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(Final version)

Gender representation in the Parliamentary Assembly

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A. Draft Resolution

1. The sharing of responsibilities in political and public decision making between women and men is an inherent element of any true and effective democracy, a matter of equity and justice, and responds to the necessarily legitimate aspirations that have been expressed in our societies for decades. Women's empowerment and capacity building are essential to achieve women's effective and active participation in representative institutions and decision-making bodies. Our societies are composed of an equal number of men and women. Combining this reality with political representation and establishing parliamentary parity is a legitimate objective; where there is political will and where the impetus is given at the highest institutional level, parity can become the norm.
2. In ten years, the proportion of women in the Parliamentary Assembly has increased to 37%, reflecting the clear progress made in most member States' national parliaments, where the entry of more women into each new legislature has been made possible by proactive electoral legislation. However, whether in the Assembly or in national parliaments, women are still the under-represented sex; in only ten national parliaments in Europe do women hold more than 40% of the seats.
3. The Assembly congratulates the member States which, through their proactive legislation, but also through awareness-raising, accompanying, support and training policies, have made it possible to open the doors of legislative power more widely and sustainably to women. It recalls all the recommendations it made in its Resolution 2290 (2019) "Towards an ambitious Council of Europe agenda for gender equality", its Resolution 2111 (2016) "Assessing the impact of measures to improve women's political representation", its Resolution 1781 (2010) "A minimum of 30% of representatives of the under-represented sex in Assembly national delegations" and its Resolution 1585 (2007) "Gender equality principles in the Parliamentary Assembly". The Assembly once again urges the national parliaments of member States, in particular the 16 national parliaments with less than a quarter of women members, to make women's access to elective office a priority, in line with the recommendations of the Assembly and the Committee of Ministers of the Council of Europe, as contained in Recommendation Rec(2003)3 of the Committee of Ministers on balanced participation of women and men in political and public decision making and Recommendation CM/Rec (2007) 17 of the Committee of Ministers on gender equality standards and mechanisms.
4. In 2007, the Assembly set a target for national parliaments to ensure that their delegations include "a percentage of women at least equal to the percentage of women in their national parliament, with a target of at least 30%, bearing in mind that the threshold should be 40%". 32 out of 47 national delegations include a percentage of women greater than or equal to 30%, of which 21 delegations have a percentage greater than or

equal to 40%. In this respect, the Assembly congratulates the national parliaments of Albania, Andorra, Bosnia and Herzegovina, Croatia, Finland, Iceland, Ireland, the Republic of Moldova, Monaco, North Macedonia, Norway, San Marino and the Slovak Republic for guaranteeing parity in their parliamentary delegations to the Assembly, even though some of them come from parliaments with a much lower percentage of women.

5. All the parliamentary delegations shall comply with the requirement set out in Rule 7.1.b of the Rules of Procedure to include at least one woman representative (full member). This requirement, which is binding for small delegations, is unquestionably minimal for medium-sized delegations and even more so for large delegations of 20, 24 or 36 members. In order to promote progress towards parity, and to call on certain parliaments to set a higher example, the regulatory requirements will have to be increased.
6. The Assembly therefore intends to redefine the representation criteria that national parliaments must meet when setting up their delegations to the Assembly. In this respect, it considers that a delegation made up entirely of women does not respect the principle of equal gender representation in the Assembly.
7. Finally, the Assembly supports the political objective in the Council of Europe of promoting the threshold to be reached for participation of women and men that is 40% minimum for each sex. However, such an objective cannot at present be regarded as a regulatory principle, the disregard of which by national delegations would be sanctioned. The Assembly therefore formally undertakes to increase the minimum representation of each sex in its delegations to 40% as from the opening of its 2026 session.
8. In order to make the Assembly more representative and to encourage national delegations to promote more effectively the political objective of equal representation of women and men in the Assembly, in keeping with a non-discriminatory approach, which takes into account the size of the delegations, the Assembly decides to amend its Rules of Procedure as follows:
 - 8.1. with regard to the composition of national delegations, in Rule 6.2.a, delete the second sentence and add the following new paragraph [new Rule 6.2.b]:

Amendment 13

(If adopted, amendment 1 falls)

Tabled by Mr Olivier BECHT, Ms Martine LEGUILLE BALLOY, Mr André GATTOLIN, Ms Isabelle RAUCH, Ms Nicole DURANTON, Ms Catherine KAMOWSKI, Ms Liliana TANGUY

In the draft resolution, paragraph 8.1, replace the words: "Each national delegation shall include members of the under-represented sex [footnote 1] to ensure at least the following gender representation" with the following words:

"Each national delegation must include both women and men among its representatives. Each national delegation shall include members of the under-represented sex [footnote 1] at least in the same percentage as in its parliament or, if this is more favourable to the representation of

the under-represented sex, ensure gender representation as follows:"

Sub-amendment 1 to amendment 13

Tabled by the (Former) Committee on Rules of Procedure, Immunities and Institutional Affairs

In amendment 13, replace the second sentence in inverted commas with the following sentence:

"As long as women are under-represented in the Parliamentary Assembly, each national delegation shall include women as members at least in the same percentage as in its parliament or, if this is more favourable to the representation of women, ensure gender representation as follows:"

Sub-amendment 2 to amendment 13

Tabled by Ms Béatrice FRESKO-ROLFO, Mr Jacques MAIRE, Ms Mònica BONELL, Mr Pierre-Alain FRIDEZ, Ms Marica MONTEMAGGI, Mr Gerardo GIOVAGNOLI, Mr Pere LÓPEZ, Ms Eva LÓPEZ

In amendment 13, replace the second sentence in inverted commas with the following sentence:

"As long as women are under-represented in the Parliamentary Assembly, each national delegation with three seats (6 members) or more shall include women as members at least in the same percentage as in its parliament or, if this is more favourable to the representation of women, ensure gender representation as follows:" and delete the first bullet point.

Sub-amendment 3 to amendment 13

Tabled by Ms Béatrice FRESKO-ROLFO, Mr Jacques MAIRE, Ms Mònica BONELL, Mr Pierre-Alain FRIDEZ, Ms Marica MONTEMAGGI, Mr Gerardo GIOVAGNOLI, Mr Pere LÓPEZ, Ms Eva LÓPEZ

In amendment 13, in the last sentence, after the words "Each national delegation", insert the following words:

"with three seats (6 members) or more" and delete the first bullet point.

Amendment 1

(Falls if amendment 13 is adopted)

Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, paragraph 8.1, replace the words "Each national delegation shall include members of the under-represented sex [footnote 1] to ensure at least the following gender representation" with the following words:

"The composition of each national delegation shall include both women and men. Delegations

with two seats (4 members) shall include at least one woman as a representative. The composition of each national delegation with three seats (6 members) or more shall include at least the same percentage of women as in the composition of the national parliament appointing the delegation, unless this national parliament is composed of more than two-thirds of members of one sex. In the latter case, the following rules shall apply".

Sub-amendment 1 to amendment 1

Tabled by Ms Béatrice FRESKO-ROLFO, Mr Jacques MAIRE, Ms Mònica BONELL, Mr Pierre-Alain FRIDEZ, Ms Marica MONTEMAGGI, Mr Gerardo GIOVAGNOLI, Mr Pere LÓPEZ, Ms Eva LÓPEZ

In amendment 1, after the words "In the draft resolution, paragraph 8.1," insert the following words:

"delete the first bullet point and".

Amendment 2

Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, paragraph 8.1, replace, everywhere they appear, the words "shall have a minimum of [N1] members of the under-represented sex, including [N2] representative(s) of the under-represented sex" with the following words:

"shall have a minimum of [N1] women and [N1] men, including at least [N2] woman(women) and [N2] man(men) as representatives". (The numbers [N1] and [N2] shall be the same as the numbers in the respective sub-paragraphs of paragraph 8.1 of the draft resolution.)

Sub-amendment 1 to amendment 2

Tabled by the (Former) Committee on Rules of Procedure, Immunities and Institutional Affairs

In Amendment 2, replace the words "shall have a minimum of [N1] women and [N1] men, including at least [N2] woman(women) and [N2] man(men) as representatives" with the following words:

"shall have a minimum of [N1] women, including at least [N2] woman(women) as representative(s)"

- 8.1.1. "Each national delegation shall include members of the under-represented sex [footnote 1] to ensure at least the following gender representation:
- 8.1.2. delegations with two seats (4 members) shall include at least one representative of the under-represented sex;

- 8.1.3. delegations with three seats (6 members) shall have a minimum of 2 members of the under-represented sex, including one representative of the under-represented sex [footnote 2];
- 8.1.4. delegations with four seats (8 members) shall have a minimum of 3 members of the under-represented sex, including one representative of the under-represented sex;
- 8.1.5. delegations with five seats (10 members) shall have a minimum of 3 members of the under-represented sex, including two representatives of the under-represented sex;
- 8.1.6. delegations with six seats (12 members) shall have a minimum of 4 members of the under-represented sex, including two representatives of the under-represented sex;
- 8.1.7. delegations with seven seats (14 members) shall have a minimum of 5 members of the under-represented sex, including three representatives of the under-represented sex;
- 8.1.8. delegations with ten seats (20 members) shall have a minimum of 7 members of the under-represented sex, including four representatives of the under-represented sex;
- 8.1.9. delegations with twelve seats (24 members) shall have a minimum of 8 members of the under-represented sex, including four representatives of the under-represented sex;
- 8.1.10. delegations with eighteen seats (36 members) shall have a minimum of 12 members of the under-represented sex, including six representatives of the under-represented sex."
- 8.1.11. [footnote 1: "For the purpose of the present Rules of Procedure, the under-represented sex is considered to be the one holding less than 40% of the total number of seats in the Assembly."
- 8.1.12. footnote 2: "Pursuant to Resolutions 1113 (1997) and 1376 (2004), the delegation of Cyprus can only fill 4 of the 6 seats to which it is entitled; it should be considered as a four-member delegation"];
- 8.2. in order to clarify the procedural grounds for a challenge to the credentials of a national delegation relating to its composition, replace Rule 7.1.b with the following:

Amendment 3
Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, after paragraph 8.2, insert the following paragraph:

"Delete the second sentence of Rule 7.2 and insert a new paragraph after Rule 7.2 as follows: "Credentials challenged because they do not respect the criteria set out in Rule 6.2.b shall not be ratified. By derogation from Rule 10.1 of the Rules of Procedure, the Assembly decides not to ratify the credentials of the delegation concerned until its composition has been brought into

conformity with Rule 6.2.b of the Rules of Procedure.””

- 8.2.1. “the conditions set out in Rule 6.2.a. and Rule 6.2.b”;
- 8.3. with regard to the election of Assembly Vice-Presidents, as delegations are encouraged to present candidates of the under-represented sex, add the following sentence at the end of Rule 16.3:

Amendment 4
Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, paragraph 8.3, replace the words “A delegation may propose a member of the over-represented sex only if it includes at least 40% of the under-represented sex” with the following words:

“A delegation that does not include at least 40% women and 40% men shall propose a candidate of a sex that does not represent more than 60% of the membership of the Assembly.”

Sub-amendment 1 to amendment 4
Tabled by the (Former) Committee on Rules of Procedure, Immunities and Institutional Affairs

In Amendment 4, replace the words “that does not include at least 40% women and 40% men shall propose a candidate of a sex that does not represent more than 60% of the membership of the Assembly” with the following words:

“may propose a man as Vice-President only if it includes at least 40% of women.”

- 8.3.1. “A delegation may propose a member of the over-represented sex only if it includes at least 40% of the under-represented sex”
9. In order to encourage the effective role of women in the decision-making process and in parliamentary work, the Assembly calls on the Assembly's political groups to promote more proactively the balanced representation and participation of women and men in the Assembly's decision-making bodies, and in particular to:
- 9.1. strengthen consultation when nominating candidates for the bureaux of the nine Assembly committees so as to achieve parity in the offices of chairpersons and vice-chairpersons;

Amendment 5
Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, after paragraph 9.1, insert the following paragraph:

“establish the principle that, when proposing members of ad hoc committees, their gender breakdown is no less balanced than the composition of the group proposing them or, if this is more favourable to the promotion of gender equality, according to the “one in three” principle;”

- 9.2. follow the “one in three” principle in the appointment of women and men as group spokespersons in Assembly debates;

Amendment 6

Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, replace paragraph 9.2 with the following paragraph:

“when appointing group spokespersons in Assembly debates, ensure that their gender breakdown is no less balanced than the composition of the group that appoints them or, if this is more favourable to the promotion of gender equality, follow the “one in three” principle;”.

- 9.3. establish the principle that women and men shall be appointed in alternation in the allocation of group chair positions and respect parity in the allocation of vice-chair positions.

Amendment 14

Tabled by Mr Jacques MAIRE, Ms Mònica BONELL, Mr Damien COTTIER, Ms Yolaine de COURSON, Mr Olivier FRANÇAIS, Ms Yevheniia KRAVCHUK, Ms Stephanie KRISPER, Mr Ian LIDDELL-GRAINGER, Mr Aleksander POČIEJ, Ms Petra STIENEN, Ms Diana STOICA, Ms Lesia VASYLENKO, Mr Tiny KOX

In the draft resolution, replace paragraph 9.3 with the following paragraph:

“aspire to parity and alternation between men and women for group chair and vice-chair positions”.

Amendment 16

Tabled by Mr Jacques MAIRE, Ms Mònica BONELL, Mr Damien COTTIER, Ms Yolaine de COURSON, Mr Olivier FRANÇAIS, Ms Yevheniia KRAVCHUK, Ms Stephanie KRISPER, Mr Ian LIDDELL-GRAINGER, Ms Petra STIENEN, Ms Diana STOICA, Ms Lesia VASYLENKO

In the draft resolution, after paragraph 9.3, insert the following paragraph:

“aspire to follow the “one in three” principle in the appointment of women and men as members of ad hoc committees in charge of election observation”.

10. Moreover, the Assembly considers that the “one in three” principle shall apply to the composition and functioning of committees. It therefore decides to amend its Rules of Procedure as follows:

- 10.1. with regard to the appointment of members of the Monitoring Committee, the Committee on Rules of Procedure, Immunities and Institutional Affairs, and the Committee for the Election of Judges to the European Court of Human Rights, add the following sentence to the end of Rule 44.3.a:

Amendment 7

Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, paragraph 10.1, replace, each time they appear, the words “at least 33%”

of members of the under-represented sex" with the following words:

"at least one-third women and one-third men".

Sub-amendment 1 to amendment 7
Tabled by the (Former) Committee on Rules of Procedure, Immunities and Institutional Affairs

In Amendment 7, delete the following words:

"and one-third men"

- 10.1.1. "At the beginning of each ordinary session, the candidatures presented by each political group to each of these committees must include at least 33% of members of the under-represented sex where the group holds at least three seats. The Bureau shall appoint members, ensuring that the committees concerned always include at least 33% of members of the under-represented sex.";
- 10.2. with regard to the composition of ad hoc committees, including those in charge of election observation, in Rule 44.4.c, after the second sentence add the following sentence:

Amendment 15

(If adopted, amendment 8 falls)

Tabled by Mr Jacques MAIRE, Ms Mònica BONELL, Mr Damien COTTIER, Ms Yolaine de COURSON, Mr Olivier FRANÇAIS, Ms Yevheniia KRAVCHUK, Ms Stephanie KRISPER, Mr Ian LIDDELL-GRAINGER, Ms Petra STIENEN, Ms Diana STOICA, Ms Lesia VASYLENKO

In the draft resolution, replace paragraph 10.2 with the following paragraph:

"with regard to the composition of ad hoc committees, in Rule 44.4.c, after the second sentence add the following sentence: "An ad hoc committee, with the exception of ad hoc committees in charge of election observation, shall include at least 33% of members of the under-represented sex".

Sub-amendment 1 to amendment 15
Tabled by the (Former) Committee on Rules of Procedure, Immunities and Institutional Affairs

In Amendment 15, replace the words "shall include at least 33% of members of the under-represented sex" with the following words:

"shall include at least one-third women"

Amendment 8

(Falls if amendment 15 is adopted)

Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, paragraph 10.2, replace the words "at least 33% of members of the under-represented sex" with the following words:

"at least one-third women and one-third men".

10.2.1. "An ad hoc committee shall include at least 33% of members of the under-represented sex";

10.3. with regard to the appointment of rapporteurs by committees, in Rule 50.1, after the third sentence, add the following sentence:

10.3.1. "A committee shall include at least 33% of members of the under-represented sex among its rapporteurs".

11. Finally, the Assembly instructs its Bureau to ensure that this "one in three" principle is applied in all appointment decisions for which it is responsible, in particular in the institutional representation of the Assembly.

Sub-amendment 1 to amendment 8
Tabled by the (Former) Committee on Rules of Procedure, Immunities and Institutional Affairs

In Amendment 8, delete the following words:
"and one-third men"

Amendment 9
Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, paragraph 10.3, replace the words "at least 33% of members of the under-represented sex" with the following words:
"at least one-third women and one-third men".

Sub-amendment 1 to amendment 9
Tabled by the (Former) Committee on Rules of Procedure, Immunities and Institutional Affairs

In Amendment 9, delete the following words:
"and one-third men"
"and one-third men"

Amendment 10
Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, after paragraph 11, insert the following paragraph:

"The Assembly invites the Bureau to report to it at least once annually on the implementation of the above measures, including on efforts to promote gender mainstreaming and change parliamentary culture on gender equality in the Assembly's work more generally, and to publish this report. In addition, it invites the Bureau to draw up guidelines for committees regarding the promotion of gender balance in their work. These guidelines should aim, inter alia, to ensure that committees pay due attention to gender balance amongst external interlocutors invited to participate in their work and in the appointment of representatives to external events. Committees should also be required to report at least once annually to the Bureau on the implementation of these guidelines and on their efforts to promote gender mainstreaming in their work."

Amendment 11

Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, after paragraph 11, insert the following paragraph:

"The Assembly underlines that progress towards gender equality in parliamentary structures will be hampered if due attention is not paid to the need to eliminate sexism and sexual harassment within these structures. It recalls the crucial recommendations made in its Resolution 2274 "Promoting parliaments free of sexism and sexual harassment", and instructs the Bureau to report to it by January 2022 on the steps taken to implement this Resolution within the Assembly."

12. The Assembly considers that the implementation of the obligations and objectives set out in this resolution is the collective responsibility of each national parliament and each political party or group. This responsibility should be shared equally within each delegation between all political parties and, in the case of bicameral parliaments, between the two chambers.
13. The Assembly decides that the changes to the Rules of Procedure contained in this resolution shall enter into force at the opening of the January 2023 part-session. The bodies concerned (national delegations, groups, committees) are invited to make adaptations over the months in order to achieve the objectives of better representation of the under-represented gender by that date.

Amendment 12

Tabled by the Committee on Equality and Non-Discrimination

In the draft resolution, paragraph 13, replace the words "better representation of the under-represented gender" with the following words:

"more balanced representation of women and men".