 1991. 206 were adopted at the 21 meetings held in the summer and 120 at the 42 spring and autumn meetings.

7. This factor is less important during the summer meetings of the Standing Committee where a very large number of members are present to attend meetings of the Assembly's general committees.

8. See also the memoranda on the organisation of debates presented to the Standing Committee in 1972 and 1978.

9. In addition to several Rule changes (Rules 15, paragraph 1,47, paragraph 6, and 47, paragraph 8, the implementation of this variant would also presuppose that a member dissatisfied with a Bureau decision on the presentation of a report should be entitled to challenge it at the moment when it was ratified together with the reference of the motion, by the Assembly or the Standing Committee.

- the introduction of appropriate guidelines by the Bureau would maintain the autonomy of committees, while also probably achieving the result that at least a third of all reports are presented to the Standing Committee;
- the Bureau itself might prefer to take a decision regarding the presentation of reports and to keep under review the situation instead of relying on the co-operation of committees.

32. The Committee on Rules of Procedure finally opted for variant A. This has the following consequences. Under Rule 47, paragraph 6, committees have to decide, after approving a report, if it is to be:

- submitted to the Assembly for debate;
- or submitted to the Assembly for tacit adoption in pursuance of Rule 29;
- or submitted to the Standing Committee.

33. The guidelines referred to in paragraph 30 above should propose that when taking this decision, committees should bear in mind:

- any recommendations made by the Assembly or the Standing Committee when referring a matter to a committee (Rule 15, paragraph 2) regarding the presentation of a report;
- the need to present at least a third of their reports to the Standing Committee.

However, the latter obligation would not affect Rule 16, paragraph 3, of the Rules of Procedure according to which "each part-session shall normally include a debate on general policy".

34. In case a committee does not present at least a third of its reports to the Standing Committee it would lose any priority for debates in plenary session.¹⁰

35. In parallel with the introduction of the guidelines some rule changes would be required:

- recourse to Rule 47, paragraph 8, and paragraph 9, should no longer be possible for five but for ten members;¹¹
- these provisions would not apply where the Assembly decided that a report shall be dealt with by the Standing Committee; such an Assembly decision could only be altered by a unanimous vote of the Standing Committee;
- the second sentence of Rule 47, paragraph 6, which requires a majority of three quarters of the votes cast for committee decisions relating to the presentation of their reports should be deleted.

36. These changes have a threefold objective:

- the Bureau's authority over the preparation of the Assembly's agenda should be strengthened;
- the presentation of reports to the Standing Committee should be facilitated;
- the ping-pong situations between the Bureau and Assembly Committees on the presentation of a report to a plenary session or a meeting of the Standing Committee should no longer arise in future.

4. Final remarks

37. The Committee on Rules of Procedure proposes that the new provisions should enter into force at the opening of the 44th Ordinary Session (May 1992).

38. If the Assembly agrees with the proposed amendment of Rule 30, paragraph 1, of the Rules of Procedure (see paragraph 4.b of the draft resolution) the Bureau should consequently modify paragraph 8 of the provisions regarding the timetabling of debates. The new text of paragraph 8 could then read as follows: "when amendments are being considered, unless the Assembly decides otherwise, the only members who may speak shall be one of the authors of the amendment, or another member speaking in its favour" (remainder unchanged).

10. In the seventies some variants of the guidelines above were proposed: allocation to each committee (except the Political Affairs Committee) of an annual quota of reports for presentation to the plenary session: introduction of a rotation system under which a committee would submit every third year all its reports to the Standing Committee.

11. Several members of the Committee on Rules of Procedure proposed that Rule 47, paragraph 8, should not be modified in this respect, however the majority of the committee decided otherwise.

39. At this occasion, the Bureau could adapt paragraph 6 of the provisions relating to the timetabling of debates to the practice already followed, by substituting "twenty-four hours before the opening of the sitting" for "twenty-four hours before the opening of the debate".

Reporting committee: Committee on Rules of Procedure.

Budgetary implications for the Assembly: none. Reference to committee: none (report on the committee's own initiative).

Draft resolution unanimously adopted by the committee on 26 June 1991.

Members of the committee: Sir *Geoffrey Finsberg* (*Chairman*). MM. *Stig Gustafsson*, *Dimmer* (*Vice-chairmen*), Mrs *Albrink*. MM. Aliónele, André (*Alternale: Pistre*), Andreis, Arnalds, Capanna. Cassar, Colombo, De Decker, Demiralp, Faulds, *Gundersen*, Mrs *Haller*, MM. Junghanns, Karcsay, *Laakso*, *Lemoine*, van der Linden, Lord, Lyssarides, Marten, José Marques, *Meimarakis*, Moya, O'Brien, *Schieder*, Mrs Terborg.

N. B. The names of the members who took part in the vote are printed in italics.

See [Resolution 975](#) (Standing Committee, 25 November 1991).

Appendix 1 – Documents / motions referred to committee between April 1985 and April 1991

Progress reports of the Bureau and the Standing Committee¹²	April 1985	September 1985	January 1986	April 1986	September 1986
References for report of which:	10	19	8	5	24
– motions	8	9	4	3	15
– Committee of Ministers' documents					
- statutory reports	1	1	1	1	1
- requests for opinion	–	–	1	–	1
- others	–	–	–	–	–
– contested credentials (Rule 6 (5.a))	–	–	–	–	–
– urgent procedure (Rule 48)	–	2	–	–	–
– current affairs debates (Rule 48.a)	–	–	–	–	1
– activity reports from international or supranational organisations	1	6	–	–	5
– communications of the Secretary General	–	–	1	1	–
– texts adopted by the Standing Conference of Local and Regional Authorities of Europe	–	–	1	–	–
– reference back to committee of a report	0	1	0	1	1
Reference to Committee of an amendment (Rule 30, paragraph 9)	–	–	–	–	–
References for opinion	3	7	4	4	12
Amendments of references or other Bureau decisions regarding motions/documents	–	–	–	–	1
Consultation of committees before references	1	–	–	–	–
Forwarding of documents/ motions for information only	3	4	–	3	1
Filing of documents/ motions	2	–	2	–	–
Removal of documents/motions from the Assembly's register	1	–	–	–	–
Ratification of reference by					
- Assembly	8	9	4	4	9
- Standing Committee	2	10	4	1	15

12. References by the Assembly (without prior Bureau decision) are also taken into account (for example, Rules 6 (Paragraph 5.a), 48,48.a).

Note: texts forwarded from the European Parliament are not taken into account.

Progress reports of the Bureau and the Standing Committee*	Jan. 1987	May 1987	Oct. 1987	Jan. 1988	May 1988	Oct. 1988	Jan. 1989	May 1989	Sept. 1989	Jan. 1990	May 1990	Sept. 1990	Jan. 1991	April 1991
References for report, of which:	13	11	15	8	10	14	11	9	15	9	19	18	19	13
- motions	9	8	10	4	4	6	9	5	8	7	12	15	17	8
- Committee of Ministers' documents:														
- statutory reports	1	1	1	1	1	1	1	1	1	1	1	1	1	1
- requests for opinion	1	0	0	0	0	0	0	0	0	0	3	0	0	1
- others	1	0	1	0	0	0	0	0	0	0	1	0	0	0
- contested credentials (Rule 6, par. 5.a)	0	0	0	0	0	0	0	0	0	0	0	0	0	0
- urgent procedure (Rule 48)	0	0	0	0	0	0	0	0	0	0	0	0	0	0
- current affairs debate (Rule 48 bis)	0	0	0	0	0	0	0	0	0	0	0	0	0	1
- activity reports from international or supranational organisations	0	0	0	0	0	0	0	0	0	0	0	0	0	0
- communications of the Secretary General of the Council of Europe	0	1	0	0	2	6	0	1	6	0	1	2	1	1
- texts adopted by the Standing Conference of Local and Regional Authorities of Europe	1	0	0	1	1	0	0	1	0	0	0	0	0	0
- reference back to committee of a report	0	0	0	0	0	0	0	1	0	0	1	0	0	1
Reference to Committee of an amendment (Rule 30.9)	0	0	0	0	0	0	0	0	0	1	0	0	0	0
References for opinion	6	6	8	1	7	7	6	7	7	3	15	10	11	8
Amendments of references or other Bureau decisions regarding motions/documents	1	0	1	1	1	0	1	0	0	0	0	0	1	1
Consultation of committees before references	0	1	3	0	1	1	2	1	1	0	0	3	1	0
Forwarding of documents/motions for information only	0	2	1	5	4	3	2	0	3	0	3	3	1	1
Filing of documents/motions	0	0	0	1	0	0	0	1	3	0	0	0	4	0
Removal of documents /motions from the Assembly's register	0	0	0	0	0	0	0	1	3 (1 refused)	0	0	0	0	0
Ratification of reference by Assembly by Standing Committee	9	4	5	2	3	5	6	4	7	7	6	5	7	4
	4	7	10	6	7	9	5	5	8	2	13	13	12	9

* References by the Assembly (without prior Bureau decision) are also taken into account (for example Rules 6.5.a, 48, 48.a)
Note: texts forwarded from the European Parliament are not taken into account.

Appendix 2

ANNEXE II
Travaux en cours dans les commissions générales de l'Assemblée en juin 1991

	AS/Pol	AS/Éc	AS/Soc	AS/Jur	AS/Cult	AS/Science	AS/Loc	AS/Mrd (PR)	AS/Pro	AS/Agr	AS/NM	AS/Parl	AS/Bud
Nombre de rapports en préparation	11	9	10	31	10	6	15	12	4	7	5	4	6
Origine du rapport: - renvoi d'un document/ d'une proposition par le Bureau de l'Assemblée	5	4	5	24	8	2	13	4	0	7	2	0	1
- instructions données dans une directive de l'Assemblée	1	1	2	5	0	3	1	2	0	0	0	2	1
- instructions données dans une recommandation ou une résolution de l'Assemblée	5	4	2	3	2	1	1	6	0	0	0	1	0
- mandat permanent (y compris les rapports d'activité d'organisations internationales)	0	0	1	0	0	0	1	0	4	0	2	1	4
- décision du Bureau de l'Assemblée	0	0	0	0	0	0	0	0	0	0	1	0	0
Nombre d'avis en préparation	6	10	6	12	4	4	4	5	0	3	3	0	0

N.B. Il est à noter que la plupart des commissions précitées suivent de près de vastes secteurs du programme de travail intergouvernemental du Conseil de l'Europe et ont établi d'étroites relations de travail avec plusieurs organisations internationales ou supranationales.

APPENDIX II

Activities under way in the Assembly's general committees as at June 1991

	AS/Pol	AS/Éc	AS/Soc	AS/Jur	AS/Cult	AS/Science	AS/Loc	AS/Mrd (PR)	AS/Pro	AS/Agr	AS/NM	AS/Parl	AS/Bud
Number of reports under preparation	11	9	10	31	10	6	15	12	4	7	5	4	6
Origin of the report: - reference of a document/motion from the Bureau of the Assembly	5	4	5	24	8	2	13	4	0	7	2	0	1
- instruction contained in an Assembly Order	1	1	2	5	0	3	1	2	0	0	0	2	1
- instruction contained in an Assembly recommendation or resolution	5	4	2	3	2	1	1	6	0	0	0	1	0
- permanent mandate (including activity reports of international organisations)	0	0	1	0	0	0	1	0	4	0	2	1	4
- decision of the Bureau of the Assembly	0	0	0	0	0	0	0	0	0	0	1	0	0
Number of opinions under preparation	6	10	6	12	4	4	4	5	0	3	3	0	0

N.B. It is to be noted that most of the above-mentioned committees follow closely large sections of the Council of Europe's intergovernmental work-programme and have established close working relations with several international or supranational organisations.

Appendix 3

APPENDIX III / ANNEXE III

*Number of texts adopted by the Standing Committee / Nombre de textes adoptés par la Commission Permanente
July 1971–July 1991 / Juillet 1971–juillet 1991*

<i>Ordinary session / Session ordinaire</i>	<i>Summer meetings / Réunions d'été</i>	<i>Spring and autumn meetings / Réunions de printemps et d'automne</i>
1971–1972	7	7
1972–1973	7	8
1973–1974	8	1
1974–1975	7	5
1975–1976	7	4
1976–1977	6	5
1977–1978	11	9
1978–1979	8	5
1979–1980	21	8
1980–1981	9	8
1981–1982	6	3
1982–1983	13	1
1983–1984	7	13
1984–1985	12	3
1985–1986	11	4
1986–1987	12	6
1987–1988	8	10
1988–1989	16	5
1989–1990	8	8
1990–1991	7	7
1991–1992 (<i>until July 1991</i>) (<i>jusqu'en juillet 1991</i>)	15	0
Total	206	120

Appendix 4

APPENDIX IV / ANNEXE IV

General committees / Commissions générales	Number of reports with operative parts presented between a. February 1984 and April 1991 / Nombre de rapports avec dispositif présentés entre a. Fév. 84 et avril 91	Number of written opinions presented (1984-April 1991) / Nombre d'avis écrits présentés (1984-avril 1991)	Number of information reports presented (1984-April 1991) / Nombre de rapports d'information présentés (1984-avril 1991)	Total number of texts adopted on the basis of these reports b. / Total de textes adoptés sur la base de ces rapports b.						Of which texts adopted by AS/Per / Dont textes adoptés en AS/Per						Of which texts adopted in plenary session / Dont textes adoptés en session plénière					
				Rec./ Rec.	Res./ Rés.	Orders/ Dir.	Total	Opinions/ Avis	Rec./ Rec.	Res./ Rés.	Orders/ Dir.	Total	Opinions/ Avis	Rec./ Rec.	Res./ Rés.	Orders/ Dir.	Total				
AS/Pol	47	8	3	5	19	29	2	55	0	2	7	1	10	5	17	22	1	45			
AS/Ec	44	9	1	0	9	29	0	38	0	3	4	0	7	0	6	25	0	31			
AS/Soc	32	13	2	8	18	4	2	32	4	6	1	0	11	4	12	3	2	21			
AS/Jur	31	17	2	3	19	7	3	32	1	6	4	1	12	2	13	3	2	20			
AS/Cult	37	12	2	1	26	8	3	38	0	7	0	2	19	1	19	8	1	29			
AS/Science	14	12	0	0	6	8	4	18	0	2	2	1	3	0	6	6	3	15			
AS/Loc	33	15	1	7	22	4	2	35	7	4	3	1	15	0	18	1	1	20			
AS/MRD (PR)	38	13	4	0	29	8	2	39	0	3	5	1	9	0	26	3	1	30			
AS/Pto	14	0	3	0	0	13	0	13	0	0	12	0	12	0	0	1	0	1			
AS/Agri	30	15	0	0	12	19	0	31	0	3	8	0	11	0	9	11	0	20			
AS/NM	15	9	0	0	5	11	1	17	0	2	1	1	4	0	3	10	0	13			
AS/Bud	19	1	0	0	4	0	2	21	13	3	0	2	18	2	1	0	0	3			
AS/Parl	5	0	9	0	3	3	2	8	0	0	0	0	0	0	3	3	2	8			
Total	359	124	27	39	172	143	23	377	25	39	47	10	121	14	133	96	13	256			

a. The number of reports presented does not necessarily correspond with the number of texts adopted; some reports include more than one draft text, some are referred back to committee; some draft texts are rejected by the Assembly. / Le nombre de rapports présentés n'est pas nécessairement identique avec le nombre de textes adoptés; certains rapports comportent plus d'un projet de textes; des rapports sont renvoyés en commission; des projets de textes sont rejetés par l'Assemblée.

b. Nine of the texts adopted during the 1984-1985 session are based on reports already tabled during the 1983-1984 session, which is not taken into account here; three resolutions and one order adopted by the Assembly are the result of the joint work of several committees; so as not to favour any one of them, these seven texts have not been included in this list; one Assembly resolution (No. 949) is based on the progress report of the Bureau and the Standing Committee which has not been taken into account. / Neuf des textes adoptés pendant la session 1984-1985 ont été basés sur des rapports déposés déjà pendant la session 1983-1984 qui n'est pas prise en compte ici; deux recommandations et trois résolutions adoptées par l'Assemblée, qui sont l'œuvre conjointe de plusieurs commissions, n'ont pas été incluses dans la liste afin de ne pas privilégier une de ces commissions.

c. (Reports on the examination of credentials) / (Rapports sur la vérification des pouvoirs)

d. Twelve orders based on motions (Rule 31, paragraph 3) and not on reports have not been taken into account. / Douze directives qui se basent sur des propositions de directive et non pas sur des rapports ne sont pas comprises dans le tableau.

AS/Pol Political Affairs Committee / Commission des questions politiques; AS/Ec Committee on Economic Affairs and Development / Commission des questions économiques et du développement; AS/Soc Social, Health and Family Affairs Committee / Commission des questions sociales, de la santé et de la famille; AS/Jur Committee on Legal Affairs and Human Rights / Commission des questions juridiques et des droits de l'homme; AS/Cult Committee on Culture and Education / Commission de la culture et de l'éducation; AS/Science Committee on Science and Technology / Commission de la science et de la technologie; AS/Loc Committee on Environment, Regional Planning and Local Authorities / Commission de l'environnement, de l'aménagement du territoire et des pouvoirs locaux; AS/MRD (PR) Committee on Migration, Refugees and Demography / Commission des migrations, des réfugiés et de la démographie; AS/Pto Committee on Rules of Procedure / Commission du Règlement; AS/Agri Committee on Agriculture / Commission de l'agriculture; AS/NM Committee on Relations with European Non-Member Countries / Commission des relations avec les pays européens non membres; AS/Bud Committee on the Budget and the Intergovernmental Work Programme / Commission du budget et du programme de travail intergouvernemental; AS/Parl Committee on Parliamentary and Public Relations / Commission des relations parlementaires et publiques.