Sixteenth International Conference of Labour Statisticians

Geneva, 6-15 October 1998

Report of the Conference

International Labour Office   Geneva
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Report of the discussion

Introduction

Convocation and agenda

1. At its 270th Session (Geneva, November 1997), the Governing Body of the International Labour Organization authorized the Office to convene the Sixteenth International Conference of Labour Statisticians to meet in Geneva from 6 to 15 October 1998. The main purpose of the Conference was to develop new international recommendations and to revise existing ones in the field of labour statistics. The following items were placed on the agenda of the 16th ICLS:
   I. Measurement of underemployment;
   II. Measurement of income from employment;
   III. Statistics of occupational injuries;
   IV. General report (including substantive chapters on the work of the ILO Bureau of Statistics and its future work programme, on methodologies for child labour statistics, on the International Classification on Status in Employment (ICSE-93), on the statistical treatment of extended absences from work in employment and unemployment statistics, and on dissemination practices for labour statistics).

Preliminary work

2. Four reports dealing with each of the items on the agenda were prepared by the Office for submission to the Conference, and circulated to delegates in advance of the meeting.

3. Report I on the measurement of underemployment set forth the measurement objectives and scope of underemployment and described in detail the elements of a conceptual framework with proposed definitions of "visible" and "other forms" of underemployment. It recognized that data on employment and unemployment were often insufficient to understand the labour market situations in many countries, and that complementary indicators, such as underemployment, were needed to reflect other aspects of labour market performance. Data on underemployment were increasingly needed in industrialized countries, transition countries, and developing countries. Although there had been international statistical guidelines on underemployment since the Ninth ICLS in 1957, few countries actually measured it in their regular national statistical programmes. A certain vagueness and other limitations in the current guidelines were identified that needed to be redressed.

4. Report II on the measurement of income from employment reviewed national practices in this area and proposed a framework for the measurement of income from self-employment. Over the past decades important changes had taken place in forms of employment and systems of remuneration including the introduction of many new forms of non-wage benefits. Also, the incidence of regular wage employment had declined and many workers had to resort to other types of income-earning activities, such as casual wage employment or self-employment in either the formal sector or the informal sector. The existing guidelines on wages statistics required, therefore, updating in order to take account of these developments, and extension to cover income generated by self-employment.

5. Report III on statistics of occupational injuries reviewed the past international guidelines on this topic and proposed a comprehensive framework in which the various units and concepts are identified and described in relation to each other. The need for revision was motivated by two basic considerations. Firstly, the methods recommended
for measuring occupational injuries needed revision to take into account the diverse sources of data available to many countries. Secondly, the classifications needed updating to meet present and future needs, as well as expansion, to cover the growing demand for more analytical information about the circumstances of accidents and how injuries occurred.

6. Report IV of the Conference was a general report in six chapters, in which Chapters 1 and 6 described, respectively, the work of the ILO Bureau of Statistics during the past five years, and its proposed work programme for the years ahead. The work of the Bureau was divided into three broad areas: conceptual and methodological development, technical cooperation, and collection and dissemination of national and international data. The future work included proposals for the development of statistics on working time, occupational employment and wages, and labour market dynamics, as well as further work on consumer price indices, the integration of employment and unemployment statistics, and the development of global and regional estimates.

7. Chapter 2 of the General report dealt with child labour statistics. Although child labour had always existed and was believed to be becoming not only increasingly widespread but also more harmful in its forms, the available data were extremely slim. The main reason for the dearth of data on this subject was attributed to the absence of an appropriate methodology to probe into the work of children which, for the most part, was "hidden". The results of experimental surveys conducted in four countries by the ILO indicated that an appropriate methodology to collect data on child labour would be based on household sample surveys complemented by surveys of employers (establishments and enterprises) and surveys of street children.

8. Chapter 3 of the General report was concerned with the International Classification of Status in Employment. The current version, ICSE-93, was adopted by the 15th ICLS with the recognition that the conceptual basis of the classification and the relevance of the groups and subgroups should be verified in practice and the results at the next Conference. In response to this request, the ILO carried out a comprehensive inquiry on the use of the classification in household surveys and population censuses in 120 countries. Key issues which appeared to give rise to significant differences in national practices concerned the statistical treatment of owner-managers in incorporated businesses, workers on varied forms of contract labour, and workers engaged in marginal activities.

9. Chapter 4 of the General report presented draft recommendations on the statistical treatment, in employment and unemployment statistics, of persons on various types of extended absence from work, notably, persons on maternity and parental leave, persons on unpaid leave initiated by the employee, persons on paid or unpaid leave initiated by the employer or administration, persons on educational or training leave, and seasonal workers not at work during the off-season. These draft recommendations were based on the results of a meeting convened in Prague in 1995 by the ILO, jointly with the Czech Statistical Office, in which experts from 18 transition countries participated.


Organization of the Conference
11. The Conference opened on 6 October 1998 and was attended by delegates from 90 member States, by employers’ and workers’ representatives nominated by the Governing Body of the International Labour Organization and by representatives of the Palestinian Authority, the Arab Labour Organization (ALO), the United Nations Statistics Division, Confédération Mondiale du Travail (CMT), the Economic Commission for Europe (ECE), the Economic Commission for Latin America (ECLAC), the Statistical Office of the European Communities (EUROSTAT), the General Confederation of Trade Unions (GCTU), the International Federation of University Women (IFUW), the International Council of Nurses, the Organization for Economic Cooperation and Development (OECD), the United Nations Development Programme (UNDP), and Women in Informal Employment: Globalizing and Organizing (WIEGO). There were in all 271 participants.

12. Mr. Ali Taqi, Assistant Director-General of the International Labour Office, welcomed the delegates on behalf of the Director-General. He drew attention to the fact that the Conference had record attendance and coincided with the 75th anniversary of the First ICLS which was held in Geneva in 1923. He noted that 41 member States had so far ratified the Labour Statistics Convention, 1985 (No. 160). Mr. Taqi recalled that it took, on average, about eight calendar years of work to prepare such a Conference and the resulting international recommendations had, on average, a lifetime of about 20 years, before becoming obsolete or requiring revision. He concluded by drawing the attention of the delegates to the increasing importance that the world was attaching to numbers in general, and the crucial part that international statistical recommendations played in guaranteeing their impartiality and comparability.

13. Following his address, Mr. K. Ashagrie, Director of the ILO Bureau of Statistics, introduced the Secretary-General of the Conference, Mr. F. Mehran, who then described the provisions made for the organization of the Conference.

14. The Conference elected Dr. Tim Holt (United Kingdom) as Chairperson, Ms. Emilia Eugenia Roca (Argentina) as Vice-Chairperson and Ms. Päivi Kaarina Keinänen (Finland) as Rapporteur of the Conference. In his opening statement, the Chairperson stressed the need to develop new standards to reflect the changing structure of labour markets and also to reflect in the work of statisticians the growing interconnectedness of labour markets as the result of the globalization of the world economy.

15. The Conference set up three committees to deal with the substantive topics which were the subject of draft resolutions for consideration by the Conference. Mr. Ian Macredie (Canada) was elected as Chairperson of the Committee on the Measurement of Underemployment. Mr. Oladejo Ajayi (Nigeria) was elected as Chairperson of the Committee on the Measurement of Income from Employment. Mr. Erkki Yrjänheikki (Finland) was elected as Chairperson of the Committee on Statistics of Occupational Injuries. Unexpectedly, due to personal reasons, Mr. Macredie was compelled to return to Canada on 9 October 1998. The Conference elected Mr. Jean-Louis Faure (France) to replace Mr. Macredie as Chairperson of the Committee on the Measurement of Underemployment. In addition, in the course of its work, the Conference established a Working Group on extended absences from work: Treatment in employment and unemployment statistics, and elected Mr. M.D. Asthana (India) as its Chairperson.

16. The Standing Orders of the Conference were those for International Conferences of Labour Statisticians adopted by the Governing Body on 19 November 1981 at its 218th Session. The reports were presented to the Conference in English, French and Spanish, and extracts (the draft resolutions) in German, Russian, Arabic, Chinese and, with cooperation with the Ministry of Labour and Solidarity of Portugal, also in Portuguese. The working languages of the Conference were English, French, Spanish, German, Russian, Arabic and Chinese.

Decisions of the Conference
17. The Conference adopted three resolutions as follows:
   Resolution I: Resolution concerning the measurement of underemployment and inadequate employment situations.
   Resolution II: Resolution concerning the measurement of employment-related income.
   Resolution III: Resolution concerning statistics of occupational injuries: resulting from occupational accidents.
   The text of the resolutions are presented in Appendix I of the Report of the Conference.

18. In addition, the Conference endorsed two sets of guidelines concerning the following topics:
   — Treatment in employment and unemployment statistics of persons on extended absences from work.
   — Dissemination practices for labour statistics.
   The text of the first set of guidelines is presented as conclusions of the Working Group on extended absences from work in the Report of the Conference (paragraph 1.4.19).
   The text of the second set of guidelines is presented in the Report of the Conference (paragraph 1.5.8).

Other business

19. The Secretary-General drew attention to the desirability of translating the texts of the three resolutions and the texts of the two sets of guidelines into Arabic, Chinese, German, Russian and Portuguese. He mentioned that the Ministry of Labour and Solidarity of Portugal had already expressed its willingness to collaborate with the ILO for the translation into Portuguese. A call was made for other volunteers for translation into the other four languages.

Closing of the Conference

20. On the final day of the Conference, the Rapporteur presented her report, explaining its structure and contents. The report was then reviewed and adopted section by section, including the final resolutions. Following the adoption of the report as a whole, the Director of the Bureau of Statistics of the ILO addressed the Conference on behalf of Mr. Ali Taqi, Assistant Director-General of the International Labour Office who was absent from Geneva and could not be present at the closing ceremony. In his statement, the Assistant Director-General expressed his appreciation of the important results achieved by the Conference, and thanked everyone for their active and serious participation in the debates and discussion. In particular, he praised the wise choices made in the election of the Officers of the Conference, who had demonstrated considerable skill in the subject-matter and full command in the conduct of the sessions. The Chairperson of the Conference was congratulated for his outstanding performance, combining his powerful authority with humour.

21. In closing the Conference, the Chairperson reviewed the achievements of the Conference and said that he had never attended an international meeting of this size where the interventions had been so constructive and of such uniformly high quality, disciplined and focused. They demonstrated that the Conference and its committees had functioned as a community of statisticians, working for the public good. This reflected a remarkable degree of professionalism and cooperation among the delegates, as well as the hard work and competence of the secretariat under the leadership of the Secretary-General. The participants could return home in the knowledge that not only would their contribution to the 16th ICLS result in the production of better labour statistics, but that the new guidelines adopted had been developed in the belief that they would in the years to come, benefit the economic and social policies
of their countries, and thus the well-being of their population.
Conference proceedings

I. General report

Chapter 1. Work of the Bureau of Statistics

1.1.1. The Conference had before it for discussion Report IV: General report (ICLS/16/1998/IV) prepared by the Office. Chapter 1 of this report described the structure of the ILO’s Bureau of Statistics, summarized the Labour Statistics Convention, 1985 (No. 160), and reviewed the work of the Office since the 15th ICLS. Annexes to the report listed the countries which had ratified the Labour Statistics Convention, 1985 (No. 160), as at the end of 1997, and the databases maintained by the Bureau of Statistics.

1.1.2. The Director of the Bureau, Mr. K. Ashagrie, introduced the report and acknowledged that the Bureau’s work could not have been achieved without the kind cooperation of national statistics offices and labour statisticians worldwide.

1.1.3. He pointed out that the Bureau currently has only 27 established posts at the headquarters in Geneva, about half professional statisticians, compared with 40 established posts 25 years ago. He mentioned that there were three additional Professional posts attached to the multidisciplinary teams in Abidjan, Addis Ababa and Bangkok, but that both African positions were vacant.

1.1.4. Broadly speaking, the work of the Bureau since the 15th ICLS in 1993 revolved around the following three areas: development of labour statistics; technical cooperation in labour statistics; and collection and dissemination of labour statistics.

1.1.5. In respect of the development of labour statistics, the main activities related to the preparations of standards on the measurement of underemployment, measurement of income from employment, and statistics of occupational injuries for discussion at the 16th ICLS. This work included the preparation of documents and conduct of two Meetings of Experts in October 1997 and March-April 1998.

1.1.6. Since 1993, the Bureau had developed and promoted informal sector statistics with seminars and workshops in Addis Ababa, Bamako, Bangkok and Lisbon in 1996 and 1997, and played an active role in the United Nations Delhi Group on Informal Sector Statistics formed in 1997. Informal sector statistics had been promoted in eight countries through technical advisory missions and cooperation projects.

1.1.7. Statistics on international labour migration had been developed as part of an ILO interdepartmental project in 1994-95 involving 22 countries, and the experience gained was used in the ILO contributions to the revision of the United Nations Recommendations on Migration Statistics (1997).

1.1.8. Since the 15th ICLS, the Bureau had received information on the national practices in labour accounting systems from eight OECD countries and on more limited work in 23 other countries on reconciling data from different sources.

1.1.9. Due to resource constraints, the Bureau had done limited developmental work on statistics of productivity and on statistics of vocational and work-related training.

1.1.10. In 1995, the Bureau produced the fourth edition of Household income and expenditure statistics with results of surveys in 82 countries between 1979 and 1991. Since most countries were now conducting these surveys more frequently, the Bureau would increase the periodicity of this publication from ten to about five years in future.

1.1.11.
In respect of gender statistics, an interdepartmental project on equality for women in employment led to three useful outputs: a manual on methodology for measuring occupational concentration and segregation between men and women published in 1995, an analysis of data compiled in 1993 on the occupational distribution of men and women, and a training module on gender issues in labour statistics which was tested by the International Training Centre of the ILO in Turin.

1.1.12. On statistics for measuring labour demand, the Bureau drew on limited national experience to explore some of the conceptual and operational issues.

1.1.13. Since the 15th ICLS, both the Bureau and the ILO’s East Asia Multidisciplinary Advisory Team had undertaken some developmental work on the use of administrative records for use as sources of statistics. A possible framework for work was prepared by the Bureau in 1995 and was used in the review of sources and issues related to statistics on the international migration of workers. In 1997, ILO/EASMAT used funds provided by the Japanese Government to publish a guideline on compiling and presenting labour statistics based on administrative records (which has since been translated into several languages in the Asian region) and to conduct a regional training workshop on the topic.

1.1.14. The Bureau had collaborated with the United Nations Statistical Division to ensure that the publication for the 2000 Round of Population and Housing Censuses had recommendations which were consistent with the latest standards for labour statistics.

1.1.15. In respect of child labour statistics, the Bureau had undertaken a number of developmental activities, including experimental studies, a 1994 interregional seminar in Bangkok, several research papers and training workshops. More details of this work were given in a separate section of this report.

1.1.16. On technical cooperation, the Director of the Bureau of Statistics reported that the Bureau had carried out 110 technical advisory missions since 1993 and that the regional labour statistics experts had carried out a further 55 missions and contributed to a number of regional seminars and workshops. Labour statistics projects in nine countries had been supported and three major conferences were held on labour statistics topics: Minsk, 1994, Prague, 1995 and Moscow, 1995. ILO recommendations and manuals had been translated into languages other than the three official languages. Technical cooperation had also included support and advice on the development of national and regional classifications based on the International Standard Classification of Occupations, 1988 (ISCO-88). Training in labour statistics topics had been undertaken at regional and subregional level, and in collaboration with the Turin Centre. Training materials had been updated to reflect the latest international recommendations and new training modules prepared.

1.1.17. In respect of the collection and dissemination of labour statistics, Mr Ashagrie reported that the main database LABORSTA now contained statistics covering nearly 190 countries with some data starting as early as 1945. This database was used to publish the Year Book, the quarterly Bulletin of Labour Statistics and the monthly Supplements. Major improvements in LABORSTA in 1995 resulted in several new inclusions in that year’s Year Book and innovations as from the 1996 issue. The restructuring into time series made it possible to extend the presentation to new tables and series, including, where possible, statistics using the latest versions of the international standard classifications (ISIC Rev.3, ISCO-88 and ICSE-93).

1.1.18. The Bureau continued to produce an annual supplement to the Bulletin of Labour Statistics with results of the October Enquiry with data on wages and hours of work relating to 159 occupations and retail prices on 93 selected food items.

1.1.19. It also continued to produce the Sources and methods: Labour statistics series. Since 1993, new volumes were produced on strikes and lockouts (1993),
household income and expenditure surveys (1994) and occupational injuries (forthcoming). Revised editions were released for establishment surveys (1995) and population censuses (1996).

1.1.20. The Bureau’s Newsletter continued to be published annually but was also available on the Bureau’s website, together with additional information. In 1996, the Bureau completed the fourth edition of its programme on estimates and projections of the economically active population 1950-2010.

1.1.21. Mr. Ashagrie concluded his introduction to the Bureau’s programme of collection and dissemination of labour statistics by informing the meeting of the very latest development in this field, namely that the data in the principal database, LABORSTA, had now been made available on the Internet, and that demonstrations would be organized during the Conference.

1.1.22. During the discussion that followed, country representatives thanked the ILO for the technical assistance and advice given since the last ICLS and congratulated the Bureau on the quality of the reports prepared for consideration by the Conference.

1.1.23. It was pointed out that there had been a limited sharing of statistical experience by the ILO in sub-Saharan Africa and that the ILO’s multidisciplinary teams had not been able to bridge completely the gap between the member countries and the ILO.

1.1.24. In connection with gender statistics, it was stressed that data should be disaggregated by sex in order to permit the measurement of the large volume of invisible work performed by women. Much of this hidden work was a result of recent economic and social changes, such as the disappearance of conventional jobs and the emergence of new less formal ones; the increase in unpaid work and other alternative forms of employment such as the bartering trades; the growth in the informal sector with the use of invisible work by children, especially girls, and by older women; the increase in migrant labour often working illegally; the growing number of small and medium-sized enterprises using unpaid family workers; and finally the information technology revolution whereby many workers stayed at home to work. It was also a result of demographic changes which showed an ageing population, requiring care, and the fact that women were outliving men.

Chapter 2. Child labour statistics: Methodological considerations

1.2.1. In the absence of the Chairperson of the Conference, this session was chaired by the Vice-Chairperson. The session dealt with Chapter 2 of the General report concerning methodological considerations on child labour statistics which was introduced by the Director of the Bureau of Statistics of the ILO.

1.2.2. He pointed out that, in reality, despite the relevant existing international instruments and standards to protect children, and also countries’ respective laws and regulations, many youngsters were engaged in activities which were often exploitative or hazardous and affect their education, health, mental and physical development. In recent years, the child labour phenomenon was believed to be not only progressively widespread but also becoming increasingly harmful in its forms. In the meantime, however, the magnitude of child labour, its character, distribution, causes and consequences remained unknown mainly due to the absence of an appropriate survey methodology to probe into the work of children, which, for the most part, was a “hidden” phenomenon.

1.2.3. In the absence of suitable methodology, the ILO designed special survey
approaches and tested them through experiments in four countries in the early 1990s, within the framework of an interdepartmental project and the International Programme on the Elimination of Child Labour (IPEC). Basically four approaches were adopted for the level of inquiries on schooling and non-schooling activities of children 5-14 years of age: (i) household survey (with a community level inquiry as a prerequisite, where relevant), (ii) employer (establishment/enterprise) survey, (iii) street children level and (iv) time use survey. On the basis of the results of the experiments, the overall recommendation was to conduct a household-based sample survey, supplemented by surveys of employers and children living in the streets with no usual place of residence at a micro level, i.e. purposive or convenience inquiries. The time-use approach was not successful since children who undertook several activities every day could not recall how long they spent on each activity.

1.2.4. Attention was then drawn to the importance of measuring the number of children engaged in work of domestic nature (housekeeping/household chores) in own parents/guardians’ households where they actually resided and the total hours worked in order to find out those who were toiling in such activities on a full or near full-time basis, thereby sacrificing their schooling activities. However, this category should be separately tabulated from children engaged in economic activity.

1.2.5. It was also indicated that a child labour survey module, as an attachment to regular rounds of national household-based surveys, particularly labour force sample surveys, proved to be quite efficient with the advantage of being cost-efficient. Where such programmes did not exist, an independent survey was recommended to be conducted, but this could cost five times more than a module incorporated in another household survey.

1.2.6. Finally, the Conference was informed that, in the context of the ILO/IPEC, a new five-year project entitled “Statistical Information and Monitoring Programme on Child Labour” (SIMPOC) was launched in January 1998. This project, which was designed to cover 40 countries, aimed at providing countries with essential tools to plan and implement policies and action programmes to combat child labour and evaluate progress made in the actions taken. More specifically, the project would (i) provide technical and financial support to countries wishing to collect, disseminate and use quantitative and qualitative information at the national level through child labour surveys, (ii) assist in capacity building of National Statistics Offices for self-reliance in undertaking child labour surveys at regular intervals in the future, (iii) assist in establishing national databanks and systems of information dissemination at national and international levels through the Internet and (iv) publish an annual report on trends in the child labour phenomenon at country, regional and global levels.

1.2.7. In the discussion that followed, many participants emphasized the importance of this subject and commented on the complexity of measuring working children due to its varied meanings in different socio-economic and cultural settings.

1.2.8. In general, it was agreed that the household was the best unit of measurement of the working children.

1.2.9. Several participants expressed the need to develop a more precise definition of child labour. However, they recognized the difficulty of elaborating such a definition and no specific suggestions were made. Some speakers supported the idea of enumerating children engaged in work of a domestic nature (housekeeping/household chores) in their own parents'/guardians' households where they actually resided. Clarifications were sought on how many hours a day engaging in such activities should be considered as normal for learning common household chores and related activities. It was indicated that less than three or four hours a day could be considered normal.

1.2.10. Some participants stressed the need to cover urban and rural areas, given
that in many countries the majority of working children were engaged in rural activities. It was pointed out that many surveys were biased to urban activities and that a child labour survey should be designed in such a way as to cover also the rural activities.

1.2.11. It was agreed that children engaged in the formal sector in illegal circumstances were most likely exploited and that special attention should be given to them in any measurement effort.

1.2.12. It was also pointed out that migrant and refugee children should also be covered by child labour surveys, since children in these circumstances were particularly exposed to exploitation.

1.2.13. Some speakers noted that a survey at the school level should be considered as a supplement to a household survey.

1.2.14. There was unanimous support for a draft resolution concerning statistics on child labour providing international guidelines which could be presented and discussed during the next ICLS, possibly in 2003. This should be followed up by a manual which should provide detailed technical guidelines for the collection, dissemination and use of statistical data on child labour.

Chapter 3. Status in Employment (ICSE)

1.3.1. The representative of the Secretary-General introduced Chapter 3 of the General report (Report IV) on the International Standard Classification in Status of Employment (ICSE). The current version of ICSE had been approved by the 15th ICLS in 1993 with the request that the ILO’s Bureau of Statistics undertake further work on its conceptual basis and on the relevance of the classification groups and subgroups using the experience gained by countries in applying the classification.

1.3.2. In response to this request, the ILO carried out in 1997 a comprehensive inquiry into national practices and engaged a consultant to assist with data collection, and to analyse and use the information collected to make recommendations concerning further work, if any.

1.3.3. The responses to the inquiry covered about 120 countries and showed that, although almost all countries used ICSE-93, only a very limited amount of developmental work on concepts and methods of data collection had been carried out in most countries, mainly the industrialized ones.

1.3.4. Included in the inquiry were questions on the treatment of five groups which were close to the boundaries between paid employment and self-employment, or between paid and non-paid work (and therefore close to the SNA's production boundary):

(i) **Owner-managers of incorporated enterprises**: The majority of countries treated these as employers, but some countries indicated that this might depend on the type of work contract or the response given by the person during enumeration.

(ii) **Outworkers/homeworkers**: Mainly classified as employees, with only a minority classified as own-account workers.

(iii) **Contractors**: There was no dominant practice for this group.

(iv) **Franchisees**: Mainly treated as employers, with only a minority classified as own-account workers or employees.

(v) **Subsistence workers**: Mainly treated as own-account workers, but with a significant minority classified as contributing family workers.

1.3.5. The inquiry showed that the national treatment of these groups was not clear or uniform, and that consequently international comparisons of statistics by status in employment should only be made with caution. The paucity of national methodological work undertaken also indicated that there was no basis in national
statistical experiences for proposing changes to ICSE-93 to the current Conference, even though there were indications that the situation in developing and transition countries, as well as increasingly in industrialized market-economy countries, might warrant changes. It was therefore suggested that countries may wish to initiate studies, using a variety of different sources, into the nature and growth of different forms of contractual arrangements in the labour market, perhaps with the collaboration of the ILO. In any case the ILO should be kept informed of further work in this area undertaken in different countries.

1.3.6. During the discussion which followed, participants expressed satisfaction with the work undertaken by the Bureau and with the report and recommendations presented to the Conference. It was agreed that differences between countries diminished the possibilities for international comparisons of national statistics using the categories of status in employment. However, the importance of the classification was recognized, not only because of the changes in contractual arrangements taking place in many countries (particularly industrialized ones), but also because of its relevance for the informal sector (which is identified initially by distinguishing the self-employed engaged in the household sector). The Conference also noted that women predominated in many of the contractual situations which were difficult to classify.

1.3.7. In the discussion it was also noted that there was very little user interest in the classification and its terminology, and that this partly explained the lack of national developmental work on the classification. It was agreed that there was a need to promote the classification and to stimulate user interest in it because of its importance, and that the ILO as well as regional bodies for statistical cooperation could play a valuable role in this.

1.3.8. The Conference concluded that more work on ICSE was required and called on countries to pay attention to the discussions and recommendations made at the 15th ICLS when undertaking this work. The Conference noted the Bureau’s report and asked the ILO to keep the matter under review, while also explaining and promoting the classification. The ILO should also promote and encourage specific studies where appropriate.

1.3.9. The discussion on this topic concluded with an appeal for clear guidance on the treatment of particular groups as part of the preparations for the 2000 Round of Population and Housing Censuses. In response, it was pointed out that the ILO and the United Nations Statistical Division would issue in the near future a publication providing guidance on how to implement the UN Recommendations for the 2000 Round of Population Censuses. This publication would also provide guidance on how to design questions and response categories to describe relevant categories of status in employment.

Chapter 4. Extended absences from work: Treatment in employment and unemployment statistics

1.4.1. The representative of the Secretary-General introduced the topic by describing the historical background of the work presented in Chapter 4 of the General report (Report IV). He recalled that, since their adoption in 1982, the current international recommendations on employment and unemployment statistics had been followed by many countries all over the world. Since the beginning of the 1990s, this had also been the case for the countries of Central and Eastern Europe and the former Soviet Union which, during the process of transition to a market economy, had increasingly used these recommendations in their efforts to develop a system of statistics on employment and unemployment which could be compared internationally.

1.4.2.
At the ECE/ILO/OECD Work Session on Labour Statistics and Issues of Concern for Transition Countries (Paris, 17-18 December 1992), the Bureau had agreed to examine certain issues which were of common concern to the transition countries and for which no explicit provision could be found in the 1982 recommendations, i.e. the statistical treatment of persons on extended types of leave such as: (a) maternity and parental leave; (b) leave initiated by the employer or administration or by the employee; and (c) educational or training leave. The representative of the Secretary-General mentioned that, from a statistical point of view, persons on various types of extended leave had at least one feature in common: they were on the borderline between two or all three of the labour force categories "employed", "unemployed" or "not economically active".

1.4.3. He reported that, in order to examine these issues, the Bureau had convened jointly with the Czech Statistical Office a meeting which had been held in Prague from 15 to 17 November 1995 and which had been attended by specialists from 18 transition countries. Experts from the United Kingdom, the OECD and the Bureau had also participated in the meeting. He indicated that the recommendations adopted by the Prague meeting were presented in section 4 of Chapter 4 of the General report.

Participants of the Prague meeting had requested that the recommendations should be submitted for consideration by the 16th ICLS.

1.4.4. The representative of the Secretary-General pointed out that the issues addressed during the Prague meeting were relevant not only to the transition countries but also to a number of other countries. For example, in a number of Western European countries, parents had the possibility of taking long-term parental leave. There were also countries other than the transition countries where workers were given the opportunity to take extended educational or training leave in order to upgrade their skills, or where labour legislation permitted employers to lay off workers temporarily or to arrange short-time work with zero hours of work during periods of adverse economic conditions. The latter situations were to some extent similar to the phenomenon of unpaid leave initiated by employers or administrations in the transition countries. Thus, regarding the statistical treatment of persons on extended types of leave, a number of countries were facing problems similar to those of the transition countries.

1.4.5. Another aspect was the international comparability of labour force statistics, which was likely to be affected unless international guidelines were formulated to harmonize the statistical treatment of persons in such situations. Still another problem was that the number of employed persons might be overestimated as compared with the number of available jobs, if employers hired substitutes to replace persons on long-term leave, and the persons on leave and their substitutes were both classified as employed. For these reasons, the recommendations adopted by the Prague meeting had been submitted for discussion to the OECD Working Party on Employment and Unemployment Statistics (Paris, 17-18 October 1996). During that discussion, many members of the Working Party had indicated their agreement with the gist of the recommendations, although some reservations had been expressed concerning specific details.

1.4.6. The representative of the Secretary-General specified that, so far, the recommendations adopted by the Prague meeting represented guidelines which were formulated by representatives of the transition countries for use in their own countries. The participants of the Conference were invited to comment on these recommendations and on their appropriateness and feasibility for use in their respective countries. Their views were sought on the usefulness of adopting international recommendations on these issues, and to propose any changes to the proposed recommendations that might be necessary to this end. Furthermore, participants were asked to identify those types of extended leave not covered by the proposed recommendations for which the development of international guidelines would be useful, and to make proposals for the formulation of such guidelines.

1.4.7.
He mentioned that, in a large number of countries, especially developing countries, a substantial proportion of the labour force was engaged as seasonal workers in various kinds of economic activity. He recalled that the international recommendations adopted by the 13th ICLS did not make any specific reference to seasonal workers. The statistical treatment of seasonal workers at work or not at work did not raise any major difficulty, if the measurement was made during the busy season. However, there was some ambiguity regarding the classification into labour force categories of seasonal workers if the measurement was made during the off-season when many of the persons concerned were not at work and thus on the borderline between employment, unemployment and economic inactivity. For this reason, the Bureau had developed a set of draft recommendations for the classification into labour force categories of seasonal workers not at work during the off-season, which were presented in section 5 of Chapter 4 of the General report. The participants of the Conference were invited to discuss the draft recommendations, and to propose any modifications deemed necessary for their approval by the Conference.

1.4.8. The representative of the Secretary-General finished his introduction by pointing out that any recommendations approved by the Conference on the statistical treatment of persons on extended types of leave or of seasonal workers not at work during the off-season would in effect become a supplement to the 13th ICLS resolution concerning statistics of the economically active population, employment, unemployment and underemployment, in order to provide guidelines for the application of the resolution to the specific issues addressed in this chapter. He recalled that the 14th ICLS in 1987 had already approved a supplement of this kind in respect of the statistical treatment of participants in job-training schemes.

1.4.9. During the plenary discussion which followed, many participants expressed their interest in the issues addressed in Chapter 4 of Report IV and considered them relevant to the situation in their countries. The Bureau's initiative to address these issues was welcomed by most speakers, and the recommendations proposed in sections 4.4 and 4.5 of the chapter were endorsed by and large.

1.4.10. However, reservations were expressed regarding certain specific features of the proposed recommendations. These included the time-limits specified for the criterion of "duration of absence from the job". It was mentioned that specification of such time-limits should be made by each country depending on its national circumstances rather than at the international level.

1.4.11. A suggestion was also made to consider "continued receipt of wage or salary" to be the most important criterion of formal job attachment, rather than "assurance of a return to work" as had been recommended by the 14th ICLS. As a result, all persons on paid leave initiated by the employer should be classified as employed.

1.4.12. A number of speakers criticized the provisions made in paragraphs 5(1)(b), 7(3), 8(4) and 9(2) to relax the seeking work criterion of the definition of unemployment in the case of persons expecting to be recalled to work with their former employer, and persons awaiting the start of the next season because currently there was no work opportunity for them. Fears were expressed that these provisions might lead to an overestimation of unemployment levels.

1.4.13. A view was expressed that labour force statistics should measure labour market attachment in terms of the person's legal status, i.e. that all persons who had an employment contract should be considered as employed; labour supply could then be measured on the basis of the hours worked by employed persons.

1.4.14. Upon the suggestion of the Chairperson of the Conference, a Working Group was established in order to examine in more detail the issues addressed in Chapter 4 of Report IV. Mr. M.D. Asthana (India) was appointed to chair the Working
Group.

1.4.15. During the plenary session of the next to last day of the Conference, the Chairperson of the Working Group on extended absences from work reported on the work of the Working Group. The report of the Working Group, as approved by the Conference, is given in the annex to this chapter.

1.4.16. The Conference then examined one by one the recommendations on the classification into labour force categories of persons on extended types of leave and of seasonal workers not at work during the off-season, as amended by the Working Group.

1.4.17. There was a debate on the classification into labour force categories of employees on parental leave. Several participants suggested that employees on parental leave, who had an assurance of a return to work following the end of the leave, and who during the leave continued to receive all or a significant part of their wage or salary from the employer or an equivalent payment from other sources by virtue of being an employee, should be considered employed irrespective of the duration of the parental leave. Other delegates, however, expressed their dissatisfaction with such an amendment of the recommendation. As a compromise, it was agreed to (i) delete the recommendation, (ii) extend the recommendation made in respect of "employees on other types of extended leave" to employees on parental leave, and (iii) refer explicitly to employees on parental leave in that recommendation.

1.4.18. All other recommendations were approved by the Conference as they stood. However, a concern was expressed in respect of the amendment which the Working Group had made to the recommendation regarding seasonal workers not at work during the off-season; it was mentioned that the amendment might lead to considerable seasonal fluctuations in the labour force statistics of some countries, as it precluded any possibility to classify seasonal self-employed workers, who were not engaged in any kind of work during the off-season, as employed.

1.4.19. The conclusions, as amended by the Conference, are presented below:

**Employees on maternity leave**

1. (1) Women on maternity leave, who have an assurance of a return to work following the end of the leave, should be classified as employed if, during the reference period, they are in receipt of all or a significant part of their wage or salary from the employer or an equivalent payment from other sources received by virtue of being an employee. Women on maternity leave, who have an assurance of a return to work following the end of the leave, should also be considered as being employed during the compulsory period of the leave stipulated by national legislation to ensure that mothers before and after childbirth have sufficient rest, or for a period to be specified according to national circumstances.

   (2) In countries where they are not classified as employed according to subparagraph 1(1), women on maternity leave should be classified as unemployed or not economically active, depending upon their current availability for work and recent job-search activity.

**Employees on unpaid leave initiated by the employer**

2. (1) Employees on unpaid leave initiated by the employer (including leave paid out of the government budget or social security funds) should be classified into labour force categories as follows:

   (a) persons having an agreed date for return to work should be considered employed if the elapsed duration of their leave falls within a time-limit to be specified according to national circumstances. Such persons may be classified as a separate
category among employed persons; they should be included among persons in
time-related underemployment if they satisfy the criteria of the definition of
time-related underemployment as specified in the resolution concerning the
measurement of underemployment and inadequate employment situations
adopted by the Sixteenth International Conference of Labour Statisticians (October
1998);

(b) persons who have an agreed date for return to work but whose elapsed duration of
leave is longer than the specified time-limit, as well as persons who have no
agreed date for return to work but who are expecting to return to their work in the
near future, should be considered as unemployed if they satisfy the criteria
specified in paragraph 10 of the resolution concerning statistics of the
economically active population, employment, unemployment and
underemployment adopted by the Thirteenth International Conference of Labour
Statisticians (October 1982), otherwise, they should be considered as being not
economically active;

(c) persons who neither have an agreed date for return to work nor expect to be
recalled to their work in the near future should be considered as being
unemployed or not economically active, depending upon their current availability
for work and recent job-search activity.

(2) The notion of expectation of returning to work “in the near future” should be
specified in the light of the national circumstances and economic situation of each
country.

Employees on other types of extended leave

3. (1) Employees on other types of extended leave such as parental leave, who
have an assurance of a return to work with the same employer following the end of the
leave, should be classified as employed if the employer continues to pay all or a
significant part of the wage or salary of the person on leave, or if the duration of the
leave does not exceed a time-limit to be specified according to national circumstances.

(2) Employees on other types of extended leave, who are not classified as
employed according to subparagraph 3(1), should be classified as unemployed or not
economically active, depending upon their current availability for work and recent
job-search activity.

Seasonal workers not at work during the off-season

4. (1) Seasonal employees not engaged in any kind of work during the
off-season should be classified as employed if they have an assurance of a return to
work with the same employer at the beginning of the next season, and the employer
continues to pay all or a significant part of their wage or salary during the off-season.

(2) Seasonal employees not engaged in any kind of work during the off-season
who are not classified as employed according to subparagraph 4(1), as well as
seasonal employers, own-account workers, members of producers’ cooperatives and
contributing family workers not engaged in any kind of work during the off-season,
should be considered as unemployed if they satisfy the criteria specified in paragraph
10 of the resolution concerning statistics of the economically active population,
employment, unemployment and underemployment adopted by the Thirteenth
International Conference of Labour Statisticians (October 1982).

(3) Seasonal workers not engaged in any kind of work during the off-season, who
are not classified as employed or unemployed according to subparagraphs 4(1) and (2),
should be considered as being not economically active.
Annex

Report of the Working Group on extended absences from work: Treatment in employment and unemployment statistics

1.4A.1. The following 30 countries were represented on the Working Group: Austria, Brazil, Congo, Croatia, Denmark, Estonia, Finland, France, Germany, Greece, Haiti, Hungary, Iceland, India (Chair), Japan, Kuwait, Libyan Arab Jamahiriya, Lithuania, Luxembourg, Netherlands, Norway, Slovenia, South Africa, Spain, Sweden, Switzerland, The former Yugoslav Republic of Macedonia, Turkey, Ukraine and United States.

1.4A.2. Representatives of the Employers’ group nominated by the ILO Governing Body and of the Statistical Office of the European Communities also attended.

1.4A.3. The representative of the Secretary-General explained the principles on which the proposed recommendations had been based. He also pointed out that the proposed recommendations were not meant to modify the basic definitions of employment and unemployment as adopted by the 13th ICLS in 1982. Instead, their purpose was to provide guidelines on the application of these definitions to the specific situations addressed in Chapter 4 of the Report IV. He also mentioned that the secretariat would take into account the concerns which had been expressed during the plenary discussion regarding relaxation of the seeking work criterion, and revise the proposed recommendations on the basis of paragraphs 10(1), 10(2) and 10(4) of the resolution concerning statistics of employment, unemployment and underemployment adopted by the 13th ICLS. He also clarified that the time-limits, which had been specified in the proposed recommendations, were included for illustrative purposes only; they were meant to indicate orders of magnitude rather than precise cut-offs. Regarding the criterion of “assurance of a return to work”, he recalled that the criterion was often embedded in national legislation concerning specific types of leave (e.g. maternity and parental leave); in surveys the criterion would thus not have to be assessed in respect of persons on such types of leave.

1.4A.4. The Working Group examined one by one each type of leave included in sections 4.4 and 4.5 of Chapter 4 of Report IV. The following conclusions were reached:

— Maternity leave: The criteria of "continued receipt of wage or salary" and "short duration of absence from work" should be considered as alternatives for classifying persons as employed. Only persons who were not satisfying both criteria should be considered eligible for being classified as unemployed.

— Parental leave: The criterion of "assurance of a return to work" should be swapped with the criterion of "short duration of absence from work".

— Unpaid leave initiated by the employer: No change of the recommendation was considered necessary.

— Paid leave initiated by the employer/administration: In respect of persons who have an assurance of a return to work, the criterion of "short duration of absence from work" should be added.

— Unpaid leave initiated by the employer/administration: After considerable discussion, the Working Group agreed to leave the recommendation unchanged. It was confirmed that it corresponded to the EUROSTAT recommendation regarding persons on temporary lay-off.

— Educational or training leave: The Working Group agreed to leave the recommendation unchanged. It was however suggested to harmonize the text with those of other recommendations.

— Seasonal workers not at work during the off-season: The Working Group decided that there should be no special treatment of seasonal workers not at work during the off-season. The criterion of "short duration of absence from work" should be dropped for all categories of status in employment of seasonal workers. The only cases to be considered employed should be seasonal employees not at work who had an assurance of a return to work with the same employer at the beginning of the next season, and who continued to receive all or a significant part of their wage or salary during the off-season. Self-employed persons, who were not engaged in any kind of work during the off-season, should not be considered employed.
employed, irrespective of whether or not their enterprise continued to exist during the off-season, i.e. the criterion of "continued existence of the enterprise" should be dropped. The Working Group concluded that seasonal self-employed persons could only be considered unemployed or not economically active, and that their statistical treatment should be identical with the one proposed for seasonal contributing family workers.

1.4A.5. In order to incorporate the above mentioned changes in the proposed recommendations, the Working Group decided to establish a drafting committee composed of the delegates of India, Iceland and South Africa and the representative of the Secretary-General.

Chapter 5. Dissemination practices for labour statistics

1.5.1. The Conference discussed Chapter 5 of the General report (Report IV) concerning dissemination practices for labour statistics. The topic was introduced by the representative of the Secretary-General, who defined "dissemination" as the means of delivering processed data and associated explanatory material to users. He pointed out that, hitherto, virtually all international recommendations and guidance on labour statistics were concerned principally with collection and processing operations. Only recently had attention been given at an international level to developing a code of best practice for dissemination; yet dissemination practices had a big influence on the reputation of statistics and the agency which released them.

1.5.2. The use of labour statistics had now gone well beyond just monitoring the labour market; they were becoming well integrated into several aspects of governmental decision-making and were influencing financial markets; the methods used for their release and further dissemination were therefore rightly a matter of public concern. Besides, the distribution of data on paper and by electronic means, aspects such as user-friendliness, the provision of metadata, the degree of publicity for statistical products and the relationship with users should also be encompassed by guidelines.

1.5.3. The proposals before the Conference took account of work carried out earlier, as well as the data dissemination standards developed by the International Monetary Fund since 1995. Background discussion and arguments underlying the proposals were to be found in the room document (ICLS/16/RDI). As many as 137 ILO member countries had responded to a postal survey conducted in 1997 about their dissemination practices and the aggregated results were presented in the room document.

1.5.4. Chapter 5 proposed a list of 20 guidelines for discussion and possible approval by the Conference, as a supplement to existing ILO international recommendations. These were not intended to be mandatory. They should be regarded more as desirable aspirations, to be used as a checklist when formulating and reviewing a dissemination policy for labour statistics.

1.5.5. In the discussion, there was general support for a checklist of good dissemination practices but a number of detailed comments were made on particular guidelines. The main points were:

(a) Arranging access to micro data sets for approved users, after making arrangements to protect data security, should be included in guideline No. 1.

(b) Also in guideline No. 1, "disseminated" was preferable to "marketed".

(c) The references in guidelines Nos. 3 and 5 to "statisticians" should be generalized, to include economists and other professions working in statistical agencies.

(d) Regarding guideline No. 4, some participants felt that an ILO guideline should go beyond stating that only the initial release of the main labour market aggregates
should be free of charge.

(e) Guideline No. 9 should refer only to the initial release of statistics, and some participants preferred not to pre-announce the exact time of release.

(f) A number of participants had reservations, in guideline No. 11, about making publicly available the names and positions of persons in government given prior access to the data.

(g) In guideline No. 16, some participants felt that guidance to release annual survey data within a half year of the reference period was too ambitious.

(h) In guideline No. 17, it would be helpful to insert the collective term "metadata" (to provide a link with the reference to metadata in guideline No. 1) and to include specific references to sampling errors and other quality indicators, and to questionnaires.

1.5.6. At the end of the discussion, the Chairperson informed the participants that an amended set of guidelines, taking account of these and other points made, would be presented to the plenary session the following day for further discussion and endorsement by the Conference.

1.5.7. On the following day, the afternoon plenary session continued discussion of the draft guidelines concerning dissemination practices for labour statistics. The Chairperson drew attention to the amended list of guidelines. Amendments had been made to eight of the 20 guidelines, taking into account the comments made so far, which were then summarized by the representative of the Secretary-General. Going through the list of guidelines in sequence, the plenary session endorsed the majority of them but there was discussion of the following, which resulted in further amendments:

C Regarding the reference to micro-data now incorporated in guideline No. 1, a number of conflicting comments were made and several alternative formulations were debated. Due to the difficulty of agreeing on a form of words, a proposal was made that the reference to micro-data should be deleted. An open vote was taken and this proposal was rejected by a clear majority of the delegates. The plenary session accepted a formulation suggested by the Chairperson.

C In guideline No. 11, a number of participants objected to making the list of persons with prior access to the statistics publicly available. After discussion, two alternatives were put to an open vote: one as amended following the previous day's discussion and the other referring only to the need for a list to be kept. Most delegations preferred the latter.

C Minor drafting changes were made to guidelines Nos. 4, 5, 9 and 18.

1.5.8. The Conference then endorsed the 20 guidelines concerning dissemination practices for labour statistics, as amended and presented below:

Access

1. Ready access should be provided to data and metadata and they should be actively disseminated and publicized. Subject to national data protection restrictions, micro-data that protect the confidentiality of respondents should be made available — at least for research purposes.

2. A variety of statistical products should be derived from each data set, using appropriate dissemination media in each case.

3. The professionalism of statistical agency staff should encompass the skills and techniques needed to design tables and charts, to communicate information effectively to users; also presentational and media skills.

4. The initial release of the main labour aggregates into the public domain should be free of charge; an explanation of any charging policies that are followed by the statistical agency for additional outputs should be publicly available.

5. The professional staff responsible for labour data should ensure their
names and/or workplace telephone numbers are published with all statistical outputs; other forms of direct contact with users such as user groups and "help lines" should be developed by the statistical agency.

6. Statistical agencies should regard the provision of data and metadata to international organizations as equivalent in importance to the supply of data to home customers; international organizations should adopt dissemination guidelines themselves.

Integrity

7. The terms and conditions under which statistics are produced and released, including labour statistics, should be a matter of public record.

8. Those agencies that have technical responsibility and prepare analytical commentary on the data should have responsibility for releasing data.

9. There should be prior announcement of the date of initial release of labour statistics including, where possible, the exact time. The earlier the advance notice the better, even if dates are issued initially on a provisional basis. When release deadlines are not met, the reason should be made publicly available.

10. Data should be released the same day and at precisely the same time of day to all parties. If special privileges are given to journalists, this should be under "lock-up" conditions.

11. If demands for prior access to the data within governments cannot be resisted, the number of persons with advance access should be kept to an absolute minimum and a list of these persons should be maintained; the period of notice they are given should be kept as short as possible.

12. Ministerial commentaries and statements made at the time the statistics are released must be clearly distinguished from those of the statisticians.

Data

13. Where there are significant shortfalls in the coverage of national employment and unemployment totals, users should be made aware of this and reminded every time the data are released. Providing subtotals sufficiently reliable can be produced for the purpose to be served, their availability should be well publicized.

14. Similarly, users should be made well aware of the reference period of the data.

15. If countries have the resources and there is evidence of user demand, the main aggregates should be released at least on a quarterly basis. Publication of information necessary for detailed structural analysis of the labour market should occur at least annually.

16. Labour statistics should be released as soon as possible after the data have been assembled and analysed. When the source is a household or establishment survey conducted monthly or quarterly, data for the main aggregates should normally be available within a quarter of the end of the reference period to which they refer. Ideally, annual survey data should be released, at least on a preliminary basis, within a half year of the reference period.

Quality

17. Regularly updated documentation on metadata — the definitions, methodology, sources, sampling error and other quality indicators, the questionnaires, forms, etc., used in preparing the statistics — should be made publicly available, including the degree of alignment with international recommendations.

18. Where there are two or more sources of labour data, reconciliation or comparisons between them should be published regularly. Statistical frameworks and accounting schemes that support statistical
cross-checks should also be developed.

19. Users should be given adequate advanced warning of revisions and their implementation should be guided by a code of practice.

20. The statistical agency should make estimates for missing periods whenever collection or collation of data is interrupted. Similarly, the effects of discontinuities should be estimated.

Chapter 6. Future work of the Bureau of Statistics

1.6.1. The Director of the Bureau of Statistics, Mr. K. Ashagrie, introduced Chapter 6 of the General report (Report IV) on the future work of the Bureau of Statistics. He noted that the Bureau had limited staff resources and that priorities would need to be established for its future work programme. He sought guidance from the Conference in establishing these priorities.

1.6.2. He recalled that topics involving future work had been identified in a number of Conference documents: in the various topics raised in Chapter 1 of the General report, in the items mentioned in Chapter 6 of the General report, as well as in the resolutions now being considered by this Conference. It was proposed that each of the five sections of Chapter 6 (relating to working time, employment and unemployment, occupational employment and wages, consumer price indices, and labour market dynamics) be considered in more detail.

6.1. Working time

1.6.3. Introducing "working time" (section 6.1 of the General report — Report IV) as an area for possible future work by the ILO, the Director of the Bureau of Statistics reminded the Conference that it was now widely recognized that, for example, to calculate indicators of labour productivity which were comparable over time and across sectors, estimates of total hours actually worked needed to be produced for the relevant reference periods, and that such estimates were being made in a number of countries. Together with other international and regional statistical agencies, the ILO could therefore seek to ensure that the methodological experiences of the national statistical agencies preparing such estimates were widely disseminated and discussed. In addition it seemed clear that much development work was needed with respect to statistics on other aspects of working time, such as usual hours of work and the scheduling of working time over short as well as longer reference periods in order for statistical agencies to be able to respond adequately to the need for statistics on the labour market experience of the population. Given the ILO's role as the developer and custodian of recommendations for labour statistics, it could take the lead in developing the various typologies needed. In this context it could also be relevant to develop typologies relating to the various activities undertaken at work to complement the classifications of activities used in time-use surveys. Such classifications currently tended not to distinguish between the different activities undertaken when at work.

1.6.4. Several participants spoke on this item. It was seen as important that the ILO should undertake work in this area, with the possibility of a presentation to the 17th ICLS. The ILO's efforts should in particular focus on: (i) developing guidelines on the estimates of total hours worked, to be used as a basis for statistics on labour productivity; and (ii) statistics on working time arrangements and work schedules, both for a short reference period, such as a day or a week, and for longer periods, such as a month or a year, as well as over the life cycle. It was noted that the concept of normal hours of work was becoming somewhat outmoded and thus the time was ripe for the systematic study by the ILO of how to develop statistics on working time arrangements. Both problems of measurement and possible typologies needed to be investigated. It was pointed out that issues relevant to working time would differ between agricultural and industrial settings, and that extending the classifications of activities in time-use
surveys would make it possible to better reflect work activities in general and, especially, within households and outside markets, which tend to be dominated by women. The importance of methodological work in this area for further development of the principles of labour accounting systems was also pointed out, and it was suggested in this connection that ILO should make comparative studies on the practical problems and their significance of combining statistics using different reference periods.

6.2. Employment and unemployment

1.6.5. In the presentation of the proposed future work of the Bureau relating to employment and unemployment statistics (section 6.2 of the General report), the attention of the Conference was drawn to two work items: (a) the integration of existing international standards on the subject, and (b) the development of global and regional estimates. In the introduction on this topic, it was stressed that the proposal under (a) was not meant to open for revision the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th ICLS (1982), but to link it with other recommendations that had come or were coming into existence since 1982, namely, the conclusions reached at the 14th ICLS in 1987 relating to the statistical treatment of persons on different job-training and employment promotion schemes, as well as conclusions that might be reached at the present Conference on the measurement of underemployment, the statistical treatment of persons on extended types of absences and the dissemination practices for labour statistics. This process should also bring together the conclusions that could potentially be reached at the next ICLS on new proposed items of work concerning the job-search criterion in the international definition of unemployment, on the operational delineation of the boundary of production of economic goods and services for own and household consumption in the definition of employment, the measurement of main current activity status, and supplementary indicators of the unemployment rate.

1.6.6. On (b), a description was given of the types of need for such global and regional data for internal ILO use or for response to outside demand, especially by the media. An explanation was also given on the relationship of this proposed work item to other activities of the Bureau, in particular, the estimates and projections of the economically active population, 1950-2010 (fourth edition), the ILO-comparable annual estimates of employment and unemployment (28 selected countries), and the key indicators of the labour market.

1.6.7. In the discussion that followed, several participants expressed support for these proposals. One participant emphasized the relationship between the item of work (a) and the proposal made under section 6.5 of the General report dealing with labour market dynamics, particularly, the extension of the classification by labour force status to accommodate patterns of activities over a year. Another participant gave a warning about the use of the term "key" in the programme of key indicators of the labour market and its policy implication: extra care should be taken in formulating indicators under this programme. In particular, questions were raised regarding the choice of the age interval, 25-54, in the definition of the inactivity rate, and the indicator on visible underemployment, given the limited existence of national data on the topic and the fact that the subject was still under discussion at this Conference.

6.3. Occupational employment and wages

1.6.8. The Bureau described the growing demand for statistics on occupational employment and wages (section 6.3 of the General report) which had been observed in recent years by national statistical offices and the ILO itself. As such a demand could not be satisfied for lack of clarification and guidance in assembling the required data,
the Bureau would like to continue its examination of available methodological information, with a view to developing appropriate guidelines for collecting and disseminating such statistics.

6.4. Consumer Price Indices

1.6.9. In the introduction on this topic (section 6.4 of the General report), an overview was given of the international standards on CPI and Household Income and Expenditure Surveys (HIES) and a brief description was given of developments that had taken place since the CPI manual was published in 1989. The Joint ECE/ILO Meeting on CPI in November 1997 had recommended the review of international standards on CPI in order to provide guidance on newly emerging issues. The organization of an expert group meeting in the next biennium was proposed in order to examine the existing standards on CPI and HIES, which could lead to new international standards in revised resolutions for consideration by the 17th ICLS.

1.6.10. In addition participants were informed about the establishment of an Inter-Secretariat Working Group on Price Statistics whose first priority would be the revision of the CPI manual. Furthermore, it was emphasized that the revision process would be broad based and regionally representative so as to ensure that all regional concerns were addressed. The organization of regional meetings on CPI was recommended and the possibility of circulating proposals through electronic media such as the Internet was raised.

1.6.11. In conclusion, the Conference was informed of the preparatory work on increasing the periodicity of the publication "Household Income and Expenditure Statistics" from every ten years or so to about every five years.

1.6.12. During the discussion on this topic, participants supported the idea of the further development of international guidelines on CPI in order to incorporate guidance on recent changes affecting CPI methodology.

1.6.13. There was a call for more collaborative work between the ILO and other international organizations, particularly the IMF, to further develop the international guidelines on CPI. In response to this particular point, the Bureau noted that the Inter-Secretariat Working Group had been established in order to combine the experience of different international organizations so as to arrive at a single approach.

1.6.14. Participants encouraged the revision of the guidelines on the CPI and noted that the CPI was most important for computing real wages. At the same time, there were strong links with the measurement of household income and expenditure and hence of income distributions, poverty and patterns of consumption. For these reasons, a combined approach should be used when considering these closely related items in the work programme.

1.6.15. In his introduction, the Director of the Bureau had in fact referred to work planned in the area of in-work poverty with regard to the establishment of guidelines and the development of a database of in-work poverty statistics.

6.5. Labour market dynamics

1.6.16. In the introduction of this topic (section 6.5 of the General report), it was pointed out that it had long been recognized that most of the official labour statistics produced regularly or on an ad hoc basis provided static "snapshots" of the labour market situation and structure, while statistics which could describe the process whereby persons arrived at or left these situations, and to where they moved, i.e. statistics which could be said to describe the “dynamics” of the labour market, were very limited and not the subject of any international standards. This meant that statistics needed to formulate, implement and evaluate policies for structural adjustments in the
labour market were missing. Data were needed for monitoring the extent to which those
who gained from positive developments were the same persons who suffered during
difficult periods. Many of the possibilities for developing statistics on labour dynamics,
and the significant methodological problems associated with them, had recently been
discussed in meetings between experts from national statistical agencies in developed,
market economy countries, and would need to be explored further, including the needs
of users and experiments undertaken by statistical agencies or by the academic
communities. An ILO report on the extent to which relevant work in this area had been
undertaken or was being planned in national statistical agencies was expected before
the end of 1998. Together with other international and regional statistical agencies the
ILO might seek to ensure that the resulting experiences were disseminated to those
agencies which did not themselves have the capacity to experiment in this area. Given
the ILO’s role as developer and custodian of international recommendations relating to
labour statistics, and in particular concerning definitions and classifications, one
possible area for an ILO initiative might be to develop a typology for “patterns of activity”
during a reference period, designed to reflect broad patterns of labour market
experience for the population. An illustration of a possible typology of this type was
provided in box 6.1 in the General report, and the Conference was invited to advise the
Office as to whether further work should be undertaken along these lines, or whether
other aspects related to statistics of labour market dynamics should be given priority by
the ILO.

1.6.17. Many participants spoke on this item, strongly signalling that they found
this to be a difficult but very important area where better statistics were urgently needed
to provide information on issues of concern to many policy-makers and those
participating in the debate on policies affecting the labour markets. Attention was drawn
to on-going work in some of the countries, and to the fact that this work did involve
typologies similar to the illustration prepared by the Bureau. It was pointed out that there
should be links between the work in this area and the work on labour accounting
systems.

Labour statistics training programme and
technical cooperation

1.6.18. It was strongly emphasized that the technical cooperation and training
activities of the ILO in the field of labour statistics should continue and be strengthened:
many national statistical agencies needed ILO support to implement the basic
recommendations on labour statistics and provide their clients, i.e. policy-makers and
other users of such statistics, with the minimum of adequate statistics they need. The
Bureau was urged to continue conducting organized courses, seminars and workshops
at the country, subregional or even regional level. The development of relevant training
material should also be a high priority. The need was stressed for stronger ILO support
to the development of labour statistics programmes, especially in Africa.

Other possible items for future work

1.6.19. Referring back to the presentation of the work undertaken by the ILO
Bureau of Statistics since the 15th ICLS, in Chapter 1 of the General report, several
participants pointed out that it was necessary to continue the ongoing work on
comparisons and reconciliation of employment and unemployment statistics from
different sources and labour accounting systems. It was suggested that a different
terminology for the latter might be helpful (an “integrated system for labour market
statistics” was mentioned as a possibility). Further work on statistics on labour demand
and the use of administrative records for labour statistics were also considered useful. Several delegates underlined the need for methodological work on statistics on vocational training and training at work and urged the ILO to develop appropriate guidelines.

1.6.20. In responding to the discussions on future work, the Director of the Bureau said that the comments had provided clear signals for the contents of the programme of work for the ILO Bureau of Statistics.

II. Measurement of underemployment

2.1. The Conference had before it for discussion Report I: The measurement of underemployment (ICLS/16/1998/I), prepared by the Office. The report contained an introduction (Chapter 1) and five chapters regarding: objectives and scope (Chapter 2), the proposed framework (Chapter 3), the visibly underemployed (Chapter 4), other forms of underemployment (Chapter 5), and other issues (Chapter 6). A proposal for a draft resolution concerning the measurement of underemployment was included in the report as Annex I.

2.2. The representative of the Secretary-General introduced the subject. She mentioned that there were different notions of underemployment; however, these were all related to situations where full employment was not attained. For the development of statistics on underemployment, it was important to consider not only what should be measured, but also what could be measured. She pointed out that a need for measuring underemployment resulted from the insufficiency of existing concepts of employment and unemployment as indicators for fully describing the labour market performance in many countries. This insufficiency has been felt by countries at different levels of development.

2.3. She recalled that the definition and measurement of underemployment had already been discussed by the ICLS on six occasions: 1925 (Second ICLS), 1947 (Sixth ICLS), 1954 (Eighth ICLS), 1957 (Ninth ICLS), 1966 (11th ICLS), and 1982 (13th ICLS). She mentioned that only a limited number of countries were currently measuring underemployment, which was due to the vagueness of the current international definition of visible underemployment, and the lack of an operational definition of other forms of underemployment (invisible underemployment) considered in many countries, particularly developing countries, to be more relevant than visible underemployment.

2.4. She informed the Conference that in October 1997 a Meeting of Experts on Labour Statistics had been held in Geneva by the ILO, which had provided recommendations for preparation of the draft resolution on the measurement of underemployment to be submitted to the Conference. Inter alia, the Meeting of Experts had emphasized the need to revise the current international definition of visible underemployment and to develop a definition of "other forms of underemployment" (a term proposed to replace the term "invisible underemployment" which is currently being used). Accordingly, two objectives were being pursued by the Office: (i) to reach agreement on a definition of visible underemployment based on clearer and more precise criteria; and (ii) to reach agreement on a definition of other forms of underemployment, replacing the definition of invisible underemployment, based on analogous criteria that could be applied for measurement in household-based surveys.

2.5. She explained that the main feature of the draft resolution was to conceive underemployment as part of the framework for measuring the labour force and to define it on the basis of criteria which were comparable to those used by the international definitions of employment and unemployment. She emphasized that the proposed criteria were already being applied in a number of national household-based surveys in industrialized and developing countries.

2.6.
During the plenary discussion, several participants recognized the importance of the topic and the measurement problems involved. The draft resolution was appreciated as an essential step toward the revision of the current international recommendations on the measurement of underemployment. However, it was also mentioned that further work needed to be done. It became evident that needs for data collection on underemployment differed among countries; it was suggested that the Conference should discuss the two categories of underemployment (visible, and other forms) separately. It was emphasized that visible underemployment and other forms of underemployment — although included under the same concept — were qualitatively different measures. It was pointed out that both conceptual measurement and issues needed to be addressed thoroughly in the further deliberations of the Conference, especially regarding the recommendations in respect of other forms of underemployment.

2.7. Concerns were expressed regarding the international comparability of the statistics if the draft resolution in its present form were adopted. It was also mentioned that any modifications of the criteria used to define underemployment were likely to affect data comparability over time.

2.8. The significance of the criterion of "work below normal duration" was stressed for measuring visible underemployment; it was mentioned, however, that it was difficult to find a norm for full employment in terms of working hours. The definition and measurement of normal hours of work to be used as a criterion needed further elaboration. A suggestion was made to relate the criterion to current wage levels. It was also mentioned that hours of work are sensitive to business cycles.

2.9. Other issues raised included the following: the adequate frequency for measuring underemployment; the appropriate length of the reference period used; the desirability of measuring the duration of underemployment; the usefulness of specifying thresholds in respect of persons already working more than the normal duration of work and/or already earning a sufficiently high income; the need to address the specific problems of measuring underemployment in rural areas; the need to include persons on forced unpaid leave (if classified as employed) among the underemployed; and the difficulties to separate underemployment from labour market discouragement.

2.10. In order to ensure full and careful consideration of the draft resolution on this topic, the Conference agreed to refer it to a committee. Mr. Ian Macredie (Canada) was elected Chairperson of the Committee. The draft resolution, as modified after the discussion in the Committee, would be brought back to the plenary for final examination.

2.11. The report of the Committee on Underemployment (see annex) and a new draft of the resolution as amended by the Committee was submitted for consideration by the Conference.

2.12. The Chairperson of the Committee, Mr. J.L. Faure (France) who replaced Mr. Macredie following his departure from Geneva due to personal reasons, presented a report to the Conference providing a description of the organization of work, the general structure of the draft resolution which was a consequence of the discussions, and highlighted the main issues debated and the consequent recommendations.

2.13. Following this presentation, a delegate representing the Workers’ group made general remarks on the outcome of the Committee’s discussion. While the Workers’ group had held high expectations about a resolution on visible and invisible underemployment as presented to the Conference, it now felt that the revised concepts of underemployment significantly limited the strength of the resolution. As proposed by the Committee, measurement of time-related underemployment would be disappointing for many developing and transition countries. The Workers’ group hoped that the Bureau in its future work programme, would include research to measure new forms of underemployment, in particular skill-related mismatches, with emphasis on the use of
labour force surveys.

2.14. The Conference then reviewed section by section the amended draft resolution which the Committee proposed to entitle "Resolution concerning the measurement of underemployment and inadequate employment situations". This resulted in the following decisions:

(a) to modify the last sentence in paragraph 1 to read: "... on employment, unemployment and inactivity, and ...";
(b) to modify the second sentence in paragraph 3 to read: "Outside the scope of this resolution is the concept of underemployment based upon theoretical models about the potential ...";
(c) to modify the second sentence in paragraph 4 to read: "It relates to an alternative ... willing and available to engage.";
(d) to add to the end of the last sentence in paragraph 4, the words "as defined in subparagraph 8(1) below.";
(e) to modify the first sentence in paragraph 5 to read: "... situations that affect ... workers and which may differ according to national conditions, relate ...";
(f) to modify the last sentence of paragraph 5 to read: "... situations have not yet been sufficiently developed.";
(g) to modify paragraph 6 to read: "Employed persons may be simultaneously in underemployment and inadequate employment situations.";
(h) to modify paragraph 7 to read: "... willing and available to engage.";
(i) to modify paragraph 9(1) to read:
   "(a) persons who usually work part-time ..."; and
   "(b) persons who during the reference period worked less than their normal hours of work.";
(j) to modify the last sentence of paragraph 15 to read: "... developed further.";
(k) to modify paragraph 21 to read: "... report: (a) ... hours, regardless of whether or not they sought to do so; (b) estimates on the sub-group of the time-related ... ; ...
   ; (d) ... threshold, i.e. criterion 8(1)(c).";
(m) to reformulate paragraph 22 to read: "Subject to the availability of funds, a programme of work should be sponsored by the ILO to refine the measurement of time-related underemployment and to further develop concepts and definitions for the indicators of inadequate employment situations. The ILO should also sponsor work relating to the measurement and presentation of these statistics in a number of developing, transition and industrialized countries and evaluate and document the results."

2.15. Attention was drawn to additional modifications needed in the French and Spanish language versions in order for the resolution to be correct in those languages.

2.16. There were no other comments to the Report of the Committee on the Measurement of Underemployment summarizing the detailed discussions. The report is given in the annex to this chapter. The text of the resolution concerning the measurement of underemployment and inadequate employment situations is presented as resolution I in Appendix I. The list of the members of the Committee is provided in Appendix II of the present report.

2.17. The Conference adopted the resolution concerning the measurement of underemployment and inadequate employment situations, subject to the amendments decided upon and minor editorial changes which the Office might have to make in the different language versions.

Annex
Report of the Committee on the Measurement of Underemployment

Introduction

2A.1. The Committee held six sessions; it first met at the second half of the morning session on Wednesday, 7 October 1998 and completed its work at the afternoon session on Monday, 12 October. Representatives of the following countries participated in the Committee: Algeria, Angola, Argentina, Australia, Austria, Bahamas, Bahrain, Belgium, Benin, Brazil, Cameroon, Canada, China, Colombia, Côte d'Ivoire, Croatia, Czech Republic, Denmark, Egypt, Estonia, Finland, France, Georgia, Germany, Ghana, Greece, Haiti, Hungary, Iceland, India, Indonesia, Islamic Republic of Iran, Ireland, Israel, Italy, Japan, Republic of Korea, Libyan Arab Jamahiriya, Lithuania, Luxembourg, Macau, Madagascar, Morocco, Malta, Mexico, Namibia, Netherlands, New Zealand, Nigeria, Norway, Panama, Peru, Philippines, Poland, Portugal, Qatar, Romania, Russian Federation, Saudi Arabia, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Sudan, Swaziland, Sweden, Switzerland, Syrian Arab Republic, Thailand, The former Yugoslav Republic of Macedonia, Tunisia, Turkey, Uganda, Ukraine, Uruguay, United Kingdom, United States and Zambia.

2A.2. Representatives of the Employers' and Workers' groups nominated by the ILO Governing Body also participated in the work of the Committee, as did representatives of the following international organizations: Economic Commission for Latin America and the Caribbean, Organisation for Economic Co-operation and Development, United Nations Statistics Division, Statistical Office of the European Communities (Eurostat). Representatives of the Palestinian Authority, the International Federation of University Women, and Women in Informal Employment: Globalizing and Organizing (WIEGO) also attended the sessions of the Committee.

2A.3. The list of the members of the Committee is attached in Appendix II of this report.

2A.4. After the Chairperson, Mr. Ian Macredie (Canada), had opened the first session of the Committee, the representative of the Secretary-General informed the members of the Committee that following the plenary discussion of the topic the secretariat proposed: (i) to change the preamble of the resolution with a view to acknowledging that the relevance of the two different forms of underemployment depended on the nature of countries' labour markets and that, hence, the decision to measure one or both of them was to be determined by national circumstances; (ii) to divide the resolution into two clearly separate parts, one dealing with visible underemployment, and the other with the other forms of underemployment; and (iii) to replace the term "visible underemployment" by "hour-related underemployment", and "other forms of underemployment" by "productivity-related underemployment". The Committee welcomed these proposals; it was understood, however, that the proposed new terms were only meant to facilitate discussions and, hence, were provisional, and that the Committee might wish to change them during its work.

2A.5. At the end of the first session, a drafting committee was established. The Drafting Committee suggested to replace the term "hour-related underemployment" by "time-related underemployment" which was considered a more neutral term as regards the measurement units. The proposal of the Drafting Committee was accepted by the Committee. During the work of the Committee, several speakers suggested to reserve the term "underemployment" for time-related underemployment, to replace "other forms of underemployment" by "inadequate employment" and to extend the intended scope of this concept to cover aspects relating to occupational safety and health and general working conditions.

2A.6. Two main issues were discussed regarding the measurement of time-related underemployment: the first related to the criterion of "seeking to work additional hours", and the second to the criterion of "working less than the normal duration of work".

2A.7. Several speakers indicated the need for inclusion of the criterion of "seeking to work additional hours" in the definition of time-related underemployment so as to make measurement more objective, to align it with the measurement of unemployment, and to facilitate the international comparability of the statistics. It was recognized, however, that the criterion was not meaningful in the case of persons wanting to work additional hours in their current job, in the case of persons temporarily working short hours for economic or technical reasons, nor in the case of persons who have few alternative work possibilities. In the second case, it would even be...
superfluous to probe the respondents’ willingness and availability to work additional hours.

2A.8. Other speakers pointed out that willingness and availability to work additional hours were sufficient to define time-related underemployment, and that seeking to work additional hours should only be used as a criterion for the subclassification of the time-related underemployed. It was mentioned in this connection that the alignment of the definition of time-related underemployment with that of unemployment should not be pushed too far, as the two phenomena were not alike. It was also recalled that seeking to work additional hours was not relevant as a criterion in situations where proper avenues to seek additional work were not available, or where people had given up hope to find any additional work due to the adverse labour market situation. In such situations, it was necessary to know the reason(s) why people did not seek to work additional hours and to provide for a relaxation of the criterion.

2A.9. There was considerable discussion on whether or not the criterion of "working less than normal duration" should be included in the definition of time-related underemployment. A number of Committee members were in favour of using the criterion as a threshold to exclude persons already working full time or more from the time-related underemployed. Other members pointed out that the use of normal duration of work as a criterion would lead to problems of international comparability of the statistics. It was recalled that in many countries normal duration of work was not a relevant concept for the majority of self-employed persons. It was also pointed out that due to the diversification of work schedules, normal duration of work was becoming less relevant as a concept even in the case of employees and increasingly difficult to measure. Any international recommendation on this issue had to be flexible, as normal duration of work could only be determined at the national level. The suggestion was made to use the criterion for subclassification of the time-related underemployed rather than as a definitional criterion.

2A.10. A number of Committee members also indicated the need for a distinction between persons actually underemployed and persons usually underemployed, i.e. between measurement based on actual hours worked during the reference period and measurement based on usual hours of work.

2A.11. It was recalled that the measurement of time-related underemployment was to be integrated in the labour force framework; common elements of the definitions of time-related underemployment and unemployment should therefore be exploited (e.g. methods of job search, reference periods) to the extent this would be relevant. One exception would need to be made in respect of the reference period for availability to work additional hours, which needed to be extended because employed persons had to give prior notification if they wanted to change jobs.

2A.12. Several Committee members expressed a reservation against the paragraph stating that underemployment was best measured by household surveys, especially labour force surveys. Other sources could also be used, particularly in countries which do not carry out these types of surveys.

2A.13. At the end of the second session, the Chairperson requested the secretariat to change the structure of the draft resolution and revise the part dealing with time-related underemployment on the basis of the outcome of the discussion. The revised draft resolution would be presented to the Committee during the following day for examination.

2A.14. During its third session the Committee started its discussion on the measurement of "other forms of underemployment", dealing with the nature of work and its interaction with the characteristics of workers.

2A.15. Many Committee members expressed reservations about this definition. It was mentioned that the proposed definition was too broad and subjectively based and seemed to include all persons who were not satisfied with their current work, and that this would be a measure particularly subject to variations in the business cycle in an anti-cyclical manner. In particular, the definition as proposed would include persons wanting to make career moves or have pay increases which could hardly be considered to indicate underemployment. It was also pointed out that the proposed definition did not seem to lend itself to international comparisons. Additionally, the use of the term “productivity of the worker” was disputed.

2A.16. It was indicated that it would be necessary to use objective norms or criteria (e.g. low income, skill underutilization, actively seeking to change the current work situation), similar to those used in defining time-related underemployment, to identify persons considered to be in other
forms of underemployment. As a minimal requirement, it would be necessary for the resolution to specify, among the various reasons for the desire to change employment, those which were considered to be valid reasons for considering a person to be underemployed. In this connection, it was proposed to distinguish economic reasons from reasons related to the quality of working life, and to consider only the first ones for the measurement of underemployment. Whilst some Committee members considered skill mismatch or underutilization and low income as economic reasons, many others preferred including skill mismatch or underutilization only. It was suggested that in the resolution time-related underemployment and skill mismatch or underutilization should be treated separately from other forms of inadequate employment. However, some delegates stated that at present it would be advisable to only specify a conceptual rather than an operational definition for skill mismatch or underutilization.

2A.17. The usefulness of statistics on other forms of underemployment for policy purposes was recognized by many Committee members. It was reported that in some countries the number of persons willing to change their current work situation equaled the number of unemployed persons. It was emphasized, however, that data on other forms of underemployment were difficult to obtain or interpret, as measurement would be based on subjective assessments of work situations and job quality by the workers themselves. Clarification was needed on what exactly should be measured under the heading "other forms of underemployment". Opinions differed on the range of situations to be covered by the resolution; some felt that the range proposed was too large and went beyond the scope of labour market indicators, while others thought that it was too narrow and that working conditions, working-time arrangements, and job security adequacy should be included as additional dimensions.

2A.18. It was proposed to include a reference to persons wanting to obtain a second job in addition to their current job; this was to account for the large number of persons in many countries who had to be willing to engage in secondary jobs because their earnings from the main job were low.

2A.19. Suggestions were made to separate underutilization of human resources through mismatch of a person’s qualifications with the skills required to perform his/her current job from other situations of underemployment and to include them under the heading “skill-related underemployment”. It was pointed out, however, that such a mismatch was sometimes chosen voluntarily by persons. A suggestion was made to cover not only skill underutilization, but also skill incapacity or human resource deficiency.

2A.20. During the fourth session, the Meeting had before it a revised draft of the definition on time-related underemployment, based on previous discussions. It reflected a proposed definition of time-related underemployment on the basis of two criteria: workers’ willingness to work additional hours and their availability to do so. The requirement that workers work less than the normal duration of work was optional, as was the requirement that workers seek to work additional hours.

2A.21. The discussion was opened with the need to reintroduce into the definition the requirement that workers work less than the normal duration of work, although it was mentioned that applying this criterion could exclude certain population groups who were prone to working beyond what was considered “normal” working hours. Some delegates felt that if the methodology to determine the normal duration of work was similar in all countries, then comparability of resulting estimates would not be hindered. However, many other countries argued that the selection of the normal duration of work according to their own policy needs was necessary in order to produce meaningful statistics for their countries. This discussion led to the assessment of the need for common methodologies and concluded that this criterion needed to be part of the definition. It would be more meaningful for countries to define this requirement in terms of a threshold, taking national circumstances into account, rather than in relation to normal duration of work.

2A.22. The view was that actively seeking to work additional hours was more objective and better aligned to the criterion used in the definition of unemployment than willingness to do so. Where workers did not seek to work additional hours although they wanted it, the softer requirement of wanting to work additional hours could be applied. Many countries, however, preferred to cover all those who wanted to work additional hours, and among them, to identify those who actively sought to do so. It was decided, by an indicative show of hands, to apply this latter sequence.

2A.23.
A number of Committee members expressed concerns about paragraph (2) of the draft resolution dealing with measurement of a composite volume of unemployment and time-related underemployment. It was pointed out that measurement of this volume would only be useful if unemployment and time-related underemployment were defined in the same way. For similar reasons, the Committee proposed to delete the paragraphs dealing with a combined rate of unemployment and time-related underemployment and a rate of the composite volume of unemployment and time-related underemployment. These two indicators were considered complex and difficult to explain to data users.

2A.24. On the basis of the outcome of these discussions, the secretariat prepared a second revision of the draft resolution, which was discussed during the fifth session of the Committee. As the Chairperson of the Committee had to return to his home country due to an emergency, Mr. Jean-Louis Faure (France) accepted to take over the chair from this session onwards.

2A.25. The revised draft resolution was organized to distinguish between (i) measures of time-related underemployment, (ii) measures of skill-related underemployment, and (iii) indicators of inadequate employment. The Committee had a long discussion of the pros and cons of this new structure as compared with an alternative structure distinguishing between (i) measures of time-related underemployment and (ii) indicators of inadequate employment situations which would include skill mismatch or underutilization. Finally, an indicative show of hands revealed that a majority of the Committee members preferred the alternative structure. The main argument for this alternative was the conceptual and measurement problems relating to skill-related underemployment.

2A.26. There was general agreement that inadequate employment was an area where further research was needed on the concepts and measurement methods, e.g. through the conduct of empirical studies. This should be reflected appropriately in the resolution. There was a proposal in this connection that the part of the resolution dealing with inadequate employment therefore could not contain any operational definitions.

2A.27. It was suggested to redraft the paragraph dealing with inadequate employment situations in order to broaden the concept to include what was formally understood as other forms of underemployment.

2A.28. There was discussion on whether or not over-employment should be covered in the resolution. Some Committee members indicated that over-employment was an important issue in their countries; others felt that this topic was outside the scope of the resolution.

2A.29. Several Committee members recalled that in their countries low earnings was an important factor related to inadequate employment and which they have been measuring for several years. However, for other members this dimension needed to be seen more as an outcome than a source of inadequate employment. It was suggested that the resolution deal more explicitly with the income aspect, and there was agreement that this aspect should be separated from skill-related inadequate employment and dealt with in a separate section.

2A.30. It was suggested that international reporting should be limited to time-related underemployment, and that the paragraphs dealing with analytical indicators of inadequate employment should perhaps be moved to the section on Further action. This was because insufficient experience was available to measure skill-related and other forms of inadequate employment.

2A.31. As it was decided to include skill-related underemployment with "inadequate employment", the proposal was made by several Committee members to replace the term "time-related underemployment" simply by "underemployment". It was mentioned, however, that as the distinction between underemployment and inadequate employment situations was largely based on considerations of the current practical feasibility of measurement rather than conceptual grounds this aspect would be better reflected with the adjective.

2A.32. At the end of the fifth session, the Chairman of the Conference announced that the programme of the Conference had been rearranged so that the Committee could have a sixth session on Monday, 12 October in order to be able to accomplish its work. He also announced that those Committee members who would not participate in the Committee on Income from Employment, could meet Friday afternoon to further assist the secretariat in its redrafting of the
proposed resolution.

2A.33. For the informal work session on Friday afternoon which was attended by about one-third of the Committee members, the secretariat had prepared a draft new structure for those parts of the resolution dealing with "inadequate employment situations". During the work session, the following issues were raised:

— the need to clarify the meaning of "excessive" hours of work, "adequate" employment and "mismatch" of occupational skills;
— a suggestion to delete text which gave the impression of precise operational definitions, and to only retain an illustrative list of reasons for inadequate employment situations;
— the need to include the notions of fixed capital and human capital deficiencies;
— a suggestion to specifically include a category "other forms of inadequate employment" referring to those reasons which were not covered by "skill-related inadequate employment" and "income-related inadequate employment";
— the usefulness of determining thresholds for low income and over-employment.

2A.34. At the sixth session, the Committee examined an amended draft resolution prepared on the basis of the guidelines provided to the secretariat in the previous sessions.

2A.35. Regarding the paragraphs relating to the Scope and concepts, it was recalled that underemployment arising from deficient national or local economic systems was to be included in the concept to be measured in countries where these were the reality. The need for further work on a conceptual definition for inadequate employment situations should be indicated under this heading, as well as the fact that underemployment and inadequate employment situations were not mutually exclusive.

2A.36. Regarding the paragraphs concerning measures of time-related underemployment, reference to the "current" international guidelines regarding employment statistics rather than to the "most recent" ones needed to be made. Within the definition of time-related underemployment, it was considered that labour practices in countries should also be considered as a valid way of determining the chosen threshold. The view was also expressed that involuntary part-time workers should only cover part-time workers who were willing to work full time. However, this would restrict the scope of a group which in many countries was understood to include any part-time worker willing to work additional hours, even while remaining on a part-time schedule. On the measurement of the duration of time-related underemployment, it was recalled that for classification, reference needed to be made to all three definitional criteria, including the chosen threshold. There was discussion regarding whether the order of the definitional criteria needed to be changed. An indicative show of hands did not show a clear tendency, thus the Committee concluded to leave the order unchanged.

2A.37. In the paragraphs regarding Inadequate employment situations, it was felt necessary to clarify the introductory statement delineating the characteristics of inadequate employment situations. For the description of inadequate employment related to excessive hours, it was felt that the threshold of hours below which persons did not qualify for inclusion, did not need to be the same as the chosen threshold used in the definition of time-related underemployment, as had been proposed. The earlier proposed analytical indicator covering a ratio of chosen combinations of inadequate employment situations was confusing. It was suggested to replace it by a ratio of all persons simultaneously in two or more inadequate employment situations that had been identified in a country.

2A.38. On the paragraphs dealing with Data collection and international reporting, while recognizing the particular advantages of household-based surveys, they should not be considered to the exclusion of other adequate sources, among them administrative records. Still where a household-based survey existed in a country, it was considered useful to use its results to calibrate those from other sources. It was agreed that the information on time-related underemployment which would be useful for international reporting needed to comprise: measures as defined in the resolution, additional information on the methodology used to calculate the chosen thresholds, and, where feasible, estimates of the number of persons in employment who were willing and available to work additional hours, without reference to a threshold.

2A.39. The paragraphs on Future work needed to recognize that no operational definitions of
inadequate employment situations were being advanced in the resolution, and thus that only
suggestions for indicators of inadequate employment were being made.

2A.40. Other proposed modifications about which there was less debate have been
incorporated in the redrafted resolution. The draft resolution as amended by the Committee is
submitted for the consideration of the Conference.

III. Measurement of income from employment

3.1. The Conference discussed this topic on the basis of Report II: Measurement
of income from employment (ICLS/16/1998/II), prepared by the Office. The report
contained an introduction and six chapters for consideration by the Conference. These
six chapters presented a review of the existing major sources of data on income from
employment (Chapter 1), the objectives of data collection and a measurement
framework (Chapter 2), the definition, components and specific measurement issues of
income from paid employment (Chapter 3), the concept, definition and measurement
issues related to income from self-employment (Chapter 4). Chapter 5 dealt with the
relative strengths and weaknesses of possible sources of data in relation to the
measurement objectives, and Chapter 6 set out the items of data to be collected and
issues relating to analytical measures, classification and data dissemination. The report
contained a draft resolution concerning the measurement of income from employment
and one appendix: extracts from the Protection of Wages Convention, 1949 (No. 95).

3.2. The representative of the Secretary-General introduced the subject for
general discussion in the plenary session. She explained the historical background of
this topic and outlined the major developments which had taken place in the field of
wages, in particular in respect of earnings and household income. In spite of these
developments, none of the existing international guidelines related to the statistical
measurement of income provided adequate guidelines on the statistical definition and
measurement of the full income accruing to persons in paid employment by virtue of
their employment situation. In addition, there were no guidelines regarding the
measurement of income from self-employment for the purposes of labour statistics, the
only existing guidelines being those contained in the System of National Accounts which
measured the mixed income of unincorporated enterprises at the aggregate level of the
household sector. She indicated that the proposed draft resolution was not intended to
supersede or replace the existing guidelines on wages statistics, but to complement
them and to help better measurement of that part of household income which was
derived from paid and self-employment activities.

3.3. She then outlined the major conceptual issues raised in the report, and in
particular the two objectives which had been identified for the measurement of income
from employment. One was to identify the economic activities or jobs which were more
or less remunerative than others; under this objective, income was examined from the
productivity aspect. The other was to contribute to the measurement of the level of
welfare of the population and to identify those groups of workers who were unable to
derive a certain level of well-being from their involvement in economic activities. She
pointed out the dependence of the other conceptual issues, such as the choice of the
observation units, the components of the definitions of paid and self-employment
income and the population to be covered by the measurement, as well as the methods
of data collection, upon the measurement objectives being pursued.

3.4. The representative of the Secretary-General indicated that an extensive
interpretation of the concept and coverage of income from employment was proposed
in the draft resolution. The components of income included not only those elements
directly paid by employers or derived from a self-employment job, but also those
components which accrued to employed persons from other sources, provided they
were related to the employment status. Similarly, it was proposed that the
measurement of income from employment cover not only the employed population who
derived an income from their current job or status in employment, but also the
population no longer employed who still derived an income directly related to their
previous employment status.

3.5. The definition of income from paid employment included all the elements of
remuneration in cash, in kind and in services, paid by employers, including profit-related
pay, as well as social security and assimilated benefits which could be paid from other
sources such as social security, pension or insurance funds or the State. The 1997
Meeting of Experts which had examined the issues of social security benefits had
expressed mixed opinions on the subject. In order to reconcile the various viewpoints, it
was proposed to make a distinction between the various types of payments and
benefits in such a way that different groupings could be made to fulfil one or the other of
the two measurement objectives.

3.6. As regards income from self-employment, it was proposed to the Conference
that the definition of the self-employed follow the SNA definition and the basis for the
definition of income from self-employment be the SNA concept of mixed income. It was
also proposed that income from self-employment include those employment-related
social security and assimilated benefits which accrued to self-employed persons by
virtue of their employment status. Ideally, mixed income should be measured net of
capital consumption. Since the self-employed constituted a heterogenous group of
workers who could run their enterprises in different circumstances and with varying
levels of capital input, it was proposed that the measurement of income from
self-employment be phased into national programmes over an extended period of time
and that initially countries endeavour to identify and measure the income arising from
two groups of self-employed: those who operated their enterprises without or with little
or negligible capital input, for whom the gross income received was a close estimate of
their net income; and those whose activities involved an amount of capital which could
be identified, in which case efforts should be made to measure net income from
self-employment, i.e. income after deduction of the amount of capital used in the
production and generation of income. Where self-employment jobs produce a financial
loss instead of a profit, income from self-employment should be measured as negative
income.

3.7. Lastly, the representative of the Secretary-General pointed out that it had
been felt important to assess the contribution of unpaid family workers to the economic
development of household enterprises. It was therefore proposed that the participation
of contributing family workers be assessed, in terms of volume of employment, and that
a value be imputed for this contribution. She added that all other proposals with regard
to data requirements, analytical measures and sources of data were dependent on the
conceptual issues which had been presented in the report.

3.8. In the plenary discussion, general support was expressed for the
measurement of income from employment, but many of the speakers stressed the
complexity of the subject, particularly the measurement of income from
self-employment. Several participants pointed to the difficulty of carrying out statistical
investigations in this field and mentioned the problems encountered in national
experiences, which were due, in particular, to the sensitivity of income questions in
labour force and other household surveys. Detailed investigations could lead to a loss of
cooperation of households, while general questions might only provide approximate
values; respondents could be reluctant to supply information on income, for fear of
taxation and similar problems, or for reasons such as job loss due to structural
adjustment programmes.

3.9. Other practical problems included the absence of records in unincorporated
enterprises, and the difficulty of isolating the return on capital from gross income from
self-employment, the loss of accuracy of income data in proxy responses and the risk of high non-response rates. Two participants indicated that for these and similar reasons, the measurement of household expenditure had been preferred as a proxy to income. It was also recognized that while the use of a long reference period for the measurement of income from employment appeared appropriate to capture the seasonal and irregular flows of income, it also raised the problem of memory lapse.

3.10. It was recognized that establishment surveys could be used as a source of data which provided relatively secure information; however, they were generally limited to the formal sector and could not provide information on the benefits received from sources other than the employer.

3.11. Several participants stressed the difficulty of measuring benefits in kind, the value of which may depend on the perception of the respondent (e.g. an employer or an employee). Others pointed out the additional complexity of measuring income in the informal sector, where establishments generally did not keep accounts, as well as in the rural/agricultural sector, where the workers might trade human resources in the form of services rendered, or labour for rent of land.

3.12. There was a need to develop and test different methodologies to be used to collect data on income from employment. Special surveys in the informal sector were a possible source of data and suggestions to improve data collection in household surveys were necessary, such as adding modules to existing household surveys in order to cover specific topics (for instance, income in relation to migration). There was also a need to maintain a link between the income components and the SNA guidelines.

3.13. As regards the inclusion of employment-related social security benefits, it was noted that different types of benefits could be provided to different categories of workers and that there was a need to define with precision those elements to be included along with the other components of income from employment. It was also pointed out that such benefits could be non-existent, as in a number of developing countries.

3.14. The treatment of multiple jobholders was raised by a number of participants who noted that there was a need to collect information on the different sources of income. This could be particularly difficult where secondary activities were not allowed or illegal. In the case of multiple jobholders, the validity of the analytical measure of hourly income was also questioned by one participant.

3.15. It was pointed out that as a result of the exclusion of domestic and voluntary work from the definition of economic activity, the scope of the measurement of income from employment would be correspondingly limited, thereby leading to an underestimation of women's activities.

3.16. A number of participants indicated that a compromise should be achieved between the theoretical concepts on the one hand and the practicability of data collection on the other. Differences in measurement systems among countries were also to be taken into consideration.

3.17. One participant pointed out that the proposals before the Conference were complex and included a number of definitions which were expected to fulfil two objectives. It appeared that the definition of income as a return on productive activity was too broad, and that the definition proposed for the assessment of well-being was too narrow. It was suggested to adopt a single objective and a single definition of income from employment to fulfil it.

3.18. In order to ensure full and careful consideration of the draft resolution on this topic, the Conference agreed to refer it to a committee. Mr. Oladejo Ajayi (Nigeria) was elected Chairperson of the Committee. The draft resolution, as modified after the discussions in the Committee, would be brought back to the plenary for final examination.

3.19.
Following the Committee’s deliberations, the report of the Committee on the Measurement of Income from Employment (see annex) and a new draft of the resolution, as amended by the Committee, were submitted for consideration by the Conference.

3.20. The Chairperson of the Committee presented the report. The Conference then reviewed the amended draft resolution on the measurement of income from employment.

3.21. The Conference amended the fifth statement of the Preamble to the draft resolution, highlighting the fact that international standards on income statistics existed, but that they could be supplemented by a recommendation concerning the statistical definition and measurement of employment-related income.

3.22. An amendment was proposed, to include in the Preamble a reference to the fact that there were no international guidelines on the statistical treatment of employees’ occupational expenditure. The amendment was not adopted.

3.23. An amendment was submitted to use, wherever appropriate, the new title “employment-related income”, or its equivalent, throughout the text of the draft resolution, including in the paragraphs dealing with income related to paid and self-employment. The text of the draft resolution was amended accordingly.

3.24. The Conference discussed at length the problem of double counting raised by the proposed definition of income related to paid employment. If social security and assimilated benefits were to be included in the concept of income related to paid employment, employee contributions to social security and compulsory insurance schemes had to be deducted, either from the earnings portion or from the benefits received. As proposed, the text of paragraph 12 did not take enough account of this problem. Two amendments were submitted along these lines: the first, to insert the phrase “excluding the current value of any employee contribution” in paragraphs 12(ii) and 12(e); the second, to deduct the contributions from the cash wages and salaries in paragraph 12(a). A third amendment favoured the wording proposed in the draft resolution. After considerable discussion by the Conference, the amendments were voted upon. The proposal to maintain the existing text was rejected, as was the amendment which aimed at deducting employees’ contributions from the benefits portion of income. The amendment aiming to measure cash remuneration after deduction of employee contributions was adopted and paragraph 12(a) was amended accordingly.

3.25. Two other amendments were made to paragraph 12: in subparagraph (b) a sentence was added to clarify the fact that income related to paid employment corresponded to “the value covered by the employer of union, association and club fees, nurseries, crèches, etc.” Subparagraph (d) was subdivided into three groups, and former subparagraph (e) became 12(d)(iii), in order to maintain the original four main groups of components of income related to paid employment.

3.26. As a result of the amendment made to paragraph 12(a), paragraph 13 was amended to delete the phrases “and employees’ own contributions to social security and pension schemes, compulsory life insurance schemes” and “where relevant”.

3.27. An amendment was submitted to add a new paragraph after paragraph 20 of the draft resolution, to maintain consistency between the measurement of income related to paid employment and income related to self-employment, and to indicate that gross profit or mixed income should be measured net of any contributions of the self-employed to employment-related social security and assimilated schemes. The following paragraphs would be renumbered accordingly.

3.28. As a result of the amendment made to paragraph 12(a), the first line of former paragraph 64(a) was amended to read “Gross income related to paid employment, excluding social security contributions as in paragraph 12”. Similarly, to
ensure symmetrical treatment, the first line of paragraph 64(b) was amended to read "Gross income related to self-employment, excluding social security contributions as in former paragraph 21".

3.29. The following amendments were accepted by the Conference:

(a) to modify the wording of the second objective of the measurement of employment-related income in paragraph 1, to read "analysing the economic well-being of persons on the basis of the employment opportunities available to them". For consistency reasons, the term "welfare", which was considered misleading, was to be replaced by "well-being" and the phrase "for assessing the level of welfare" by "for analysing the well-being (or, where relevant, the employment-related well-being)", throughout the text of the draft resolution;

(b) to modify the wording of paragraph 9 to take account of the previous amendments and to include "those" before "unemployed and not economically active persons (new wording) who receive ...";

(c) to use a consistent terminology in the definitions presented in paragraphs 5, 10 and 16 of the draft resolution, keeping the reference to "current or former involvement in paid or self-employment jobs", deleting the allusion to "employment status" and systematically adding the term "compulsory" with respect to insurance schemes;

(d) to delete repetitions of the term "social assistance" in paragraphs 14 and 24 of the draft resolution;

(e) to add the term "corporations and" in paragraphs 17 and 18(b) relating to the population covered, as well as in former paragraph 66;

(f) to reword former paragraph 23 of the draft resolution in a similar way to the wording in paragraph 13;

(g) to remove from former paragraph 27 the remainder of a sentence which should have been deleted;

(h) to replace, in former paragraph 33, the words "in accordance with" by "as defined in" the SNA, for the sake of clarification;

(i) to use the words "observation units" in former paragraph 35, which were more appropriate than "statistical units";

(j) to replace the words "integrated into" in former paragraph 51 with "based on";

(k) to put more emphasis on the need to disaggregate the statistics of employment-related income by sex, by inserting a new sentence after the first one in former paragraph 65. Consequently, the variable "sex" was removed from the third sentence of this paragraph;

(l) to delete the words "of data collection" from the subtitle before former paragraph 69;

(m) to add "where possible" at the beginning of former paragraph 77.

3.30. A phrase was added to the first sentence of former paragraph 80, to indicate that the credibility and relevance of statistics of employment-related income would be increased if they could be disseminated as soon as possible after their compilation.

3.31. It was proposed to include a sentence at the end of former paragraph 84, requesting the International Labour Office to report to the next ICLS on the implementation of the new guidelines. This paragraph was amended accordingly.

3.32. Finally, the Conference came back on the issue of double counting raised in the above-mentioned paragraph 3.24. For the sake of clarity, it decided to delete the footnote which had been inserted in paragraph 12(a) of the amended resolution and to reword the beginning of this paragraph as follows: "Total cash remuneration, ‘excluding employee contributions to compulsory employment-related social security and retirement income provision schemes (in order to avoid subsequent double counting of income)’, covers: ...". An equivalent amendment was made to the wording of paragraph
21.

3.33. In order to align the wording of paragraph 13 with that of paragraph 24, the phrase "Net income from paid employment should be measured" was replaced by "Net income related to paid employment may be derived".

3.34. The Conference adopted the resolution concerning the measurement of employment-related income, subject to the amendments decided upon and minor editorial changes which the Office might have to make in the different language versions.

3.35. The report of the Committee, which summarizes the detailed discussions, is given in the annex to this chapter. The text of the resolution concerning the measurement of employment-related income is presented as resolution II in Appendix I. The list of participants is provided in Appendix II of the present report.

Annex

Report of the Committee on the Measurement of Income from Employment

3A.1. The Committee held five sessions; it first met at the afternoon session on Friday, 9 October 1998, and completed its work at the afternoon session of Tuesday, 13 October 1998. Representatives of the following countries participated in the Committee: Albania, Algeria, Argentina, Australia, Austria, Bahamas, Bahrain, Belgium, Benin, Brazil, Cameroon, China, Colombia, Côte d’Ivoire, Croatia, Czech Republic, Democratic Republic of the Congo, Denmark, Egypt, Estonia, Finland, France, Georgia, Germany, Ghana, Greece, Hungary, Iceland, India, Islamic Republic of Iran, Ireland, Israel, Italy, Japan, Republic of Korea, Kuwait, Latvia, Lithuania, Luxembourg, Macau, The former Yugoslav Republic of Macedonia, Mexico, Mongolia, Morocco, Namibia, Netherlands, New Zealand, Nigeria, Norway, Peru, Philippines, Poland, Portugal, Romania, Russian Federation, Singapore, Slovakia, Slovenia, South Africa, Spain, Sri Lanka, Sudan, Swaziland, Sweden, Switzerland, Syrian Arab Republic, Tunisia, Turkey, Uganda, Ukraine, United Kingdom, United States, Uruguay.

3A.2. Employers’ and Workers’ representatives nominated by the ILO Governing Body also participated in the work of the Committee, as did representatives of several international organizations and observers. The list of the members of the Committee is attached in Appendix II of this report.

3A.3. The Chairperson, Mr. Oladejo Ajayi (Nigeria), opened the discussion by highlighting the importance of the measurement of income from employment, in particular in relation to the development of the informal sector and the measurement of underemployment or inadequate employment. He briefly summarized the main issues on which the plenary discussion had focused and recalled that there was a strong need and support for the measurement of income from employment, in spite of the complexity of this measurement. He suggested that the Committee might then proceed to a detailed examination of the draft resolution section by section and paragraph by paragraph. The representative of the Secretary-General would introduce each section separately. The Committee agreed on this procedure.

3A.4. During the in-depth discussion of the draft resolution, a number of points were raised about which there were substantial debates. These are noted in this report following the order of the paragraphs of the redrafted resolution in the hands of Committee members.

3A.5. The remainder of this report concentrates on the changes introduced by the Committee in certain paragraphs. Those which did not give rise to debate and those which only required drafting changes to reflect decisions about terminology are not discussed.

Concept and definition of income from employment
3A.6. There was considerable discussion on the general definition of income from employment and the coverage of the measurement. A number of participants expressed concern about the fact that the proposed measure of income from employment could cover the not economically active population, or even the unemployed. In their view, neither employment-related pensions nor unemployment compensation or assimilated benefits derived from an earlier job or previous employment status should form part of the concept of income from employment, the measurement of which should be limited to the employed population.

3A.7. Other participants were of the opinion that the measurement of income from employment should cover the whole economically active population (i.e. the employed and the unemployed). The unemployed were not expected to be permanently out of employment, their situation was temporary and the income they received in the form of unemployment compensation or similar benefits was, in general, directly linked to their previous employment status (in the form of contributions paid by themselves and/or their employer against this risk), and to their availability and/or search for an economic activity. In their view, employment-related unemployment and assimilated benefits should form part of the overall concept of income from employment. On the other hand, the permanently inactive population (e.g. the retirees or pensioners) was not expected, unless in exceptional circumstances, to form part of the economically active population and, consequently, pensions and assimilated benefits were to be treated as a type of income other than income from employment.

3A.8. A few participants supported the full coverage proposed in the draft resolution, and therefore the extensive definition of income from employment. It was proposed that a clear distinction be made between the various categories of the population and the different types of employment-related income. Accordingly, a distinction could be made between: (i) the employed; (ii) the unemployed; and (iii) the non-economically active population, whose income accrued from: (i) current job; and (ii) previous job or employment status.

3A.9. Faced with divergent opinions, the Committee agreed to continue its analysis of the various aspects of the measurement of income from employment and to revert to the overall concept and definition after having completed this analysis.

3A.10. The Committee agreed that, in general, income from employment should be measured in terms of the income actually received, rather than in terms of accruals. The wording of the definitions of income from employment, income from paid employment and income from self-employment, as well as subsequent paragraphs, was therefore modified to reflect this approach.

Concept and definition of income from paid employment

3A.11. As regards the concept and definition of income from paid employment, it was felt that the proposed definition offered three possibilities:

(i) to adopt the broadest concept, which would cover all the aspects required to measure the employment-related welfare of persons currently or formerly in paid employment (including, where relevant and possible, the unemployed and the not economically active who derived an income from their former employment status); this definition would cover all types of income generated by the job itself and derived from the employment status;

(ii) to limit the concept of income from paid employment to those components derived by virtue of the current employment status, whether paid by the employer or by a source other than the employer. This would limit the coverage of income from paid employment to persons with a job or with a formal job attachment, i.e. to persons having a relationship with an employer. Accordingly, the unemployed and the not economically active would be excluded from the coverage, although they might still derive an income from their former employment status; and

(iii) to limit the concept and measurement to those components which were directly paid by the employer, which would further restrict the concept of income from paid employment to that of "total earnings" from a particular job or a specific employer. The last possibility should be
rejected as too restrictive. However, a number of participants were in favour of excluding from the concept those employment-related benefits received by former employees by virtue of their previous employment status, on the grounds that such benefits did not form part of the employer-employee relationship.

3A.12. Several participants pointed out that, in order to avoid double counting, social security benefits should be measured net of employees' contributions to the corresponding schemes, where relevant. This applied to the measurement of current social security benefits received from the employer or social security or insurance schemes or the State. However, this approach was not applicable to the measurement of social security benefits received by former employees by virtue of their previous employment status. Employees' contributions could be deducted either from the social security receipts, or from the total income from paid employment. A new paragraph 13 was drafted, reflecting the latter approach. In addition, a sentence was added which reflected the Committee's concern for the need to collect and compile data on the various types of deductions made from gross income from paid employment to derive net income from employment.

3A.13. The Committee pointed out that there was a need to establish a clear relationship between the components of income from paid employment and each of the two measurement objectives. To this end, a new paragraph 15 was added to the section on income from paid employment. A similar addition was made to the section on income from self-employment (see new paragraph 26 of the draft resolution).

Concept and definition of income from self-employment

3A.14. As regards the definition of the self-employed, it was pointed out that the proposed definition, in line with the SNA definition, was too restrictive. Other categories of self-employed, such as the owner-managers of quasi corporations derived an income from their activity in a way which was very similar to that of the owners of unincorporated household enterprises; they should therefore be covered by the proposals made for the measurement of income from self-employment. In addition, it was felt that the wording of former paragraphs 11 and 17 of the proposed draft resolution, concerning the measurement of the income of particular groups of workers whose income could be assimilated to paid or self-employment income, needed clarification. To this end, paragraphs 11 and 17 of the proposed draft resolution were replaced by a new paragraph 27 and the definition of income from self-employment (new paragraph 18) was amended to take account, where relevant, of the remuneration received by owner-managers of quasi corporations.

3A.15. As regards the social security benefits received by the self-employed and included in the proposed definition of income from self-employment, it was felt that the definition should explicitly refer to the types of benefits which could be included. Paragraph 23 of the amended draft resolution was modified accordingly.

3A.16. It was recognized that the measurement of income from self-employment was a particularly complex exercise and that several points needed clarification and guidelines. In particular, questions such as the assessment of fixed capital, the return to capital and the measurement of consumption of fixed capital needed to be dealt with in a methodological manual.

3A.17. During these and subsequent discussions of the Committee, it became clear that different sets of data were required to meet the two objectives which had been agreed upon. In particular, it appeared that for the measurement of the income-generating capacity of various economic activities, data were needed on the income generated as a direct result of the involvement of individuals in paid and self-employment jobs. On the other hand, when the objective was to assess the employment-related welfare of the population, it was useful to obtain data on the employment-related income derived from both current and previous employment statuses. As a consequence, the Committee decided to amend paragraph 5 of the draft resolution with a view to clarifying the general definition of income from employment.

3A.18. The Committee also agreed to make a distinction between two sets of data: one relating to the measurement of income from employment of the employed population; the second more particularly useful for the assessment of the employment-related level of welfare, covering the
unemployed and the not economically active population who receive an income by virtue of their former employment status. This agreement is reflected in new paragraph 9 of the draft resolution.

3A.19. A number of agreements were also reached on the definitions of income of paid and self-employment income, as follows.

3A.20. In view of the difficulties of measuring net social security benefits (after deduction of the contributions to the relevant schemes), it was suggested that the measurement of social security benefits should be expressed without any reference to the terms "gross" or "net", but that a note should be added to paragraph 12(d) of the amended draft resolution drawing countries’ attention to the difficulty of measuring such benefits without double counting employees’ contributions paid to social security schemes, on the one hand, and benefits received on the other. In addition, it was recommended that, whenever possible, the various types of employees’ deductions be identified and recorded separately (see paragraph 13). Similar amendments were made to new paragraph 18(c) on the definition of income from self-employment.

3A.21. The Committee also agreed that the draft resolution should be amended so as to clearly indicate which of the components of paid and self-employment income were relevant to each of the measurement objectives. The corresponding amendments were made to new paragraphs 15 and 26.

3A.22. It was also decided that, in paragraph 27 on the treatment of particular groups of workers, mention be made of the "dependent contract labour" whose employment status, and therefore income from employment measure, was not clear. New paragraph 27 was amended accordingly.

Measurement issues related to income from paid and self-employment

3A.23. It was suggested that benefits in kind received by persons in paid employment could be evaluated on the basis of retail market prices, but that other measures could also be adopted by certain countries. The wording of new paragraph 28 was therefore modified accordingly.

3A.24. The Committee debated whether or not income from paid employment should be recorded net of employees’ occupational expenditure. While some Committee members favoured this approach, the Committee did not retain it for practical reasons. However, it indicated that, for the sake of comparability with income from self-employment, the latter should be measured, as far as possible, gross of expenditure for purely personal or household purposes. Paragraph 19 of the draft resolution was amended accordingly.

3A.25. The Committee agreed with the progressive approach proposed for the measurement of income from self-employment. However, it also indicated that this measurement was particularly important in the informal sector and that, to this end, a paragraph should be added drawing attention to the peculiar problems which may arise in this sector (due to the lack of records, accounts, etc.), and recalling the guidelines contained in the resolution concerning statistics of employment in the informal sector adopted by the 15th ICLS. A new paragraph 31 was therefore added to this section.

3A.26. As regards the evaluation of the self-employed’s production for own use, several Committee members pointed out that, for practical reasons, the two methods of evaluation contained in the draft resolution should be complemented by a third, namely evaluation at retail market prices. Paragraph 34 of the draft resolution was amended accordingly.

Measurement of volume of employment

3A.27. The Committee noted that while it was clear that data on income from employment should be related to the labour input in terms of hours of work and work duration, it was difficult to adopt a standard regarding the measurement of hours of work. All concepts of hours of work mentioned in the draft resolution were applicable, and none of them had priority over the other. The concept used was also a function of the type of source of data. Some Committee members favoured the concept of hours actually worked, which appeared to better apply to the measurement of the income-generating capacity of economic activities; others mentioned that the
concept of hours paid for better reflected the employment-related welfare of the workers. However, it was also pointed out that none of the existing concepts clearly applied to the measurement of hours of work of the self-employed. Another point of concern was that it appeared more difficult to link the measurement of hours of work to some of the components of income from employment, such as income in kind and in services, social security benefits, not to mention unemployment benefits and pensions. The relationship between the two variables could be better applied to that part of income directly generated by an economic activity.

3A.28. The Committee therefore decided to maintain the original proposals of the draft resolution without amendment and suggested that further work be done by the Office on the subject. It also proposed that new paragraph 48 should be complemented by an amendment drawing attention to the particular difficulty of measuring the hours of work of multiple jobholders who carry out two or more jobs simultaneously.

Data sources

3A.29. The Committee expressed some concern regarding the importance given to household surveys for the collection of data on income from employment. General or specialized household surveys were one of the possible sources, but others, such as establishment surveys or administrative records, could also be used. Each type of source had its advantages and limitations, including household surveys; in particular, the latter were not considered as entirely reliable with regard to the collection of income data; generally they could only provide a measure of “net” income and proxy responses often raised problems. Considering the complexity of the data to be collected, the Committee felt that it would be difficult to obtain all data from a single source, and that a combination of different sources would be more suitable, in spite of the practical difficulties for measurement. In any case, the choice of the appropriate source of data should take due account of the cost-benefit aspect and the need to limit the response burden. Former paragraphs 50, 55, 56, 58 and 59 of the draft resolution were modified to reflect this approach (see new paragraphs 52 to 56 and 61).

Data compilation and classification

3A.30. In order to emphasize the data requirements for assessing employment-related welfare, former paragraph 61 (new 64) of the draft resolution was amended with a view to establishing a clearer link between individuals and their jobs. Similarly, the list of data collection items in new paragraph 65 was refined to better correspond to the groups of components identified in the definitions of income from paid and self-employment.

3A.31. The Committee considered that greater importance should be attached to the disaggregation and classification of data on income from employment by sex and sector (in particular informal versus formal). To this end, an amendment was brought to new paragraph 66 of the draft resolution. Similarly, it was felt desirable to recommend the disaggregation of data by sector in new paragraph 41 on the data required for the measurement of income from employment, and by gender in new paragraph 75, in relation to the measurement of the imputed contribution of contributing family workers.

3A.32. There was general agreement on the proposal which aimed at collecting and compiling data on the incidence and characteristics of the benefits received by persons in paid and self-employment. However, a number of participants expressed concerns regarding the inclusion of the variable “union/non-union status” of workers among the classification variables proposed. It was considered that the collection of such data raised problems of confidentiality and sensitivity and the variable should be deleted. New paragraph 73 of the draft resolution was amended accordingly.

Periodicity of data collection and data dissemination

3A.33. The Committee considered that the recommendations contained in the draft resolution could have huge practical implications for countries which would endeavour to collect
data on income from employment. In view of the difficulties that they might face in following the new guidelines, it was unrealistic to recommend that data collection take place on an annual basis. The Committee agreed that a periodicity of four to five years might be suitable, along the lines of the periodicity adopted, for instance, for the conduct of labour cost and structure of earnings surveys in the European Union. In addition, it was suggested that former paragraph 48 on the periodicity of data collection be moved after the sections on data sources, compilation and classification. The periodicity would thus be better justified by the complexity of the measurement as described in the previous sections. Former paragraph 48 of the draft resolution was therefore amended to contain a recommendation about the five-yearly periodicity and moved to become new paragraph 70.

3A.34. As a consequence of the new recommendation on periodicity, the reference to annual publication of data was removed from new paragraph 78. The subsequent paragraphs were amended in order to clarify the notion of confidentiality of individual information and the fact that the publication of the results of surveys on income from employment should be accompanied by complementary information on the various components, in particular the types of social security and assimilated schemes.

3A.35. Many participants endorsed the provision contained in the draft resolution that the ILO should follow national developments in collecting and compiling statistics of income from employment, carry out field testing and prepare a manual to provide technical guidelines on operational aspects of the measurement (such as the elaboration of specific questionnaires, the evaluation of benefits in kind and in services, the analytical methods to be used to measure consumption of fixed capital, the measurement of hours of work, in particular for the self-employed, the combination and reconciliation of various sources, etc.).

Title of the resolution

3A.36. A number of participants expressed reservations about the term “income from employment”. They pointed out that this term was too restrictive, in that it gave the impression that the issue concerned the measurement of “income from work or economic activity” only, while the actual concept which had been adopted aimed at measuring all types of employment-related income which could be derived either from direct involvement in a paid or self-employment job, or by virtue of the current or previous employment status. It was felt that the term “employment-related income” was more appropriate to designate the general concept and it should be reflected in the title of the resolution. For the sake of simplicity, the terms “income from paid employment” and “income from self-employment” would be retained to distinguish these two concepts. The title of the resolution was amended accordingly and the term “employment-related income” used in the relevant parts of the text.

Preamble

3A.37. At the end of the last session of the Committee, some participants pointed out that, for the time being, there was only relatively little experience in the development of the concepts and methods recommended in the draft resolution for the measurement of employment-related income. Further developmental work and testing were required to evaluate, and if necessary, to revise the guidelines in the future. As a consequence, two new paragraphs were added to the preamble of the draft resolution to reflect these concerns.

3A.38. Other amendments proposed, about which there was less debate, have been incorporated to the redrafted resolution. They concerned the refinement of statements, editorial changes and the reordering of sections and paragraphs. The Committee agreed to appoint a Drafting Committee to ensure that the text of the amended draft resolution reflected the conclusions in an appropriate way, in each language. The members of the Drafting Committee are listed in Appendix II.

3A.39. The draft resolution as amended by the Committee is submitted for the consideration of the Conference.

IV. Statistics of occupational injuries
4.1. The Conference had before it for discussion Report III: Statistics of occupational injuries (ICLS/16/1998/III), prepared by the Office. The report contained an introduction (Chapter 1) and chapters dealing with: the objectives and uses of statistics of occupational injuries (Chapter 2), terms and definitions (Chapter 3), coverage (Chapter 4), types of data (Chapter 5), measurement (Chapter 6), reference period and periodicity (Chapter 7), comparative measures (Chapter 8), dissemination (Chapter 9), sources of data (Chapter 10), classifications (Chapter 11) and further work (Chapter 12). A draft resolution concerning statistics of occupational injuries was contained in the appendix of Report III.

4.2. The representative of the Secretary-General began her introduction to the subject with a brief account of the history of standard setting in this field. Guidelines had previously been adopted by several ICLSs and these now needed updating. The situation regarding both the availability of national statistics and their comparability between countries had not improved since guidelines had been adopted by the 13th ICLS in 1982, and had even deteriorated in some cases.

4.3. She then noted that the draft resolution in Report III represented the second stage in a concerted effort on the part of the ILO to improve the quality and the availability of statistical information on occupational injuries throughout the world, as well as their comparability. The first stage had consisted of the adoption of the ILO Code of practice on the recording and notification of occupational accidents and diseases by a Meeting of Experts convened by the Governing Body of the ILO in 1994. The Code of practice provided the principles underlying a system for reporting and recording occupational accidents and diseases at the establishment level, and for notification to central authorities. The Code of practice did not deal with the more practical aspects for statistics of occupational injuries, although it did set out the types of statistics that should be compiled and how they should be classified. Proposals for a new draft resolution on statistics of occupational injuries which built on the guidelines in the Code of practice had been examined in March-April 1998 by a Meeting of Experts on Labour Statistics convened by the ILO Governing Body. The third stage in the ILO’s work on statistics of occupational injuries would include the preparation of a manual to furnish advice on the practical application of the Conference's recommendations, and other assistance to countries for applying new guidelines, in the form of training, workshops, etc.

4.4. The representative of the Secretary-General pointed out that the draft resolution provided for a comprehensive programme of statistics on occupational safety and health, of which one of the major components should comprise statistics on occupational injuries. The principal objective of the programme was the provision of comprehensive information required for the purposes of accident prevention. Some of the most important uses were also included in the draft resolution to encourage the exploitation of the data. The proposed coverage of the statistics and the types of data to be collected followed those included in the Code of practice, as supported by the Meeting of Experts on Labour Statistics. Since the comprehensive coverage of injuries meant that it might not be possible to draw all the necessary statistics from a single source, the draft resolution provided for the development and use of information from different sources. New definitions, which were consistent with those in the Code of practice, but adapted to be more appropriate for statistical purposes, were also included, as well as proposals for revised classification schemes, drawing wherever possible from the existing international classifications.

4.5. In the plenary discussion, many participants voiced their general support for the draft resolution, although some considered it rather ambitious. The proposal for statistics on occupational injuries covering all workers in all economic activities was
welcomed, since the data available in many countries were often limited to paid
employees, and often excluded certain branches of economic activity. There was a
need to extend national statistics to encompass self-employed workers and the informal
sector. The idea of using different sources of data to supplement the main sources,
which usually consisted of insurance or labour inspectorate records, was also
supported by a number of participants, particularly those from developing countries.
Combining information from a variety of sources could cover the missing areas. In this
connection, and also with regard to the types of information that could be collected, one
participant pointed out that the statistical programme should be cost effective. Many
statistical services were required to show that they gave value for money, and it was
generally difficult to obtain resources for statistics of occupational safety and health.

4.6. There was general agreement on the objective of compiling statistics for
accident prevention purposes. On the other hand, some participants felt that there were
too many differences between countries in the coverage and types of information
available for international comparability to be a realistic objective, however desirable it
may be. The Conference would need to decide on the objective for the statistics, as this
would have an impact on the types of information that should be compiled and other
aspects. Several participants proposed that the cost of occupational injuries should be
measured for policy purposes.

4.7. The need for information about occupational diseases as well as occupational
injuries was raised by a few participants. The importance of mental injuries due to
long-term stress and violence in the workplace was also underlined by one participant.
The Conference noted that these would form part of the comprehensive programme on
statistics of occupational safety and health as proposed in the first paragraph of the
draft resolution.

4.8. Most participants considered that it would be sufficient to include in the
recommendations the proposed minimum data set for the statistics of occupational
injuries. The extended data set, while interesting, would be too ambitious for many
countries to be able to cover, even in the future. This was particularly true if the source
of data was a notification system or insurance scheme, which was the case at present,
since employers would often not be able to provide the much more detailed information
suggested in the draft resolution. One participant suggested that the detailed information
could perhaps be collected with respect to a sample of persons injured. Another pointed
out that detailed information on the circumstances which caused the accident would be
lost when data are aggregated. Furthermore, the importance of identifying the most
serious and fatal accidents was emphasized.

4.9. To ensure full consideration of the draft resolution on this topic, the
Conference decided to refer it to a committee, following the general discussion in
plenary session. The draft resolution, as modified by the Committee, would then be
submitted to the plenary session in the final week for final review and adoption. The
Conference elected Mr. Erkki Yrjänheikki (Finland) as Chairperson.

4.10. The report of the Committee on Statistics of Occupational Injuries (see
annex) and the revised draft of the resolution, as amended by the Committee, were
submitted for consideration by the Conference.

4.11. The Chairperson of the Committee presented the report, noting that the
participants in the Committee had been both active and positive in their work. Decisions
had been reached by consensus, and there had been no controversy. The Drafting
Committee had worked hard for almost a full day to ensure that the consensus was
properly reflected, in each language, in the text of the amended draft resolution. The
Committee’s discussions had focused on the objectives and uses of the statistics, the
terms and definitions, coverage, types of data, sources of data, classifications and
further action to be taken by the ILO.

4.12.
The Conference then reviewed the amended draft resolution, and made the following amendments:

(a) in subparagraph 5(a): to relocate the last phrase, "are considered to be occupational accidents" from the end of the second section to the beginning of that section, and rephrase as "as occupational accidents, are to be considered";
(b) in subparagraph 9(a): to add the local unit to enterprise and establishment in the list of units;
(c) in clause 9(d)(iv): to replace "which caused the injury" by "was injured by";
(d) in paragraph 13: to rephrase the sentence by inserting "For measurement purposes" at the beginning, and replacing "should be measured as" by "is";
(e) in paragraph 26: to replace "and private bodies" by "other producers of statistics on occupational injuries, and employers' and workers' organizations";
(f) in paragraph 30: to delete subparagraph 30(c) and insert it in paragraph 29, after "and how they should be applied".

4.13. Regarding subparagraph 5(b), there was considerable discussion of the wording of the definition of "commuting accident". A number of redrafting proposals were considered, but were eventually not accepted, as the text in the amended draft resolution was considered the clearest formulation possible.

4.14. Some concern was expressed about the advisability of including in the draft resolution a recommendation that the statistics should cover child labour, since this form of employment was illegal in many countries. The Conference noted however, that, despite legislation, child labour did exist and it was therefore important to have information about occupational injuries among such workers. Attention was drawn to the footnote which had been inserted in paragraph 7, stating that "this inclusion should not be interpreted as condoning child labour".

4.15. The Conference adopted the resolution, subject to the amendments decided on. The text is given in resolution III in Appendix I of this report.

Annex

Report of the Committee on Statistics of Occupational Injuries

4A.1. The Committee first met at the morning session on Wednesday, 7 October 1998, and held four sessions. The list of participants is attached. Mr. Erkki Yrjäne (Finland) was elected Chairperson, his nomination having been proposed by Austria and seconded by the United States.

4A.2. Having held a full general discussion in the plenary session of the proposals in Report III, the Committee decided to begin straight away its examination of the draft resolution, taking each paragraph in turn. It also decided that it would consider matters of substance in the Committee, and appoint a Drafting Committee to ensure that the text of the amended resolution reflected its conclusions in an appropriate way, in English, French and Spanish. The members of the Drafting Committee are listed at the end of the list of participants of this Committee. The paragraph numbers quoted in this report are those contained in the draft resolution in Report III. The paragraphs appearing in the draft resolution attached to this report have been renumbered by the Drafting Committee (this refers to paragraph 20 to 31).

4A.3. In his opening remarks, the Chairperson noted three particular areas on which the Committee should concentrate its efforts: terms and definitions, types of data to be collected and classifications. The Committee decided to leave its consideration of the preamble to the end of its discussions, since the conclusions reached might influence the contents.

4A.4. The Committee first considered the general objectives and uses of the statistics of occupational injuries. The views expressed in the plenary session regarding the principal objective of providing data for accident prevention purposes were reiterated. A few participants, particularly from French-speaking countries, felt that there was some confusion as to the coverage of the
concept "occupational injuries" in this paragraph. Although the term was defined later in paragraph 5, it would be useful to indicate from the outset that it was not intended to include occupational diseases. The Committee agreed, and the paragraph was amended to include specific reference in paragraph 1 to occupational diseases and occupational injuries as part of the programme of statistics on occupational safety and health. There was also discussion as to whether "occupational accident" or "occupational injury" would be the correct term to use. Most participants felt that both terms were appropriate for use in different ways, with "occupational accident" referring to the event, which might cause injury to one or more persons, and "occupational injury" referring to the consequences, i.e. the person injured. It was pointed out that the proposed text seemed to imply that the programme of statistics would draw data only from a single source, and that the possibility of using different sources should be incorporated. Since the aim of the draft resolution was to allow for the compilation of data from a variety of sources, the text of paragraph 1 was amended accordingly.

4A.5. The Committee decided that paragraph 2 should be made more precise by inserting "the collection and presentation of" before "statistics of occupational injuries" in the first sentence.

4A.6. In view of the agreement that the main objective of collecting the statistics was to provide data for accident prevention, it was decided to delete "comparable" from the first sentence of paragraph 3. In recognition of the need to produce statistics on occupational injuries that were up to date and therefore more useful, the Committee included a reference to "timely" information in the first sentence. The wording of the second sentence was amended slightly, so as to bring out more clearly the fact that many uses could be made of the statistics, and that those listed in the subparagraphs were only some of them. A number of views were expressed concerning the different uses of the statistics listed in paragraph 3. It was decided to replace "cost" in subparagraph (f) by "consequences", as cost was in fact only one consequence of occupational injuries, and also to include costs along with days lost as another of those consequences. These costs could take the form of costs to the employer in terms of payments for medical care, for example, or wages paid for time not worked. "Absence from work" was deleted from subparagraph (f) as unnecessary. In subparagraphs (d) and (g) it was decided to bring the terms "employers’ associations" and "trade unions" in line with the standard ILO terminology by referring instead to "employers’ organizations" and "workers’ organizations". In subparagraph (g), it was also agreed to remove the reference to "financial incentive" and replace it simply by "encouraging".

4A.7. Paragraph 4 was approved without change. It reflected the requirements set out in the Labour Statistics Convention, 1985 (No. 160), concerning consultations with workers’ and employers’ organizations.

4A.8. The discussion of subparagraph 5(a) focused first on the inclusion of non-consensual violence in the definition of an occupational accident. The representative of the Secretary-General explained that this was intended to cover acts of violence such as aggression from a co-worker or an outsider in the workplace, but to exclude voluntary acts such as suicides. The Committee decided to exclude the term "non-consensual" as it was not clear, and that "acts of violence" was an adequate term for this phenomenon. Some criticism was voiced regarding the inclusion of "personal injury, disease or death" in the definitions of both occupational accidents and occupational injuries. Consequently, since an accident could be the cause of one or more occupational injuries, it was decided to replace this expression by "one or more workers incurring a personal injury, disease or death".

4A.9. In the consideration of subparagraph 5(b), it was pointed out that commuting accidents could occur between the place of work and the worker’s principal or secondary residence, in either direction, and could also occur between the other locations cited. The Committee agreed to amend the definition to reflect this. It also recognized that, on certain days, a worker might not attend his or her place of work, but instead might attend a training course elsewhere. The definition was therefore amended by deleting clause 5(b)(iv), and inserting a reference to the place of training in the opening phrase. To be consistent with the definition of an occupational accident, the Committee decided to remove the reference to a loss of working time in connection with personal injury. While agreeing with the final part of the definition, relating to travel, transport or road traffic accidents, the Committee considered it more appropriate to include
this in the definition of an occupational accident and moved it to the end of subparagraph 5(a). The definitions of occupational injury and case of injury in subparagraphs 5(c) and 5(d) were approved without change. One delegate pointed out that, as proposed, the definition of incapacity for work in subparagraph 5(e) might include inability to work for any reason, not just due to an occupational injury. It was therefore decided to insert this phrase in the text.

4A.10. Because of the Committee’s decision to include “occupational diseases” in paragraph 1, as well as the need to reinforce the distinction between occupational injuries and occupational diseases, it was agreed to differentiate between the two concepts in subparagraph 5(c), and to include the definition of “occupational disease” from the ILO Code of practice on the recording and notification of occupational accidents and diseases.

4A.11. The Committee agreed that the statistical data cover all occupational injuries. However, since it might not be possible to cover them all in practice, a proposal to insert “where practical” in the first sentence, in relation to the coverage of all injuries, and of non-fatal injuries causing absence from work of at least one day, was approved. Following an observation that the wording of paragraph 6 appeared to imply that this coverage would relate to a single source, it was decided to insert “various sources” in relation to the statistics in the first sentence. The Committee considered that, where it was practical and considered relevant to include the injuries resulting from commuting accidents along with statistics of occupational injuries, the information about them should be compiled and disseminated separately.

4A.12. Following an observation made by the representative of the Secretary-General, the Committee decided to include in paragraph 7 a statement to the effect that the inclusion of child workers should not be interpreted as condoning child labour. As an outcome of the discussion in a later session concerning Annex D (status in employment), the Committee concluded that more explanation was needed regarding status in employment in the text of paragraph 7. As a result, examples of status groups were inserted.

4A.13. Paragraph 8 was amended by removing the “programme of” statistics, since it was the coverage of the statistics that was set out, not that of the programme.

4A.14. The Committee considered that it was inappropriate to use the term “minimum” in relation to the types of data provided for in paragraph 9, because of its derogatory implications. Instead, the types of data proposed comprised a standard or basic set of data to be aimed at, rather than a minimum. The text was amended accordingly, by the removal of “as a minimum” from the opening sentence. The Committee discussed the use of the enterprise or establishment as the unit to be included in subparagraph 9(a), but participants were divided in their preferences, on the basis of the legislation and recording practices in their own countries. As a result, it was decided that either unit could be relevant depending on the country, so both should be included in the subparagraph. However, it would be appropriate to remove the reference to an establishment in clause 9(a)(iii) in relation to size, since this could also concern the enterprise.

4A.15. The types of information to be collected concerning the person injured in subparagraph 9(b) were approved without change. One participant suggested that level of education and training should be inserted, but the Committee felt in general that this would not be feasible for the standard data set. This type of information could usually only be obtained from the person, not from the employer, who was the most common source of information for this standard data set. Subparagraph 9(c), concerning the information about the injury, was also approved without change.

4A.16. The Committee approved the four types of data concerning the occupational accident proposed in subparagraph 9(d), but made a number of suggestions to clarify the text of clauses 9(d)(iii) and (iv). It decided to maintain the terminology used in 9(d)(i), since it was important to distinguish between this and the location of the establishment or enterprise in clause 9(a)(i). In order to provide for cases of psychological injury incurred as a result of an event such as an explosion or of witnessing a very serious accident, the text of clause 9(d)(iii) was amended to include reference to this type of event as a mode of injury and the last part of clause 9(d)(iv) was deleted as unnecessary.

4A.17. A number of participants noted that the information provided for in paragraph 10 of the draft resolution represented a considerable extension of the types of data which were currently collected in most countries. There was little national or international experience in these areas. It
would therefore be more appropriate to change the opening of the paragraph to indicate that these types of data could form the basis of further studies by countries, if they wished, and subsequently they could find it useful to collect information on these or other aspects. Many participants welcomed this approach, and the opening sentence was modified accordingly. The types of information proposed in this paragraph were approved in general, although it was pointed out that it would be very difficult to collect for some of them, and that the data might not all be available from a single source. It was noted that, because of these difficulties and the very broad coverage of occupational injuries recommended in paragraph 6, it could be advantageous to concentrate data collection on more serious cases of occupational injury and fatalities. The Committee agreed, and modified the text accordingly. It also considered that the explanations of the variables in clauses 10(d)(viii) to (xii) should include illustrations to assist users in understanding the meaning of each.

4A.18. Paragraph 11, on information relating to commuting accidents, was approved without change.

4A.19. The Committee amended paragraph 12 to replace the explanation of "case of occupational injury" by the definition provided in paragraph 5. Paragraph 13 was approved without change.

4A.20. In the discussion of the measurement of time lost due to occupational injuries, a number of participants drew attention to the problems of data collection. The amount of time lost was not known until the injured person returned to work, and in cases of very serious injury the person might be absent from work, temporarily, for over a year. If the statistics were to be collected at least once a year, as recommended later in the draft resolution, it would be appropriate to include an upper limit on time lost. The Committee agreed and inserted a time limit of one year on the measurement of time lost as a result of an occupational injury, in keeping with the one-year time limit set for fatal injuries in paragraph 13. Furthermore, since the statistics could only be compiled on the basis of the information available at a particular point in time, this should also be reflected in paragraph 14. Paragraphs 15 and 16 were approved without change.

4A.21. Paragraphs 17 and 18, relating to the reference period and periodicity, were approved without change.

4A.22. In the introduction of paragraph 19 on comparative measures, the Committee considered that the term "workers in the reference group" should be made more explicit. After some discussion, it was agreed that this could be achieved by including a reference to the coverage of the source of the statistics, and giving examples in the explanation. In view of the importance of this aspect, the Committee also decided to move the text of paragraph 20, concerning the coverage of the numerator and denominator in the proposed comparative measures, to the end of paragraph 19. It approved in principle all the measures proposed in subparagraphs 19(a) to (d), but limited the calculation of the severity rate in subparagraph 19(c) to cases of temporary incapacity to work, since this rate was not meaningful for cases of permanent incapacity for work and fatalities. While recognizing the desirability of obtaining information on the median number of days lost for cases of occupational injuries as proposed in paragraph 19(d), the Committee considered that this would not often be feasible. It would be relatively simple to calculate the mean number of days lost per case, so this was included as an alternative to the median.

4A.23. In the section on dissemination, paragraphs 21 to 24 were approved without change. The Committee noted that the types of information to be communicated to the ILO for dissemination by the ILO, as proposed in paragraph 25, were not specified. Guidance was needed, otherwise both countries and the ILO could face enormous difficulties. Consequently, it was decided to define the types of data to be communicated in terms of those requested by the ILO. This would allow for future needs and not place a heavy burden on countries. It was also pointed out that only aggregate data should be communicated, since data for individual cases were confidential. The Committee agreed that this should be reflected in the text.

4A.24. The Committee supported the use of different sources of information for statistics on occupational injuries. In order to reinforce the usefulness of obtaining data from sources that could supplement the notification systems, particularly for estimating the level of under-reporting, it decided to reverse the order of the last two sentences of paragraph 26. This gave a more logical sequence. In considering the question of under-reporting, the Committee recommended that
guidance on the methods to be used should be included in the manual proposed in paragraph 30. Paragraph 27 was approved without change.

4A.25. The Committee approved the proposal in paragraph 28 that all the variables on which information was collected could be used for classification purposes. Regarding the reference to the relevant international classifications concerning these variables, a few participants drew attention to the difficulties their countries would face in using classifications that were consistent with these, as recommended in the proposed text. As a result, the Committee amended the proposed wording so as to encourage countries to attempt to use classifications that were either comparable with or could be related to the international classifications.

4A.26. The Committee noted the close parallel between paragraphs 9 and 10 and paragraphs 28 and 29, and decided that some amendments were needed to reinforce the relationships. All the variables covered in paragraphs 9 and 10 should be referred to in paragraphs 28 and 29 respectively. Consequently, the reference to “place of occurrence” in paragraph 28 was not relevant, and was moved to paragraph 29, and Annex G was deleted, since it did not relate to a variable covered in paragraph 9. The references in paragraph 29 to the three variables, type of location of the accident, mode of injury and material agency of injury, which were covered in paragraph 9 but for which no classifications were proposed, were moved to paragraph 28, in keeping with the parallel, along with the recommendation that the ILO should develop and disseminate classifications for them. In this connection, the Committee recommended that guidance on the application of these and other classifications should be included in the manual proposed in paragraph 30.

4A.27. The Committee considered the international classifications contained in Annexes A to F along with paragraph 28. Noting that they had been included only up to the second level of detail, where available, several participants drew attention to the need, for accident prevention purposes, for information at a much greater level of detail. For example, the International Standard Classification of Occupations (ISCO-88) was presented up to the sub-major group level, while accident prevention specialists needed data concerning individual occupations. As a consequence, the Committee decided to insert a statement pointing out that it may be desirable for countries to classify their data in more detail than was indicated in the annexes.

4A.28. Regarding the size of establishment or enterprise, for which the classification recommended for international comparisons in the 1983 World Programme for Industrial Statistics was presented in Annex B, a number of participants supported the need for an intermediate category allowing for a group covering up to 249 persons engaged. This was important for the study of small and medium-sized enterprises. Consequently, the Committee decided to amend the proposed groups accordingly.

4A.29. In the discussion on Annex D, many participants drew attention to their national practices, which differed somewhat from the International Classification of Status in Employment (ICSE-93). It was felt that more guidance was required in the annex, and the Committee agreed with the Secretariat’s proposal that the section on the definition of the groups included in the resolution on the ICSE-93, adopted by the 15th ICLS in 1993, should be inserted.

4A.30. The representative of the Secretary-General explained that the classifications of type of injury and part of body injured presented in Annexes E and F were based on the International Statistical Classification of Occupational Diseases and Related Health Problems (ICD-10), which could not be used directly for the classification of occupational injuries since many of the categories combined both the type of injury and part of body injured. It would, however, be possible to establish a link between the classifications in Annexes E and F and the ICD-10. While approving the proposed classifications, the Committee considered that the coding scheme could be confused with that used in ICD-10, which also used hexadecimal coding. It therefore decided that the coding should be amended to use only figures.

4A.31. The Committee considered paragraph 29 in the light of the changes made to paragraph 10. It agreed that the ILO should develop and disseminate classifications for the variables contained in that paragraph. Several participants recommended that the role of the ILO should be to encourage and assist countries in developing their own classifications. Consequently, the Committee amended the proposed text to reflect this.

4A.32. The proposal in paragraph 30 that the ILO should prepare a manual to provide
technical guidance for the application of the resolution was welcomed by the Committee, particularly in view of the items that could not be adequately dealt with in a resolution. A number of subjects were proposed for treatment in such a manual, including several raised in the discussion on earlier points. The Committee recommended that, among other things, the manual should cover the methodology for collecting statistics on occupational injuries through household surveys and establishment surveys, methods of estimation of under-reporting and the costs of occupational injuries, the classifications to be developed in accordance with paragraphs 28 and 29 and their application and the establishment of a mapping between ICD-10 and the classifications in Annexes E and F. Several areas were specifically mentioned for future work by the ILO. The first concerned the development of standards on statistics of occupational diseases. Many participants had raised the need for such guidelines during the Committee’s discussions of earlier points. The estimation of the number of fatal injuries worldwide was also proposed, as a continuation of the work already begun.

4A.33. Returning to the Preamble, the Committee approved the proposed text without change. It stressed the importance of a title which reflected clearly the contents of the resolution. Several participants contended that the proposed title could be misleading in their countries, for the reasons mentioned during the discussion on terms and definitions. It was necessary to underline the fact that occupational diseases were not covered in the guidelines. A number of suggestions were put forward, and it was eventually agreed that the title should include precise language to indicate the coverage of the resolution in terms of occupational injuries which resulted from occupational accidents.

4A.34. The draft resolution, as amended in the three languages by the Drafting Committee to take into account the agreements reached, is presented in Appendix I. It is submitted for consideration and adoption by the Conference.
Appendix I

Text of resolutions adopted by the Conference

Resolution I: Resolution concerning the measurement of underemployment and inadequate employment situations

Resolution II: Resolution concerning the measurement of employment-related income

Resolution III: Resolution concerning statistics of occupational injuries resulting from occupational accidents
Resolution I

Resolution concerning the measurement of underemployment and inadequate employment situations

The Sixteenth International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 6 to 15 October 1998,

Having reviewed the relevant texts of resolution III adopted by the Eleventh International Conference of Labour Statisticians concerning measurement and analysis of underemployment and underutilization of manpower (1966), and of resolution I adopted by the Thirteenth International Conference of Labour Statisticians concerning statistics of the economically active population, employment, unemployment and underemployment (1982),

Having acknowledged that resolution I adopted by the Thirteenth International Conference of Labour Statisticians provides the framework within which the present resolution is formulated,

Recognizing the need to revise the existing standards on the measurement of underemployment and to broaden the scope to cover also inadequate employment situations, in order to enhance the standards’ usefulness as technical guidelines to countries and improving the international comparability of the statistics,

Acknowledging that the relevance of underemployment and inadequate employment situations in a given country depends on the nature of its labour markets and that the decision to measure one or both of these is therefore determined by national circumstances;

Adopts this fifteenth day of October 1998 the following resolution in substitution for resolution III of the Eleventh International Conference of Labour Statisticians and paragraphs 14 to 20 and 21(5) of resolution I of the Thirteenth International Conference of Labour Statisticians:

Objectives

1. The primary objective of measuring underemployment and inadequate employment situations is to improve the analysis of employment problems and contribute towards formulating and evaluating short-term and long-term policies and measures designed to promote full, productive and freely chosen employment as specified in the Employment Policy Convention (No. 122) and Recommendations (Nos. 122 and 169) adopted by the International Labour Conference in 1964 and 1984. In this context, statistics on underemployment and indicators of inadequate employment situations should be used to complement statistics on employment, unemployment and inactivity and the circumstances of the economically active population in a country.

2. The measurement of underemployment is an integral part of the framework for measuring the labour force established in current international guidelines regarding statistics of the economically active population; and the indicators of inadequate employment situations should as far as possible be consistent with this framework.

Scope and concepts

3. In line with the framework for measuring the labour force, the measurement of underemployment and indicators of inadequate employment should be based primarily on the current capacities and work situations as described by those employed. Outside the scope of this resolution is the concept of underemployment based upon theoretical models about the potential capacities and desires for work of the working age population.
4. Underemployment reflects underutilization of the productive capacity of the employed population, including those which arise from a deficient national or local economic system. It relates to an alternative employment situation in which persons are willing and available to engage. In this resolution, recommendations concerning the measurement of underemployment are limited to time-related underemployment, as defined in subparagraph 8(1) below.

5. Indicators of inadequate employment situations that affect the capacities and well-being of workers and which may differ according to national conditions, relate to aspects of the work situation such as use of occupational skills, degree and type of economic risks, schedule of and travel to work, occupational safety and health and general working conditions. To a large extent, the statistical concepts to describe such situations have not been sufficiently developed.

6. Employed persons may be simultaneously in underemployment and inadequate employment situations.

Measures of time-related underemployment

7. Time-related underemployment exists when the hours of work of an employed person are insufficient in relation to an alternative employment situation in which the person is willing and available to engage.

8. (1) Persons in time-related underemployment comprise all persons in employment, as defined in current international guidelines regarding employment statistics, who satisfy the following three criteria during the reference period used to define employment:

(a) "willing to work additional hours", i.e. wanted another job (or jobs) in addition to their current job (or jobs) to increase their total hours of work; to replace any of their current jobs with another job (or jobs) with increased hours of work; to increase the hours of work in any of their current jobs; or a combination of the above. In order to show how "willingness to work additional hours" is expressed in terms of action which is meaningful under national circumstances, those who have actively sought to work additional hours should be distinguished from those who have not. Actively seeking to work additional hours is to be defined according to the criteria used in the definition of job search used for the measurement of the economically active population, also taking into account activities needed to increase the hours of work in the current job;

(b) "available to work additional hours", i.e. are ready, within a specified subsequent period, to work additional hours, given opportunities for additional work. The subsequent period to be specified when determining workers' availability to work additional hours should be chosen in light of national circumstances and comprise the period generally required for workers to leave one job in order to start another;

(c) "worked less than a threshold relating to working time", i.e. persons whose "hours actually worked" in all jobs during the reference period, as defined in current international guidelines regarding working time statistics, were below a threshold, to be chosen according to national circumstances. This threshold may be determined by e.g. the boundary between full-time and part-time employment, median values, averages, or norms for hours of work as specified in relevant legislation, collective agreements, agreements on working time arrangements or labour practices in countries.

(2) To provide analytical flexibility for policy formulation and evaluation, as well as for international comparability, countries should endeavour to identify all workers who during the reference period were willing and available to work additional hours, regardless of the hours they actually worked during the reference period.

Analytical groups within time-related underemployment

9. (1) Among time-related underemployed persons, countries may want to identify separately the following two groups:

(a) persons who usually work part-time schedules and want to work additional hours;

(b) persons who during the reference period worked less than their normal hours of work.

(2) Countries may want to study the relationship between the size and composition of
Volume of time-related underemployment

10. The volume of time-related underemployment relates to the additional time that persons in time-related underemployment were willing and available to work during the reference period up to the chosen threshold, as described in paragraph 8(1)(c) above. It may be computed in units of working days, half-days or hours as may be convenient in national circumstances. In addition, countries may want to estimate the volume of time-related underemployment by aggregating the number of days, half-days or hours that each person in time-related underemployment is willing and available to work in addition to the hours actually worked during the reference period without reference to a threshold.

Analytical indicators on time-related underemployment

11. Based on the concepts and definitions given in paragraphs 7 to 10 above, a variety of analytical measures can be derived. For instance:

(a) a rate of time-related underemployment may be calculated as the ratio between the population in time-related underemployment and in employment. Wherever considered useful, the ratio between the population in time-related underemployment and the economically active population may also be calculated;

(b) a rate of the volume of time-related underemployment may be obtained as the ratio between the volume of time-related underemployment and the potential time for work of persons in employment, calculated as the sum of the "hours actually worked" by the employed population and the volume of time-related underemployment.

Topics related to time-related underemployment

12. Statistics may be collected on the "duration of time-related underemployment", understood as the number of days, weeks, months or years that time-related underemployed persons have been continuously in this situation, i.e. willing and available to work additional hours and working less than the chosen threshold. Information about the number of days or weeks of employment, unemployment and time-related underemployment experienced by a worker throughout the year may also be instructive.

13. In countries where multiple jobholding is common, it may be useful to produce statistics on the reasons for having more than one job, covering all multiple jobholders.

Classifications for time-related underemployment

14. (a) The time-related underemployed population should be classified by significant demographic, social and economic characteristics. Appropriate cross-classifications should be used with due regard to the need for confidentiality and statistical significance.

(b) The number of persons in time-related underemployment, and the rates suggested in paragraph 11 above, should be classified by sex in respect of specified age groups and levels of education, and for each branch of economic activity, occupational group, institutional sector (including a category on the informal sector, where relevant) and status in employment categories. The classification by presence of young children and of adults requiring care would also be useful.

(c) For the purpose of classification by branch of economic activity, occupation, institutional sector and status in employment, reference should be made to the main job. The main job should be understood as the job at which the worker has worked the longest hours or which has provided the highest income from employment during the period, or which can be expected to provide the highest income from work carried out in that period, if payment can only be expected in the future.

(d) In order to provide flexibility for analysis, it is important to classify persons, where possible, by the component groups covered in the definition of time-related underemployment, i.e. by whether they wanted to work additional hours, by whether they had actively sought to work additional hours, were available to work additional hours, and by the hours they actually worked.
Inadequate employment situations

15. Indicators of inadequate employment situations describe situations in the workplace which reduce the capacities and well-being of workers as compared to an alternative employment situation. To a large extent, the statistical definitions and methods necessary to describe such situations still have to be developed further.

16. Countries may want to consider as persons in inadequate employment situations, all those in employment who during the reference period, wanted to change their current work situation, or (particularly for the self-employed) to make changes to their work activities and/or environment, for any of a set of reasons, chosen according to national circumstances. Such reasons might include, for example: inadequate use and mismatch of occupational skills; inadequate income in current job(s); excessive hours of work; precarious job(s); inadequate tools, equipment or training for the assigned tasks; inadequate social services; travel to work difficulties; variable, arbitrary or inconvenient work schedules; recurring work stoppages because of delivery failures of raw material or energy; prolonged non-payment of wages; long overdue payments from customers. It should be noted that these reasons will not be mutually exclusive nor exhaustive of inadequate employment situations. Workers’ availability to change their current work situation, as well as their active job search, as understood in the definition of time-related underemployment, may also be applied.

Particular types of inadequate employment situations

17. Countries may in particular wish to consider, among the various types of inadequate employment situations, whether it is important to produce separate indicators for:

(a) **skill-related inadequate employment**, characterized by inadequate utilization and mismatch of occupational skills, thus signifying poor utilization of human capital. Persons in this form of inadequate employment may be understood to include all persons in employment who during the reference period wanted or sought to change their current work situation in order to use their current occupational skills more fully, and were available to do so;

(b) **income-related inadequate employment**, resulting from low levels of organization of work or productivity, insufficient tools and equipment and training or deficient infrastructure. Persons in this form of inadequate employment may be understood to include all persons in employment who during the reference period wanted or sought to change their current work situation in order to increase income limited by factors such as those mentioned above, and were available to do so. Countries may wish to apply a threshold, chosen according to national circumstances, above which persons do not qualify for inclusion;

(c) **inadequate employment related to excessive hours**, may be understood to refer to a situation where persons in employment wanted or sought to work less hours than they did during the reference period, either in the same job or in another job, with a corresponding reduction of income. Countries may wish to apply a threshold of hours below which persons do not qualify for inclusion.

Analytical indicators associated with inadequate employment situations

18. For persons in the various inadequate employment situations separately identified according to national circumstances, countries may want to derive analytical indicators such as the following:

(a) persons in each chosen type of inadequate employment situation, expressed as a percentage of the employed;

(b) persons simultaneously in two or more inadequate employment situations, expressed as a percentage of the employed.

Classifications for inadequate employment situations
19. The analysis of the various inadequate employment situations may include their classification by significant demographic, social and economic characteristics, as well as appropriate cross-classifications with due regard to the need for confidentiality and statistical significance.

Data collection and international reporting

20. The use of household surveys, and in particular specialized labour force sample surveys, has advantages when producing statistics on time-related underemployment and indicators of inadequate employment situations. Other sources, such as those based on administrative records, may also provide an adequate basis for such statistics. When a household-based survey exists in a country, its results may be used to calibrate the results from other sources.

21. In order to enhance international comparability, it is recommended that countries, as far as possible, design their data collection and processing procedures so that they will be able to report:

(a) estimates on the time-related underemployed population, as defined in subparagraph 8(1) above, who wanted to work additional hours, regardless of whether or not they sought to do so;

(b) estimates on the sub-group of the time-related underemployed population, as defined in subparagraph 8(1) above, who sought to work additional hours;

(c) information on the manner in which the threshold, mentioned in subparagraph 8(1)(c) above, has been determined;

(d) where feasible, information on workers who during the reference period satisfy the criteria mentioned in subparagraphs 8(1)(a) and (b), without reference to a threshold, i.e. criterion 8(1)(c).

Further action

22. Subject to the availability of funds, a programme of work should be sponsored by the ILO to refine the measurement of time-related underemployment and to further develop concepts and definitions for the indicators of inadequate employment situations. The ILO should also sponsor work relating to the measurement and presentation of these statistics in a number of developing, transition and industrialized countries and evaluate and document the results.

23. As far as possible, the ILO should cooperate with countries in the implementation of the definition of time-related underemployment and in the development and application of methods to describe indicators of inadequate employment situations as recommended in this resolution, and disseminate the information about the experiences gained.
Resolution II

Resolution concerning the measurement of employment-related income

The Sixteenth International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 6 to 15 October 1998,

Recalling the resolution concerning an integrated system of wages statistics and the resolution concerning household income and expenditure surveys, adopted by the Twelfth International Conference of Labour Statisticians (1973),

Recalling paragraphs 23 and 24 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the Thirteenth Conference (1982),

Observing that the existing international standards on income statistics may be supplemented by a recommendation concerning the statistical definition and measurement of employment-related income received by persons in paid employment,

Observing that there are no international guidelines on the measurement of income related to self-employment,

Recognizing that the objectives, concepts, definitions, measurement and other issues presented in this resolution are at the developmental stage,

Recognizing that further developmental work and testing will be required in order to evaluate and, if necessary, revise these guidelines,

Recognizing further that international guidelines on the measurement of income related to paid and self-employment will promote the development of these statistics along sound lines and improve their international comparability;

Adopts this fifteenth day of October 1998 the following resolution:

Objectives

1. Each country should aim at supplementing its programmes of statistics on employment, unemployment, underemployment and wages with statistics that provide insight into the income related to employment, for the purpose of (a) analysing the income-generating capacity of different economic activities and (b) analysing the economic well-being of persons on the basis of the employment opportunities available to them.

2. A programme of statistics on employment-related income should provide for the needs of various users. It should provide information required in economic analysis where the focus is on the identification and creation of productive economic activities, and should contribute to the design, implementation and assessment of employment promotion policies which aim at creating and developing employment that provides adequate income. Statistics of employment-related income should contribute to the development of the analysis of the informal sector for employment and income generation and the measurement of underemployment. The programme of statistics should also be useful for the analysis of the labour force situation in relation to the increased flexibility of the labour market and the structural changes resulting from this flexibility, in particular through the provision of data on the relationship between employment-related income and atypical or non-standard forms of employment. It should provide data on the changes in employment patterns and remuneration practices which have taken place in industrialized, transition and developing countries. Statistics of employment-related income may be used for planning, implementing and evaluating social and economic policies, for assessing the impact of specific policies such as assistance to agricultural workers and access of particular workers such as
women and rural-urban migrants to the labour market. Statistics on the level of income from paid and self-employment should be used as an input in the assessment of the consumption capacity of workers and their level of employment-related welfare. Data on the structure and distribution of employment-related income may also be used in connection with the adjustment of income taxes and social security contributions and the redistribution of income and social security benefits. They should contribute to the compilation of labour and national accounts.

3. In order to fulfil the above objectives, comprehensive, detailed and reliable statistics should, as far as possible, be compiled on (i) the characteristics of paid and self-employment jobs, (ii) the components and amounts of income generated by these jobs, (iii) where relevant, the corresponding volume of labour input and (iv) the socio-economic characteristics of persons holding paid and self-employment jobs.

4. In order to enhance their comparability and usefulness, statistics of employment-related income should, as far as possible, be made compatible with other related economic and social statistics and with national accounts as regards the definitions, classifications and reference periods used, where relevant, by regrouping the components of income related to paid and self-employment.

Concepts and definitions

Employment-related income

5. Employment-related income consists of the payments, in cash, in kind or in services, which are received by individuals, for themselves or in respect of their family members, as a result of their current or former involvement in paid or self-employment jobs. Employment-related income excludes income derived from other sources such as property, social assistance, transfers, etc., not related to employment.

6. For definitional and measurement purposes, the concept of income related to paid employment should be distinguished from the concept of income related to self-employment.

7. The statistics of employment-related income should cover all persons employed, as defined in the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th ICLS (1982). Where feasible, they should also cover working children and youths below the specified minimum age limit adopted for measuring the economically active population.

8. The measurement of employment-related income should relate, separately, to "persons with a paid employment job" and to "persons with a self-employment job", as further defined in the most recent version of the International Classification of Status in Employment (ICSE).

9. For further analysis, and especially for analysing economic well-being related to employment, statistics of employment-related income should cover those unemployed and not economically active persons who receive an income as a result of their former employment.

Income related to paid employment

10. Income related to paid employment consists of all payments and benefits in cash, kind or services, which are received, over a given reference period, by individuals for themselves or in respect of their family members, by virtue of their involvement in current or former paid employment jobs. Such payments and benefits may be provided by the employer, social security or compulsory insurance schemes or the State.

11. Income related to paid employment should cover all categories of persons in all forms of paid employment, including persons with regular, casual, short-term, intermittent and seasonal jobs, as well as apprentices and trainees, who are classified as being "employees", in the most recent International Classification of Status in Employment (ICSE).

12. Income related to paid employment includes: total cash remuneration; the value of remuneration in kind and services; profit-related pay; and employment-related social security benefits received either directly from the employer, from social security or compulsory insurance schemes or the State.

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1 This inclusion should not be interpreted as condoning child labour.
In so far as the provision of this type of benefit is in line with the recommendations contained in the Protection of Wages Convention, 1949 (No. 95).

(a) Total cash remuneration, excluding employee contributions to compulsory employment-related social security and retirement income provision schemes (in order to avoid subsequent double counting of income), covers:

(i) direct wages and salaries in cash for time worked and work done, including all incentive, shift and premium pay (e.g. for responsibility, unsanitary conditions, danger, work at night, weekends and during other unsocial hours); cost-of-living, housing, transport, language and similar allowances; hardship, mobility, non-resident, expatriation, repatriation, post-adjustment and similar allowances; contractual and non-obligatory regular bonuses and premiums; tips and commissions (with and without a retainer); payments for odd jobs and duties and casual work. They also include fees and salaries of managerial staff; remuneration of trainees and apprentices; and other components of direct wages and salaries;

(ii) remuneration for time not worked comprises: annual vacation and other paid leave; public holidays and other recognized holidays; temporary halt or slow-down of production, short-time working; other time off granted with pay (e.g. for personal and family reasons, civic duties, union responsibilities, training and education); paid sick leave (where not regarded as social security benefit); severance and termination pay (where not regarded as social security benefit);

(iii) cash bonuses and gratuities include: all bonuses and gratuities, whether contractual or non-compulsory bonuses and premiums, year-end and seasonal bonuses (13th, 14th or 15th month's salary, additional vacation pay, etc.); exceptional payments for innovative ideas or work methods; and similar ad hoc payments.

(b) Remuneration in kind and services includes: traditional payments such as food, drink, fuel, clothing, footwear, etc.; the imputed rental value of free or subsidized housing; petrol and/or mileage allowance or the imputed value of free or subsidized similar benefits; the imputed value of business vehicles for employees' private use, telephone, electricity and similar utilities; free or subsidized transport to and from work and free car parking; the value covered by the employer of: union, association and club fees, nurseries, crèches, etc. for employees' children, low- or zero-interest loans, subsidized mortgages, etc., the value of output from employer's process of production; as well as the value of other payments in kind, including flexible benefits and other compensation packages for employees.

(c) Profit-related pay comprises: traditional profit-sharing bonuses; current receipts from profit-related schemes, participation, savings-related share option schemes and similar schemes; the initial market value of shares distributed to employees; other profit-related receipts.

(d) Employment-related social security benefits include:

(i) current receipts from the employer: e.g. family, dependants' and similar allowances; educational allowances; payments in respect of absence from work due to sickness, maternity, occupational injury or disease, etc. (which compensate, in part or in full, for loss of earnings); payments in respect of temporary or partial lay-off or unemployment (which compensate, in part or in full, for loss of earnings); as well as compensation for medical expenditure, provision of free health care (homes, clinics, health services, etc.) and other social security payments received from the employer;

(ii) current employment-related social security benefits received from social security or compulsory insurance schemes or the State: e.g. family, dependants', educational and similar allowances; payments in respect of absence from work due to sickness, maternity, occupational injury or disease, etc. (which compensate, in part or in full, for loss of earnings); payments in respect of temporary or partial lay-off or unemployment (which compensate, in part or in full, for loss of earnings); as well as compensation for medical expenditure, provision of free health care (homes, clinics, health services, etc.) and other social security and assimilated payments for which the employment status is a condition of receipt;

1 In so far as the provision of this type of benefit is in line with the recommendations contained in the Protection of Wages Convention, 1949 (No. 95).
(iii) current social security benefits received as a result of former employment: e.g. unemployment compensation; severance, termination and redundancy pay; occupational and retirement pensions and assimilated benefits.

13. Net income related to paid employment may be derived by deducting employees’ direct taxes, union dues and other obligations. Whenever possible, the different types of deductions should be identified and recorded separately.

14. Income related to paid employment excludes income derived from other forms of activity and other sources, such as income related to self-employment, property income in the form of interest, dividends, income attributed to private insurance policyholders, rents and other forms of property income, as well as annuities, remittances, gifts, etc. It also excludes:

— family allowances and other social security benefits or assistance (e.g. food stamps, government or community housing, free health-care assistance, etc.), when paid by social security schemes or the State without regard to the employment status (e.g. under universal schemes with or without means tests);

— indemnities or allowances in cash and in kind paid by the employer purely to cover the employees’ cost of work-related expenditure (e.g. tools, equipment, clothing or footwear used exclusively or mainly at work, special housing and meals necessitated by exceptional working conditions, reimbursement of business travel and accommodation expenses, medical examinations or health checks required because of the nature of the work, etc.). However, when indemnities take the form of cash payments over and above the reimbursement of expenses incurred by employees, such payments should be considered as income related to paid employment;

— employers’ contributions to social security funds, insurance or other institutional units responsible for social insurance schemes.

15. When the objective is to measure the income-generating capacity of a job, all the components of income related to paid employment provided by the employer should be included. When the objective is to analyse the individual’s employment-related well-being, the additional employment-related benefits provided by social security or compulsory insurance schemes or by the State should also be included.

Income related to self-employment

16. Income related to self-employment is defined as the income which is received, over a given reference period, by individuals, for themselves or in respect of their family members, as a result of their current or former involvement in self-employment jobs.

17. For purposes of measurement of income related to self-employment, the self-employed are primarily the sole owners, or joint owners, of the unincorporated household enterprises in which they work, according to the definition contained in the System of National Accounts. They may also include the owner-managers of corporations and quasi-corporations, according to the ICSE-93.

18. Gross income related to self-employment consists of:

(a) the profit (or the share of profit) which is generated by the self-employment activity;

(b) where relevant, the remuneration received by owner-managers of corporations and quasi-corporations; and

(c) the amount of employment-related social security benefits received by self-employed persons through schemes recognizing the status in employment as a specific condition for membership.

19. The gross profit (or the share of profit) of unincorporated household enterprises is equivalent to gross mixed income as defined in the System of National Accounts. It corresponds to the value of gross output reduced by operating expenses, where:

— the value of gross output may be defined as the value of all goods and services produced for the market as well as for own final use (market output corresponds to the value of goods and services sold, bartered or provided free of charge or at reduced prices as payments in kind to hired labour; production for own final use includes the value of goods and services consumed by the household or retained for use in future production); and

— operating expenses comprise three types of business expenditure: (a) intermediate consumption (excluding, as far as possible, expenditure for purely personal or household
purposes), (b) compensation of employees payable, and (c) taxes on production payable, minus subsidies received, if any, as defined in the System of National Accounts.

20. In principle, profit (or mixed income) should be recorded net of consumption of fixed capital, i.e. after deduction of the value of consumption of productive assets (i.e. structures, machinery and equipment, cultivated assets used to produce other products, etc.).

21. Any contributions of the self-employed to compulsory employment-related social security or retirement income provision schemes should be deducted from gross profit or mixed income, in order to avoid subsequent double counting of income.

22. Where the self-employed run their enterprises independently from other partners and contributing family members, with or without employees, the profit corresponds to both the income generated by the enterprise and the entrepreneur’s individual income related to self-employment. Where the self-employed run their enterprises in partnership, the profit represents a joint income and income related to self-employment should correspond to the share of income received by each partner.

23. Employment-related social security benefits received by the self-employed comprise those benefits which are paid through schemes organized by social security, insurance institutions or the State, which recognize the status in employment as a specific condition for membership. They may include all or some of the following benefits:
   — current employment-related social security benefits received from social security or compulsory insurance schemes or the State; and
   — current social security benefits received by individuals as a result of their former self-employment jobs.

24. Net income related to self-employment may be derived by deducting from gross income related to self-employment, personal direct taxes and other employment-related obligations.

25. Income related to self-employment excludes income derived from other forms of activity and other sources, such as income related to paid employment, property income in the form of interest, dividends, income attributed to private insurance policyholders, rents and other forms of property income, as well as annuities, remittances, gifts, etc. It also excludes family allowances and other social security benefits or assistance (e.g. food stamps, government or community housing, free health-care assistance, etc.) paid by social security schemes or the State without regard to the employment status (e.g. under universal schemes with or without means tests).

26. All the components of income related to self-employment noted in paragraph 18 are relevant for the analysis of the employment-related well-being of the self-employed. Where the objective is to measure the income-generating capacity of a self-employment activity, employment-related social security benefits should be excluded.

**Employment-related income for particular groups**

27. Certain categories of workers, such as owner-managers of corporations and quasi-corporations, outworkers, contractors, franchisees, dependent contract labour, domestic workers, etc., may be classified in paid employment or in self-employment for the purposes of determining their status in employment according to the ICSE. Where the income received by these workers is similar to that received by other categories of workers in paid employment, it should be measured according to the guidelines formulated for the measurement of income related to paid employment. Otherwise, it should be measured according to the guidelines formulated for the measurement of income related to self-employment.

**Measurement issues**

**Evaluation of benefits in kind received by persons in paid employment**

28. For the purposes of the measurement of income related to paid employment, benefits in kind should be valued in terms of the income accruing to the persons in paid employment. Countries may evaluate these benefits on the basis of retail market prices. When provided free, the value of income in kind is equal to the full value of the goods and services in question. When provided at reduced prices, the value of income in kind is equal to the difference between the full
value and the amount paid by the recipient.

_Treatment of employees’ occupational expenditure_

29. Despite the fact that employees may incur specific expenses associated with working, which counterbalance part of the wages and benefits received, income related to paid employment should be recorded gross of employees’ occupational expenditure.

_Operational approach to the measurement of income related to self-employment_

30. In view of the heterogeneity of the self-employed population and the complexity of measurement of net income of unincorporated enterprises, the measurement of income related to self-employment should be phased into national programmes of statistics over an extended period of time. In the initial phase, countries should endeavour to identify and measure the income received by two groups of self-employed workers:

(a) The first group consists of self-employed persons operating their enterprises with little or negligible capital input, who produce goods and services in a similar way to paid employees (such as those engaged in crafts or services, whether in the formal or the informal sector). The income they receive is mostly a return to their labour input and the gross mixed income of the enterprise is a close estimate of net mixed income.

(b) The second group consists of self-employed persons whose activities involve an identifiable amount of capital for the production and generation of income (such as professional workers in the formal sector or workshops in the informal sector). In this case, efforts should be made to quantify the amount of capital used to generate the income and to derive net mixed income. For this purpose, data on the consumption of productive assets (i.e. structures, machinery or equipment, cultivated assets such as trees or animals used to produce other products such as fruit or dairy products, etc.) should, in principle, be collected. Consumption of productive assets may be valued through an estimate of depreciation, according to the business accounting rules in force in each country, or according to the methods contained in the System of National Accounts. Due account should also be taken of the source of data and data collection methods. Where it is not possible to obtain reliable data on consumption of fixed capital from the self-employed, net income related to self-employment may have to be derived by means of analytical methods.

31. When measuring income related to self-employment in the informal sector, special attention needs to be paid to the particular problems of collecting income data from enterprises in this sector, due account being taken of the guidelines contained in the resolution concerning statistics of employment in the informal sector adopted by the 15th ICLS.

_CHOICE OF METHOD FOR RECORDING INCOME RELATED TO SELF-EMPLOYMENT_

32. The choice of an accounting technique to measure income related to self-employment should take into account the circumstances in which the self-employed operate their business and the measurement objective. Two major techniques can be used:

(i) Accruals accounting, which measures the profit earned during the reference period, by taking into account receipts and expenses relevant to that period, irrespective of whether or not they have actually been received or defrayed. This technique measures the profitability or economic performance of the enterprise and, as such, could be favoured when the objective is to measure the income-generating capacity of self-employment activities. It is also the approach favoured by the SNA.

(ii) The cash-flow technique, which measures actual cash received (including the value of production for own use) and paid out (including the value of production given out free or at reduced prices) during the reference period. This technique provides a better indicator of the amounts of income actually available to the self-employed to meet living expenses. Where data on employment-related income are furnished by the self-employed themselves in the absence of business accounts, it is generally easier for them to provide a simple summary of cash received and paid in the assessment period (i.e. gross receipts minus expenditure).

33. These different techniques may produce different results. In determining the method
used to record income related to self-employment, consideration should be given to the procedures recommended by national tax authorities, the sources of data and the methods of data collection.

*Evaluation of the self-employed's production for own use*

34. Production for own use or consumption should be valued in terms of the basic prices of similar products sold on the market or of their cost of production if no suitable basic prices are available, as defined in the SNA. In the absence of these prices, retail market prices could be used.

*Treatment of self-employment losses*

35. Self-employment activities may, over a given reference period, produce a financial loss instead of income or profit. Losses should be reflected in the measurement of income related to self-employment and evaluated as negative income.

**Statistical units**

36. Two basic observation units are relevant to the measurement of income related to paid and self-employment, depending on the objective pursued: the job and the individual person.

37. For the measurement of the income-generating capacity of different economic activities, the job, as defined in the most recent version of the ICSE, is the basic entity on which information is to be collected and analysed. Jobs can be "paid employment jobs" and "self-employment jobs", which can be characterized by industry, occupation and employment status, coded at the most detailed level of national or international classifications. In cases where a job is jointly performed by several individuals (as in the case of unincorporated household enterprises), or when it involves several occupations (as in a farm household enterprise), all activities involved should be considered as part of one single job, classified according to its main characteristics. When compiling the corresponding employment data, all labour input from the different contributing members should be taken into account.

38. When the objective is the analysis of the employment-related well-being of the population concerned, the desirable unit is the individual person. The individual is also relevant when analysing the relationship between employment-related income and educational achievements, seniority in employment, work duration, etc. An individual may be engaged in a single job, have multiple jobs in paid or self-employment, or own and operate more than one unincorporated enterprise, simultaneously or consecutively within a given reference period. From the individual's standpoint, employment-related income corresponds to the sum of all incomes generated by all jobs as well as income from former employment.

**Reference period**

39. In measuring income related to paid and self-employment, account should be taken of the seasonal variations which affect the receipt of income, the fluctuations in work intensity of individuals, and the possible combination of multiple activities and periods of activity and inactivity of the population concerned. For this purpose, income related to paid and self-employment should be measured over a long reference period, such as a full year.

40. For data collection purposes, shorter reference periods, such as a month or a quarter, may be used. Different activities and jobs may require different reference periods, such as a month for regular full-time paid employment, complemented by data on additional annual receipts, or a crop season in agricultural self-employment. For analytical purposes, data on employment-related income referring to short reference periods should be aggregated over the long reference period mentioned above.

**Data requirements**

41. For the measurement of the income-generating capacity of different jobs, there should be consistency between the data on employment in a given job and the data on income generated...
by that job. Data should therefore be collected on: (i) the characteristics of the job (industry, occupation, employment status), type of enterprise (individual enterprise, partnership, corporation, etc.), employment size and sector (e.g. informal or formal sector, public or private sector); (ii) the volume of labour input (duration of employment and time worked by all contributing persons); and (iii) the amount of income generated by that job.

42. In order to analyse the relationship between employment and the well-being of individuals, data are needed for each person: (i) separately on each main and secondary job carried out during the reference period; (ii) the income derived from each of these jobs; (iii) the socio-economic characteristics of individuals: age, sex, education and skill level, etc.; and (iv) any spells of unemployment or inactivity that an individual may have experienced during the given reference period.

Measurement of volume of employment

43. One of the requirements of the measurement of employment-related income is that the part of the income directly generated by a job be related to the volume of employment which has gone into that job. Income and employment data should therefore refer, or be convertible, to the same reference period.

44. For each job, the volume of employment should be assessed in terms of work duration, expressed in the number of hours, days, weeks, etc., during which the activity has been carried out. Where the activity is carried out by several contributing family workers and income is the result of a joint labour input (e.g. in household enterprises), efforts should be made to measure the share of hours, days, weeks, etc., worked by each member.

45. At the individual level, employment-related income should be measured for each job carried out during the reference period, whether in paid or self-employment, together with the corresponding labour input in each activity. This requires linking the income received to the work experience of the person over the given reference period.

Measurement of hours of work

46. The measurement of hours of work of employees is dealt with in the resolution concerning statistics of hours of work adopted by the Tenth ICLS in 1962 and may be expressed in terms of normal hours of work, hours actually worked and hours paid for. Where data on income and hours of work are derived from labour force sample surveys and other household surveys, hours of work may also be expressed in terms of usual hours of work.

47. In the absence of international guidelines on the measurement of hours of work of the self-employed, the measurement of their hours of work should be extensive enough to cover not only the hours during which the self-employed are directly performing the functions of their trade or profession, but also the time spent on all related or complementary activities at the workplace and outside the workplace (such as seeking business or waiting for customers, keeping records, maintaining equipment or being available for business). Where relevant, countries should provide clear guidelines on how to measure hours of work, taking into account the particularities of self-employment activities, in the light of national circumstances.

48. Notwithstanding the definitional issue, hours of work should be identified for each job separately, and at the level of multiple jobholders total hours of work should equal the total number of hours worked at all paid and/or self-employment jobs. Care should be taken in measuring hours of work for individuals who carry out more than one job simultaneously.

Measurement of work duration

49. The measurement of work duration is particularly important to study the relationship between employment and economic well-being, and in particular between full-time and part-time, part-year, casual and intermittent employment and low income.

50. For each job considered, days or weeks worked should refer to the total labour input which has gone into the job during the reference period. Where this refers to the time spent by several household members on the same activity, work duration should also refer to the time worked by all persons concerned.

51. At the individual level, the assessment of employment-related well-being requires
linking the employment status of individuals to their work experience over the reference period. During a one-year reference period, individuals may combine periods of employment, unemployment and economic inactivity during which some or no employment-related income accrues. Each of these periods should be identified, account being taken of all jobs performed, including casual or simultaneous employment. The main situations may be classified into broad categories relevant to the measurement of employment-related well-being (or hardship).

Data sources

52. The collection of data on income related to paid and self-employment should be based on the regular national statistical programmes, using all available sources.

53. One such source could be general or specialized household surveys, with individual household members as observation units.

54. Other sources of data include establishment surveys, administrative records (such as income tax and social security records), informal sector surveys (according to the guidelines contained in the ILO resolution concerning statistics of employment in the informal sector), agricultural surveys, surveys of small economic units and population censuses.

55. The choice of the appropriate sources of data should be based on the results of a cost-benefit analysis, taking into account factors such as the desired accuracy and details required from the results, the availability of different sources, the existence and design of labour force or other household surveys and the feasibility of adding new topics to these surveys or of launching separate surveys, and the response burden.

56. Several sources may be used for the collection of data on employment-related income. The use of different sources equally enables the comparison of the data and the evaluation of its quality.

57. Labour force surveys which collect data on income constitute an essential source of data on the income-generating capacity of jobs and its links to the labour market activities of individuals. Additional variables and appropriate questions accompanied by detailed instructions addressed to all individuals, including those not employed at the survey date, may, in principle, cover nearly all income during a given period, including those employment-related benefits received from sources other than the employer and as a result of current or former employment (e.g. received from social security or insurance schemes or the State). Income data should be linked to each person’s educational and other characteristics, for each activity and occupation, in order to establish the link between income and type of occupation, type of contract, skill level, duration of employment and unemployment, seniority in trade or occupation.

58. Household budget and household income and expenditure surveys are particularly suitable for collecting data on all types of income, including income components in cash, in kind and in services, and income deductions. Special care should be taken in such surveys to better identify the relationship between income and employment. In particular, detailed information on income related to paid and self-employment should be collected in respect of each activity performed or job held by each household member, together with the corresponding volume of employment in terms of hours of work and work duration.

59. In order to improve the quality and relevance of income-related questions in labour force and other household surveys, efforts should be made in particular:

— to collect income data directly from the persons concerned and avoid the use of proxy respondents as much as possible;

— to obtain disaggregated data on the components of employment-related income and link income to work duration in each job and for each individual member covered by the survey;

— to reduce recall errors and pinpoint the seasonal characteristics of certain jobs using various solutions, such as conducting repeated surveys or surveys with a sample spread over the year and a shorter reference period such as a quarter or a season; using the month-to-month recall approach to obtain information on each of the 12 months of the reference period; fixing data collection at a time which coincides with the collection of income data for income tax and social security purposes, etc.

One of the limitations of household surveys is that income can usually only be measured net, i.e. after deduction of social security contributions, income taxes, etc.

60. Establishment surveys can also serve as a basis for the collection of data on those
components of income related to paid employment received directly from the employer. For the purpose of measuring employment-related income, the coverage of traditional establishment surveys should be extended, or specially designed surveys should be carried out (i) to cover small establishments, own-account workers and household enterprises, and (ii) to include and identify separately all categories of persons in paid employment, and in particular, managerial employees, part-year, part-time and where possible casual and intermittent workers, together with their related volume of employment. Structural surveys of earnings, which enable a cohort of employees to be followed over time and information to be collected on income levels and trends according to detailed employees’ characteristics (sex, age, occupation, conditions of employment, etc.) are the most appropriate establishment surveys for the compilation of data on income related to paid employment.

When the information collected in establishment surveys is supplemented by data drawn from other sources, such as tax and social security records, the social security benefits should relate to the same set of employees for whom total remuneration data have been collected from the establishments.

In order to alleviate the difficulties experienced in field surveys in general, related to the reluctance of interviewed persons to provide income data, the difficulty in quantifying non-monetary income, the relatively heavy workload for the statistical agencies and the risk of inaccurate responses, extra care should be taken in the preparatory phase, i.e. in the conception of appropriate definitions and guidelines, the drafting of directives and the training of officers. At a subsequent stage, special attention should be paid to the analysis and interpretation of the resulting income data and total and item non-response should be partly compensated through adjustment procedures.

**Data compilation**

In order to measure the income-generating capacity of different jobs or economic activities, employment-related income should be related to the job variables (regular/casual, full/part-time, etc.) and measured within the framework of employment duration and working time.

In order to assess employment-related well-being, data should be collected on income derived from all jobs for each person. For each job, income data should be collected along with the individual’s status in employment, the length of the reference period to which the income refers, the duration of work in hours, days, months, etc., where relevant.

Data should be collected on the components, as well as on the aggregate, of income related to paid and self-employment, along the following lines:

(a) Gross income related to paid employment, excluding social security contributions as in paragraph 12:
   - total cash remuneration;
   - total imputed value of remuneration in kind and services;
   - profit-related pay;
   - employment-related social security benefits:
     - received from employer;
     - received from social security and insurance schemes or the State.

(b) Gross income related to self-employment, excluding social security contributions as in paragraph 21:
   - gross profit or where relevant gross output less operating expenses;
   - consumption of fixed capital/depreciation;
   - net profit (or share of profit);
   - employment-related social security benefits.

**Data classification**

Statistics of employment-related income should be classified by economic activity, status in employment and occupation or occupational group, at least according to the major groups and categories of the most recent version of the relevant international classifications.
These statistics should be systematically disaggregated by sex in all analyses. Other important variables for cross-classifications of data on income related to paid and self-employment are age, level of education, level of skill, seniority in job or activity and sector (formal or informal).

67. Disaggregations of the main status in employment categories may be relevant in order to distinguish specific groups such as owners-managers of corporations and quasi-corporations from other self-employed persons, employers from own-account workers, permanent employees from temporary, seasonal or casual employees, etc.

68. In order to measure the relationship between employment and income, account should be taken of all activities performed during the reference year, including simultaneous jobs. The employment experience of individuals during the reference period may be assessed through the identification of spells of full- and part-time employment, unemployment and inactivity. At the aggregate level, the main situations may be regrouped into broad categories relevant to the measurement of employment-related well-being, such as:

- full-year/full-time employment;
- part-year/part-time employment with no unemployment:
  - for voluntary reasons;
  - for involuntary reasons;
- part-year employment with some unemployment;
- mainly unemployment:
  - with some employment;
  - without employment;
- mainly inactive with some employment.

69. Further variables may be introduced, such as length of employment, spells and duration of unemployment, etc. Such classifications would permit the identification of the main types of employment-related hardship, the severity of employment problems and the degree of labour force attachment of persons experiencing economic hardship.

Periodicity

70. Countries should endeavour to regularly collect, compile and disseminate statistics of employment-related income at least every five years.

Analytical measures

71. Statistics of average income related to paid and self-employment should be compiled per time unit. The time unit in which average employment-related income is expressed, e.g. hour, day, week or month, should depend mainly on how meaningful the figures would be in the country concerned and on the feasibility of data collection. Where possible, estimates of average annual income related to paid and self-employment should be compiled.

72. Where feasible, estimates of hourly employment-related income should also be developed, based on the annual estimates of income and on the corresponding volume of employment expressed in terms of hours of work and work duration.

Complementary approach to non-measurable benefits

73. In view of, on the one hand, the importance generally attached to the growth of forms of compensation schemes offering current and deferred entitlements to various benefits to persons in paid employment (e.g. pensions and health plans, life insurance, flexible benefits and the like), and, on the other hand, the measurement difficulties inherent in the assessment of the value of such entitlements, efforts should be made to conduct surveys of employee benefits, in such a way as to provide data on the incidence and characteristics of the benefits received by persons in paid employment (e.g. participation requirements, employers’ and employees’ contributions (where appropriate), health-care deductibles, pension benefit formulas, paid leave provisions, number of beneficiaries). Data should be compiled and published by size of establishment and various employer and employee characteristics (major industry groups, full-time and part-time employment, etc.).

74. Where relevant, efforts should be made to collect, compile and disseminate similar
information on social security and other employment-related benefits which are received by self-employed persons.

**Imputed contribution of contributing family workers**

75. In household enterprises, and more generally in self-employment activities, activities may be jointly performed by several members of the household without formal or individualized earnings or income. In that case, the profit or mixed income derived by the self-employed head of the enterprise also rewards the participation of contributing family workers (as defined in the most recent version of ICSE) whose participation in the economic activity is of varying duration and intensity and at different levels of responsibility. It is therefore necessary to assess the contribution of these workers, disaggregated by sex, to the economic development of household enterprises.

76. Contributing family workers generally have jobs whose occupational content and level of responsibilities differ from that of the owner or partners of the enterprise. The measurement of their participation involves: (i) the measurement of the volume of employment put into the activity, in terms of hours, days, weeks, etc., and (ii) the imputation of an income value to unpaid work. This imputed value can be based on the market rates for equivalent occupations.

77. Several variants may be calculated, using for instance the minimum wage of certain suitable occupations, or the average wage, by sex and occupation or sector, of substitute workers. Wages may be allocated "gross" or "net". Imputed gross wages (where relevant, including the employer’s imputed contributions to social security and similar schemes) can provide an indication of the expense foregone by the head of the household enterprise, while imputed wages net of taxes and social security contributions appear more suitable since unpaid labour does not generate social security or income tax flows.

**Data dissemination**

78. Where possible, statistics of average income related to paid and self-employment should be compiled and disseminated regularly, together with information on the quality of the statistics. Detailed descriptions of the concepts and methods used in the compilation of statistics on income related to paid and self-employment should be disseminated by the responsible statistical office. In particular, the descriptions should mention the nature and types of payments and benefits included in each of the four major groups of components of income related to paid employment, the types of employment-related benefits received by self-employed persons, the source(s) of data and the methodology used in collecting and compiling the statistics on income related to paid and self-employment.

79. Dissemination of the statistics of employment-related income should be in accordance with Article 4 of the Labour Statistics Convention, 1985 (No. 160), which protects the confidentiality of information relating to individuals, households, employers, etc.

80. To facilitate the analysis of the statistical series compiled on income related to paid and self-employment, the results of surveys on employment-related income should be accompanied by information on the various types of schemes and plans covering persons in paid and self-employment, in particular on the financing of statutory social security schemes and the coverage of benefits.

81. The credibility and the relevance of statistics on income related to paid and self-employment will be increased if they can be disseminated as soon as possible after their compilation, fitted into broader statistical systems (such as the national accounts or labour accounts) and used in connection with relevant demographic and economic time series. Countries should therefore endeavour to develop consistent time series showing income dynamics and revealing vulnerable groups of persons.

82. Countries which have carried out studies on the level and composition of income related to paid and self-employment should communicate their results to the International Labour Office in order to facilitate international comparisons and interpretation of the statistics.

**Further action**
83. In view of the complexity of the measurement of income related to paid and self-employment, special efforts should be made to improve the use of existing sources of data and to enhance surveys in order to increase response rates and obtain the required information as accurately as possible.

84. The International Labour Office should follow national developments in collecting and compiling statistics of income related to paid and self-employment, carry out a series of field tests and pilot surveys where relevant, disseminate and evaluate information about the lessons learnt from national experiences, and prepare a manual to provide technical guidelines on the contents of this resolution.

85. The International Labour Office should cooperate, as far as possible, with countries in the development of statistics of income related to paid and self-employment by providing technical assistance and training. The Office should report to the next ICLS on the implementation of these guidelines.
Resolution III

Resolution concerning statistics of occupational injuries: resulting from occupational accidents

The Sixteenth International Conference of Labour Statisticians,
Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 6 to 15 October 1998,
Recalling the resolution concerning statistics of occupational injuries adopted by the Thirteenth International Conference of Labour Statisticians (1982),
Recalling the Code of practice on the recording and notification of occupational accidents and diseases, approved by the Governing Body of the ILO at its 261st Session (November 1994),
Observing that the existing international standards on statistics of occupational injuries do not provide adequate guidance on the measurement and classification of occupational injuries,
Recognizing that statistics of occupational injuries should form part of a broad programme of statistics of occupational safety and health,
Recognizing that statistics of occupational injuries are essential for effective programmes for the prevention of occupational accidents, and for their monitoring,
Recognizing further that international guidelines on the measurement and classification of occupational injuries will promote the development of these statistics along sound lines and improve their international comparability;
Adopts this fifteenth day of October 1998 the following resolution:

General objectives and uses

1. Each country should aim to develop a comprehensive programme of statistics on occupational safety and health, including occupational diseases and occupational injuries. The objective of this programme would be to provide an adequate statistical base for the various users, taking into account the specific national needs and circumstances. One of the major components of the programme should comprise statistics on occupational injuries, which should be based on a range of sources of information, and which may be used in conjunction with other appropriate economic and social indicators.

2. This resolution aims to set out standards of good practice for the collection and presentation of statistics of occupational injuries as guidance for countries wishing to revise their existing statistical systems in this field, or establish new ones. Its provisions should not undermine any existing national systems, nor should they lead to duplication of effort.

3. The principal objective of the statistics is to provide comprehensive and timely information on occupational injuries for prevention purposes. The statistics may be used for a number of purposes, such as:

(a) to identify the occupations and economic activities where occupational injuries occur, along with their extent, severity and the way in which they occur, as a basis for planning preventive measures;
(b) to set priorities for preventive efforts;
(c) to detect changes in the pattern and occurrence of occupational injuries, so as to monitor improvements in safety and reveal any new areas of risk;
(d) to inform employers, employers’ organizations, workers and workers’ organizations of the risks associated with their work and workplaces, so that they can take an active part in their own safety;
(e) to evaluate the effectiveness of preventive measures;
(f) to estimate the consequences of occupational injuries, particularly in terms of days lost or costs;
(g) to provide a basis for policy-making aimed at encouraging employers, employers’ organizations, workers and workers’ organizations to introduce accident prevention measures;
(h) to assist in developing training material and programmes for accident prevention;
(i) to provide a basis for identifying possible areas for future research.

4. The major users of the statistics, including the representative organizations of employers and workers, should be consulted when the concepts, definitions and methodology for the collection, compilation and dissemination of the statistics are designed or revised, with a view to taking into account their needs and obtaining their cooperation.

Terms and definitions

5. For the purposes of statistics of occupational injuries, the following terms and definitions are used:
(a) occupational accident: an unexpected and unplanned occurrence, including acts of violence, arising out of or in connection with work which results in one or more workers incurring a personal injury, disease or death; as occupational accidents are to be considered travel, transport or road traffic accidents in which workers are injured and which arise out of or in the course of work, i.e. while engaged in an economic activity, or at work, or carrying on the business of the employer;
(b) commuting accident: an accident occurring on the habitual route, in either direction, between the place of work or work-related training and:
(i) the worker’s principal or secondary residence;
(ii) the place where the worker usually takes his or her meals; or
(iii) the place where he or she usually receives his or her remuneration; which results in death or personal injury;
(c) occupational injury: any personal injury, disease or death resulting from an occupational accident; an occupational injury is therefore distinct from an occupational disease, which is a disease contracted as a result of an exposure over a period of time to risk factors arising from work activity;
(d) case of occupational injury: the case of one worker incurring an occupational injury as a result of one occupational accident;
(e) incapacity for work: inability of the victim, due to an occupational injury, to perform the normal duties of work in the job or post occupied at the time of the occupational accident.

Coverage

6. The various sources of statistics should, where practical, cover all occupational injuries, as defined in paragraph 5, including non-fatal injuries causing an absence from work of at least one day, excluding the day of the accident, and fatal injuries. Where it is practical and considered relevant to include injuries resulting from commuting accidents, the information relating to them should be compiled and disseminated separately.

7. Where practical, the statistics should cover all workers regardless of their status in employment (for example, employee, employer and own-account worker). The coverage should include child workers, informal sector workers and homeworkers, where they exist.

8. The statistics should in principle cover the whole country, all branches of economic activity and all sectors of the economy. A case of occupational injury occurring while a worker is outside the country of normal residence should be included in the statistics of the country within whose jurisdiction the accident took place.

Types of data

1. This inclusion should not be interpreted as condoning child labour.
9. Countries should aim to collect the following types of information regarding cases of occupational injury:
   (a) information about the enterprise, establishment or local unit:
       (i) location;
       (ii) economic activity;
       (iii) size (number of workers);
   (b) information about the person injured:
       (i) sex;
       (ii) age;
       (iii) occupation;
       (iv) status in employment;
   (c) information about the injury:
       (i) whether fatal or non-fatal;
       (ii) type of injury;
       (iii) part of body injured;
   (d) information about the accident and its circumstances:
       (i) type of location of the accident: such as the usual workplace, another place within the establishment, outside the premises of the establishment;
       (ii) date and time of the accident;
       (iii) mode of injury: how the person was injured by a physical contact with an item or object which caused the injury or was psychologically affected by an event; if there are several injuries, the mode of the most serious injury should be recorded;
       (iv) material agency of injury: the item, agent, object or product associated with the injury, i.e. the physical tool, object, element, etc. with which the victim came into contact and was injured by; if there are several injuries, the material agency associated with the most serious injury should be recorded.

10. The programme of statistics can include studies to assess the value of further information as, for example, given below. Countries which thus find this or other information useful could continue to develop their programme of statistics further, especially for more serious cases of occupational injuries and fatalities.
   (a) information about the injury:
       (i) incapacity for work expressed in calendar days of absence from work;
   (b) information about the accident and its circumstances:
       (i) shift, start time of work of the injured person and hours worked in the activity when the accident occurred;
       (ii) the total number of workers injured in the accident;
       (iii) place of occurrence: the type of place where the accident occurred, such as a production or construction area, trade or service area, farm, street or highway;
       (iv) work process in which the injured person was engaged when the accident occurred: the main type or kind of work being carried out by the victim when the accident occurred; the duration of the activity may range from very short to long; it may or may not be associated with an item or object, such as feeding the machine, operating transport equipment, carrying loads;
       (v) specific activity of the injured person at the time of the accident: the activity actually being carried out by the victim when the accident occurred; the duration of the activity may range from very short to long; it may or may not be associated with an item or object, such as floors, doors, hand tools, mobile cranes;
       (vi) deviation which resulted in the accident: what occurred in an abnormal way, deviating from the normal way of working or the normal process, i.e. what went wrong, the event leading to the accident, such as breakage, loss of control of machine, fall of person, aggression; if there are several interlinked or successive events, the last one should be recorded;
       (vii) material agency associated with the specific activity of the injured person: the tool, object, element, product, etc., used by the victim in the specific activity when the accident happened (this may not necessarily be implicated in the accident), such as floors, doors, hand tools, mobile cranes;
       (viii) material agency associated with the deviation: the tool, object, element, product, etc.
linked with what occurred in an abnormal way, such as floors, doors, hand tools, mobile cranes.

11. Where injuries due to commuting accidents are covered, information corresponding to that provided for in paragraph 9 should be collected, as well as the following:
   (a) place of accident;
   (b) the injured person’s mode of transport;
   (c) the injured person’s transport role;
   (d) the mode of transport of the counterpart (if any).

Measurement

Occupational injury

12. The unit of observation should be the case of occupational injury, i.e. the case of one worker incurring an occupational injury as a result of one occupational accident. If a person is injured in more than one occupational accident during the reference period, each case of injury to that person should be counted separately. Recurrent absences due to an injury resulting from a single occupational accident should be treated as the continuation of the same case of occupational injury, not as new cases. Where more than one person is injured in a single accident, each case of occupational injury should be counted separately.

Fatal occupational injury

13. For measurement purposes, a fatal occupational injury is an occupational injury leading to death within one year of the day of the occupational accident.

Time lost due to occupational injuries

14. Time lost should be measured separately for each case of occupational injury leading to temporary incapacity for work of a maximum of one year. In order to assess the severity of the injury, time lost should be measured in terms of the number of calendar days during which the injured person is temporarily incapacitated, based on the information available at the time the statistics are compiled. If it is measured in workdays, attempts should be made to assess the total number of calendar days lost.

15. The time lost should be measured inclusively from the day after the day of the accident, to the day prior to the day of return to work. In the case of recurrent absences due to a single case of occupational injury, each period of absence should be measured as above, and the resulting number of days lost for each period summed to arrive at the total for the case of injury. Temporary absences from work of less than one day for medical treatment should not be included in time lost.

16. The time lost as a result of permanent incapacity for work or fatal occupational injuries may also be estimated. In these cases, the data should be compiled and disseminated separately from data relating to temporary incapacity for work.

Reference period and periodicity

17. For a given reference period, the statistics should relate to the number of cases of occupational injury occurring during the period and the total time lost as a result of those cases of injury. Cases of fatal injury should be included in the statistics for the reference period during which the occupational accident occurred.

18. The statistics should be compiled at least once a year for a reference period of not more than a year. Where seasonal trends may be considered to be important, the statistics may be compiled more frequently, using shorter reference periods, such as a month or a quarter.

Comparative measures

19. In order to permit meaningful comparisons of the statistics, for example between different periods, economic activities, regions and countries, account needs to be taken of the differences in employment size, changes in the number of workers in the reference group, as well as in the hours worked by those in the reference group. A number of rates which take into account
these differences may be calculated, including the following measures, which are among those most useful for comparing information at both the national and international levels. The term "workers in the reference group" refers to those workers in the particular group under consideration and covered by the source of the statistics of occupational injuries (for example those of a specific sex or in a specific economic activity, occupation, region, age group, or any combination of these, or those covered by a particular insurance scheme).

For each of the measures below, the numerator and the denominator should have the same coverage. For example, if self-employed persons are covered in the statistics of occupational injuries they should also be covered in the denominator.

(a) The frequency rate of new cases of occupational injury:

\[
\frac{\text{Number of new cases of occupational injury during the reference period}}{\text{Total number of hours worked by workers in the reference group during the reference period}} \times 1,000,000
\]

This may be calculated separately for fatal and non-fatal occupational injuries. Ideally, the denominator should be the number of hours actually worked by workers in the reference group. If this is not possible, it may be calculated on the basis of normal hours of work, taking into account entitlements to periods of paid absence from work, such as paid vacations, paid sick leave and public holidays.

(b) The incidence rate of new cases of occupational injury:

\[
\frac{\text{Number of new cases of occupational injury during the reference period}}{\text{Total number of workers in the reference group during the reference period}} \times 1,000
\]

This may be calculated separately for fatal and non-fatal injuries. The number of workers in the reference group should be the average for the reference period. In calculating the average, account should be taken of the hours normally worked by those persons. The number of those working part time should be converted to full-time equivalents.

(c) The severity rate of new cases of occupational injury:

\[
\frac{\text{Number of days lost as a result of new cases of occupational injury during the reference period}}{\text{Total amount of time worked by workers in the reference group during the reference period}} \times 1,000,000
\]

This should be calculated only for temporary incapacity for work. The amount of time worked by workers in the reference group should preferably be measured in hours worked.

(d) Days lost per new case of occupational injury:

Median or mean of the number of days lost for each new case of occupational injury during the reference period.

All the measures may be calculated according to economic activity, occupation, age group, etc., or any combination of these.

Dissemination

20. The statistics of occupational injuries that are compiled should be disseminated regularly, at least once a year; preliminary figures should be released no later than one year after the end of each reference period. The disseminated data should include time series, as well as the data for the most recent reference period. Any revisions to figures released in the past should be clearly indicated in newly disseminated data.

21. Detailed descriptions of the sources, concepts, definitions and methodology used in collecting and compiling the statistics on occupational injuries should be:

(a) produced and updated to reflect significant changes;

(b) disseminated by the competent body;

(c) communicated to the ILO.

22. In order to promote the comparability of the statistics among countries whose national statistical practices do not conform closely to the international standards, the disseminated data
should be accompanied by an explanation of any divergences from those standards.

23. Dissemination may take the form of printed publications, electronic data sets, etc. Where possible, the relevant competent authority should make data available on the Internet, so as to facilitate analysis by users throughout the world. The statistics should be disseminated in such a way that the disclosure of any information relating to an individual statistical unit, such as a person, household, an establishment or an enterprise is not possible, unless prior permission has been obtained from the individual units concerned.

24. Each year, countries should communicate to the ILO the statistics on occupational injuries (not including individual cases) requested for dissemination by the ILO in its *Yearbook of Labour Statistics* and other forms.

Sources of data

25. In compiling statistics of occupational injuries, various sources of information should be used in order to provide as full a picture as possible of the situation at a given point in time and to give an estimate of any under-reporting which may occur. For example, consideration could be given to periodically supplementing the information available from systems for the notification of compensation of occupational injuries by adding brief modules of questions to existing survey questionnaires, such as those used for establishment surveys for employment and wages, and for labour force surveys. In addition, the feasibility of developing new sources should be examined.

26. Where data from different sources are used together, attempts should be made to ensure that the concepts, definitions, coverage and classifications used by the different sources are consistent. To this end, it would be useful to establish a coordinating committee at the national level, comprising representatives of government, other producers of statistics on occupational injuries, and employers’ and workers’ organizations. In addition, efforts should be made to harmonize the statistics compiled from different sources and by different bodies.

Classification

27. The data should be classified at least according to major branch of economic activity and as far as possible according to other significant characteristics of persons injured, of enterprises or establishments, of occupational injuries and of occupational accidents for which information is collected in accordance with paragraph 9. Countries should attempt to use classifications that are either comparable with or can be related to the most recent versions of the relevant international classifications, where these exist. Annexes A to F provide the most recent versions of the international classifications below, up to the second level, where available. It may however be desirable, for accident prevention purposes, for countries to classify their data at a greater level of detail.

- Classification according to employment size of establishments, as in the *International Recommendations for Industrial Statistics*, Rev. 1 (1983).
- *International Classification of Status in Employment, ICSE-93*.

The ILO should develop and disseminate classifications to replace or supplement the existing schemes adopted by the Tenth ICLS in 1962 for the variables listed below:

- type of location of the accident;
- mode of injury;
- material agency of injury.

28. The ILO should develop and disseminate classifications to replace or supplement the existing schemes adopted by the Tenth ICLS in 1962, for variables such as those given below. Furthermore, the ILO should encourage and help countries to develop their own classifications to give further information which they can use for their purposes.
For occupational injuries:
• place of occurrence;
• work process;
• specific activity;
• deviation;
• material agency associated with the specific activity or the deviation.
For injuries due to commuting accidents:
• place of accident;
• injured person’s mode of transport;
• injured person’s transport role;
• mode of transport of counterpart.

Further action

29. The ILO should prepare a manual to provide technical guidance on the contents of this resolution. This manual should also cover the collection of information on occupational injuries in the informal sector and among child workers, the collection of information through household surveys and establishment surveys, the estimation of under-reporting and of costs of occupational injuries, the classifications to be developed as recommended in paragraphs 27 and 28, and how they should be applied, as well as the establishment of a mapping between ICD-10 and the classifications in Annexes E and F. It should also cooperate, as far as possible, with countries in the development of statistics of occupational injuries by providing technical assistance and training.

30. Other areas for future work by the ILO include:
(a) developing standards for statistics of occupational diseases; and
(b) making worldwide estimates of the number of fatal occupational injuries.

Annex A

Classification of economic activities

International Standard Industrial Classification of All Economic Activities, Revision 3
(tabulation categories and divisions)

<table>
<thead>
<tr>
<th>Code</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Agriculture, hunting and forestry</td>
</tr>
<tr>
<td>A01</td>
<td>Agriculture, hunting and related service activities</td>
</tr>
<tr>
<td>A02</td>
<td>Forestry, logging and related activities</td>
</tr>
<tr>
<td>B</td>
<td>Fishing</td>
</tr>
<tr>
<td>B05</td>
<td>Fishing, operation of fish hatcheries and fish farms; service activities incidental to fishing</td>
</tr>
<tr>
<td>C</td>
<td>Mining and quarrying</td>
</tr>
<tr>
<td>C10</td>
<td>Mining of coal and lignite; extraction of peat</td>
</tr>
<tr>
<td>C11</td>
<td>Extraction of crude petroleum and natural gas; service activities incidental to oil and gas extraction, excluding surveying</td>
</tr>
<tr>
<td>C12</td>
<td>Mining of uranium and thorium ores</td>
</tr>
<tr>
<td>C13</td>
<td>Mining of metal ores</td>
</tr>
<tr>
<td>C14</td>
<td>Other mining and quarrying</td>
</tr>
</tbody>
</table>

---

D  Manufacturing
15 Manufacture of food products and beverages
16 Manufacture of tobacco products
17 Manufacture of textiles
18 Manufacture of wearing apparel; dressing and dyeing of fur
19 Tanning and dressing of leather; manufacture of luggage, handbags, saddlery, harness and footwear
20 Manufacture of wood and of products of wood and cork, except furniture; manufacture of articles of straw and plaiting materials
21 Manufacture of paper and paper products
22 Publishing, printing and reproduction of recorded media
23 Manufacture of coke, refined petroleum products and nuclear fuel
24 Manufacture of chemicals and chemical products
25 Manufacture of rubber and plastics products
26 Manufacture of other non-metallic mineral products
27 Manufacture of basic metals
28 Manufacture of fabricated metal products, except machinery and equipment
29 Manufacture of machinery and equipment not elsewhere classified
30 Manufacture of office, accounting and computing machinery
31 Manufacture of electrical machinery and apparatus not elsewhere classified
32 Manufacture of radio, television and communications equipment and apparatus
33 Manufacture of medical, precision and optical instruments, watches and clocks
34 Manufacture of motor vehicles, trailers and semi-trailers
35 Manufacture of other transport equipment
36 Manufacture of furniture; manufacturing, not elsewhere classified
37 Recycling

E  Electricity, gas and water supply
40 Electricity, gas, steam and hot-water supply
41 Collection, purification and distribution of water

F  Construction
45 Construction

G  Wholesale and retail trade; repair of motor vehicles, motorcycles and personal and household goods
50 Sale, maintenance and repair of motor vehicles and motorcycles; retail sale of automotive fuel
51 Wholesale trade and commission trade, except of motor vehicles and motorcycles
52 Retail trade, except of motor vehicles and motorcycles; repair of personal and household goods

H  Hotels and restaurants
55 Hotels and restaurants

I  Transport, storage and communications
60 Land transport; transport via pipelines
61 Water transport
62 Air transport
<table>
<thead>
<tr>
<th>Code</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>63</td>
<td>Supporting and auxiliary transport activities; activities of travel agencies</td>
</tr>
<tr>
<td>64</td>
<td>Post and telecommunications</td>
</tr>
<tr>
<td>J</td>
<td>Financial intermediation</td>
</tr>
<tr>
<td>65</td>
<td>Financial intermediation, except insurance and pension funding</td>
</tr>
<tr>
<td>66</td>
<td>Insurance and pension funding, except compulsory social security</td>
</tr>
<tr>
<td>67</td>
<td>Activities auxiliary to financial intermediation</td>
</tr>
<tr>
<td>K</td>
<td>Real estate, renting and business activities</td>
</tr>
<tr>
<td>70</td>
<td>Real estate activities</td>
</tr>
<tr>
<td>71</td>
<td>Renting of machinery and equipment without operator and of personal and household goods</td>
</tr>
<tr>
<td>72</td>
<td>Computer and related activities</td>
</tr>
<tr>
<td>73</td>
<td>Research and development</td>
</tr>
<tr>
<td>74</td>
<td>Other business activities</td>
</tr>
<tr>
<td>L</td>
<td>Public administration and defence; compulsory social security</td>
</tr>
<tr>
<td>75</td>
<td>Public administration and defence; compulsory social security</td>
</tr>
<tr>
<td>M</td>
<td>Education</td>
</tr>
<tr>
<td>80</td>
<td>Education</td>
</tr>
<tr>
<td>N</td>
<td>Health and social work</td>
</tr>
<tr>
<td>85</td>
<td>Health and social work</td>
</tr>
<tr>
<td>O</td>
<td>Other community, social and personal service activities</td>
</tr>
<tr>
<td>90</td>
<td>Sewage and refuse disposal, sanitation and similar activities</td>
</tr>
<tr>
<td>91</td>
<td>Activities of membership organizations, not elsewhere classified</td>
</tr>
<tr>
<td>92</td>
<td>Recreational, cultural and sporting activities</td>
</tr>
<tr>
<td>93</td>
<td>Other service activities</td>
</tr>
<tr>
<td>P</td>
<td>Private households with employed persons</td>
</tr>
<tr>
<td>95</td>
<td>Private households with employed persons</td>
</tr>
<tr>
<td>Q</td>
<td>Extra-territorial organizations and bodies</td>
</tr>
<tr>
<td>99</td>
<td>Extra-territorial organizations and bodies</td>
</tr>
</tbody>
</table>

Annex B

Classification according to size of enterprise, establishment or local unit

The following size classes, expressed in terms of the average number of persons engaged in the enterprise, establishment or local unit are based on those recommended for international comparisons in the 1983 World Programme of Industrial Statistics.\(^1\) For national purposes, ranges

\(^1\) For full details, see United Nations: *International Recommendations for Industrial Statistics*, Statistical
should be established according to each country’s circumstances and needs.

<table>
<thead>
<tr>
<th>Code</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>1 to 4 persons engaged</td>
</tr>
<tr>
<td>B</td>
<td>5 to 9 persons engaged</td>
</tr>
<tr>
<td>C</td>
<td>10 to 19 persons engaged</td>
</tr>
<tr>
<td>D</td>
<td>20 to 49 persons engaged</td>
</tr>
<tr>
<td>E</td>
<td>50 to 99 persons engaged</td>
</tr>
<tr>
<td>F</td>
<td>100 to 149 persons engaged</td>
</tr>
<tr>
<td>G</td>
<td>150 to 199 persons engaged</td>
</tr>
<tr>
<td>H</td>
<td>200 to 249 persons engaged</td>
</tr>
<tr>
<td>I</td>
<td>250 to 499 persons engaged</td>
</tr>
<tr>
<td>J</td>
<td>500 to 999 persons engaged</td>
</tr>
<tr>
<td>K</td>
<td>1,000 or more persons engaged</td>
</tr>
<tr>
<td>Z</td>
<td>Size unknown</td>
</tr>
</tbody>
</table>

Annex C

Classification of occupations

International Standard Classification of Occupations, ISCO-88

(major groups and sub-major groups)

<table>
<thead>
<tr>
<th>Code</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Legislators, senior officials and managers</td>
</tr>
<tr>
<td>11</td>
<td>Legislators and senior officials</td>
</tr>
<tr>
<td>12</td>
<td>Corporate managers</td>
</tr>
<tr>
<td>13</td>
<td>General managers</td>
</tr>
<tr>
<td>2</td>
<td>Professionals</td>
</tr>
<tr>
<td>21</td>
<td>Physical, mathematical and engineering science professionals</td>
</tr>
<tr>
<td>22</td>
<td>Life science and health professionals</td>
</tr>
<tr>
<td>23</td>
<td>Teaching professionals</td>
</tr>
<tr>
<td>24</td>
<td>Other professionals</td>
</tr>
<tr>
<td>3</td>
<td>Technicians and associate professionals</td>
</tr>
<tr>
<td>31</td>
<td>Physical and engineering science associate professionals</td>
</tr>
<tr>
<td>32</td>
<td>Life science and health associate professionals</td>
</tr>
<tr>
<td>33</td>
<td>Teaching associate professionals</td>
</tr>
<tr>
<td>34</td>
<td>Other associate professionals</td>
</tr>
</tbody>
</table>

2 This sub-major group is intended to include persons who — as directors, chief executives or department managers — manage enterprises requiring a total of three or more managers.
3 This sub-major group is intended to include persons who manage enterprises on their own behalf, or on behalf of the proprietor, with some non-managerial help and assistance of no more than one other manager.
4 Clerks
  41 Office clerks
  42 Customer services clerks

5 Service workers and shop and market sales workers
  51 Personal and protective services workers
  52 Models, salespersons and demonstrators

6 Skilled agricultural and fishery workers
  61 Market-oriented skilled agricultural and fishery workers
  62 Subsistence agricultural and fishery workers

7 Craft and related trades workers
  71 Extraction and building trades workers
  72 Metal, machinery and related trades workers
  73 Precision, handicraft, printing and related trades workers
  74 Other craft and related trades workers

8 Plant and machine operators and assemblers
  81 Stationary plant and related operators
  82 Machinery operators and assemblers
  83 Drivers and mobile plant operators

9 Elementary occupations
  91 Sales and services elementary occupations
  92 Agricultural, fishery and related labourers
  93 Labourers in mining, construction, manufacturing and transport

0 Armed forces
  01 Armed forces

Annex D
Classification according to status in employment

International Classification of Status in Employment, ICSE-93

The following text is an extract from the resolution concerning the International Classification of Status in Employment (ICSE) adopted by the Fifteenth International Conference of Labour Statisticians (Geneva, 1993):

II. The ICSE-93 groups

2 For linguistic convenience the group titles and definitions have been formulated in a way which corresponds to the situation where each person holds only one job during the reference period. Rules for classifying persons with two or more jobs are given in section V.
4. The ICSE-93 consists of the following groups, which are defined in section III:

1. employees;
   among whom countries may need and be able to distinguish "employees with stable contracts" (including "regular employees");
2. employers;
3. own-account workers;
4. members of producers' cooperatives;
5. contributing family workers;
6. workers not classifiable by status.

III. Group definitions

5. The groups in the ICSE-93 are defined with reference to the distinction between "paid employment" jobs on the one side and "self-employment" jobs on the other. Groups are defined with reference to one or more aspects of the economic risk and/or the type of authority which the explicit or implicit employment contract gives the incumbents or to which it subjects them.

6. Paid employment jobs are those jobs where the incumbents hold explicit (written or oral) or implicit employment contracts which give them a basic remuneration which is not directly dependent upon the revenue of the unit for which they work (this unit can be a corporation, a non-profit institution, a government unit or a household). Some or all of the tools, capital equipment, information systems and/or premises used by the incumbents may be owned by others, and the incumbents may work under direct supervision of, or according to strict guidelines set by the owner(s) or persons in the owner’s employment. (Persons in "paid employment jobs" are typically remunerated by wages and salaries, but may be paid by commission from sales, by piece-rates, bonuses or in-kind payments such as food, housing or training.)

7. Self-employment jobs are those jobs where the remuneration is directly dependent upon the profits (or the potential for profits) derived from the goods and services produced (where own consumption is considered to be part of profits). The incumbents make the operational decisions affecting the enterprise, or delegate such decisions while retaining responsibility for the welfare of the enterprise. (In this context, "enterprise" includes one-person operations.)

8. 1. Employees are all those workers who hold the type of job defined as "paid employment jobs" (cf. paragraph 6). Employees with stable contracts are those "employees" who have had, and continue to have, an explicit (written or oral) or implicit contract of employment, or a succession of such contracts, with the same employer on a continuous basis. "On a continuous basis" implies a period of employment which is longer than a specified minimum determined according to national circumstances. (If interruptions are allowed in this minimum period, their maximum duration should also be determined according to national circumstances.) Regular employees are those "employees with stable contracts" for whom the employing organization is responsible for payment of relevant taxes and social security contributions and/or where the contractual relationship is subject to national labour legislation.

9. 2. Employers are those workers who, working on their own account or with one or a few partners, hold the type of job defined as a "self-employment job" (cf. paragraph 7) and, in this capacity, on a continuous basis (including the reference period) have engaged one or more persons to work for them in their business as "employee(s)" (cf. paragraph 6). The meaning of "engage on continuous basis" is to be determined by national circumstances, in a way which is consistent with the definition of "employees with stable contracts" (cf. paragraph 8). (The partners may or may not be members of the same family or household.)

10. 3. Own-account workers are those workers who, working on their own account or with one or more partners, hold the type of job defined as a "self-employment job" (cf. paragraph 7), and have not engaged on a continuous basis any "employees" (cf. paragraph 8) to work for them during the reference period. It should be noted that, during the reference period, the members of this group may have engaged "employees", provided that this is on a non-continuous basis. (The partners may or may not be members of the same family or household.)

11. 4. Members of producers’ cooperatives are workers who hold "self-employment jobs" (cf. paragraph 7) in a cooperative producing goods and services, in which each member takes part on an equal footing with other members in determining the organization of production, sales and/or other work of the establishment, the
investments and the distribution of the proceeds of the establishment amongst their members. (It should be noted that "employees" (cf. paragraph 8) of producers' cooperatives are not to be classified to this group.)

12. Contributing family workers are those workers who hold "self-employment" jobs (cf. paragraph 7) in a market-oriented establishment operated by a related person living in the same household, who cannot be regarded as partners, because their degree of commitment to the operation of the establishment, in terms of working time or other factors to be determined by national circumstances, is not at a level comparable to that of the head of the establishment. (Where it is customary for young persons, in particular, to work without pay in an economic enterprise operated by a related person who does not live in the same household, the requirement of "living in the same household" may be eliminated.)

13. Workers not classifiable by status include those for whom insufficient relevant information is available, and/or who cannot be included in any of the preceding categories.

Annex E

Classification according to type of injury

The following classification is based on the International Statistical Classification of Diseases and Related Health Problems, ICD-10. The most serious injury or disease sustained or suffered by the victim should be classified. Where several injuries have been incurred, the most serious one should be classified. The coding given below does not correspond to that given in ICD-10, due to differences in structure.

<table>
<thead>
<tr>
<th>Code</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Superficial injuries and open wounds</td>
</tr>
<tr>
<td>1.01</td>
<td>Superficial injuries (including abrasions, blisters (non-thermal), contusions, puncture wounds (without major open wounds), insect bites (non-venomous)</td>
</tr>
<tr>
<td>1.02</td>
<td>Open wounds (including cuts, lacerations, puncture wounds (with penetrating foreign body), animal bites)</td>
</tr>
<tr>
<td>2</td>
<td>Fractures</td>
</tr>
<tr>
<td>2.01</td>
<td>Closed fractures</td>
</tr>
<tr>
<td>2.02</td>
<td>Open fractures</td>
</tr>
<tr>
<td>2.03</td>
<td>Other fractures (dislocated, displaced)</td>
</tr>
<tr>
<td>3</td>
<td>Dislocations, sprains and strains</td>
</tr>
<tr>
<td>3.01</td>
<td>Dislocations and subluxations</td>
</tr>
<tr>
<td>3.02</td>
<td>Sprains and strains</td>
</tr>
<tr>
<td>4</td>
<td>Traumatic amputations</td>
</tr>
<tr>
<td>4.01</td>
<td>(Including traumatic enucleation of the eye)</td>
</tr>
<tr>
<td>5</td>
<td>Concussion and internal injuries</td>
</tr>
<tr>
<td>5.01</td>
<td>(Including blast injuries, bruises, concussion, crushing, lacerations, traumatic haematoma, punctures, ruptures and tears of internal organs)</td>
</tr>
<tr>
<td>6</td>
<td>Burns, corrosions, scalds and frostbite</td>
</tr>
</tbody>
</table>

6.01 Burns (thermal) (including from electrical heating appliances, electricity, flames, friction, hot air and hot gases, hot objects, lightning, radiation)
6.02 Chemical burns (corrosions)
6.03 Scalds
6.04 Frostbite

7 Acute poisonings and infections
7.01 Acute poisonings (acute effects of the injection, ingestion, absorption or inhalation of toxic, corrosive or caustic substances; including toxic effects of contact with venomous animals)
7.02 Infections (including intestinal infectious diseases, specified zoonoses, protozoal diseases, viral diseases, mycoses)

8 Other specified types of injury
8.01 Effects of radiation
8.02 Effects of heat and light
8.03 Hypothermia
8.04 Effects of air pressure and water pressure
8.05 Asphyxiation
8.06 Effects of maltreatment (including physical abuse, psychological abuse)
8.07 Effects of lightning (shock from lightning, struck by lightning not otherwise specified)
8.08 Drowning and non-fatal submersion
8.09 Effects of noise and vibration (including acute hearing loss)
8.10 Effects of electric current (electrocution, shock from electric current)
8.19 Other specified injuries

10 Type of injury, unspecified

Annex F
Classification according to the part of body injured

The following classification is based on the International Statistical Classification of Diseases and Related Health Problems, ICD-10.1 The groups relating to multiple locations should be used only to classify cases where the victim suffers from several injuries to different parts of the body and no injury is obviously more severe than the others. In order to designate the side of the body injured, a further digit may be added to the code for the part of body injured, where relevant, as follows:
1: right side
2: left side
3: both sides

The coding given below does not correspond to that given in the ICD-10, due to differences in structure.

<table>
<thead>
<tr>
<th>Code</th>
<th>Designation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Head</td>
</tr>
</tbody>
</table>

---

1.1 Scalp, skull, brain and cranial nerves and vessels
1.2 Ear(s)
1.3 Eye(s)
1.4 Tooth, teeth
1.5 Other specified parts of facial area
1.7 Head, multiple sites affected
1.8 Head, other specified parts not elsewhere classified
1.9 Head, unspecified

2 Neck, including spine and vertebrae in the neck
2.1 Spine and vertebrae
2.8 Neck, other specified parts not elsewhere classified
2.9 Neck, unspecified

3 Back, including spine and vertebrae in the back
3.1 Spine and vertebrae
3.8 Back, other specified parts not elsewhere classified
3.9 Back, unspecified

4 Trunk and internal organs
4.1 Rib cage (ribs including sternum and shoulder blades)
4.2 Other parts of thorax, including internal organs
4.3 Pelvic and abdominal area, including internal organs
4.4 External genitalia
4.7 Trunk, multiple sites affected
4.8 Trunk, other specified parts not elsewhere classified
4.9 Trunk and internal organs, unspecified

5 Upper extremities
5.1 Shoulder and shoulder joints
5.2 Arm, including elbow
5.3 Wrist
5.4 Hand
5.5 Thumb
5.6 Other finger(s)
5.7 Upper extremities, multiple sites affected
5.8 Upper extremities, other specified parts not elsewhere classified
5.9 Upper extremities, unspecified

6 Lower extremities
6.1 Hip and hip joint
6.2 Leg, including knee
6.3 Ankle
6.4 Foot
6.5 Toe(s)
6.7 Lower extremities, multiple sites affected
<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>6.8</td>
<td>Lower extremities, other specified parts not elsewhere classified</td>
</tr>
<tr>
<td>6.9</td>
<td>Lower extremities, unspecified</td>
</tr>
<tr>
<td>7</td>
<td><strong>Whole body and multiple sites</strong></td>
</tr>
<tr>
<td>7.1</td>
<td>Systemic effect (for example, from poisoning or infection)</td>
</tr>
<tr>
<td>7.8</td>
<td>Multiple sites of the body affected</td>
</tr>
<tr>
<td>9</td>
<td><strong>Other parts of body injured</strong></td>
</tr>
<tr>
<td>10</td>
<td><strong>Part of body injured, unspecified</strong></td>
</tr>
</tbody>
</table>