

**Information on the work of the National Commission of NSZZ Solidarnosc”
in the period from November 1999 to October 2000
XIII National Assembly of Delegates
Spała, 1-2 December 2000**

NSZZ „Solidarnosc” in the second year of activities in the present 4-year term of office was still facing difficult conditions. Natural social tensions connected with the continuation of restructuring the economy and ownership transformation became sharper due to a decrease of real wages and continuous negative occurrences such as increase of unemployment and decrease of incomes of poorest families.

Social discontent with the Government policy continued, also due to mistakes made by the state and local authorities in implementation of the social reforms. Tendentious policy of the public media also added to this flame.

NSZZ “Solidarnosc” was defending workers’ interests and rights mostly through negotiations with the Government and active participation in the law creation process, as well as talks with employers and participation in numerous commissions and tripartite bodies. The crisis situation in the social dialogue did not improve (Tripartite Commission does not function properly since OPZZ withdrew from it and disputes among employers’ organisations continue).

NSZZ “Solidarnosc” did not manage to reduce more its direct political engagement. Facing the above mentioned challenges and more and more difficult conditions of trade union activities NSZZ “Solidarnosc”, however, updates its action plan, as well as the plan of structural changes adapting the Union to the situation changing due to the reforms and economic transformation.

NSZZ “Solidarnosc” – internal affairs

● Organising new members

The number of members decreases, mostly due to economic processes that often contribute to decrease of employment in the branches and companies with high trade union membership. Usually no new trade union organisation exists in newly established companies. In order to stop these unfavourable trends the National Commission continued its organising action. As a result, over ten thousand new members joined the Union, and the conviction of the importance of this action increased.

The Union Development Department, established in 1999, co-operated with its regional and branch co-ordinators and all Departments of the National Commission and noted its first successes. Especially important is the establishment of the Union in international companies such as supermarkets (Real, Geant, Auchan and Tesco networks), but also in smaller companies. Organising new members systematically becomes the programme of all structures of the Union. However, after an in-depth analysis of the membership it appears that present activities are insufficient. Allocation of significantly more funds for this purpose – both from the budget of the National Commission and from the regional boards – is a condition of higher effectiveness. Another issue crucial for success is close co-operation of the activists engaged in organising with the Union Development Department of the National Commission.

● Internal finances and its services

The National Commission conducts the financial activities on the basis of the budgets of the National Commission prepared for 6-month periods. They include the range of planned expenditure mostly on the statutory objectives and sources of their financing. The budget for the first half of this year does not include the means that will be allocated

for adaptation of the Dal Hotel to function as an education centre according to the agreement with ACV-CSC.

The membership dues form about 70% of all sources of financing budgetary expenditure. The rest is composed by income from immovable assets, revindication of assets and training on the reform of the pension system.

Expenditure stabilised as a result of observing the budgetary discipline. Significant savings have recently been made on telecommunication, administration and exploitation expenses. The expenditure of the National Commission increases in the area of international contacts; travelling abroad, dues for affiliation in international organisations and donations for new trade unions operating in former Soviet states.

● Trade union education

Trade union training conducted by the National Commission is mostly organised by the Education Department (functioning within the Economic Foundation) and also other departments of the National Commission, e.g. European Integration Dept., Economic Policy Dept., Press Spokesman. This training was financed from the means of the National Commission and foreign institutions (trade unions, ETUCO, ILO).

Functioning of the Education Department is based on subsidies from the National Commission that are allocated for current activities, salaries and training costs. Training is also subsidised by foreign sources (trade unions and foundations).

Organised training courses involve many issues such as:

- methodology for future instructors
- collective bargaining
- activation of regions
- financial and economic analysis of companies
- "Together in Solidarnosc" gender equality
- union development
- health and safety at work
- European integration
- SOD – general trade union training
- work of regional women's co-ordinators
- questions of equality of opportunities in media
- co-ordination of work in branch structures
- functioning of union leaders
- functioning of audit commissions

The development of training on branch and regional level was undoubtedly arrested after the National Congress had rejected the bills on financing of training and organisational activities. Nevertheless, work on strengthening this part of trade union activities is being continued. For instance, the Education Dept. conducted 14 training courses within "regional activation" programme in 2000. This allows education of new instructors and substantial assistance for the structures at the level of regions and enterprise commissions. The Dal Hotel is being extended by another floor, which shall be designed as training area with supporting facilities in order to provide better education capacity. Changes in education programmes and materials are also being introduced.

● Issuing opinions on legal acts

Issuing opinions on legal acts followed by lobbying in the Government and Parliament of own remarks and proposals is one of the basic tasks of the National Commission.

Scarce funds for expertise put the burden of consulting the legal acts mostly on the offices of the National Commission and branch and regional structures. In the period from November 1999 to October 2000 the Union issued opinions on all important legal

acts. Most of the issued opinions were based on the expertise prepared by the offices of the National Commission, e.g.:

- in the economic and financial scope – Economic Dept.
- in the legal scope – Legal Dept.
- in the social policy scope – Social Policy Dept.
- in the health and safety scope – Work Environment Protection Dept.

Opinions on the issues of the labour market were prepared by the National Commission's Working Group for Counteracting Unemployment with co-operation of the presidents of regional boards and branches.

The National Commission co-operating with the branch structures took up the issue of amending the Act on commercialisation and privatisation of the state-owned enterprises. The National Commission appealed to the Parliamentary Caucus of AWS for legal solution to the problem of social guarantees accompanying privatisation process and removal of the article 14 paragraph 4 of the Act prohibition of combining trade union functions with membership in Supervisory Boards, and other solutions crucial from the workers' point of view (based on the decisions of the Presidium, National Commission and statement of the Xth Congress). Despite multiple pressures from the National Commission, the Parliamentary Commission has not taken up any work on the postulates for many months, apart from amendment as a result of which reserve for affranchisement purposes was created.

Work on legal acts connected to the reforms was especially intensive, due to their number and short time limit for presenting opinions.

There were several cases of violation of the Act trade unions committed by the Government, which transferred the bills of legal acts to the Parliament without submitting them to consultation. The National Commission strongly protested against such practices.

● Protection of work environment

The National Commission co-operating with Region of Podbeskidzie organised central celebration of 6th International Commemoration Day and representatives of the region participated in regional celebrations, thus implementing resolution no. 12 of the VIII National Congress of Delegates and the statement (64/95) of the National Commission.

The Department of Work Environment Protection organised seminars for regional and branch co-ordinators of health and safety and participated in working out proposals for the Act the so-called bridge pensions (that is pension for people employed in specific conditions or in specific character paid from the time they stop working until they reach retirement age). Representatives of NSZZ "Solidarnosc" participated in the activities of Work Protection Council.

Social protection; protection of workers' rights and interests

● Collective agreements

The National Commission continued work on improvement of regulations on collective agreements. The draft of amendments to Chapter XI of the Labour Code was presented to the Sejm in October 1999. Representatives of NSZZ "Solidarnosc" actively participated in activities of the Extraordinary Commission for Codification Changes and in the Commission of Social Policy. Presently, after amendments of the Senate, the bill awaits voting in the Sejm.

The main goal of amendments is to improve the process of negotiations and concluding collective agreements. This mainly refers to the question of representativeness of trade union organisations on the national and enterprise level and termination of collective agreements.

The most controversial change was the proposal of the new provisions of the article 247 that offered the possibility of dissolving of a collective agreement one year after the notice.

The compromise provision of this article is as follows: "in case of termination of an agreement its provisions remain in force until a new agreement is concluded unless the parties of the agreement establish or will establish by way of agreement another time limit for applying the provisions of the terminated agreement". Amending of the Labour Code was an occasion for NSZZ "Solidarnosc" to submit amendments of changes in the Act on trade unions referring to:

- uniform rules of relieving trade union activists working in enterprise and inter-enterprise organisations of work duties and transfer of costs stemming from these regulations to the employers on whose territory the inter-enterprise organisation operates, proportionally to the number of employed trade union members;
- legal obligation of employers to deduct trade union membership dues.

These amendments were adopted by the Parliament.

Until now the Union was unable to compel the Sejm to adopt the draft amending the Labour Code and introducing as of January 1st 2001 both a five-day working week and 40-hour weekly norm of work.

Until now the Union effectively stood up to the attempts to introduce changes disadvantageous for employees into the Labour Code as put forward by the Government by rejecting the drafts presented for opinion.

Fourth annual review of collective agreements was organised in co-operation with the Metalworkers' Secretariat. Representatives of NSZZ "Solidarnosc" continued work in the Commission for Collective Agreements of the Ministry of Labour and Social Policy.

● Social dialogue

The dialogue conducted within the framework of the Tripartite Commission for Social and Economic Issues is still facing a crisis. OPZZ does not participate in its discussions and due to this fact the meetings of the Commission cannot have a formal character. NSZZ "Solidarnosc", however, participated in the activities of the Commission despite this critical opinion. The National Commission made changes in the composition of the Union's representation due to resignation of one of its members. Informal participation of OPZZ also determined the unclear status of the team for the bill on the Tripartite Commission.

In 2000, in spite of the regulations of the Commission, which state that sessions should be convened at least once per two months, there were only two plenary sessions (5 April and 23 August). The August session was "suspended" until September 15th (in order to present demanded materials), unfortunately it was not continued. The Team for Health Protection was the only one of the problem groups of the Commission to hold two meetings (in January and February).

During the April session it was considered necessary to establish groups for the "National Strategy of the Increase of Employment and Development of Human Resources in the Years 2000-2001". The education group met 3 times, group of financial instruments met twice; group for labour relations (code) met 4 times and group for restructuring met 3 times. The goal of the work of the problem groups was to sign the "Pact for creation of work places", but it was not reached.

The Presidium of the Tripartite Commission met 5 times.

The activities of the Commission are regulated by the resolution of the Council of Ministers from 1995, but the bill on its activities (with reservations from the Union) was submitted to the Sejm.

Apart from the Tripartite Commission another working group continued preparing the "Pact for the countryside", and branch groups working on day-to-day issues and

problems showed the highest effectiveness. Representatives of NSZZ “Solidarnosc” continued work in tripartite teams in restructured branches (mining, steel, armaments, and light industries). Tripartite Working Group for the Light Industry defined the problems of the branch and signed a protocol that recommends “Strategy for the light industry” to the Council of Ministers.

The National Commission maintains contacts with employers’ organisations on the national level. The competition between two organisations: Confederation of Polish Employers and Polish Confederation of Private Employers make the dialogue tremendously difficult.

● Protection of workers’ interests. Branch disputes and protests.

Branch disputes with the Government and employers

The National Commission supported many negotiations and protests of branch structures. The conflicts were most often connected with negative social effects of the structural changes (caused by the reforms or ownership transformation). The following branches were involved: mining (including coal mining), oil sector, energy, metal industry, armaments and aviation, sugar production, health care, fire brigade, telecommunication. The National Commission helped in preparations and supported organising negotiations and talks with the Government. Several disputes with the Government, to which the National Commission agreed on the basis of the agreement of the National Commission with the Council of Ministers from May 1992, were not terminated, e.g. disputes of:

- Transport Workers Secretariat (Oct. 1998) due to the lack of reaction from the Government to the section’s postulates,
- Secretariat of Environment Protection and Natural Resources (Feb. 1999)
- Health Protection Secretariat (April 1999)
- Metalworkers’ Secretariat (July 1999)
- Secretariat of Mining and Energy Industry (Oct. 1999) due to the lack of implementation of signed agreements (e.g. on bridge pensions).

The National Commission prepared a motion and agreed to a collective dispute of the National Section of Railways Workers with the Management of Polish National Railways (Nov. 1999).

Protection programmes

The Union continued to assist its branch structures in restructured sectors in order to negotiate protection programmes reducing the negative social effects of the transformation. Protection programmes for the mining, steel and armaments industries were achieved, however, with delays and under pressure from protesting workers.

The Union is of a critical opinion as to the manner of implementation of these programmes, questioning most often the scope and amount of financial aid given to the workers.

Negotiations on protection for railway workers in connection with commercialisation, restructuring and privatisation of PKP (Polish National Railways) were completed. As a result of hard negotiations the Act on commercialisation, restructuring and privatisation of PKP has been passed and the Union is preparing its opinion.

Assistance to enterprise organisations

The National Commission was engaged in helping directly enterprise organisations in especially difficult and complicated situations. Financial and economic analyses for several companies were prepared. The national Commission intervened in defence of workers’ interests, pension problems and, most often, in the scope of restructuring and ownership transformation in state-owned enterprises and in the health care sector. These interventions concerned among others the right to free shares, activities of supervisory and management bodies, preparation of social pacts.

The National Commission continued monitoring the situation in the National Investment Funds supporting the activities of Multi-enterprise Co-ordinating Commissions (MKK) of NSZZ "Solidarnosc". The Union's fears of unsatisfactory development of the situation were confirmed. Several information meetings were organised for representatives of MKK from National Investment Funds companies as well as many intervention and explanatory meetings on workers' issues with the representatives of the Department for Capital Funds of the Ministry of Treasury. The working group on Industrial Policy with the Department of Economic Policy of the National Commission effected a meeting with the Minister of Treasury on the ministerial policy towards the National Investment Funds, at which the government representatives assured that the problems of NIF would be monitored.

There were many interventions in cases of violation of trade union and workers' rights, e.g. the National Commission intervened in case of infringement of workers' rights in Polish Television S.A.

● Increase of real wages

Company sector

Preliminary governmental proposals for the maximum index of increase of average remuneration calculated as a cost were not accepted by NSZZ "Solidarnosc". The Union is of the opinion that before negotiating the index for 2001 there should be a correction of the index for 2000, due to the inflation rate being much higher than estimated in the budget. This is necessary in order to improve the financial situation of workers and their families. The National Commission obliged the Presidium of the National Commission to start a dispute with the Government in case no satisfactory solutions are presented.

In July 2000 the Government sent to the Sejm the bill on "principles of remuneration increase in state-owned companies and companies with participation of State Treasury". The bill assumed resignation from establishing the increase by way of tripartite negotiations and limited the right to bargaining e.g. in order to conclude collective agreements. NSZZ "Solidarnosc" issued a negative opinion on the bill. On the Union's request directed to the Prime Minister, Jerzy Buzek, and the Presidium of AWS Caucus the bill was withdrawn from the Sejm agenda.

The National Commission supported the action of the National Section of Health Protection of NSZZ "Solidarnosc" to cover the workers of the independent public health centres by the Act the system of establishing average remuneration increase in companies.

State-budget workers

NSZZ "Solidarnosc" issued a negative opinion on the governmental proposal for the increase of remuneration in 2001. The increase of 0.4% above the estimated annual inflation rate means in practice that the Government resigns from joint action with social partners towards working out the way to eliminate disproportion between the remuneration of the budgetary sector and company sector. We are of the opinion that before entering any negotiations on the remuneration in 2001, one should solve the problem of compensation for understated remuneration of budgetary sector workers resulting from assuming too low forecast of the remuneration increase in the budget for 2000.

In December 1999 the Parliament finished the work on the new Act on establishing remuneration in the state-owned budgetary sector. The new act eliminated among others linking the remuneration of the workers covered by the system of multipliers with estimated average remuneration in state budgetary sector. This was a postulate of NSZZ "Solidarnosc".

Minimum wage

The Sejm continues work on the Act on minimum wage. NSZZ "Solidarnosc" evaluated the bill as unsatisfactory. It practically eliminates the negotiation system leaving the social partners only the possibility of accepting or rejecting the governmental proposal. From the reasons of the act it follows that the goal of such an action is to decrease the real value of minimum remuneration. NSZZ "Solidarnosc" demands that the basis for the legal regulation should be the methodology of establishing minimum wage worked-out and negotiated with the social partners.

Since March 2000 the minimum wage has not changed which was the reason for the Union's protest. In 1999 the Government resigned from establishing the minimum wage on the basis of the methodology previously negotiated with the social partners. Withdrawal of OPZZ from the work of the tripartite team for minimum wage practically put a stop to its work. Despite of many attempts of our Union the Government is reluctant to negotiate the issue.

● Counteracting unemployment

The national Commission's actions to counteract unemployment and to support full sustainable employment are conducted in the forum of a working group and by one member of the Presidium responsible for this issue. Within the framework of this activity e.g. in the General Council for Employment and in the Council of Guaranteed Workers Benefits, the National Commission was engaged especially in the following actions:

Protection of institutional autonomy of the Fund of Guaranteed Workers' Benefits (in cooperation with the senators of AWS)

The Act on protection of workers' benefits was not amended in a comprehensive manner (the Ministry of Labour and Social Policy is at fault), therefore the payments catalogue does not include e.g. dismissal wage for the workers of restructured companies. The Fund, despite difficulties caused by the administration reforms, functioned correctly, which was confirmed by subsequent supervisions of the High Chamber of Supervision (NIK). Faults in the decree on the mode of benefit payment were corrected through negotiations with the Government and the representation of the convention of province marshals. Thus the means for workers payments were ensured, fully realising the appeal no. 4 of XI National Congress of Delegates. In the course of 9 months of 2000 the Council of the Fund granted 66 429 single benefits for workers from 265 companies, protecting over 66 136 workplaces.

Protection of the system of labour offices

The National Commission demanded that the system of labour offices be maintained as special administration, but despite the statement no. 9 of XI National Congress of Delegates and efforts of the Presidium of the National Commission and senators of AWS, the system did not remain within the competence of the Minister of Labour.

The Commission monitored the situation in newly established county labour offices demanding guarantees of proper number of jobs, salaries, training courses and working conditions for the employees and ensuring the basic standards of service for the unemployed and employers. The tasks of both National Labour Office and province offices were defined anew. Presently the main task is to effect ratification by Poland of the ILO's Convention No. 150 on the role and tasks of labour administration.

Actions towards full sustainable employment

After the reactivation of the Governmental and Social Team for counties regarded as threatened by especially high structural unemployment, the list of such counties was significantly expanded (according to statement no. 16 of XI National Congress of Delegates).

A significant reduction of subsidies was prevented. These subsidies are to be allocated for financing infrastructural investments within the system of public works (as own tasks

of counties) and investments within the framework of the regional restructuring programmes and for dismissal wage for the workers of restructured industry. The Agency of Industrial Development was subsidised in order to support privatisation e.g. of armaments industry, railways and tractor branch.

Away sessions of the Working Team and participation in the work of the President of the National Labour Office's Commission for the distribution of the Labour Fund means from the reserve for contracting tasks for county authorities allowed the National Commission to monitor the situation on local labour markets.

The Act on employment was amended as to allow obtaining by the National Labour Office for the Labour Fund a credit to be allocated for payment of obligatory unemployment and pre-retirement benefits as well as for active programmes.

In addition the Act on employment was amended allowing the National Labour Office to monitor the issue of unemployment benefits, maintaining valorisation of the benefits in March and September each year according to the inflation rate (execution of appeal no. 6 of XI National Congress of Delegates).

Introduction of the Act on obligatory unemployment insurance and ratification of ILO conventions and recommendations on the employment policy and protection of the unemployed remain unsolved. Despite pressures from the Presidium of the National Commission and the Regional Boards (according to the resolution no. 10 of XI National Congress of Delegates), the amendment of the Act on employment in the scope of uniform mode of payments of pre-retirement benefits for the workers dismissed due to company reasons was not finalised.

Adaptation of vocational education to the labour market

Comprehensive legal solutions referring to life-long learning were not adopted. The reform of education opens promising possibilities for vocational education.

● Social insurance, protection of families against poverty

The Union is of the opinion that implementation of minimum guaranteed income should be preceded by adoption of the social minimum and subsistence level as legal definitions. The work on legal definition of these issues started in 1992 in the working group of the Tripartite Commission for Social and Economic Issues. Unfortunately, in mid-1999 it was discontinued until today due to withdrawal of the representation of OPZZ from the Commission. NSZZ "Solidarnosc" is of the opinion that finishing the Sejm work on the Act on the Tripartite Commission will allow finishing work on the social minimum and subsistence level in the present term of office.

The social minimum, according to the social partners, should be a reference point for defining the thresholds of social intervention in the social aid and the amount of benefits for families.

Since mid-September 2000 the Sejm has been working on an urgent governmental decree introducing protection against eviction without alternative accommodation of pregnant women, adolescents, disabled, incapacitated and their co-residing curators or guardians. NSZZ "Solidarnosc" demanded such solutions since the adoption of the Act on the lease of accommodation and housing benefits in 1994.

As a result of the Labour Code amendment since 1 January 2000 the maternity leaves were extended from 16 to 20 weeks in case of one child and from 20 to 30 weeks in case of two and more children born. From 1 January 2001 maternity leave will be extended respectively to 26 and 36 weeks. As of 1 January 2000 amounts of maternity pay for mothers having a third and next child were increased and equalised with the amount for single mothers.

In 2000 single-family benefit (145 PLN) for third and next child was granted by law despite the protest of the Union, which proposed granting the benefit only to the poorest families. The institution of "suspension" of the guaranteed periodical benefit was

introduced (thanks to which a person does not lose its legal status and the benefit is withheld only until an obstacle is removed). The guaranteed benefit is aimed at assisting the single unemployed that have problems with finding a job because they have to take care of children.

The work on creation of the system of surrogate families as an alternative for orphanages was continued.

NSZZ "Solidarnosc" demands presentation of proposals for a systemic support of families raising children, e.g. through pro-family reliefs in personal taxes and granting benefits in case of families without sufficient income.

● Problems of the disabled

NSZZ "Solidarnosc" expects the beginning of work on the Act on equality of opportunities for the disabled in a trade union-governmental working group. The Union's preliminary proposals for the act were presented to the Government in 1999.

The union is monitoring the situation of the disabled in the context of the health care reform.

In July 2000 NSZZ "Solidarnosc" prepared a comprehensive evaluation of the Charter of Rights of the Disabled. The evaluation along with conclusions was presented to the Governmental Plenipotentiary for the Disabled.

Presently the Union demands the introduction of new solutions in the scope of support for the disabled on the labour market and tax reliefs for Sheltered Workshops. Representatives of the Section of the Disabled and the Section of the Blind actively participate in the Sejm work on amendment of the Act on professional and social rehabilitation and employment of the disabled.

● Social insurance

Pensions

The union negatively evaluated the governmental bill aiming at prohibition of labour for the people in early retirement and people receiving benefits and pre-retirement benefits and presented its statement during parliamentary work, which helped to reject the draft in the Sejm.

A governmental-trade union team for the problem of the so-called "old purses", which emerged due to different time of retirement, was appointed in January 2000. Materials prepared by the team were presented to the National Secretariat of Pensioners for consultation.

During the work on the bill on the Commission for Social and Economic Issues NSZZ "Solidarnosc" declared itself in favour of establishing the index of pensions valorisation in the Commission.

Pensions for workers employed in specific conditions

XI National Congress of Delegates of NSZZ "Solidarnosc", in connection to previous statements of the National Commission, in its statement no. 12 pointed at several problems which form obstacles in further talks with the Government representatives on the right to lower retirement age for the workers employed in specific conditions or in specific character.

In January and February 2000 NSZZ "Solidarnosc" initiated meetings of all trade union headquarters conducting talks with the Governmental Plenipotentiary for Social Insurance about the premises of the Act on bridge pensions and on the report of the Experts Commission referring to the list of jobs in specific conditions. These meetings led to adoption of joint statement that was presented to the Minister of Labour Longin Komolowski, in March. In the statement all the unions adopted the following statements:

- the mode and way of conducting talks on bridge pensions so far is unacceptable for trade union headquarters,

- trade unions reject the alleged list of jobs in specific conditions and of specific character since the report of the Experts' Commission took into consideration only some medical criteria and did not include several other crucial aspects presented by the unions,
- trade unions reject the presented premises for the bill on bridge pensions,
- trade unions demand joint establishing of the mode of talks on the matter of future functioning of the right to lower retirement age than the commonly used, for the people employed in specific conditions or in specific character.

Moreover trade unions presented a demand that people who until now performed work giving them the right to lower retirement age (based on the governmental decree from February 1983 and other acts and ministerial regulations) should maintain this right, and the new regulations should refer to people starting work under the new act in force.

As a result of further talks it was proposed that the Government should present calculated costs of the proposed solutions. In order to do this statistical research should be conducted on random sample of companies.

Presently the Ministry of Labour is conducting a pilot research, and further to this questionnaires will be sent to selected groups of companies representative for specific branches. The working group of the National Commission stated that the work proceeds too slow and there are still no proposals of legal solutions guaranteeing the right to lower retirement age for people working in specific conditions or in specific character. The working group also presented a statement defining further actions to be taken:

1. The Government should immediately present the amendment of the Act from Dec. 1998 on pensions from the Fund of Social Insurance involving prolongation of the deadline until which all the conditions giving the right to lower retirement age should be fulfilled (presently the dead-line is 31 Dec. 2006).
2. The amendment should also include the proposal of removing the definition of bridge pension from article 24 item 2 of the act.
3. After the amendment the Government should present to trade unions a separate bill defining principles, conditions and mode determining lower retirement age for people employed in specific conditions or in specific character than commonly binding retirement age.