

PAN-EUROPEAN STRUCTURE

REVIEW COMMITTEE

Consultative Document

Preamble

The purpose of this document is to set out some ideas for changes in the present structures and administrative arrangements within the Pan-European Structure which address some of the issues proposed for the Review. The consultative document is being submitted to the 141 affiliated organisations in Europe for their views.

*Organisations are asked to forward their comments to the ETUCE Secretariat **by 25th January, 2008**, at the latest.*

After the outcome of the consultation process is considered by the Review Committee, proposals for amendments to the EI European By-Laws/Statutes will be drafted by the Committee. These proposals will be considered by the Regional Committee/Executive Board which will be asked to present them to an extraordinary European Conference/General Assembly to be held in June, 2008.

Each of the sections A to C of this document addresses a specific question or issue raised at the meetings of the Review Committee. In section C options are provided for the future of the structure.

It is on these options, in particular, that the views of member organisations are invited.

The Annex to the document contains a list of issues which have not yet been addressed by the Review Committee but upon many of which they will present proposals to the Regional Committee/Executive Board and on which they intend to report to the Conference / General Assembly. You may also express views on those issues but you are asked to concentrate at this stage on responding to the options in Section C.

Introduction

The review of the Pan European Structure was initiated by the European Conference/Assembly to

- (i) improve the coordination between EI Europe and ETUCE in the planning and implementation of activities;
- (ii) improve the text of the By-Laws/Statutes governing the Structure to make more detailed provisions for the organisation of the Conference/Assembly;
- (iii) examine the implications of the changes in the EI Constitution and By-Laws adopted by the EI World Congress in July, 2007, for the Structure;
- (iv) consider the implications of the dissolution of the WCT/EI Group for the Pan-European Structures, and,
- (v) examine the implications of the foundation of the ITUC and its regional structures in Europe for the EI Pan-European Structure.

During the planning of the first regional conference/general assembly under the new arrangements in December, 2006, it became apparent that a number of practical issues were not dealt with in the existing by-laws/statutes, such as deadlines and timetables for nominations, notices, rules of procedure and other technical matters. Proposals for amendments to the by-laws/statutes were prepared and will be included in the proposals from this review.

The decisions of the EI World Congress require some reconciliation between the Statutes of the PES and the Constitution and By-Laws of EI. However, they do not dictate that the regional structure must follow the new four year cycle. They require that provision must be made within the regional governing structures for members of the World Executive Board from the region. The region could opt to follow the four year cycle for governance purposes, that is for the terms of office of elected representatives, but have a regional conference more frequently than every four years. Thus one conference every four years would include elections, intervening conferences would not. The region could also decide to hold other conferences in the period between Regional Conferences to provide greater opportunities for representatives of all member organisations to participate in European activities. The Bureau has decided that members of the EI World Executive Board from the European Region who are not elected members of the European Committee/Executive Board should in future be invited to meetings of the Committee/Board. The position in relation to their attendance at meetings of the Bureau remains to be clarified.

The WCT/EI Group took the decision to dissolve at its conference prior to the EI Congress. Clearly the European section of that Group also ceases to exist with the parent organisation. The PES Statutes require amendment by deletion of references to the WCT/EI Group.

In November, 2006, the International Trade Union Confederation (ITUC) was established. It consists of trade union centres from countries all over the world. It is the successor of ICFTU and WCL. The ICFTU did not have a European Regional structure although it had structures in all other regions except North America. The European organisation for trade union centres was ETUC, an independent organisation, which technically, at least, was an organisation dealing solely with European Union countries. When the ITUC was established it put in place a structure called the Pan-European Regional Committee (PERC), to deal with European issues but with its principal focus on non-EU countries. PERC is provided with a secretariat through ITUC and ETUC. The General Secretary of ETUC is designated as the General Secretary of PERC.

The context within which trade union organisations function in Europe has changed dramatically over the past two decades. The collapse of the Soviet Union and the subsequent development of independent nation states across central and eastern Europe has changed the political landscape. Many trade union organisations in those parts of Europe have had to learn to operate with internal democratic structures and within external political democratic structures. The European Union has, meanwhile, also grown dramatically and, in so doing, it has admitted into membership a number of these new states and more of them are current applicants for membership. The European Union's pursuit of economic development has led it to increase its influence on and participation in education policy development. A number of major developments such as the Lisbon Strategy and the 2010 Education and Training initiative are making a major impact on national education policies. The process of harmonising higher education and research across the greater Europe, known as the Bologna Process, has come to dominate the agenda in higher education institutions. In the meanwhile the OECD, which, although a global organisation, is largely composed of European countries, has also begun to make a significant impact on national education policy development through its process of cross-national evaluation of students' achievements known as PISA. It is in this challenging educational context, where much of the policy development in education in European countries is driven by international agencies and organisations, that this review of the European structure, through which the views and policies of education unions are represented and advocated, is undertaken.

There would appear to be three possible options for the future of the structure and the secretariats. One would be to continue with the existing arrangements of two organisations and two secretariats performing different functions, albeit with some amendments to the operational arrangements; a second would be to continue with two organisations but only one secretariat providing administrative support to both organisations; and the third would be to create one organisation with one secretariat.

Membership of the Review Committee

The members appointed to the Review Committee by the EI European Regional Committee/ETUCE Executive Board were:-

Ronnie Smith, President, PES
Patrick Gonthier, EI Vice-President for Europe
Paul Bennett, Vice-President, PES
Kounka Damionova, Vice-President, PES
Walter Dresscher, Treasurer, ETUCE
Slavomir Broniarz, ZNP
Haldis Holst, UEN
Jean-Marie Maillard, SNES
Martin Romer, ETUCE General Secretary
Charlie Lennon, EI Chief Regional Coordinator

16th November, 2007

Section A: Background

1. In the "Rationale" (paragraph 3) for the proposal for the establishment of the Pan European Structure in 2003, the political challenge was described as follows:

"The special challenge in the European region is to provide for a strong and clearly identifiable structure able to represent EI members at the EU, which unlike most other intergovernmental agencies, has the power to issue binding directives that must be implemented by member states. Moreover, the balance of powers between the EU and national governments and legislatures is again the subject of intense scrutiny as member states debate the new draft European constitution. This is particularly so with the intended enlargement of the EU. Formal agreements between the EU and the European Free Trade Association (EFTA) mean that EU decisions also directly affect countries in that grouping, while developments within the EU are of general interest to non-EU, non-EFTA countries.

There is no doubt that the EU will increasingly play a leading role for its member states not only in social affairs and labour market policies but also in education. This development of the EU's role demands a strong, well-defined teacher trade union representative organisation as a counterpart, an autonomous organisation that can also develop its role as a representative social partner in the area of education, training and research at the EU level.

EU labour market policies are developed through negotiation with the European Trade Union Confederation (ETUC) as the major social partner representing all European workers. To assist its work, ETUC needs a strong link to the representatives of teachers and other personnel in education, training and research, and ETUCE must strengthen its identity as the Industry Federation for the education and training sector within ETUC."

This context has not changed.

2. The Pan-European Structure was established in December, 2003, specifically to provide 'more coherent working arrangements' between the European Regional Structure of EI (EIE) and the European Trade Union Committee for Education (ETUCE). The European region of EI has one hundred and forty-one member organisations in forty-four countries. One hundred and ten of the organisations are in EU or EFTA countries.
3. The European Region of EI (EIE) is one of the five regions within EI itself and acted originally in most respects like the parallel structures in the other regions. It was established in 1993 when EI was established and included all of the countries in Europe in which EI had member organisations and Israel.
4. ETUCE was established in 1976 by the European sections of the then three international teachers' organisations, WCOTP, IFFTU and WCT, to represent the interests of member organisations in the EU/EFTA countries and respond specifically to relevant policy initiatives developed by the EU, which would have an impact on the members of education unions in the relevant countries. WCOTP and IFFTU merged in 1993 and EI was founded. The membership of ETUCE then included the EU/EFTA member organisations of EI and of the World Confederation of Teachers (WCT), which then remained an independent alternative international organisation for education unions. The European member organisations of WCT were integrated into EI in 2004. In the period up to December, 2003, the governing structures of the two organisations, EIE and ETUCE, met consecutively. EI regional meetings would be followed by meetings of the parallel structure in ETUCE. In December, 2003, the Pan-European Structure was established, taking account of the new context, with a view to integrating the meetings of the two organisations and eliminating duplication in the working arrangements. Since then meetings of the two bodies take place simultaneously. Issues of concern to both organisations are to a large extent dealt with in one discussion. Decisions on issues affecting the EU/EFTA countries only are taken by the member organisations from those countries, although member organisations from all European countries are present during the discussions.
5. When the EU was established it consisted of only six countries. It now consists of twenty seven, and has several other applicant countries. Turkey, Croatia and the Former Yugoslav Republic of Macedonia have been granted candidate status while other countries such as Albania, Bosnia and Herzegovina, Montenegro and Serbia are considered potential candidate countries.
6. Education was included in the EU Treaty in 1994 by two specific new articles. Before that time education was dealt with by relating it to other issues e.g. mobility. The EU policy position was strengthened in 2000 by the adoption of the Lisbon Strategy. Thereafter the EU began to play a greater role in developing policies with a direct effect on many aspects of the education systems in member countries and the EU Commission gradually accepted ETUCE as the European Social Partner for teachers.
7. Most of the issues which arise in an ETUCE context now have implications for the rest of Europe. Many issues with a European wide dimension, including issues arising from the work of the Council of Europe, which were formally dealt with solely by EIE, now also have implications for EU policies in EU/EFTA countries.
8. As stated above one of the basic objectives of creating the Pan-European Structure (PES) in 2003 was to provide 'more coherent working arrangements. While the integration of work and cooperation between the organisations has improved significantly since the Pan-European Structure was established there is still room for improvement. A protocol has been agreed for the coordination of work in the higher education area.
9. One of the difficulties in generating greater cooperation in the work of the organisations is the difference in the way that each organisation provides secretariat support for its work. The ETUCE secretariat provides the secretarial support for meetings of the governing bodies of both organisations. ETUCE also has a number of professional staff working on policy

development and responses to EU initiatives. ETUCE secretariat staff organise ETUCE meetings, conferences and seminars. PES relies on the EI staff to provide specific secretarial and professional support on an issue by issue and meeting by meeting basis. All of the staff involved also have extensive responsibilities within the global organisation.

10. Each other EI region, except the North American region, has a regional structure which consists of a regional committee and a regional office headed by a Chief Regional Coordinator, assisted by other coordinators and technical staff. EI appoints a Chief Regional Coordinator for Europe as the key official dealing with European matters in the secretariat. That official's role is essentially to coordinate the work of other EI staff in relation to European activities and to deal with European issues which are of a Pan-European nature in cooperation with other staff. There are no staff in the EI head office dedicated solely to European work.
11. Since the Pan-European Structure was established in 2003, incorporating ETUCE within the European Regional Structure of EI, the EI Constitution and By-Laws govern all of the European structures. All amendments to the European By-Laws must be consistent with the Constitution and By-Laws of EI generally and approved by the World Executive Board of EI. The following are the provisions of the EI Constitution and By-Laws relating to Regional Structures.

EI Constitution

Article 13 REGIONAL STRUCTURES

- a. *The Education International shall establish five (5) regions:*
 - i. *Africa;*
 - ii. *North America and the Caribbean;*
 - iii. *Asia and the Pacific;*
 - iv. *Europe; and*
 - v. *Latin America*
- b. *The definition of regions and the allocations of countries to them shall be established in the by-laws.*
- c. *A regional structure may be established to:*
 - i. *advise the Executive Board on policies and activities to be undertaken by the Education International in the concerned region;*
 - ii. *develop and promote policies in relation to any regional intergovernmental body and represent member organisations at that body.*
- d. *A Regional Structure shall be governed according to By-Laws approved by the Executive Board. Reports of such a Regional Structure shall be submitted to the Executive Board*

EI By-Laws

18. DEFINITION OF REGIONS

The regions are defined in Article 13 of the Constitution. Allocation of countries to these regions shall be determined by the Executive Board which shall undertake any necessary consultations. These allocations shall be published in the Handbook.

19. BY-LAWS OF REGIONAL STRUCTURES

- a. *By-laws of a regional structure, submitted to the Executive Board in accordance with Article 13(c) of the Constitution, must satisfy the following conditions:*
 - i. *A region shall be defined as one of the five regions named in Article 13(a) of the Constitution.*

- ii. *All member organisations in a region shall be included in the regional structure.*
 - iii. *The designation, functions, method of election and term of office of regional office holders shall be clearly set out at the first meeting of the regional grouping, convened by the General Secretary.*
 - iv. *The organisation and methods of governance of the regional structure, the frequency of meeting of its various bodies, and the quorum applicable to each meeting shall be clearly specified.*
 - v. *Provision shall be made for the permanent presence of at least one member of the Executive Board of the Education International in the governing body of the regional grouping.*
 - vi. *Ultimate responsibility for administration and communication shall rest with the General Secretary of the Education International who shall present reports to each meeting of the Executive Board.*
 - vii. *In the event of any conflict over provisions of the regional structure and those of the Education International, the provisions of the Constitution and the By-laws of the Education International shall prevail.*
- b. *Any proposal for an activity of a regional structure which involves expenditures by the Education International must be accompanied by a full statement of costs and shall not be undertaken without the prior approval of the Executive Board or the General Secretary.*

12. The ETUCE Executive Board appoints a General Secretary for a three year renewable term of office to head its secretariat. That official is responsible for organising the ETUCE Secretariat and its work and engaging in advocacy work in relation to EU issues.

13. The ETUCE also has a Quality Panel that is advisory to the secretariat and to the Executive Board on education policies in EU. On certain issues working groups have also been set up to provide advice. Furthermore ETUCE administers three electronic networks on Higher Education, Development in Education and Working Conditions. The Higher Education network is facilitated by a member of the EI staff.

14. The Pan-European structure has two Standing Committees. These committees are advisory to the governing committees of the Structure. They address issues which affect education unions both within the EU/EFTA countries and in the other countries of Europe. One of these deals with Equality issues and the other with Higher Education and Research. The Standing Committees establish advisory working groups as necessary. Both the Standing Committees are provided with secretariat services by EI currently.

15. Supplementary dues are levied to pay for additional activities for both the EIE and ETUCE elements of the Pan-European Structure. In the case of the EIE part of the structure the dues are used to pay for the implementation of the programme activities adopted by the Conference or Committee. The dues are not used to pay for staffing. In the case of ETUCE the dues are used to pay for staffing and some activities. Many of the other ETUCE activities are funded through EU project funds. All dues are collected with the dues for EI generally. They are distributed on the basis of the rates adopted by the Conference and General Assembly which are currently Pan-European Structure = 7.085% of the EI global dues rate and ETUCE = 25% of the EI global dues rate

Section B: Aims and Objectives:

The Current objectives of the Pan-European Regional Structure and of ETUCE, as set out in the By-Laws, are as follows:-

- The functions of the Pan-European Regional structure shall be:
 - to promote the aims and principles of Education International in the European region;
 - to promote regional cooperation and collective action to protect and advance the rights and interests of teachers and education employees and of education at the Pan European level;

- to participate in the formulation of EI policy at the world level with particular regard to the World Congress;
- to advise the EI Executive Board in accordance with Article 13 (c) (i) of the EI Constitution on policies and activities to be undertaken in Europe, and to assist in the implementation of these policies and activities;
- The functions of ETUCE shall be:
 - to promote the interests of member organisations within the European Union (EU) and the European Free Trade Association (EFTA) with all relevant EU and EFTA institutions through consultation and other trade union means and action;
 - to promote the social dimension of the European Union and the European Free Trade Association in association with the European Trade Union Confederation (ETUC);
 - to determine and develop policies in relation to the EU and EFTA, and to represent member organisations at those bodies, as foreseen in article 13 (c)(ii) of the EI Constitution;
 - to serve as the Industry Federation for education within ETUC and as social partner for the education sector in the EU Social Dialogue;
 - to promote assistance programmes by serving as the liaison between EU institutions and the Committee's member organisations with regard to national programmes sponsored by EU institutions in countries within the European Union and the European Free Trade Association;

In an attempt to provide greater cohesion the following statement of aims and objectives for the Pan-European Structure as a whole, within the broader context of the aims of EI itself, is proposed by the Review Committee. The responsibility for achieving the aims and objectives might have to be redefined in the light of the outcome of the review process. In the event that two organisations are maintained ETUCE would assume responsibility for the achievement of the aims and objectives which relate to EU/EFTA countries:

1. To promote and implement the Aims of Education International(EI) in the European region:
 - The achievement of the right to quality education for all people through publicly-funded and publicly-regulated systems of education.
 - The improvement of the welfare and status of teachers and other education employees through the effective application of their human and trade union rights and professional freedoms.
 - The elimination of all forms of discrimination in education, whether based on gender, race, marital status, disability, sexual orientation, age, religion, political affiliation or opinion, social or economic status, or national or ethnic origin, and the promotion of understanding, tolerance and respect for diversity in communities.
 - The promotion of democracy, sustainable development, fair trade, basic social services and health and safety, through solidarity and cooperation among member organisations, the international trade union movement and civil society.
 - The strengthening of Education International through the participation of all affiliated organisations in the life of EI, and the promotion of unity in the education sector.
2. To advise the EI Executive Board on policies and activities to be undertaken by EI in the European Region.
3. To develop and promote policies in relation to the European Union (EU) and EFTA and represent member organisations at that body.
4. To respond to proposals and policies affecting the members of education unions in Europe which are developed by the EU and EFTA.
5. To develop and implement projects and programmes designed to further the interests of education unions in the European Region and, especially, in the EU/EFTA countries.

6. To develop and maintain positive relationships with organisations representing other education interests in Europe which have similar aims and objectives, including ETUC and PERC/ITUC.
7. To be the industry federation representing the education unions within the EU/EFTA countries in the ETUC structures.
8. To contribute a European perspective in the EI responses to proposals and policies which emanate from the OECD, UNESCO and other global bodies.
9. To develop and promote policies in relation to the Council of Europe, and any such other European inter-governmental body which addresses issues of concern to education unions, as may be established.
10. To promote the development of strong independent and democratic education unions throughout the European Region.

Section C: Options for changes in the Structures

The review group proposes consideration of three principal options for the future of the structure and the secretariats.

One would be to continue with the existing arrangements of two organisations and two secretariats performing different functions, albeit with some amendments to the operational arrangements;

A **second** would be to continue with two organisations but only one secretariat providing administrative support to both organisations;

and the **third** would be to create one organisation with one secretariat.

There is, of course, also the possibility of combining aspects of each of these options to create variations.

Each option is examined below and the some of the arguments for and against each option presented:

Option 1:

Improving the operation of the current structures but maintaining two organisations and two secretariats.

comments

- (a) structure of Committee/Executive Board is regarded as fair
- (b) Bureau works well between meetings of the Committee/Executive Board
- (c) there could continue to be problems with coordination of work, including joint planning and implementation of activities.
- (d) there could be a lack of clarity about responsibilities for particular areas of work
- (e) there could be a continuing lack of recognition and visibility for the Pan-European Structure, both internally and externally
- (f) the pooling of financial resources for joint activities could continue to pose difficulties

If this option is the preferred choice of member organisations, the cooperation between EI and ETUCE secretariats could be improved by putting in place written protocols and procedures for operations of

the structures and collaboration between them. The by-laws/statutes could also be amended to include clearer definitions of the role and responsibilities of the administrative structures. The role of the Bureau could be enhanced.

Option 2:

Establish one administration by merging the role of EI Chief Regional Coordinator with that of General Secretary of ETUCE and providing secretarial services through the existing ETUCE secretariat but maintaining two separate organisations.

The appointment process for the combined post may be undertaken in a number of ways, of which the following are examples:-

(a) The ETUCE General Secretary could be appointed by the ETUCE Executive Board as at present and recommended for appointment as the EI Chief Regional Coordinator to the EI General Secretary. If the EI General Secretary rejected the recommendation the Board would be asked to reconsider it.

(b) The ETUCE Executive Board could appoint a General Secretary. The person thus appointed would be proposed to the Pan-European Committee (including the non-EU countries) for approval as the person to take responsibility for the whole EI European Region. If approved, the person would be proposed to the EI General Secretary for appointment as Chief Regional Coordinator. In the event that the EI General Secretary did not accept the person proposed for appointment the ETUCE Executive Board would appoint an ETUCE General Secretary and the EI General Secretary would appoint a Chief Regional Coordinator.

(c) The Pan-European Committee and ETUCE Executive Board, under arrangements to be determined by them, could nominate a person to be appointed by the EI General Secretary to the combined post of EI Chief Regional Coordinator and ETUCE General Secretary. In the event that the EI General Secretary did not accept the person thus nominated the ETUCE Executive Board would appoint an ETUCE General Secretary and the EI General Secretary would appoint a Chief Regional Coordinator.

In Option 2, the employment status of the secretariat would remain to be determined and, if one of the examples under Option Two were to be preferred, these issues of employment status would need to be subject to detailed negotiations between EI and ETUCE.

comments

- (a) should avoid confusion between organisations on administrative roles
- (b) should eliminate confusion about responsibilities
- (c) should improve coherence in operations
- (d) the expertise of EI staff should be more easily coordinated and integrated into European activities generally
- (e) the appointment process for the ETUCE General Secretary/Chief Regional Coordinator potentially disenfranchises member organisations from non-EU countries which could be excluded from the selection process
- (f) the existence of two organisations could continue to cause confusion about roles and responsibilities, both internally and externally.

Option 3:

Establish one regional organisation with an appropriate title which would have an administrative section to which would be devoted the responsibility for dealing with EU matters. The current ETUCE secretariat would transfer to the employment of EI and join a European unit within the EI secretariat headed by a Chief Regional Coordinator. The process for the appointment of the Chief Regional Coordinator and other staff would have to be provided for in the By-Laws.

comments

- (a) it would eliminate any difficulties or confusion about identifying the European structure
- (b) the combining of the secretariats should eliminate operational difficulties.
- (c) The pooling of financial resources would be established automatically.
- (d) the expertise of the staff in the EI head office would be available to assist with all European projects and activities.
- (e) the role and responsibilities of the chief regional coordinator would be clearer.
- (f) ETUCE as an autonomous body would cease to exist.
- (g) The primary responsibility for dealing with EU/EFTA matters would, however, continue to rest with the organisations from EU/EFTA countries which would retain the exclusive right to vote on matters solely relating to the EU/EFTA.
- (h) there is a potential risk of reducing the EU focus or of weakening the recognition of the role of ETUCE as an EU social partner which has been established by ETUCE.
- (i) there is a risk of losing specific EU expertise on the ETUCE staff if no specific measures are taken to retain this expertise.
- (j) The relationship and recognition of the structure with other European organisations would have to be established, especially, if the title chosen was not ETUCE eg with EU offices and ETUC.
- (k) Since more than half of the countries represented in the structure would be EU countries some specific provisions would have to be made to ensure that the interests of non-EU countries would not be neglected. (this comment could also apply to other proposals)

ANNEX

Many of the issues below will depend on the direction taken by choosing one of the options listed above. Member organisations should concentrate on this choice. The issues listed hereafter will be taken into account by the review group when finalising the proposals.

The following issues may also be addressed in this review:

1. Regional Committee / Executive Board

- Maintain the present structure
- Reduce the size of the Committee
- Smaller committee, meeting more frequently
- Meet less frequently
- How can links be established to the EI world Executive Board
- Should the Committee play a role in nominating /processing candidates for the EI world Executive Board

2. Bureau

- Maintain
- Maintain but enlarge
- Define role more clearly

3. Regional Conference/ General Assembly

- governance conference every four years
- consultative conferences in years in between
- policy development conferences
- representation from all member organisations

3. Standing Committees

- Where are Standing Committees needed versus working groups
- Put more formal arrangements in place for the structure, membership and other arrangements of the Equality and Higher Education and Research Standing Committees
- Put in place a structure or framework for the selection and appointment of members of working groups, taking into account expertise, gender and sub-regional representation

4. Arrangements for Regional Conference/General Assembly

- Define in by-laws the organisational arrangements for the conferences/assemblies, including notice periods, deadlines for nominations and for submitting resolutions and proposals
- Redefine the number of delegates and define the number of observers who may attend

5. Financing of structure

- Continue with two systems of supplementary dues
- Combine the supplementary dues into one (presupposes one organisation)
- Is the system for allocating votes on the basis of paid dues giving a fair balance
- Account clearly for the staffing support provided through the EI Office for Europe
- Account for the staffing paid for through EU funded projects

6. By-Laws

- Enshrine structure in By-Laws and procedural documents
- Include rules of procedure