

Social and Industrial Policies Programme of the German Union of Post Office Workers



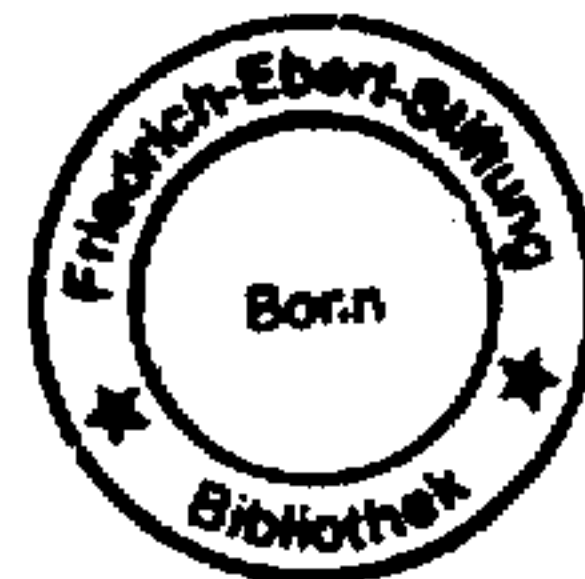
English

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Industrial Policies
Programme
of the
German Union
of Post Office
Workers**



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Foreword

The social and industrial policies programme contained in the following was drawn up at the 22nd Regular Congress of the German Union of Post Office Workers which convened at Hamburg from the 20th to the 26th of October 1974.

This social and industrial programme will be, from now on, an important foundation for future work. With it we draw, on a medium and long term basis, the consequences from experience and knowledge gained during the past 25 years.

The programme places the close industrial interests of our 420,000 members within a social framework.

It duly considers the change, becoming increasingly obvious in public administration, of which the Federal Post Office with its special tasks is an integral part, from the traditional hierarchical system of management to that of management based on incentive and farsightedness. It draws its conclusions from industrial practice.

Social and industrial conditions as they are at present, and as they appear to our members, are subjected to criticism. From these criticisms we derive our demands for the future.

These demands must be enforced in the years which lie before us. This will be no easy task. We will need not only the support and agreement of other civil service unions in the German Trade Union Federation (DGB) in matters of decisive importance, but also of all member unions of the DGB and the assistance of the political parties. We therefore call upon all Post Office Union members for concerted joint action to assist, with all means at their disposal, in the achievement of those aims which we have set ourselves.

Frankfurt (Main) 18th December 1974


Ernst Breit

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The Worker in our Society

(1) The aim of the German Union of Post Office Workers is the unification of all Federal Post Office employees and representation of their social, professional, economic and cultural interests.

The foundation of this far reaching commitment is to be found in the union's constitution. It was taken as a basis by the 11th Congress of the German Union of Post Office Workers for the resolution of the following programme. This programme reflects through analysis, demands and interim solutions the whole range of members' interests and signposts the future path of the union.

The national executive committee will be commissioned with the preparing of the ground for the realization of the programme and with the development of a course of action in co-operation with the union council.

Criteria for the realization of the programme is the protection and furtherance of existing rights.

(2) More than 80 % of all persons gainfully employed in the Federal Republic of Germany are employees. They safeguard their existence by selling their labour. But at the same time there exists no legal right to work. Jobs are only offered to the

extent they can serve rentability of capital.

In public service the number and evaluation of jobs is above all determined by the influence of the economy, which exerts considerable influence on the extent and use of public funds.

(3) Private ownership of production means is a characteristic of our economic system. Controls arising from this enable owners, or management acting in his name, use of production means without taking into consideration the needs of the employee.

The owners decisions are, whether the company is to be extended, reduced, transferred or closed down, oriented solely to his own interests.

(4) Social and industrial demands on the part of the worker whether in private economy or public service are opposed by the interest of the owners in the greatest possible profits, capital increase and political power.

Those budgetary decisions in public service, advanced in public, only serve to conceal the true circumstances.

(5) The system of free enterprise requires in increasing measure the regulating intervention of the state, because crisis situations have become

apparent and free enterprise does not choose to help itself under its own power. But state intervention can not penetrate to the source of the crisis, it only serves to conceal the causes and effects of free enterprise at the cost of the worker (subsidies, tax concessions).

Profits remain private, losses are made public.

(6) According to Article 20 of the Constitution, the Federal Republic of Germany is a democratic, social free state. This obligation has not been met in the social reality of the Federal Republic. And the economic system, which is described as social market

economy, has not abolished the discrimination of the worker. The majority of the working population is now, as in the past, still in a state of social and economic dependancy; they work, now as before, according to the dictates of a third party. He has no right to co-determination regarding the type, extent or utilization of the fruits of his labour. This also applies to workers in public service. Means are unjustly divided. Workers living standards have increased it's true, but his share of per capita income in the national income has however reduced. As a tenant he finances third party property ownership. Equal educational opportunities are not guaranteed.

The Union in our Society

(7) What is expected of the union varies. And ranges from expectation of radical initiative in the reorganisation of our society on the one hand, while at the other end of the scale attempts are made to force the unions back into the area of collective bargaining.

(8) During the 19th century the unions were founded by workers in an attempt to protect themselves from exploitation and suppression on the part of the capitalists. The unions saw themselves as an association for self-help and protection, but also as a political movement. They opposed the superior power of capital with workers solidarity in a fighting organisation.

(9) Through the unions wage policies and the social legislation which they fought for, the lot of the worker of today has improved considerably compared with that of the workers at the beginning of industrialization. This also applies to workers in public service. The unions have, in as far as this is concerned, fulfilled their protective function. Nevertheless the social dependency of the worker has not changed to a substantial degree: now as before, there is a conflict of interests between capital and labour.

(10) The unions exert influence on the formation of political opinion in the Federal Republic in order to, more effectively, represent the interests and needs of the worker. They do not see themselves as a substitute party.

(11) The right to negotiate collective agreements, fought for by the unions, with employers regarding wages and conditions without state intervention has been recognized by the legislators. Collective agreements have the same power as laws. They have not however recognized the regulation of pay and legal status of civil servants by others than themselves.

(12) Successful wage policies can only be pursued by the unions under the condition that members are guaranteed the right to strike. This right is guaranteed under Article 9 of the Constitution. It was fought for by the unions, and is the most effective weapon against the supremacy of the owners, but in spite of this ardent and active trade unionists are often subject to the arbitrariness of factory and administration. New supremacy was given to the owners by recognition of the right to lock outs by the Federal Labour Court, and there is a

marked tendency in the decisions of this court to limitation of strike rights.

In addition the attitude of the unorganized, who also enjoy the benefits of union success, is backed up by the Labour Court. The legal decisions are an expression of the power relationship in our society, and this power relationship is a constant challenge to the unions.

(13) Unions and democracy need each other. The unions have declared themselves for constitutional order in the Federal Republic, they have established however that the social state advanced in the constitution has not been put into practice.

(14) Future union policy must be the introduction of social and economic reforms with the aim of abolishment of political, social and economical supremacy through ownership and control of production means. Accordingly union activities must be directed to this end.

(15) International developments no longer permit limitation of union activities to purely national levels.

(16) The ever increasing concentration of power through international interdependence of capital must be opposed by an effective confederation of unions. Joint concepts and joint

strategies must guarantee exercise of adequate controls. One method for control of economic power is co-determination.

Ways must be found which make it possible for the unions, irrespective of the membership of international federations, to work together.

(17) It is the special task of the German Postal Workers Union to lend support to the work of the PTTI, and this above all in the developing countries and Europe, to further co-operation with other PTTI member unions and to effect, jointly, equality of participation of the unions at the Conference of European Post and Telecommunications Administrations (CEPT), the world postal association (UPU) and the International Telecommunication Union (UIT). The unions must be more strongly represented, than was hitherto the case, on the International Labour Organisation (IAO).

(18) Unions in countries with different political systems must further and expand contact with each other. Co-operation carried out in an atmosphere of mutual respect for differing social systems serves the vital interests of the worker, since it is in the interests of furtherance of understanding among peoples of different nations and world peace.

What we Expect of our Society

Economic policy instead of policy for the economy.

(19) The question which poses itself to the worker is, who reaps the advantage of his work? Workers create productive wealth without owning it. The greater part of this productive wealth is to be found in the hands of a small minority of owners. This concentration of wealth in the hands of a few is the result of the economic system, the current proprietary rights and the tax laws in the Federal Republic of Germany. The agreements which have been drawn up covering acquisition of capital in workers hands and the active wage policies of the unions have done little to alter the one sided division of productive wealth.

All steps taken hitherto in this direction have proved to be only another means of encouraging savings. These savings are removed outside the sphere of influence of the saver by the insurance companies and banks; this leads to further concentration of capital.

(20) The processes of concentration in our society are on the advance and this leads again to agglomeration of power in large concerns. Ownership of production means — and with that

control of these means and employee control — is concentrated in increasing measure in a small minority — this abuses this ownership increasingly even for political purposes.

This ownership of production means used as a political lever has until now prevented extension of co-determination within the company and the realization of supra-company co-determination, and with that made far reaching democratization of industry impossible.

(21) Statistics compiled on building land have shown that land prices double every seven to eight years. Profits arising from an increase in land values are tax free to the owners. Land owners are, in as far as sales of land are concerned, given preferential treatment when compared to recipients of other income and means. The price development and the favourable handling of gains from increases in land values have led to unscrupulous speculation.

(22) Economic structure is, in the Federal Republic, regionally unbalanced. Zonal planning is neither comprehensive nor binding.

(23) Communal tasks, the responsibility of the nation, the states, and the

communities are on the increase. The present tax and financial policies do not give enough consideration to this development, as a result, there is a lack of adequate educational, transportation and health facilities.

(24) Current tax laws contain a multitude of privileges, are hard to see through, and unsocial due to the high indirect taxation contained in total tax revenue.

(25) The economic system in the Federal Republic of Germany requires, within the framework of an arrangement which is only oriented to competitiveness, planning. It is in need of reform.

We demand:

■ (26) Full employment, price stability, equalization of the balance of payments, reasonable economic growth under all due consideration of ecological balance and just division of capital, must be the aims of every economic policy. Full employment must take pride of place in this because of its special importance to the welfare of the worker. Prerequisites to full employment are a far sighted national labour market policy and control of investments on the basis of economic skeleton plans. The right to work must be laid down in the constitution and guaranteed by law, lock outs must be prohibited.

■ (27) Misuse of economic power at national and international levels must be prevented. Equality of representa-

tion — co-determination — must be introduced into all large private and public companies at all decision levels. Supra-company equality of co-determination will be effected by equal numbers of representatives on all economic and social councils at national, state and regional levels. The key industries, banks, insurance companies and others dominating the economic scene are to be subjected to stricter government controls; depending on size and importance they are to become community property.

■ (28) The workers will participate in their joint productive efforts in production wealth. Economic, financial and tax policies must be in keeping with this aim.

■ (29) In order to guarantee equality of opportunity for foreign workers their complete social and professional equality is required.

■ (30) Legislative savings plans will be extended. Hereby the low income worker and families with several children are to be aided with special measures.

■ (31) The social obligation which ownership brings with it is to be taken into account more in legislation than was the case until now. Increases in land values must not lead to tax free income. Speculative profits arising from the lack of housing and transactions in real estate are to be prevented. Land is to be communalized in cities and densely populated areas. Negotiations for housing and real

estate are only to be conducted through communal facilities.

■ (32) More comprehensive and binding zoning plans are to be formulated for Germany. Co-ordination of zoning within the countries of the European Community is to be aimed at.

■ (33) Re-organisation of tax and fiscal policies must be undertaken to ensure that financing of vital communal tasks is assured in particular in the fields of education, health and transportation.

■ (34) Tax laws to be simplified by means of far-reaching tax reforms and more socially just. Total tax burdens re-divided in favour of the lower income groups.

■ (35) An end made to tax evasion and capital exodus.

More Social Justice through Social Policy

(36) Our society is not in a position to realize social justice without a comprehensive social policy. Social policies must create the conditions for free development of the individual within our society. All social policy must be measured by this yardstick. A prerequisite of this is, self administration by the worker in all aspects of social security. Therefore recognition of the right of the worker to sole responsibility in regulation of his affairs is essential. Only the unions are to be given the right of appointing representatives to this self governing body.

Preventative Medicine and Restoration of Health

(37) Technical advance and changing life and work conditions have brought illnesses which were hardly known in earlier times. A progressive health policy must take these into consideration.

(38) Public health services in the Federal Republic of Germany are directed less towards early diagnosis of such illnesses than towards treatment of those who are already ailing. Health education is insufficient. Prophylactic medicine does not meet all requirements for the tasks of preventative medicine and early diagnosis, and only a certain circle of those who are members of legislative health insurances are entitled to prophylactic examinations needed in the early diagnosis of illnesses. Such examinations are, for the most part, carried out by doctors approved by the legislative health insurance companies.

(39) The treatment of those who are ill is also insufficient. Medical practitioners limit their activities to a large degree to general examinations and the prescribing of medication, hardly any importance is attached to individual consultancy. Further the medical care offered to the population in general suffers from the fact that the private practitioner can only to a very limited degree make use of the scientific and technical knowledge gained from research. There is a state of inequality between medical services in cities and surrounding countryside.

(40) Apart from a few regional exceptions there is a lack of hospital beds and a shortage of nursing staff. Hospital organisation is out of date. Inequality of treatment of the same illness results from division into nursing classes. The economic position of a citizen is often a decisive factor in whether he can maintain health or restore this in cases of illness, in as far as possible.

(41) Opportunities offered at present for professional rehabilitation of the disabled or convalescent are inadequate. There is a lack of objective medical, professional, social and educational aids. There is a lack of industrial aids for the disabled. Care of the disabled at work, in close co-operation with the works doctor, is not a general matter of course. The facilities available for rehabilitation are insufficient to meet the needs of industrial rehabilitation and re-training for all disabled persons.

(42) All citizens must be given the same chance of maintaining health or regaining this, to the greatest possible degree, after illness.

We demand:

■ (43) The public health services, the social insurance companies and the remaining social services work together according to plan including also the medical practitioners and ensure equality of medical care.

■ (44) The social insurance companies create as a joint undertaking a social medical service. Administra-

tion of the social medical service to be undertaken by the self administrative body.

■ (45) Medical and medico-technical research to be supported at national and state level, furthered and co-ordinated. Results of such research will be made available for the benefit of the general public. Research must be subject to state control.

■ (46) Production, pricing and sales of medicines must be State controlled.

■ (47) Adolescents and children given regular medical and dental examinations by the public health service. Prophylactic examinations must also be undertaken for the remainder of the population by the public health service and the public hospitals.

■ (48) Preventative examinations to be recognized without limitations as an obligatory part of the legislative health insurances.

■ (49) Group medical practices and medico-technical centres to ensure better medical care of the people. The medico-technical centres to be erected as joint ventures by the health insurance companies, the associations of panel doctors and the hospitals make results of any tests available to the doctor for diagnosis and treatment.

■ (50) Hospital out-patient treatment must be available for all insured persons.

■ (51) Hospitals must ensure that all patients receive equality of treatment, care and accomodation. The yardstick for medical care must be the type and

severity of an illness, not the social or economic position of the patient. The right to submit bills must be abolished in all hospitals.

■ (52) All workers and their families must have a claim to the protection of the statutory insurance companies. Free choice of doctor must be guaranteed.

■ (53) The possibility of integration into working life or of re-integration must be available to all disabled persons. Fast, unbeaurocratic medical, industrial, social and educational aid must be guaranteed. Re-training in the former job or training for another has to be given priority. The Bodies responsible for statutory health insurance must, with State support, provide an adequate number of rehabilitation centres.

■ (54) All organisations responsible for rehabilitation facilities must be committed to co-operation. And suitable work aids offered to the disabled. The disabled must be under constant medical care with the co-operation of the works doctor. The same measures are to apply to the partially disabled.

■ (55) The demands for the best possible medical care and restoration of health will be realized on the basis of the principle of solidarity contained in social insurance.

Safety at Work

(56) Workers are insured, as stipulated by law, at work and on the way to and

from work. This legislation does not extend to cover domestic surroundings.

(57) Until the present time, industrial safety has not been unified, and it is hardly lucid, nor has it taken the increased danger of accidents in the highly technical industrial world sufficiently into consideration. The legal obligation on the part of the employer which calls for safety in industry and protection of workers' health leaves much to be desired. Supervision of industrial safety by official bodies and statutory accident insurance companies is not extensive enough. This applies in particular to public services since these are exempt from inspection by factory inspectors.

(58) Many places of work are not tuned to the capabilities of the worker. The facilities available for research and training in industrial safety and industrial medicine are meagre. Those few scientific results obtained are hardly put into practice and given almost no consideration in legislation. Youthfull employees are specially exposed to health risks. Regulations regarding industrial protection of female workers are incomplete.

(59) Works doctors are only available, if at all, in large concerns. There is no legal basis for the duties of such doctors. This is one reason why this service, which was intended to prevent health risks in industry can only fulfill its duties in part.

(60) Industrial protection for all must be unified and extended.

We demand:

■ (61) The circle of those covered by statutory insurance must be extended to include domestic surroundings.

■ (62) Industrial protection be unified and clarified and in keeping with the mechanized working world.

■ (63) The employers as those responsible for industrial safety will be legally obliged to ensure that this is ensured in factory and office from technological, organisational and personnel aspects.

■ (64) Measures for safety at work are to be supervised and supported by State officials and the statutory accident insurances.

■ (65) The work of the factory inspectors and accident insurance companies is to be encouraged. Their powers are to be extended and to cover all aspects of public service.

■ (66) Organisation of work places is to be adjusted to the natural capabilities of the worker with the co-operation of specialists in industrial medicine and supervised by these.

■ (67) Research and instruction in the field of industrial safety and medicine are to be more strongly encouraged. Results of research are to be put into practice and considered in legislation. Industrial medicine must not be utilized to increase the physical capability of the worker.

■ (68) Young workers are to be protected from health risks by special measures.

■ (69) Special rules are required for the protection of female workers.

■ (70) Companies and administrative bodies will be obliged by law to introduce company medical services and to organise this in such a way that regular medical care is ensured for every employee. Company doctors must be independent, not bound to instructions and only guided by his medical conscience. He may not undertake his duties as a service to the company.

More Social Security in Retirement

(71) The risks of early invalidity and ageing demand an all embracing unified system of security. There is no unified system in the Federal Republic of Germany with unified payments. Pension schemes are divided organisationally into State insurance for workers, Federal insurance for white collar workers, the Federal Railway pension scheme and the Miners Provident Fund. At the same time there are the company pension schemes in commerce and the additional pension facilities in public service. The result is impenetrable, widely varying pension payments. Payment to public servants is regulated outside the community of the other workers.

(72) Separation of pension insurance into that for white collar workers and workers insurances is no longer justified. Mainly intellectual or manual work is no longer criterion for distinction of employees as staff employee and worker.

(73) Claims on payments from company pension schemes and additional pension facilities in public service prevent professional mobility. In a change of employment pension rights gained in the respective companies are lost at least in part. There are no supra company pension schemes which is to the disadvantage of the employee. Only a change of employer within the public services is not accompanied by loss of additional pension payments.

(74) But also the mobility of public servants is reduced by his claim to benefits. Upon changing to a private employer the insurance coverage which has to be taken up in the State insurance scheme is not covered by the claim he has benefits in public service. Increasingly demanding work and the increasing intensity of this has led to alarming increases in early retirement.

(75) The financial provision for the employee, who retires prematurely or upon reaching the upper age limit, is still inadequate. Introduction of the flexible retirement age is a step in the right direction.

(76) Although work in the family is a service to society the periods devoted to this are not taken into consideration in the calculation of pension benefits.

(77) The system of social pension payments is in need of reform.

We demand:

■ (78) The differentiation of the employee in white collar and workers

pension schemes is to be abolished. The worker and white collar workers pension insurance be combined in one organisation and divided regionally.

■ (79) Pension benefits for the beneficiary and his dependents are to be improved. The amount of pension must be in keeping with the net income of a comparable worker.

■ (80) The increase in early invalidity is to be combatted by the expansion of measures for the preservation and restoration of health.

■ (81) Periods of work in the family are a basis for a claim for benefits from the legislative pension scheme.

■ (82) The commencement of the flexible retirement age is to be brought forward.

■ (83) As long as the legislative pension benefits do not reach the net income of a comparable worker then claims from company benefits must not expire. In the event of insolvency on the part of the employer claims must be assured. Benefits are to be on a sliding scale in keeping with the increasing cost of living.

Equal Opportunity

(84) There is no systematic planning or standardization of the educational system among the States within the Federal Republic. This applies to staffing and equipping of educational facilities and also to educational aims and content. As a result educational opportunities vary from State to State.

(85) Social origin, background and speech barriers oppose the equality of opportunity demanded by us. Boys and girls are brought up in accordance with outdated standards of their role in society. Barriers of background and speech are not removed since there is a lack of kindergarten facilities, and those which are available are hardly more than depositories for children, pre-schooling is hardly available. The present school system does not contribute much to improvement of the situation. Even today the future path of the schoolchild is already set by his 10th birthday. Streaming takes place for secondary, comprehensive or grammar schooling. Later transfer to more advanced schools is almost impossible. And with that the earlier selection is cemented. The school psychiatric service which could be of valuable assistance in the development of ability is still not available in the measure needed.

(86) The school examinations are decisive to access to professional life. In other words the selection which took place during school life is continued into working life. Since vocational training is not integrated into our educational system and content and organisation of vocational training is oriented entirely towards the interests of the single training establishments, no equality of opportunity arises from this. Further education is not conducted in a systematic manner and in many cases serves only job oriented aims.

(87) The educational system as a whole is characterized by selection

rather than encouragement. It does nothing to further critical ability or community behaviour.

(88) Reform of the educational system is overdue.

We demand:

■ (89) The ability and the aptitude of the individual must be encouraged without consideration of later occupation. It is necessary hereby that the disadvantage suffered by the worker and his children is removed by special measures. An adequate school psychiatric service is also a part of this. Our educational system is to be democratized. The division between general education and vocational training is to be abolished. Access to all areas of training must be made possible to all and assured. In this professional experience is also to be taken into consideration. Disabled children are to be offered widely varied training. Hereby the special schools should be in as far as possible absorbed into the general school system. It is necessary that day schools be established as a general course and that teaching takes place in accordance with the latest knowledge and methods. Learning material is to be made available to all free of charge. Travelling costs to and from school to be assumed in full by public funds. Apprentice training is to be adjusted without delay to our educational concept. Educational policy is to be in future given preferential support through more financial means. School organisation and educational content

are to be unified on a common basis in the Federal Republic.

■ (90) The educational system is divided into elementary, primary, secondary stage I, secondary stage II, the field of comprehensive university and the field of constant further education.

The Elementary Stage

(91) Well equipped kindergarten places are to be made available to all children from 3 years of age, free of charge. The children are to be cared for in small groups by personnel trained in social pedagogical methods. In kindergarten, which should more and more assume the character of pre-schooling, critical ability, independence and group feeling are to be encouraged: in particular barriers of background and speech are to be broken down. Educational knowledge is to be taken as a basis hereby. From the end of their 5th year the children are to be transferred to pre-schools. In this way differing educational prerequisites are equalized without the educational content of the first school year suffering.

The Primary Stage

(92) The primary stage corresponds with the present first school years and covers the 1 to 4th years. Here the child learns how to learn. The individual child is to be encouraged and not selected. Above all creative ability is to be developed alongside memory. The acquisition of ability and know-

ledge must be accompanied by the practice of social behaviour.

The Secondary Stage I

(93) The 5th to 10th school years are combined in the secondary stage I. This replaces the corresponding years in secondary, comprehensive and grammar school; teaching will be undertaken in these schools in accordance with the main course system which is divided as to obligatory, selected obligatory and chosen subjects, (integrated comprehensive school). Support classes ensure final examinations in the Secondary stage I for all. The Secondary Stage I should contain polytechnic features (slanted towards future working life).

Secondary Stage II

(94) The Secondary Stage II covers the 11th to 13th school years and leads to university preparation. It removes the barrier between general education and vocational training. It should impart ability to study and the first professional qualifications. Present schools, which lead to a corresponding professional qualification will be absorbed into the Secondary Stage II.

Comprehensive University

(95) All types of universities are to be combined into comprehensive universities. They make possible study based on practice as well as research. The freedom of research and learning must remain guaranteed. Above all

research must be freed from influence exerted by private economic interests and the dependency of complete institutions on the financial support of industry. Outside funds must be publicized and financial contributions also to individual members of the institute through groups in the university sphere must be subject to control. Research must only serve peaceful purposes.

Continuous Further Education

■ (96) Public educational facilities are available for further education: these are financed by public funds.

■ (97) All workers would be granted paid educational leave.

(98) Constant further education of the worker would be furthered in accordance with a set of aims. It ties in with the social, professional and personal needs of the worker. It holds in readiness in co-operation with the schools a wide range of subjects on offer.

Advanced vocational training and re-training are an important part of further education. Professional and social education within the framework of further education are one entity. However the adjustment of professional knowledge on the part of the worker to new factors must be recognized by the respective companies.

(99) As long as this educational programme is not put into practice it will be necessary initially that on the job training is undertaken by government assignment and under govern-

ment control. A basic year is to be introduced immediately.

Improvement of the Quality of Life

(100) Our society, in particular industry behaves in a manner not conducive to protection of the environment. Sewage, fumes, noise, the uncontrolled production of pharmaceutical products, pollution of foodstuffs and animal products through chemical fertilizers and breeding agents, the disposal of car wrecks and unusable household equipment etc., are all unsolved problems. Private economic interests prevent, with success, that those responsible for environmental pollution are also made responsible for removal and costs. The companies exercise their power in imposing the costs of protection of the environment on all citizens.

(101) Damaging production processes, products and materials are not known to the public since a list of present and possible pollution understandable by the layman is lacking. Also lacking are yardsticks for measuring the values which represent an acute danger to the environment. It cannot be left to the companies alone to decide whether steps for the protection of the environment are indicated or not.

(102) Increasing land prices and lack of legal basis for town development and regional planning in the interests of the citizen have, in the past 20 years, led to a situation where town centres are extensively depopulated and the countryside settled. Housing

construction does not meet the needs of the family with children from points of view of lay out or rent. The majority of workers finance alien ownership of accommodation. The legal position of the tenant is weak compared to that of the owner. And there is not only a lack of suitable housing but also day nurseries, play grounds and facilities for recreation. Apart from these there is a lack of Hospitals, residential and recreation centres for pensioners, rehabilitation and resocialization facilities. In spite of the constitutional social obligation of ownership of land, areas, which should serve recreational purposes, are not open to everyone.

(103) Completely unsolved is the problem of personal transport. Individual-transport is still given favoured treatment at the expense of public transport.

(104) Within the field of quality of life there should be included the social task of offering the citizen a wide variety of information and the opportunity of formation of opinion through press, radio and television. This social task is to a strong degree limited by the increasing concentration of the press.

(105) The consequences of these abuses and omissions are borne primarily by the workers and their families.

We demand:

■ (106) Protection of the environment should be regulated federally

and at international level by contracts. The first principle must be prevention of pollution.

(107) Whoever causes pollution is also answerable for this. He must ensure its removal or bear the costs.

(108) The population will be informed on a regular basis by means of a balance regarding the degree of danger to the environment through damaging production process and products and their originators. Phased limitation of the utilization of damaging chemical products is to be effected by legal measures; processes which create products favouring the environment and contribute to the replacement of damaging products are to be tax supported.

(109) The increasing depopulation of town centres and settlement of the country must be countered by town development and regional planning in which all those concerned are given the opportunity of participating.

(110) Tenants rights must be improved. Appropriate legal bases will be created for permanent tenants. Home ownership is to be encouraged by steps such as rental-purchase schemes.

(111) Recreation areas are to be open to all citizens and to be protected from pollution, and noise. New recreational areas are to be created.

(112) Public local transport is to be extended and improved: it is to be given preferential treatment in agglomeration areas and concentrated

areas without consideration of rent-ability. Free travel is to be aimed at.

(113) There must be more and improved day nurseries, playgrounds, sport facilities, hospitals, homes, residential and community centres, rehabilitation and resocialization and more public facilities for recreation. A community room should be available in each block of residential accommodation constructed for letting. Social

housing should have this from public funds. Accommodation in pensioners homes must be guaranteed for all.

(114) Freedom of the press must be guaranteed by means of limitation and control of concentration in publishing. The wide variety of opinion in the press, radio and television must be assured. Establishment of privately owned commercial radio and television stations must be prevented.

Public Service must be Service to the Citizen

(115) The function of public service is dependent upon the respective powers and government in the State and social developments in connection with discussions surrounding political ideals. In the age of absolutism the task of public service was the securing of the personal power of the ruler; liberalism steered police rights and special controlling functions in the direction of public service. At the present time public service doesn't only preserve state regulatory functions: it is to a much greater extent active in the field of existential provisions. And with that there appears alongside the hierarchy administration in increasing measure the service administration.

(116) The limitation of the tasks assigned to public service is arbitrary. Many of the jobs which are performed by the public service because of their importance to the citizen are also carried out in private enterprise (private kindergartens, hospitals, schools, power supply transportation etc.).

(117) Public service provides to a greater extent advances for private enterprise. In as far as this is concerned its services are not available to

all in the same degree. And because of its special jobs embodies the State as an institution outside of society. The sense and purpose of its actions are for the most part impenetrable for the normal citizen.

It suffers under out dated forms of organisation. It is materially and personnel wise ill equipped. On the whole the public service appears as a brake rather than a motive power in the social development process.

(118) The constitutional claim of the Federal Republic of Germany to being a democratic, social State means constant work for the public service, it must be reformed in keeping with its tasks.

We demand:

(119) The public service guarantees to all citizens comprehensive existential provisions and equality of access to public services. The services are to be oriented to the social needs of the citizens solely.

(120) The organisational and executive functions of the public service be adjusted to meet its altered tasks.

(121) The public service develops methods which are clear to all, it informs regarding its work, advises the citizen, includes the citizen in pre-

parations for decisions and explains these decisions: the responsibility of the political organ remains untouched.

Reform of the German Federal Post Office

(122) The German Post Office is a direct Federal administration and meets the task of the Federal Republic of Germany in the field of post and telecommunications. It is administered according to the principles of the current government policy and has to take the interests of the economy into consideration. It is obliged to cover costs from income and in addition to payment of a part of income to the Federation. These principles or conditions are in part in opposition to each other.

(123) The laws governing postal administration do not expressly stipulate that the Federal Post Office carries out its duties in accordance with the principles of social economy. It is therefore not committed to orientation of the type and scope of its activities to the needs of the citizen. On the contrary the postal administration laws clears the way for the exercise of influence on the policies of the Post Office by the representatives of business associations through their membership in the Post Office Administrative Council.

(124) The Federal Post Office has only limited independence in the fields of budgeting, financing and staff. Correspondingly low is also the authority

of the Post Administrative Council. The right to conclude wage agreements is limited.

(125) The Federal Minister for Post and Telecommunications not only supervises the post office politically but also in fact. With this the necessary division between political control and management of the establishment is not given.

(126) A new policy is need for the Federal Post Office.

We demand:

(127) The Federal Post Office be conducted, within the framework of its public duties with all due consideration of the social interests of the employees, in accordance with the principles of common good.

(128) The need for services be based on the requirements of the population. Costs are – for the event that the economic possibilities of the Post Office are inadequate – to be met with State aid. This obligation excludes the transfer of duties rightfully belonging to the Post Office to private enterprise.

(129) The Post Office will be directed by a new board and a supervisory council.

(130) Post Office supervision by the Federal Minister will be limited to political necessity.

(131) The supervisory council will be comprised of, to one half, post office employees representatives and their unions (employees representatives) and representatives of the public interest (parliament and parliamentary council).

(132) The supervisory council will be granted the right to direct intervention in all basic questions of employment, in fundamental questions of organisa-

tion, rationalization and automation which effect employees to any substantial extent and in the filling of important supervisory positions.

(133) One member of the board of directors to be formed is to be responsible for personnel and social questions. This member will be appointed and removed from office in accordance with the will of the majority of the employee representatives.

(134) The Federal Post Office is entitled without limitation to the conclusion of wage agreements.

Improved Working Rights in Public Services

Equal legal status

Equal negotiating rights

(135) Workers, salaried employees and civil servants are employed in public services. Strictly according to the letter of the law, civil servants are not employees, but in fact they are just as much employees as are workers and salaried employees. They are economically dependent to the same degree and perform work subject to the dictates of a third. There is in this respect no difference between workers (employees) in public services and the employees in private industry.

(136) The workers and salaried employees are involved in a private contractual relationship whose contents are regulated through protective laws and wage agreements. The right of the unions to regulation of wages and working conditions includes the right to strike on the part of the employee as an important characteristic of our democracy. This strike right is the indispensable prerequisite to the effective protection of employee interests. There is no legislative limitation of this right.

(137) Civil servants are involved in a public legal service and loyalty relationship. The conditions of their working relationship is determined in ac-

cordance with the public authority principle of legal superiority-subordination onesidedly by the employers (legislators, government). The unions possess the right to equal negotiation for workers and staff, not however for civil servants. The right of civil servants to strike is not limited by law, it is nevertheless disputed. The differentiation made in public service among workers, staff and civil servants is no longer justified. There is no possibility of a clear cut delineation of duties for the various groups of employees. Jobs which could only be in the past performed by civil servants are today also carried out by workers and salaried employees. Already today there are more workers and salaried employees in public service than civil servants.

The different means of regulation for the various groups of employees leads to constant social conflict, and with that to non-solidarity of the employees.

(138) Although regulation pertinent to the respective public administrations and bodies is possible for workers and salaried employees and co-determination is given to a large degree within the framework of free wage agreements through union negotiations, such regulation is for the most part out of the question for civil servants.

(139) New service rights must abolish the contradictions listed and the same rights are to be granted to all employees in public service.

We demand:

(140) Unified conditions of service for all employees in public service.

(141) This unified condition of service will be divided in a unified legal section (basic rights) and in a part to be regulated by collective agreements (contractual rights) for all employees in public service.

(142) The respective employers of the public services and the responsible unions will be granted the unlimited right to independent conclusion of collective agreements for the contractual right. Limitation of the strike right, which is in principle granted, by law is to be rejected.

(143) The unions will participate in the regulation of the basic rights to an adequate extent.

(144) A unified collective right for workers and salaried employees is to be provided for as long as the unified work right has not been put into practice. Civil servants rights will be divided into status and right of stoppage with the aim of enforcing effective negotiation rights.

Life Employment

(145) Ways and reasons behind the employment status of civil servants,

workers and salaried employees differ greatly. The status of the civil servant is rooted in an administrative act of the employer with appointment to civil servant subject to revocation, on probation, for a limited period or life; this makes legal equality with the employer out of the question. The life appointment of civil servants was originally introduced by employers in order to ensure themselves of faithful, obedient, loyal and dependent servants at all times. The social aspect of life appointment was in no way decisive in this concession. Notwithstanding this life appointment provides ideal protection.

(146) The work relationship of the worker or salaried employee is limited by time or purpose, or in some cases for an indefinite period agreed contractually.

Under certain circumstances workers and salaried employees can no longer be dismissed. This was effected by the unions in the interests of the worker or salaried employee to protect him from dismissal and unemployment.

(147) Whilst civil servants are appointed on a life basis after their 27th birthday, workers and salaried employees are only qualified for life employment after their 40th birthday and after 15 years employment in public service. There is absolutely no valid reason for this differentiation. Even worse is the position of the postal agents, they cannot be appointed for life nor are they protected from dismissal.

(148) The civil servant status can be terminated by dismissal through an act of law, by revocation, upon application, retirement or disciplinary measures. The life civil servant can be dismissed when constantly unfit for service and he does not have a 10 year service qualification for retirement pay. The postal agent appointed as civil servant subject to revocation can, under certain circumstances be dismissed at any time with observation of a due period of notice.

(149) The civil servant can enter a complaint with the administrative court in the event of dismissal or premature retirement.

(150) The work relationship of the worker or salaried employee ends by means of ordinary and extraordinary dismissal, for reasons of incapacity, achievement of the upper age limit and through dissolution of contract. The worker or salaried employee protected by life appointment can only be dismissed for exceptional reasons.

(151) Appointment for life and the right to strike are not contradictory to each other, since also life workers and salaried employees have the unlimited right to strike. A strike has as a rule the aim of improving the work relationship not however of jeopardizing its existence.

(152) Within a uniform set of work rights types and reasons for the legal relationship must be equal for all employees.

We demand:

(153) The legal status of all those employed in public service will be without exception based on life appointment.

(154) This legal status can only be terminated at the request of the employee. This does not apply when it is terminated through a legal decision contained in a winding up petition which is to be aimed at by the public employer. The court must determine the facts. The reasons which entitle the public employer to a petition for dissolution will be contained in the contractual rights.

(155) The legal status of an employee still not appointed on a life basis will be agreed on an indefinite period: the probationary period amounts to no longer than 3 months. After a 5 year period of employment this changes into a legal relationship on a life basis.

(156) A legal relationship for a limited period will be the basis for employment by reason of a temporary need.

(157) All legal relationships will be based on written contracts.

(158) The basis and the type of legal relationship and also the possibilities of termination will be regulated in the fundamental rights.

(159) For those who have not been employed on a life basis the protection from dissolution of the legal relationship will be regulated in contractual conditions.

(160) As long as appointment on a life basis is not equal for all employees the point at which workers and staff employees gain the privilege of non-dismissal will be brought forward. Postal agents are to be appointed as salaried employees.

Equal Recourse to Law

(161) Complaints arising from civil service status are handled by the Administrative Court, complaints from non-civil servants by the Labour Court. The present different legal positions of the employees delivers no adequate reason for direction of complaints arising from the work relationship in two legal directions. And this so much the more since already at present the Labour Court decides in accordance with civil service standards, since in the wage agreements for workers and staff in public service reference is made to civil service conditions. At the same time it must be said that in the case of the individual employee positive decisions on the part of the Federal Labour Court are often opposed by negative decisions of the Administrative Court in the same matter.

Whilst the Labour Court was organised to deal with labour relations the Administrative Court was originally formed for the handling of disputes between members of the population against State organisations and not for complaints on the part of civil servants. The chambers and senates of the Administrative Court are for the most part tended by professional

judges. In the field of the Labour Court decisions are made mainly by honorary judges who are appointed to one half by the unions. Apart from this procedures before the Labour Court must be speeded up.

(162) The same legal means must be available to all employees for complaints arising from the labour relationship.

We demand:

(163) The Labour Court is to be responsible for all claims arising out of the legal status. This is to be laid down in the basic rights.

No unreasonable Responsibilities

(164) The civil servant has substantially more responsibility than the workers and salaried employees in public service. The civil servants are obliged among others, to conduct themselves also outside work hours in political activities with moderation and restraint and in accordance with their office, to respectable behaviour, and to undertake also extra duties in accordance with instructions, to perform extra work, in part without reward, to subject themselves to a compulsory place of residence and to accept transfer or delegation. If the civil servant violates the responsibilities imposed due to his own fault he commits a breach of duty which as a rule is punished by disciplinary measures. Disciplinary measures against civil servants undertaken by reason of a breach of duty represent another dis-

ciplinary instrument since they are in addition to the possible punitive measures which can be imposed on all members of the population, and can lead to considerable financial loss. In addition in accordance with current legislation the civil servant is liable to more severe measures under criminal law.

(165) Many of the special responsibilities of the civil servant are unreasonable with regard to content and scope. They represent an ideal which bears the imprint of employers interests, and which cannot be brought into keeping with reality.

(166) In a uniform service status the basic responsibilities of the employees in public service are to be determined anew.

We demand:

(167) The basic responsibilities are to be limited to the measure necessary for the protection of those interests of the general population in need of special guarantees.

(168) Content and scope of the basic responsibilities will be regulated in the basic rights. Special disciplinary rights are waived.

(169) The employees in public service may not be treated in criminal procedures in any way other than that which applies to all other citizens.

(170) All disciplinary measures, apart from that of suspension, are to be abolished until introduction of uniform service rights.

Limited Liability of the Employees in Public Service

(171) The liability of the employee in public service towards his employer is divided as to liability for damages by reason of breach of duty and liability in the demand for return of wages and salaries paid in excess. In liability for damages in cases of breach of duty the liability is dependent upon the nature of the act. If a so-called act subject to sovereign rights is involved then the civil servant, staff employee or worker is only liable in the event of intention or gross negligence. In acts which are not subject to sovereign rights liability is already given in cases of slight negligence. Adequate reasons for such differences in liability are not given. Liability in the case of demands for the return of excessively paid wages or salaries varies for civil servant, worker and salaried employees. The worker is liable in this case in accordance with the regulations contained in the Civil Code. Accordingly the liability for return of such money is waived when the worker had received the excess payment in good faith and is not thereby enriched. The civil servant is liable in accordance with the much stricter civil service laws in that he should have paid back the excessive amount when he realized that there was a lack of rightful grounds for over payment. The same applies to staff employees.

(172) These differing rules governing liability of the employees in the event of breach of duty and return of excessively paid wages are not justified.

We demand:

(173) In cases of breach of duty the employees is only liable when intention or gross negligence is proven.

(174) Liability in the event of excessively paid wages will be uniformly regulated in accordance with the rules contained in the Civil Code of Procedure.

(175) Liability of the employee towards the employer and vice versa will be regulated in contracts.

Equal Job Opportunities

(176) Job progress in the public services is oriented to the various school finals. In this way the selective method initiated in the schools is continued into working life.

(177) Apart from proof of school finals the public service makes other special demands (character, police reference, health certificate, upper and lower age limits) of the applicant. A special condition is that all applicants for civil service status must be of German nationality. Experience gained outside of schooling is not taken into consideration.

(178) Conditions of employment for the same job are varied according to legal status. They are regulated for civil servants by law, for workers and staff in joint agreements.

(179) Appointment is preceded by an aptitudes test. The standards in the aptitude tests are determined by the

labour market situation for the respective fields and careers. They vary and are uncontrollable. The entry conditions required in addition to the school finals intrude in part in an unjustifiable way in the private sphere of the individual.

(180) Generally recognised job training in accordance with the professional training acts is only given in public service in a few fields. With the Post Office this is the technical field. The Post Office bears the costs of this training and is at the same time the examining authority.

In all other fields there is only an introductory service within the framework of a preparatory period for civil servants and instruction or training period for workers and staff. The content of these is strongly oriented to the work to be carried out later.

(181) Whilst the job qualifications gained by the tradesmen with the Post Office are generally recognized enabling a change of job in the respective fields also outside the Post Office and entitles the person concerned to attendance at advanced training courses this does not apply to the civil service exams, these only have internal value.

(182) There are no uniform rules for the equipping of training centres or the qualifications of the instructors. For this reason training requirements and training results vary widely.

(183) The examinations to be taken at the end of training or introduction into the job, bring great influence to

bear on the professional path of the individual. Only the performance on the day of the test is decisive to the result of the examination. It does not take into consideration the all round ability of the examinee. Composition of the examining board is varied. In civil service exams the chairman of the examining board has an unjustifiably special position. Exam papers are treated as secret documents. Discussion of results does not take place.

(184) The professional career of the employee is to a substantial extent influenced by the amount of income and position within the company. Hereby it must be taken into consideration that the performance of certain jobs makes the undertaking of duties of varying evaluations necessary (varying degrees of requirements).

(185) Although civil servants, workers and salaried employees are in dependent jobs with the Post Office, and often perform the same work, they are subject to different conditions for job progress. With workers and salaried employees the work performed is decisive for grouping and with that payment. The professional advancement of the civil servant takes place by promotion. There are more pay groups than are necessary according to the valence of the individual jobs. Possibility of promotion is dependent upon statutory codes. These are laid down by the legislators exclusively according to fiscal reasons without consideration of the valence of the work position.

(186) Workers and salaried employees of the Post Office are subject to discrimination in access to jobs which are listed as civil service activities.

(187) An important instrument of control for the filling of positions is the judgement system, which is lacking in objective provable yardsticks.

We demand:

(188) Vocational training is a matter for the public educational system.

(189) Access to the profession is to be adjusted to the respective altered educational standards. This is to take place independently of the differing valence of the job.

(190) School finals may only in future be one of the features for access to the profession. Knowledge and experience gained outside schooling must be given equal importance in consideration.

(191) The basic rules for the selection of applicants will be laid down in contractual rights; employee representatives must also determine their application.

(192) Conditions for entry may not intrude, in an unreasonable way, into the private life of the employee.

(193) All positions are, without exception, to be made available to all employees.

(194) The aptitude of the employee is to be determined after a reasonable period in agreement with the staff council.

(195) Provable and functional standards of estimation are to be instituted in place of the present system of assessment. Details of the new standards are to be laid down in contractual rights. Training to take place in supra-company training establishments. Final exams abolished and replaced by controls during the single phases of training.

(196) Generally recognized standards corresponding with the vocational training acts will also be introduced at the Federal Post Office. Single vocational standards will be combined in one vocational field with a comprehensive basic training. Examining procedures will be democratized. Results of such tests must not depend solely on test performance but also take into consideration the practical and theoretical ability during the training period to an adequate extent.

The contents of such tests are to be directed towards the perception of correlation. Examining boards will be on the basis of representation in equal numbers.

(197) Special conditions are to be stipulated as far as the instructors are concerned from a pedagogic point of view. Their training is to be subject to State recognition and control.

Equal Wages for Equal Work

(198) Civil servants, workers and salaried employees very often perform

equal, similar or similarly evaluated work. They are however paid on completely different scales. Payment of civil servants is not in accordance with the work performed but according to the office which he clothes. The offices are assigned to the different pay groups according to a statutory code and not on the basis of an evaluation of official function.

(199) Payment of the workers and salaried employees takes place without exception in accordance with the job performed.

Job specifications and grouping conditions are agreed in joint agreements; statutory limitation, e.g., by means of position codes is not in existence. Workers and salaried employees as opposed to civil servants have a legal right to claim grouping and re-grouping; however it should be pointed out that re-grouping to a lower level is also possible.

(200) Payment of civil servants and salaried employees is measured within the respective groups of pay or remuneration in accordance with a combined service-age principle: the purely service life principle applies to workers. Marital status, number of children etc., are also further criteria for the amount of wages. The work to be performed for the wage paid is in the main stipulated by the employer. Union demands for equal pay for equal work have not been realized in public service. Inflexible statutory codes oppose payment of civil servants in relationship to the work. A uniform system of evaluation of the work of

civil servants, worker and salaried employee is non-existent; and as long as there are three groups of employees in public service it will not come into existence. The system of payment in public service based on service or age with low starting wages and salaries and innumerable length of service phases is unsatisfactory. The service life principle detracts from professional mobility.

Long periods of training and re-training outside of public service are not given enough consideration: in as far as this is concerned the service life principle works against the demand for more training.

(201) Until the present time, only because the legislators do not do their duty towards the family, it has been impossible to relinquish the agreements regarding supplements based on marital status in public service.

(202) It is a serious lack that the public employer to a great extent, stipulates alone the amount of work to be performed by employees. The standards are laid down in instructions which can be, at any time, one sidedly altered by the employer. As a result of this negotiations could only be conducted with unsatisfactory results for improvements in favour of the employee when increases in work standards took place.

(203) The basic principle "equal wages for equal work" can only be put into practice by means of an equalized system of payment for all employees laid down in contract rights.

We demand:

(204) Decisive standards for grouping will be laid down in contract rights.

(205) Pay corresponds with the standards of work. The employee has a legal claim to higher grouping when he performs higher valence work: re-grouping downwards is abolished.

(206) The amount of pay in the respective salary groups is determined according to age. The difference between starting and final wage and the number of increases in each group is to be kept low.

(207) The amount of work to be laid down in contract rights must not tax the employee excessively and must take social exigencies into consideration.

(208) That part of employee wages paid in dependence on marital status is to be continued to be paid by the public employer until the legislators have created a general and equalizing regulation.

(209) Uniform holiday pay will be awarded annually with uniform supplements according to marital and family status.

(210) We demand for as long as the uniform service rights are not realized: the codes of the pay acts be abolished. Basis for the assignment of established posts is solely the valence of the work performed. The civil servant who temporarily performs a work of a higher group will be paid a supplement, which is to be calculated into his retirement pay also, in the amount

of the difference. The evaluation of work performed will be agreed upon and laid down with the unions. The civil servant's pay will be divided into basic pay and social pay. A uniform system of payment will be created for workers and salaried employees which includes a uniform description of work standards and also uniform requirements for grouping and re-grouping to higher grades.

Equal Reimbursement and Supplements

(211) Expense allowances, and allowances and bonuses for difficult work are paid in addition to wages and salaries, as are also further wage agreement supplements.

(212) Conditions of claims and amount of the allowances for difficult work are different for each group of employees. The greatest disadvantage is suffered by the civil servant for whom due to lack of negotiating rights on the part of the unions no corresponding reimbursement or supplement could be agreed.

(213) Travel and removal costs also vary. Whilst civil servants and salaried employees are assigned costs according to the pay or salary group in various stages or classes, the workers receive travelling or removal costs according to the lowest stage or class. Since the expenses on business or service trips are independent of the amount of income and in moving are the same with the same family status,

division according to classes and stages is socially unjustifiable.

(214) The supplements, allowances and reimbursement of travel and removal costs are not adjusted in keeping with the general income or price development.

(215) The demand for equal reimbursement supplements and travel or removal costs under equal circumstances can only be done justice in a system to be agreed in contractual rights.

We demand:

(216) Re-imbursement for special expenses, the allowances for work difficulties not otherwise rewarded as well as travel and removal costs be uniformly regulated in contract rights. The stages in travel costs and the classes in removal costs are to be abolished.

(217) Reimbursements and allowances will be raised in keeping with pay. Travel and removal costs are to be adjusted to meet the general price development.

More free Time through Shorter Hours

(218) Many employees in public service work repeatedly on Saturdays, Sundays and holidays, and also in early, late and night hours in often unconnected service shifts. The workers and salaried employees employed with the Post Office with reduced

weekly hours work mainly early and late shifts.

(219) Civil servants who have children or persons in need of care in their households can work half days upon request. There is no comparable condition for fully employed workers or salaried employees.

(220) Shifts at irregular and unfavourable times, in particular night shifts, are an additional work burden and lead in many cases to an involuntary, premature retirement from working life. Divided shifts detract from free time and constitute exclusion from family, cultural and political life. The same applies to overlapping times which apart from this are only partially calculated onto the weekly hours.

(221) It is a serious lack, that civil servants, workers and salaried employees can also be requested to perform overtime even when no urgent unforeseeable reason is given. No time supplement is granted in the off-setting of overtime with freetime. Financial compensation for overtime does not compensate in full for the loss of free time and does not serve the preservation of health.

(222) Although the number of part-time workers and salaried employees is constantly increasing there are no special work hours regulations for these. This would seem to be particularly necessary since part time workers and staff are almost exclusively employed during peak periods with increased work load. Regulation of working hours for expectant and nurs-

ing mothers and juveniles is still inadequate.

(223) Favourable regulation of working hours acts as a preventative measure in premature ageing of workers.

We demand:

(224) Weekly working hours be reduced to 35 with full pay.

(225) Night, week-end and holiday work should be abolished as far as possible.

(226) The daily shift may not be divided into two part without exception. If division of the shift is unavoidable then a time supplement is to be granted. All rest periods to be granted and all necessary interruptions of work are to be calculated as working hours.

(227) Stand-by periods are to be calculated fully onto the weekly hours.

(228) Calculation of overlapping periods on the weekly hours must be substantially improved.

(229) Unavoidable work at week-ends, holidays and nights as well as changing shifts must be calculated with a time supplement.

(230) The employee is only obliged to perform overtime when urgent unforeseeable reasons makes this necessary.

(231) Overtime is preferably to be compensated by free time plus a time supplement, at a time also determined by the employee.

(232) All employees with children or persons in need of care at home are

to be granted reduction of weekly hours upon request.

(233) Special regulations must be created for the protection of part time workers.

(234) The current working hours are to be improved for all groups of persons in special need of protection (expectant mothers, juveniles, severely disabled). Leave periods during maternity are to be increased. In addition release from work at a reasonable financial rate is to be granted for care of the child.

(235) In uniform labour rights regulation of working hours will be agreed in contractual rights.

More Recuperation through Longer Holidays

(236) The duration of holidays is for the civil servant dependent upon age and amount of wage. On the other hand holidays for workers is determined solely on age. The minimum holiday period in public service amounts 18 or 22 working days. In positions which constitute an increased danger or injury to health this is increased to 20 or 24 working days. The severely disabled are granted an additional 6 days. Juveniles receive until completion of their 18th year 24 work days. Release of the employee from work for public, union, religious or personal reason is possible.

(237) The present holiday periods are insufficient. They do not give the em-

ployee constantly subjected to pressure the required recuperative period. According to medical research at least two holiday periods of each three weeks are necessary.

We demand:

(238) Minimum holiday for all must amount to six weeks. Of these at least three must be granted in one period. In addition the duration of holiday periods is to be based on age.

(239) Special conditions, such as severe disability or work which is injurious to health must be set off by additional holidays.

(240) The conditions governing release from work for public, union, religious or personal reasons must be improved. Wages will be continued for the period of such release.

(241) Conditions preceding claims and duration of holidays as well as release from work will be regulated in contractual rights.

Social Security during Illness

(242) Obligatory insurance in the statutory health insurance schemes is compulsory for workers, with limitations for salaried employees and not at all for civil servants. Whilst the statutory health insurances take over all costs for their members, the majority of civil servants and salaried employees without obligatory health insurance do not have this protection since according to the regulations governing pecuniary aid only a maxi-

imum of 70 % of the amount subject to pecuniary aid will be reimbursed. In spite of the conclusion of additional insurances at reasonable cost civil servants and salaried employees must in many cases pay a considerable share from their own pockets.

(243) The employer pays one half of the contribution to health insurances for workers and staff members: civil servants on the other hand must pay private insurances themselves. Workers and salaried employees are after arrival of pensionable circumstances in sickness fully covered without having themselves to pay a contribution to health insurance.

(244) Retired civil servants and their dependents are committed to dependency on the payments of the health insurance and the partial reimbursement of costs by means of the pecuniary assistance, for which they alone must pay the contributions.

(245) The claim for aid varies among civil servants, workers and salaried employees.

(246) Continued payment of wages during cases of illness is regulated differently for all three groups of employees in public service. The civil servant receives in cases of temporary unfitness for work his salary for an unlimited period, the worker or salaried employee only receives payment for a limited period. In cases of continued ill health and inability to work the civil servant is in a much worse position than the worker or staff employee. He only gains a right to claim after a ten year waiting period, the worker or sal-

aried employee gains this after 5 years. This leads to considerable social hardship on the part of the civil servant when before expiry of the waiting period he becomes permanently unfit for work.

(247) The various systems of coverage lead to differences, which have no factual explanation, in the reimbursement of costs in illness and also in the material securing of existence in the event of inability to work as a result of illness.

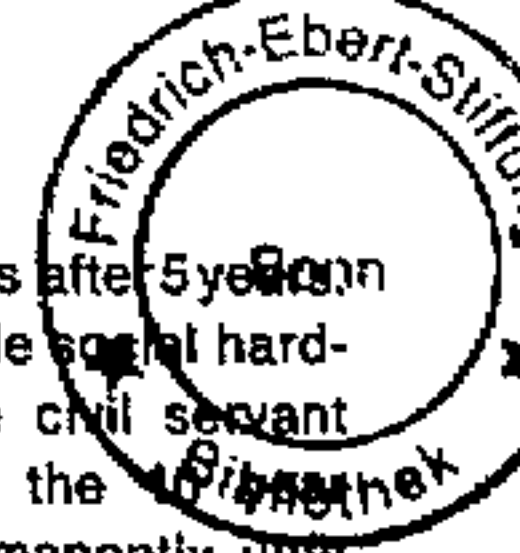
(248) The varying degrees of social security of the employees in public service must be abolished.

We demand:

(249) Upon the introduction of uniform service rights all employees in public service and their dependents have a right with free choice of doctor, to coverage by the statutory health insurances schemes. Payments by the statutory insurances must secure the standard of living of the person concerned and his family. This is to be laid down in the basic rights.

(250) Within the Federal Post Office the Federal Post Health Insurance Scheme is the insurer in the statutory health insurance.

(251) For as long as all employees of the Post Office are not insured in the Post Office Health Insurance Scheme the payments of the Post Office Civil Servants Health Insurance and The Post Office Health Insurance scheme will be equalized. Hereby the aim of full coverage with the same contributions — or under certain circumstances



without contributions — be realized in both schemes if necessary through alteration of the Federal Scale of Doctors Fees.

The means set aside for pecuniary aid will be brought as lump sums into both schemes.

Social Security in the Event of Works Accidents

(252) If a civil servant is injured due to a works accident he or his dependents are guaranteed accident insurance in accordance with The Federal Civil Service Laws. If the worker or salaried employee is injured due to a works accident he or his dependents receive compensation in accordance with the Accident Insurance Acts. The basis of claims is the same with both Acts or laws, the payments however not.

(253) The public employer is answerable for the accident insurance of the worker and salaried employee on his own responsibility. Within the Federal Post Office the Federal Post Executive Authority undertakes this job. The self administrative organ is occupied by representation in equal numbers.

(254) The Federal Post Office carries out no measures for reintegration or rehabilitation in working life for disabled persons or convalescents.

(255) Since the basis for claims according to both acts or laws are substantially the same there is no necessity in future to regulate payments after a works accident in accordance with two sets of laws, and this especially since the payments in accordance with

the Federal Civil Service laws are considerably worse than those awarded under the Accident Insurance Acts.

We demand:

(256) All employees in public service will be included in the statutory accident insurance. Responsibility of the statutory insurance for all employees in public service will be laid down in the basic rights.

(257) The Federal Post Executive Authority be maintained as accident insurer within the Federal Post Office.

(258) The Federal Post Office will further and participate in rehabilitation facilities which contribute to the retraining of disabled persons or convalescents in public service and to their reintegration into working life.

(259) Until introduction of a uniform labour right the payments made in the event of loss of earnings by both acts or laws will be adjusted in keeping with each other.

Social Security in Age

(260) Differing systems are in existence for workers, salaried employees and civil servants. Workers and salaried employees in public service and postal agents receive, after completion of the qualifying period and arrival of the circumstances warranting pensions, pensions from the statutory insurance schemes and the additional benefits. Their contributions to the statutory pension scheme is paid to one half by the employer, and contributors to the additional benefits

scheme in full from the same source. No contribution to benefits is made by the civil servant. These are paid from budget funds.

(261) The two systems differ considerably as far as qualification for benefits is concerned. Whilst the civil servant only has a claim to benefits after a ten year qualifying period, the worker, salaried employee or postal agent qualifies after only 5 years. This is to a certain degree compensated by the fact that a civil servant can retire upon request after completion of the 62nd year whilst workers and salaried employees have to have reached at least 63 years of age. Female workers and salaried employees can under certain conditions receive pension payments at 60 years, female civil servants on the other hand not. The average of retirement however lies far under the statutory limits.

(262) In both systems, depending on the length of service, up to 75% of the last monthly gross salary is paid as benefits. Whilst workers, salaried employees and postal agents must pay a contribution to pension benefits and for this reason, with few exceptions receive pension payments free of tax, Civil servants are liable to tax payments on their non-contributory pension payments. Apart from this civil servants and their dependents must during retirement as opposed to other pensioners, pay contributions to health insurances. On the other hand workers and salaried employees the other hand workers and staff receive no pecuniary aids after retirement. Apart from these differences

both systems grant comparable payments. The amount of such payment is however in both cases insufficient.

(263) Present supplementary benefits and the civil service benefits restrict professional mobility on the part of employees in public service since upon a change into private enterprise a part of their claim to benefits is lost.

(264) Benefits for all employees in public service must be uniform and improved.

We demand:

(265) All employees in public service be insured in the statutory pension schemes. The contributions to these schemes to be borne by the respective public employers.

(266) The employees in public service, and their dependents be guaranteed all round benefits which are divided as to statutory pension and an additional or supplementary benefit. The all round benefits will be laid down in the contractual rights.

(267) The all round scheme will be adjusted constantly to meet the income development of the employee.

(268) Claims for benefits must be assured upon a change of employer.

(269) The age for retirement upon request be reduced to 55 years.

(270) The highest rate for all round benefits be increased to 80% of the last gross monthly income. Adequate minimum benefits will be guaranteed.

(271) Pensions for surviving marital partners be increased to 80 % of the all round benefits of the insured person. A corresponding arrangement is to be effected for orphans. Orphans benefits are to be continued beyond the 25th year in the event of permanent disability. An adequate minimum benefit is to be guaranteed.

(272) Benefits of the civil servants transferred into uniform service rights is to be regulated in a transfer right under warranty of the claims established. Any disadvantage compared with the employees with a claim to benefits

under the uniform service right is to be excluded. If married couples are employed in public service, and one partner dies then the pension claims of the survivor will not be affected by the dependent pension.

(273) Until introduction of the uniform service rights the present benefits arrangements are to be improved in that the contributions to the statutory insurance schemes are taken over completely by the employer and the pension receipts of civil servants are tax free.

Rationalization not at the Expense of the Employee

(274) Each and every act of rationalization is carried out with the aim of achieving the highest possible rentability of the company. Through rationalization measures the structure of work places is always altered: positions can become dispensable.

(275) Public criticism and the financial need as a result of the political influence exerted on the price policy of the Post Office by pressure groups within private enterprise forces the Post Office to cost reductions in ever increasing measure. Since the investment rate by reason of the constantly increasing demand for services cannot or only to a very minor degree, be reduced, the Post Office strives to achieve reduction in costs by reduction in the personnel budget.

(276) Within the Post Office these multiple rationalization measures have led to regrouping into lower grades, limitation of promotion possibilities, transfers and also dismissals. An uncontrolled increase in job intensity, very often not immediately and not immediately recognisable, and the increasing need for night work lead to damage to health right up to premature work inability.

(277) The German Union of Post Office Workers must recognize possible negative results of rationalization plans in good time, exert influence on the plans and avert these if this is called for. The rationalization agreement concluded by the union is a valuable contribution to this.

We demand:

(278) Rationalization must in the main serve in the improvement of the work and living conditions of all employees.

(279) The professional expectations of the individual employee must not be narrowed by rationalization measures. This also applies to those not immediately effected. The employees must be re-trained or given advance training in good time.

(280) Rationalization measures are only then introduced when the social consequences can be predicted for the employee and satisfactorily solved.

(281) Co-determination by the employees and their unions must be assured in the planning, preparation and execution of rationalization measures.

Self Administration of Company Social Policy

(282) Company social policy of the Federal Post extends to embrace living accommodation, building of owner/occupied homes, construction of hostels and day nurseries, convalescent facilities, child and pensioner care. Within the framework of the company social policy financial assistance is given for study. Associations and insurances are supported financially. Social work, doctors' services and canteen facilities are also a part of the company social policy.

(283) There is with many employees a need for social aid. This is met by many measures on the part of the social set up. On the other hand the employer uses the social policy as a means of binding the employee to the Post Office, thus creating additional dependency. From this there results the double character of company social policy.

(284) The employer decides according to his own discretion with regard to encouragement and aid through company social policy. There is no

comprehensive control from the side of the employee.

(285) Most measures covered by company social policy are in fact the duty of State policies. But as long as the State has not, or only to a very limited degree, accepted these tasks then the services provided by the company social policy of the Post Office is, in spite of its double character, to be extended and a claim to this is to be legally ensured.

We demand:

(286) The Post Office founds and finances an independent social set-up. This will be administered by the employees. The social set up is to be answerable for all measures in company social policy.

(287) Legal securing of the claim to services from the social facilities is to be anchored in laws, contracts or work agreements. The personnel council will be assured co-determination in the application of these agreements.

More Democracy through Co-determination

(288) The union demand for co-determination is meant to lessen the dependency of the employee. In order to achieve this aim the unions are fighting for the right to co-determination also in public services.

(289) The staff representation (staff council, youth representatives and spokesman for the severely disabled) and their rights are a result of this fight by the unions for co-determination.

(290) The act governing staff representation passed in 1974 has it is true extended the rights of staff representations and the unions and strengthened their position, but in spite of this a great many union demands, in particular that of complete co-determination have not been met.

(291) The staff representation act exacts from this representation a series of tasks which contradict each other. It attempts to obligate them to co-operation with the employer in fulfillment of company duties and in the preserving of company peace. But on the other hand the employee representatives are to work with the unions for the well being of the employees. The legal obligation of the employee representatives towards the employers

directs itself against the interests of the employees and their unions.

(292) The legally prescribed inflexible group principle and the preferential treatment, as a sop to the voters, of splinter groups weaken the position of the staff council.

(293) The act governing staff representation does not meet the union demand of co-determination in all employee matters. It forbids the unions a further extension of the staff representation rights through collective agreement.

(294) The staff council has in many affairs no effective right of application. Now as in the past the interests of the employers are estimated more highly than those of the employees.

(295) The arbitration board with its neutral chairman violates the union demand for equality of employee-employer interests.

(296) More co-determination for the staff representatives and a strong union position are necessary in equal measure to more effectively represent and enforce the interests of the employee.

We demand:

(297) The staff representatives only serve the interests of the employees. With that it fulfills a union duty. The connection between staff representation and union must be recognized by the legislators.

(298) Democratization within companies can only be effected by co-determination and the unlimited right to proposals by the staff representatives in all questions affecting employees.

(299) The staff representation rights can be extended by collective agreements.

(300) The arbitration board is to be abolished. In their place will be the unions and the public employer.

(301) The staff representatives will be supported in their work by shop stewards. These have the same protection as members of the staff council.

Conditions and Possibilities for the Implementation of this Programme

(302) The member unions of the German Trade Union Federation DGB are fighting for social reforms and better working conditions. Social reforms bring influence to bear on working life, on the other hand the improvements in working life fought for by the unions are the initial steps to reforms in society.

(303) The unions further stronger employee influence in society and in all decisions in the companies and administrative bodies. The aim is the reduction of employee dependency. Prerequisites for the achievement of these aims are co-determination on the part of the workers and their unions and the independence, self-reliance and unity of the unions.

(304) This social and industrial programme contains the demands of the German Union of Post Office Workers for social reforms and improved working conditions for the employees in public service. The demands are based on the policies of the German Trade Union Federation.

(305) The German Union of Post Office Workers is a member of DGB. This membership ensures solidarity with the employees organised in the DGB unions. These unions are therefore a reliable ally of the German

Union of Post Office Workers in the realization of this programme.

(306) The German Union of Post Office Workers must win the support of the political parties for the demands of this programme. The members of the union are called upon to work actively in the political parties and to exert influence on their decisions in the spirit of the demands of the programme. The German Union of Post Office Workers will measure the political parties in accordance with in how far they support the demands brought forward in this programme.

(307) By means of strengthened press and public relations work the German Union of Post Office Workers must educate the public that the demands contained in this programme are not in opposition to their, the public's, interests.

(308) The strength of the union is based on the number and activity of its members. All members must be prepared to effectively represent the demands contained in this programme. Only under these conditions can the programme be put into practice.

(309) The Shop Stewards of the German Union of Post Office Workers cooperate with the staff council in

the realization of the demands contained in this programme. They can only pursue this task with success when they are comprehensively informed. They should not only be informed with regard to the result of union work, but also with regard to the background of disputes with employers.

(310) The work of the German Union of Post Office Workers has to engage itself more intensively with conflicts inside the company. All conflicts have a socio-political relationship. For this reason conflict situations in society must be included in the disputes with conflicts at work and with strengthen the awareness of the members with regard to their dependency at work and their position in society.

(311) The German Union of Post Office Workers attaches special importance to company oriented union education. By reason of its strong company oriented content it furthers the joint action of the members and increases their preparedness to cooperation in the union. Union training on a supra-company level serves in the formation of union consciousness and the recognition of socio-political problems and must for this reason be continually pursued.

(312) The employees of the Federal Post Office have in principal the same economic interests. With this programme the German Union of Post Office Workers strives to avert division of the employees caused by separation into several groups. The employer should be confronted by a closed group of employees undivided by varying legal positions and group interests.

(313) In how far the union can carry out the demands set out in this programme depends on the readiness of the employees to use also union methods. The union however to be able to apply these methods must be in a position to do so financially. It will have to increase its income or limit its tasks.

(314) This social and industrial policies programme is a signpost to the future. Not every demand can be put through with one step. For this reason the programme also includes interim solutions to be aimed at. These do not oppose the realization of the programme as a whole. Close aims which are to be laid down in a programme of action may not be in contradiction to the demands or the interim solutions.