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Gender equality in the functioning of the Parliamentary Assembly in 2025

Progress report
Bureau of the Assembly

I. Background and framework

1. The Parliamentary Assembly aims to achieve gender parity in its membership and leadership roles. It has chosen to reach this objective through the progressive introduction of binding regulatory measures, established in its Rules of Procedure, together with awareness-raising and facilitating initiatives.
2. In order to monitor progress in this respect, data on the gender balance within the Assembly membership has been published on a yearly basis since 2012, as an addendum to the Progress report of the Bureau of the Assembly.
3. At the opening of the 2026 session, the Assembly had reached a significant milestone, achieving gender parity amongst its members, with just over 49 % parliamentarians amongst full members and alternates. This is particularly notable since very few national parliaments or international parliamentary bodies have achieved gender parity in their membership. The range of measures introduced by the Assembly to reach this goal may therefore serve as a useful model and source of inspiration for other parliamentary bodies seeking to reach gender parity.
4. The format of this information memorandum providing an annual overview of the status of gender equality in the functioning of the Assembly has been reviewed and updated for the year 2025, in order to make it more user-friendly.
5. This information memorandum is structured to present the following information:
 - An overview of the regulatory framework in place to reach gender parity within the Assembly and its different bodies and configurations, including management and leadership roles, and information about other initiatives taken to encourage gender equality within the Assembly (Section II);
 - Statistical information concerning the gender breakdown in the Assembly (Section III). As membership changes occur on a regular basis throughout the year, as a result of changes in national delegations and committees' composition, the statistical information provides a snapshot picture of the situation on the date of 1 December 2025 – this date will be used as the reference date for data analysis for future years;
 - Trends and conclusions.

The gender breakdown of statistics covers the following dimensions:

Membership

- Overall membership of the Assembly (covering both full members and alternate members)
- Membership of national delegations
- Membership of political groupings within the Assembly (parliamentarians can choose, or not, to join one of the five political “families”)
- Membership of Assembly committees (excluding sub-committee memberships)

Leadership roles

- Membership of the Presidential Committee
- Heads of national delegations
- Vice-Presidents of the Assembly
- Membership of the Bureau
- Chairs and Vice-Chairs of Committees
- Rapporteurs (rapporteurs appointed throughout the year in question, including for rapporteurs for Opinion)
- General Rapporteurs

II. Regulatory framework

6. In September 2021, the Assembly adopted [Resolution 2394 \(2021\)](#) on “Gender representation in the Parliamentary Assembly”, setting out stronger measures to ensure a balanced representation of women and men in all its structures. Its provisions were applied for the first time at the January 2023 part-session. They required delegations to include at least the same percentage of women as their national parliament, or – if more favourable to the representation of women – to respect the minimum “one in three” principle for the representation of women in national delegations, as enumerated in the Resolution as regards the respective sizes of delegations. The Assembly formally undertook moreover to increase the minimum representation of each sex in its delegations to 40 %, as from the opening of its 2026 session.

7. In order to ensure the full participation of women also in leadership roles, decision-making processes and in parliamentary work at all levels, [Resolution 2394 \(2021\)](#) introduced another important feature, authorising delegations to propose male vice-presidents of the Assembly only if the delegation concerned is composed of at least 40 % women. Rapporteurs in committees and ad hoc committees should comprise at least one-third of women, and the Bureau is responsible for ensuring that this principle is applied also for institutional representation to external bodies. Political groups were invited to follow the same principle, in particular when appointing committee bureaux, members of ad hoc committees, spokespersons, group leadership and ad hoc election observation committees, and they are required to do the same when appointing members to the Committee on the Honouring of Obligations and Commitments by Member States of the Council of Europe, the Committee on Rules, Ethics and Immunities, and the Committee for the Election of Judges to the European Court of Human Rights.

8. A number of changes were made to the Rules of Procedure in 2025 to enhance the gender requirements. [Resolution 2594 \(2025\)](#) “Modification of various provisions of the Assembly’s Rules of Procedure” introduced a new requirement under Rule 16.3 that “for every three successive Vice-Presidents proposed by a national delegation, at least one must be a woman and one must be a man”.

9. [Resolution 2633 \(2025\)](#) “Modifications of various provisions of the Assembly’s Rules of Procedure”, gave effect to the Assembly’s intention expressed in [Resolution 2384 \(2021\)](#) and further refined some of the provisions on gender representation. In particular, the Rules of Procedure were amended throughout to “strive for equal representation” of both sexes, and specific changes were made to required enhanced gender representation also among the representatives as well as the overall composition of national delegations. The Rules of Procedure were amended so that “each national delegation shall include at least 40 % men and

40 % women in both its overall composition and among the representatives, whilst striving for equal representation". The same provision applies to special guest delegations. Specific provisions apply for the smallest three categories of national delegations given their size. Specific provisions apply to observer and partner for democracy delegations and changes were introduced in 2026 which require partner for democracy delegations to include both women and men among their representatives. Amendments were also made to ensure that the requirement of one third applies across all thematic and institutional committees, and a requirement of 40 % applies to ad hoc committees. Further amendments require that the Assembly strives for equal representation between men and women when electing the bureaux of committees.

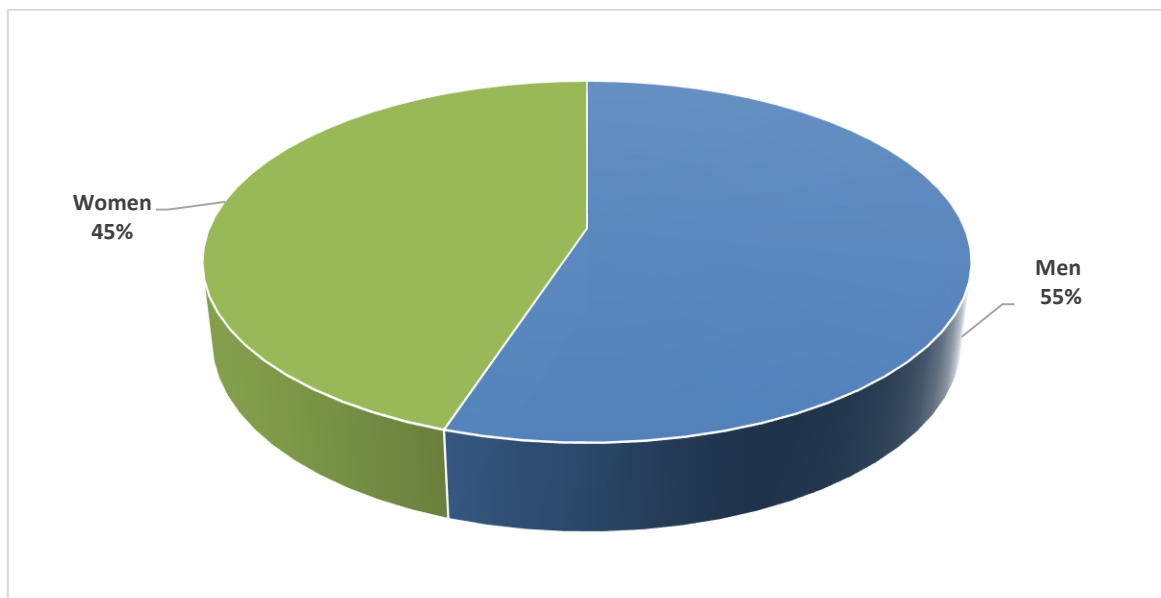
10. Alongside the measures taken via the aforementioned resolutions and ensuing regulatory changes and their regular monitoring, several Assembly reports and initiatives have been instrumental in promoting a climate within the Assembly favourable to gender parity and equal representation of women and men. These include, for example, reports (on topics such as promoting inclusive participation in parliamentary life, assessing the impact of measures to improve women's political representation, enhancing participation of women from under-represented groups, promoting parliaments free from sexism and sexual harassment, and promoting diversity and equality in politics), and the Women@PACE group set up by the Secretary General of the Assembly. This innovative and successful concept brings together female parliamentarians, female ambassadors and staff members from the whole of the Council of Europe, inviting to its meetings political figures and personalities to discuss issues relating to gender equality and, particularly, the participation of women in public life. Other measures, such as the introduction of a family room during sessions, and the possibility for parliamentarians to participate in committee meetings online in limited, exceptional cases (which can include pregnant mothers, members caring for children under the age of three or those facing health or caregiving challenges), have further improved the parliamentary culture and logistical framework for gender parity to be realised.

III. Gender breakdown in 2025¹

As stated above, the below data represent a snapshot picture of the situation as of 1 December 2025. These figures reflect the total number of members in post at the time of analysis, with percentages calculated excluding vacant seats and including full members, alternates, and, when applicable, ex officio members.

Membership

- Overall membership of the Assembly



¹ The figures provided reflect the situation as of 1 December 2025.

– Membership of national delegations (by delegation)

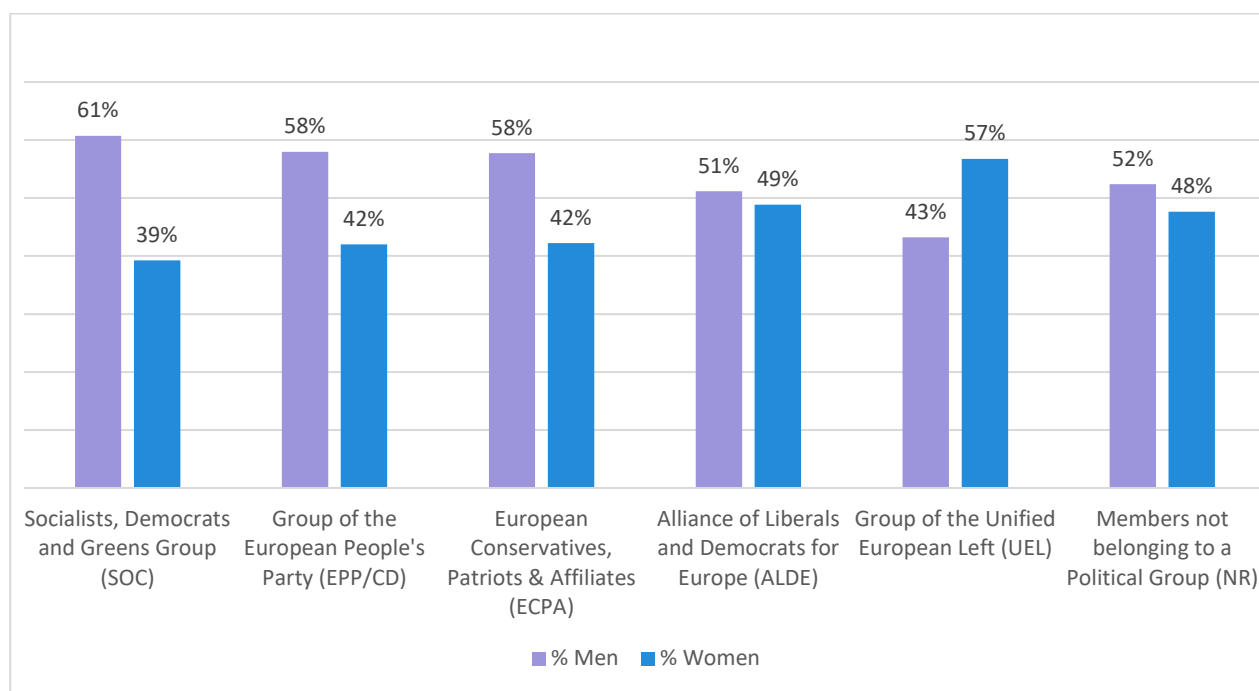
National Delegation	Men	Women	National Delegation	Men	Women
Albania	29 %	71 %	Liechtenstein	75 %	25 %
Andorra	25 %	75 %	Lithuania	50 %	50 %
Armenia	63 %	38 %	Luxembourg	50 %	50 %
Austria	40 %	60 %	Malta	67 %	33 %
Belgium	57 %	43 %	Mexico ²	60 %	40 %
Bosnia and Herzegovina	67 %	33 %	Monaco	50 %	50 %
Bulgaria	50 %	50 %	Montenegro	60 %	40 %
Canada ²	75 %	25 %	Morocco ⁴	83 %	17 %
Croatia	40 %	60 %	Netherlands	29 %	71 %
Cyprus	75 %	25 %	North Macedonia	33 %	67 %
Cyprus ³	100 %	0 %	Norway	40 %	60 %
Czechia	50 %	50 %	Palestine ⁴	67 %	33 %
Denmark	50 %	50 %	Poland	65 %	35 %
Estonia	67 %	33 %	Portugal	67 %	33 %
Finland	40 %	60 %	Republic of Moldova	50 %	50 %
France	51 %	49 %	Romania	55 %	45 %
Germany	58 %	42 %	San Marino	50 %	50 %
Greece	64 %	36 %	Serbia	43 %	57 %
Hungary	62 %	38 %	Slovak Republic	56 %	44 %
Iceland	50 %	50 %	Slovenia	17 %	83 %
Ireland	57 %	43 %	Spain	52 %	48 %
Israel ²	50 %	50 %	Sweden	50 %	50 %
Italy	53 %	47 %	Switzerland	55 %	45 %
Jordan ⁴	100%	0 %	Türkiye	53 %	47 %
Kyrgyzstan ⁴	0 %	100 %	Ukraine	50 %	50 %
Latvia	50 %	50 %	United Kingdom	50 %	50 %

² Observers to the Assembly: Canada, Israel and Mexico. Specific provisions apply; please refer to paragraph 9 for further details.

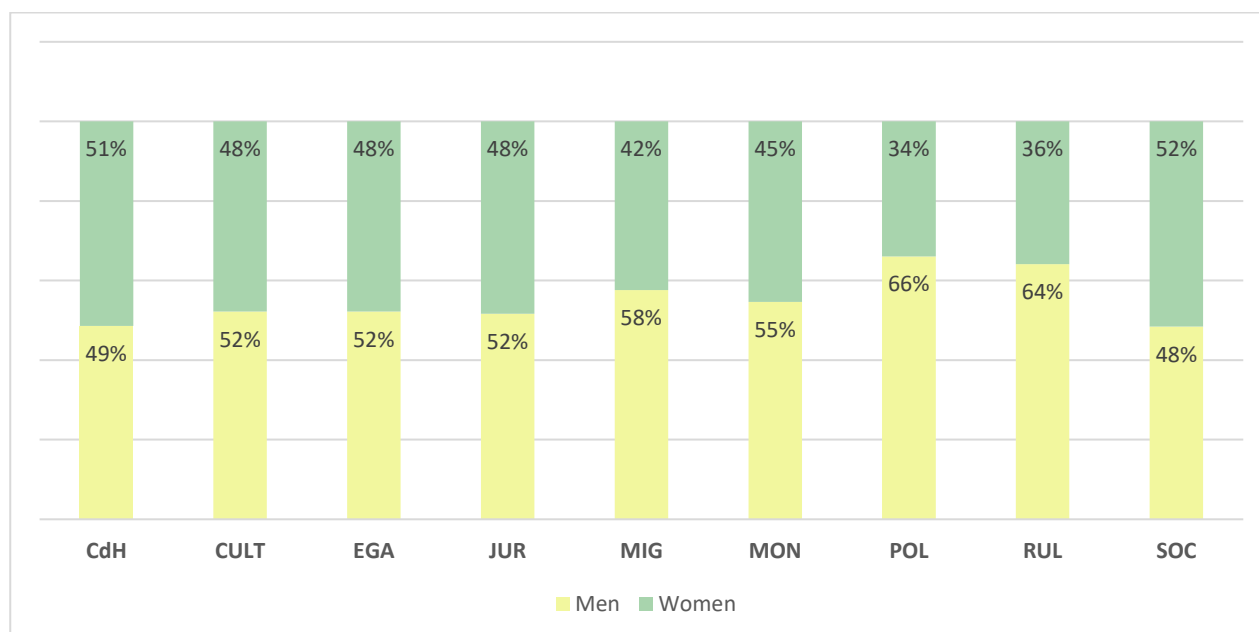
³ In accordance with [Resolution 1376 \(2004\)](#).

⁴ Partners for Democracy: Jordan, Kyrgyzstan, Morocco and Palestine. Specific provisions apply; please refer to paragraph 9 for further details.

– Membership of political groups within the Assembly



– Membership⁵ of Assembly committees⁶

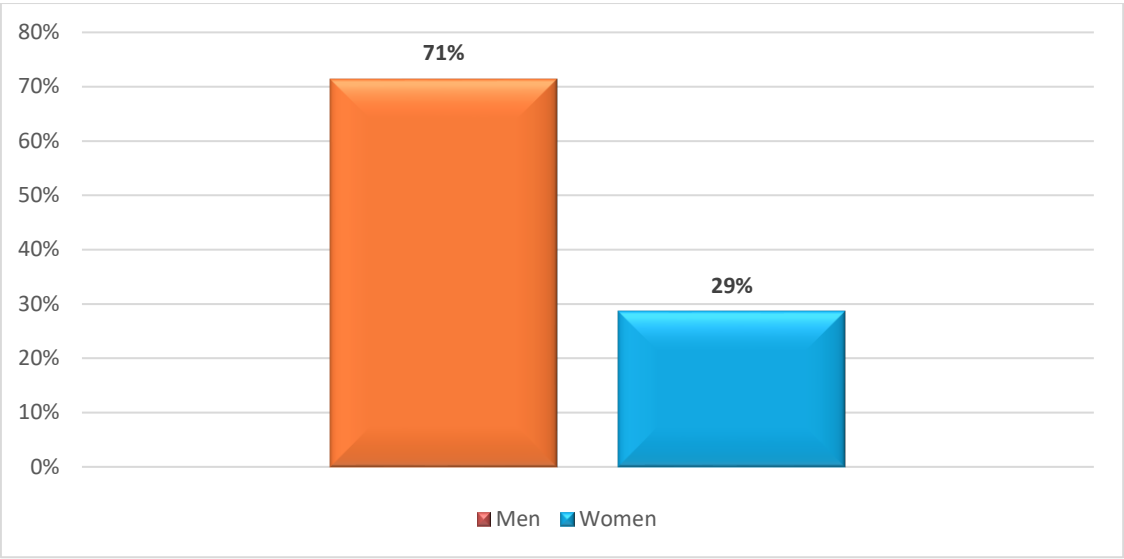


⁵ These figures reflect the total number of members in post at the time of analysis, with percentages calculated excluding vacant seats. Membership comprises full members, alternates, and ex officio members.

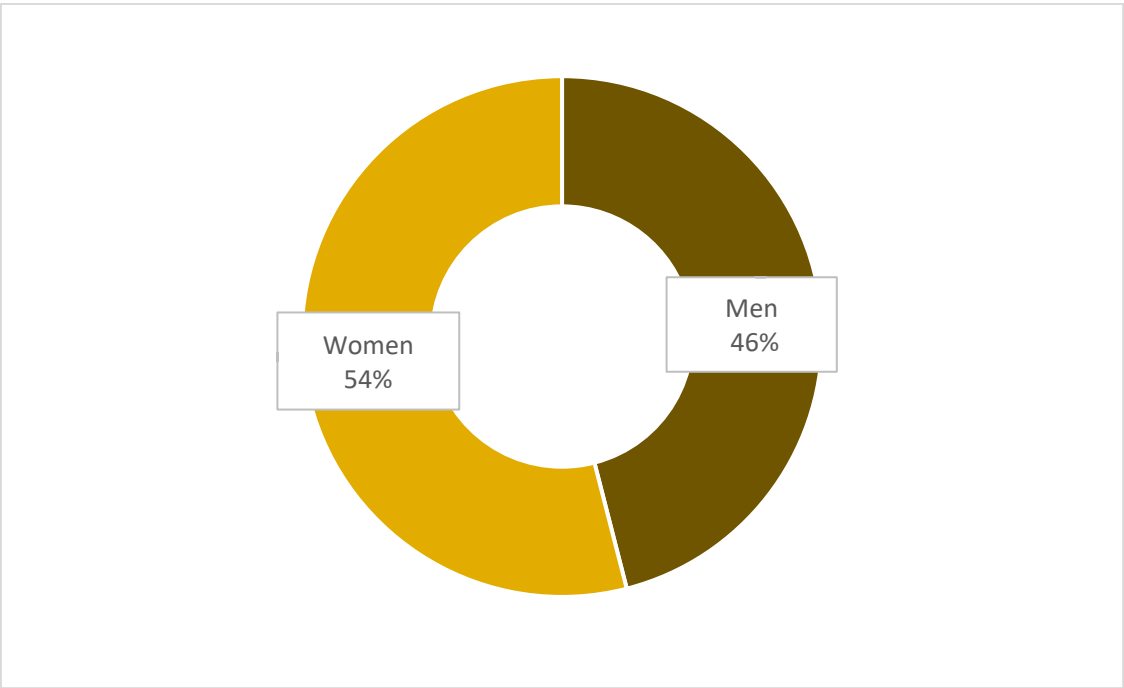
⁶ By alphabetical order of appearance: Committee on the Election of Judges to the European Court of Human Rights (CdH), Committee on Culture, Science, Education and Media (Cult), Committee on Equality and Non-Discrimination (Ega), Committee on Legal Affairs and Human Rights (Jur), Committee on Migration, International Protection and Economic Co-operation (Mig), Committee on the Honouring of Obligations and Commitments by Member States of the Council of Europe (Monitoring Committee, Mon), Committee on Political Affairs and Democracy (Pol), Committee on Rules, Ethics and Immunities (Rul) and Committee on Social Affairs, Health and Sustainable Development (Soc).

Leadership roles

- Membership of the Presidential Committee⁷

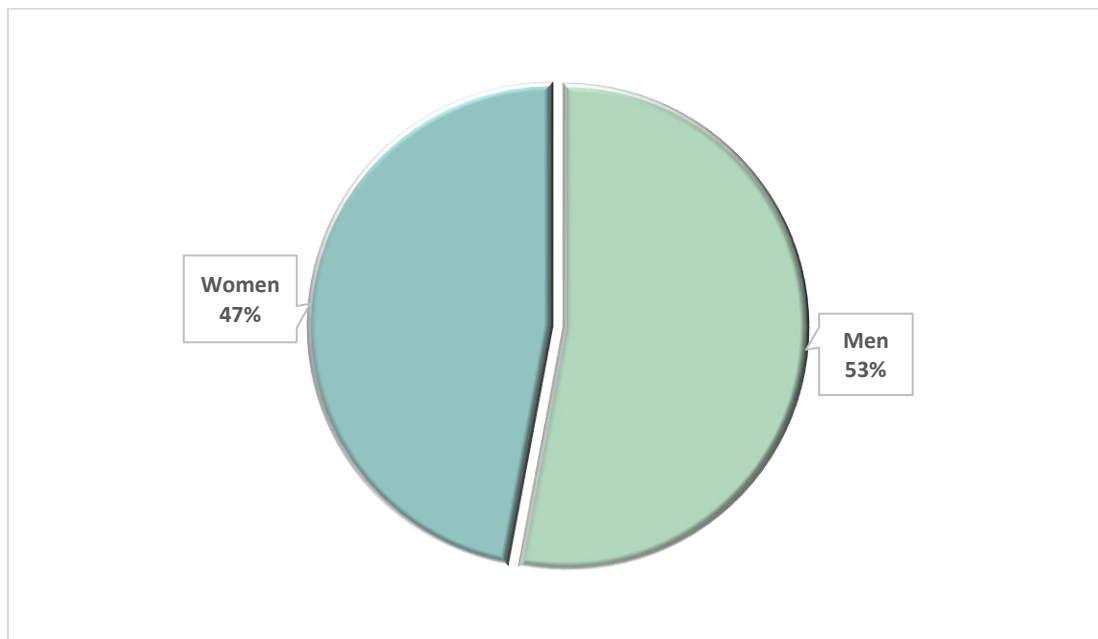


- Heads of national delegations

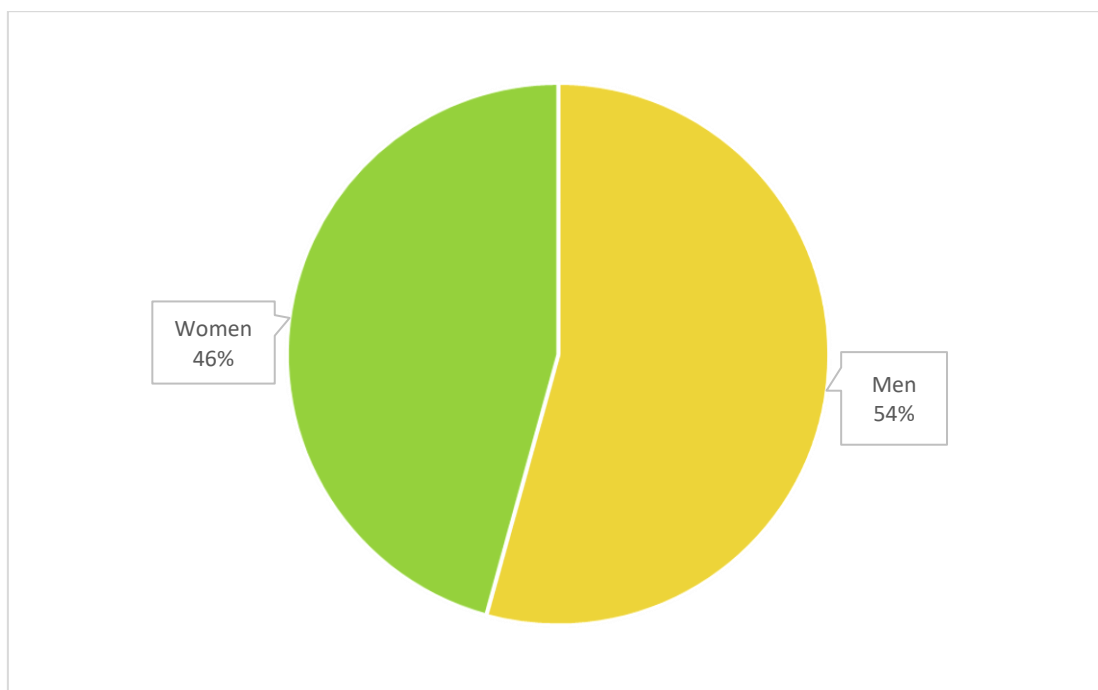


⁷ This equates to five male members and two female members (Secretary General of the Assembly and the Co-Chair of the Group of the Unified European Left).

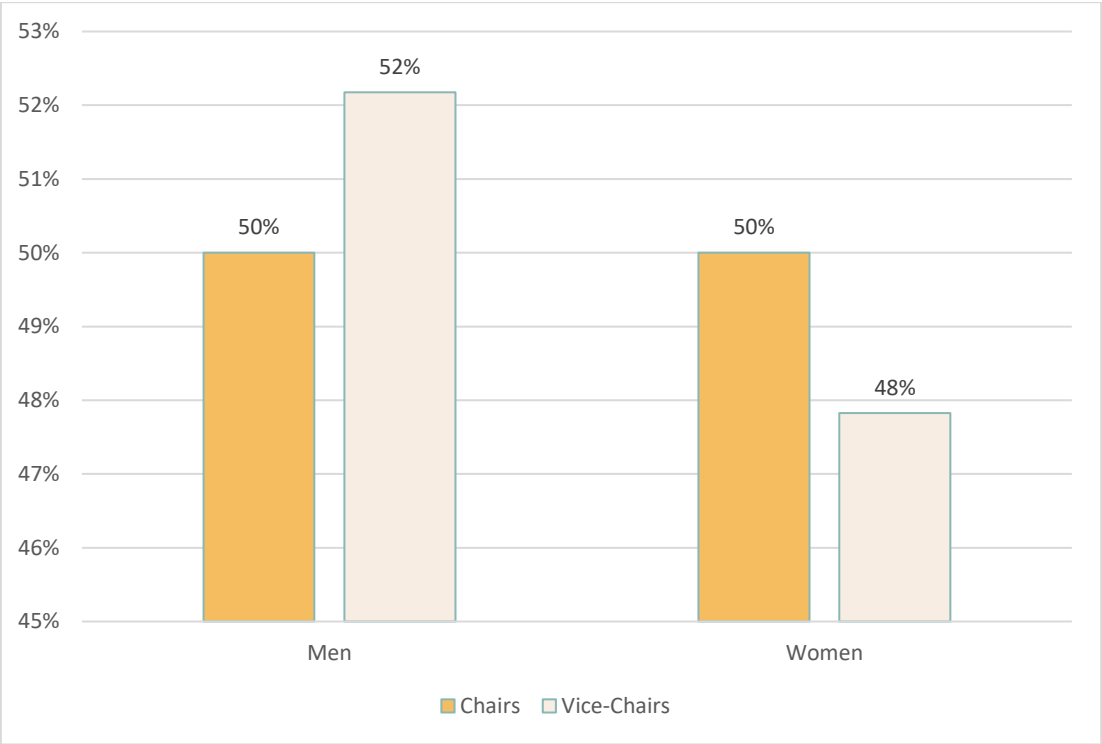
– Vice-Presidents of the Assembly



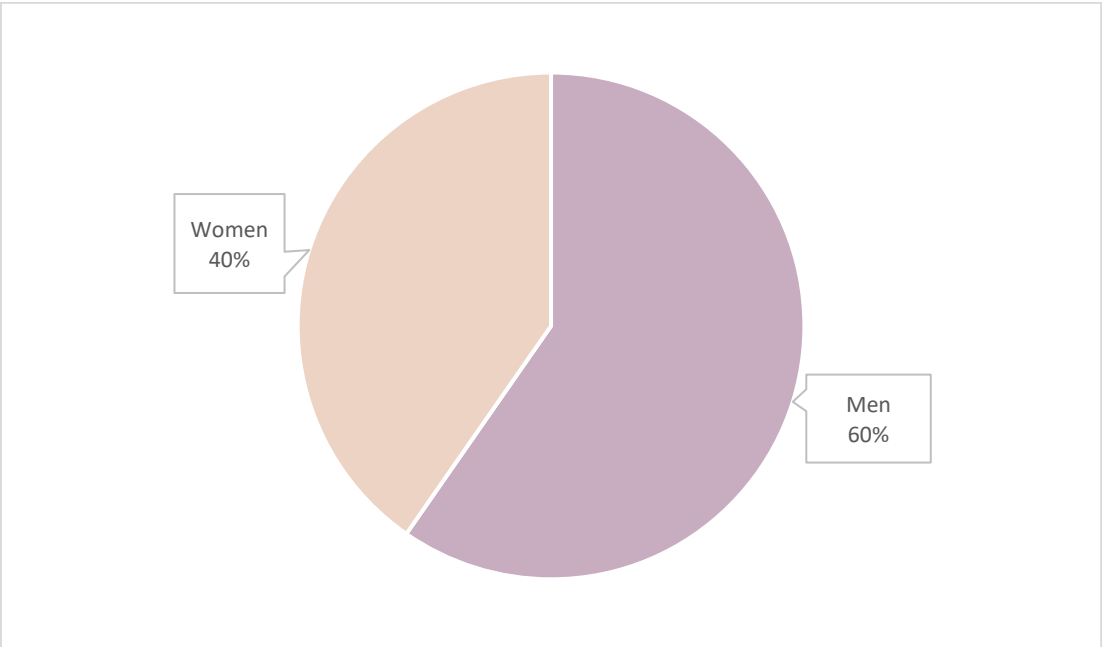
– Membership of the Bureau

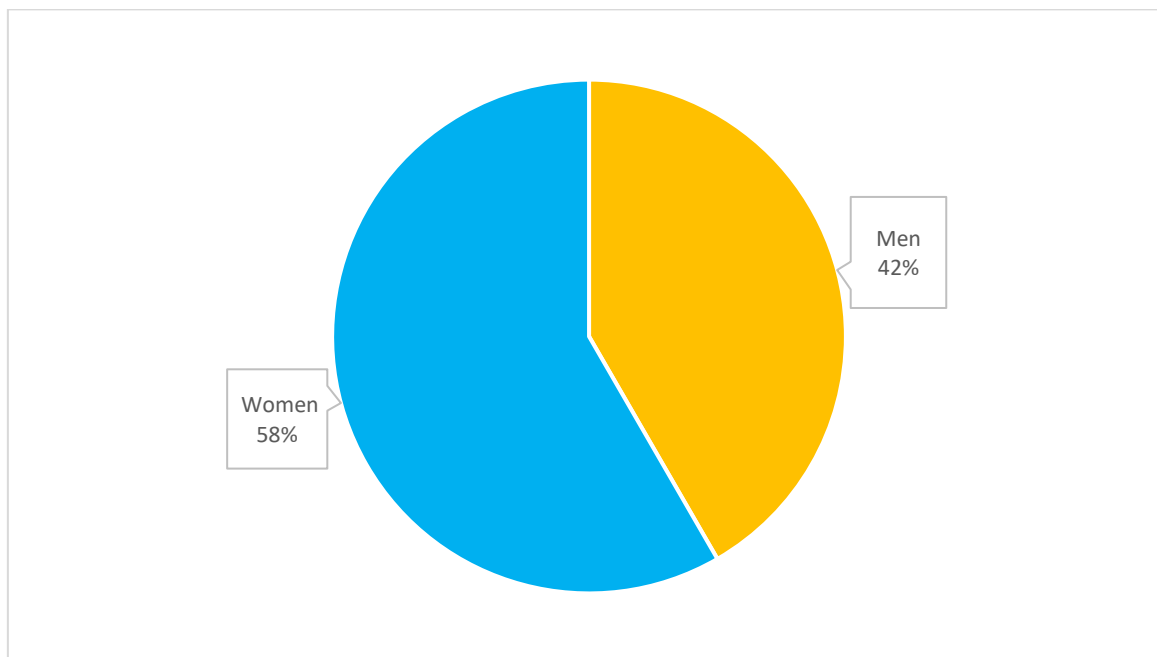


– Chairs and Vice-Chairs of Committees



– Rapporteurs (rapporteurs appointed throughout the year in question, including for opinion)



– General Rapporteurs⁸**IV. Trends and conclusions**

11. The measures adopted by the Assembly to ensure a gender balanced representation of women and men, and to move ever closer to gender parity within its membership, leadership roles and all representation, are progressively bearing fruit, and the Assembly is in the vanguard in this respect – compared to the overall parliamentary situation at the national level across the member States as a whole. It will be important to monitor the results of the latest changes to the Rules of Procedure in this respect, and to continue to work towards gender parity, including in the leadership of political groups.

12. The introduction of [Resolution 2394 \(2021\)](#) has undoubtedly contributed both to a more balanced gender representation in the work of the Assembly, and to increased awareness and commitment to this aim. All national delegations appointed since 2023 have respected the minimum “one in three” principle for gender balance, set out in the Resolution, and women’s participation in decision-making roles as well as in the Assembly’s parliamentary work overall, has accordingly progressed towards gender parity.

13. It is expected that the changes to the Rules of Procedure – some of which entered into force in January 2026 and some which will enter into force in January 2027 – will have a further positive effect on balancing gender representation in the Assembly.

14. According to data collected by the Inter-Parliamentary Union,⁹ the total share of women parliamentarians in the national parliaments of Council of Europe member States edged up to 31.9 % in November 2025, compared to 31.6 % in November 2024. The more favourable overall gender balance within the Assembly membership would seem to indicate that the different measures taken by the Assembly, its monitoring of the situation and the awareness-raising and leadership initiatives, have had a positive effect on the nominations of members, since in many cases the national delegations to the Assembly have a higher representation rate of women than in their national parliaments.

⁸ General Rapporteur for a democratic Belarus; General Rapporteur on child participation; General Rapporteur on combating racism and intolerance; General Rapporteur on democracy; General Rapporteur on ethical standards and anti-corruption; General Rapporteur on Governance and Ethics in Sport; General Rapporteur on local and regional authorities; General Rapporteur on media freedom and safety of journalists; General Rapporteur on political prisoners; General Rapporteur on Roma and Travellers; General Rapporteur on Russian democratic forces; General Rapporteur on science and technology assessment; General Rapporteur on the abolition of the death penalty; General Rapporteur on the budget and intergovernmental programme; General Rapporteur on the rights of lesbian; gay; bisexual; transgender and intersex (LGBTI) people; General Rapporteur on the situation of human rights defenders and whistleblowers; General Rapporteur on violence against women.

⁹ [“Global and regional averages of women in national parliaments”](#), IPU Parline.

15. As regards the highest political leadership roles in the Assembly, 4 out of its 14 Presidents – up to the end of 2025 – were women (Leni Fischer, Anne Brasseur, Stella Kyriakides and Liliane Maury Pasquier). The election of Petra Bayr in January 2026 brings this number to 5 female Presidents. The composition of the Presidential Committee as of 2025 – remaining predominantly male – would seem to indicate that one of the objectives of [Resolution 2394 \(2021\)](#) – namely to encourage political groups to appoint women at the top of their hierarchy – still requires further efforts. The decision of the United European Left Group to have a female/male co-chair arrangement, sharing on an alternating basis participation in Presidential Committee meetings, could be a good practice to emulate in this respect.

16. Committee membership and chair/vice-chair roles is progressively reaching parity; each committee is encouraged to keep an eye on its own composition to move further in this direction.

17. Women parliamentarians represented an average of 40 % of rapporteurs for report and opinion in 2025. These figures suggest that this area too requires attention for more female rapporteurs to take up this important task. On the other hand, the roles of general rapporteurs show for the year 2025 the opposite pattern in that women have held more general rapporteur posts in this year. Here too, specific attention to the overall picture can help to ensure gender parity across the different types of role.