

Draft report of the Committee on Work Statistics

1. The Committee first met on the morning of Thursday, 3 October 2013, and concluded its work, after nine sessions on Tuesday, 8 October 2013.
2. The Chairperson of the Committee, Ms M. Quintslr (Brazil) introduced the first session by reminding participants of the objectives of the Committee's work: to ensure that the version of the resolution to be submitted to the Conference for approval on Thursday, 9 October was coherent, precise and was useful for countries. A drafting committee was established to ensure that the text of the amended resolution appropriately reflected the deliberations of the Committee.
3. During the discussion of the draft prepared by the Office, the participants were supportive of the general approach taken but identified a number of improvements that needed to be made. This report summarizes the discussion and the main concerns raised. A number of other improvements in terminology of a detailed nature were proposed and incorporated in the final resolution.

Preamble, objectives and scope

4. There was general agreement that the proposed Preamble, objectives and scope of the resolution provided a good explanation of the overall context and purpose of the resolution. It was proposed that the Preamble should nevertheless be extended to make reference to the resolution of the 18th ICLS concerning the development of measures of labour underutilization, and the need to provide statistics that better reflected the changing world of work.
5. Several participants were concerned that the title of the draft resolution was too narrow and did not adequately reflect the objectives and scope described in paragraphs 1 to 5. Some felt that it would be better to reflect the title of Report II by using the title "Resolution concerning statistics of work, employment and labour underutilization" or to use a term such as "Work and labour market statistics" or "Work and labour underutilization". There were related concerns about the meanings of the terms in different languages. A number of participants were concerned, for example, that the distinction between "work statistics", and "labour statistics" was not possible in some languages. There were a few suggestions to replace the term "work" with "work activities".

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6. Beyond the conceptual significance of the term “work”, some delegations raised the issue of the quantitative measurement and interpretation of work, in the same way as employment and unemployment could be measured and interpreted quantitatively. What would “work” represent in terms of numbers and rates, and how well would it be understood?
 7. There were some suggestions that it should be noted in the section on objectives and scope that the framework for work statistics provided flexibility that would allow member States to implement the standards according to national priorities and resources. It was felt that it should be stressed that countries would benefit from implementation of the proposed standards by improving national monitoring of the labour market, as well as international comparability of statistics. It would help, for example, to avoid the current underestimation of unemployment in the context of certain developing or agricultural economies, or in the context of seasonal activities.

Reference concepts

8. The introduction of the three forms of work and the proposed concepts received general support from participants, who mostly welcomed the proposed definitions. A number of participants were concerned that the boundaries between the reference concepts were not sufficiently clear based on the definitions provided in the section alone. A potential solution to this problem would be to make reference in paragraph 6 to the relevant paragraphs in the section on operational definitions.
9. A number of participants stressed the importance of making sure that the concepts in this resolution were harmonized, to the extent possible, with those defined in other statistical systems such as the System of National Accounts (SNA). They felt that concepts such as work, labour, labour force and employment used in this resolution needed not only to be further clarified, but also mean the same as in the SNA. A number of participants suggested indicating clearly what “aligned to SNA means”, as well as indicating that the reference was to the SNA specifically to the current version, SNA 2008. It was also suggested that there was a need, somewhere in the resolution, to define concepts such as “market” and “non-market economic units” that were mentioned in several parts of the draft. One participant suggested that inclusion in the resolution of diagram 1, “Classification of work activities by form of work”, would help clarify the relationship between the reference concepts and their relationship with the SNA.
10. It was felt by some delegates that it needed to be made clearer that household chores, whether performed by women or men, were counted as work and included in own-use production of services. Participants noted that this type of work could be performed by household members, or else contracted to be undertaken by others as paid employment. This had a significant impact on labour market supply and demand which needed to be measured.
11. A number of delegates considered that the term “employment work” was problematical. It was also felt that there was a need for clarification, in this part of the resolution, on what was meant by “for pay or profit”. There were specific concerns about the ambiguity of these terms in various languages. One proposal was to consider using the term “market-oriented work”. It was suggested that guidelines on the type, levels and thresholds of remuneration or compensation might usefully clarify the boundaries between “employment work” and other forms of work.
12. A number of participants expressed concerns about including persons of any age in work, as they did not want to include children in labour market statistics. There were also suggestions on the need for an explanation of the reasons for including illegal activities in

the concept of work. The representative of the Secretary-General explained that the reference concept of “work” was intended for statistical measurement purposes in all statistical domains, including child labour, without making value judgements on the legality or appropriateness of the work performed.

13. A number of delegates indicated that there was a need for more clarity on the treatment of paid and unpaid compulsory military and alternative civilian service and on the circumstances under which they should be included in employment.

Statistical units

14. Delegates expressed satisfaction with the inclusion in the draft resolution of a section on statistical units, which they considered very useful. They appreciated the improvements made to the draft discussed at the Meeting of Experts in January 2013. The inclusion of a short introduction at the beginning of the section was suggested, to clarify that the statistical units presented aimed to measure work both inside and outside the labour market.
15. Numerous delegates stressed the need to find a more suitable term, in both French and Spanish, for the English term “job”, so that it would not be misinterpreted and confused with employment. In Spanish, in particular, it seemed inevitable that there would be a need to use a long expression rather than a single word. French-speaking participants stressed that if the current French terminology for “job” were not improved, the resolution in French would not be understandable without first reading the English version.
16. Several delegates expressed concerns about the number of jobs held by persons in self-employment being equal to the number of economic units they owned or co-owned. It was observed that a person in self-employment could not really own more than one economic unit, at least not without being in partnership with others. The measurement of all jobs held by multiple job holders in both self-employment and paid employment presented a number of challenges in data collection.
17. A number of concerns were raised regarding the nature and purpose of the concept of “activity cluster”. Several delegates held the view that it did not constitute a statistical unit, but rather an analytical concept. It was also felt that it would be very difficult and not useful to produce estimates of the number of activity clusters. The principal purpose of this concept was thought to be to provide a unit of analysis for the derivation of classificatory variables such as occupation and economic activity. Some delegates feared that this concept would rarely be used in the collection and reporting of statistics.
18. The need to clarify the definitions of some terms and concepts was highlighted, including those of “job”, “employment”, “single economic unit” and “activity cluster”. In particular, it was pointed out that it might be helpful to indicate that the activities performed in jobs were for pay or profit and that those performed in activity clusters were not undertaken mainly for the purpose of remuneration.
19. Some delegates felt that the definition of “job” should also provide more clarity on the distinction between job and occupation. This definition also needed to be more explicit about the treatment of casual workers, who could have several jobs during the reference period, but not necessarily simultaneously. A remark was made about the need for consistent terminology, since the term “job”, as it appeared, referred to persons in remunerated employment, whereas the word “jobseekers” could potentially also apply to persons looking for unpaid activities.

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20. There was also a proposal to make reference to the “establishment” as a statistical unit. This would require reference, however, to the relevant standards which defined the organizational units used in economic statistics, which could be subject to change over the life of the 19th ICLS resolution. It would possibly be preferable to provide a general comment on the concept of an economic unit.
 21. Some delegates mentioned the different criteria that could possibly be used to identify the main job of a person: the job with the longest hours of work, the job that requires the most qualification, the job with the highest pay or the one that could be considered the most stable. They suggested there was a need for further clarification.
 22. There was a particular concern about the intention of the words “or meant to be performed” used in the paragraph in the definition of “job”, which could imply that persons absent from work were still considered to have a job. It would be desirable to provide some clarification on this.

Classifications of the population

23. A number of delegates were concerned that the term “main work status” used in the classifications for forms of work would create confusion, as there were already classifications of status in employment and labour force status. Some suggested the need for a priority rule to favour employment as the main form of work. It was observed that it might be useful to note in the resolution that some people would be classified by main work status as own-use producers or volunteers but nevertheless have a labour force status of employed.
24. Some delegates questioned the reference to self-assessment and to the concept of “mainly” for persons to be classified in a form of work. Examples given included students in full-time schooling, or those who had just completed education and are looking for work, but occasionally did perform some work. The concept of main form of work could also be problematical in data collection based on self-perception, as respondents might consider, for example, that their main activity was study, rather than housework. It was confirmed, however, that the aim was to capture the main work activity and that this classification was not intended to be a substitute for the classification of labour force status or of social status. Some delegates suggested including specific guidance on students in the resolution.
25. There was also concern about the use of the term “persons not in the labour force” for a category that included persons in own-use production of goods, but who were formally included in the labour force. Others indicated that international comparisons of indicators on the labour force would be difficult when some countries started using the narrow concept of employment and unemployment, while others still used the current broader concept.

Operational definitions and guidelines

26. The members of the Committee found that the section on operational definitions and guidelines provided useful clarification and operational guidance on the application of the reference concepts in statistical collections. There were a number of areas where they felt further clarification was required and some others, particularly the statistical treatment of unpaid training work and of temporary absence from employment, where more fundamental changes were needed. A number of delegates made observations that suggested it might be useful to provide an introductory paragraph in this section, explaining that the section provided guidelines for operational measurement across a range of sources, including the labour force survey, other household surveys such as those

concerned with time use and household income and expenditure, the census, establishment surveys and administrative records.

27. A few participants felt that the order in which the concepts were presented could be reorganized. One suggested starting by presenting employment, and then other forms of work, while another included placing employment last. It was noted, however, that the resolution was intended to measure all forms of work, without giving priority to one form or the other.
28. Many participants were concerned about how to classify persons who usually engaged in various activities, some for production of goods and services for payment or profit, and some for own-use production. It needed to be made clearer that, for some people, the main work status would be own-use production work but that the labour force status would nevertheless be employment. It was felt in particular that more guidance was needed in determining the form of work, and whether or not multiple forms of work should be counted, when the same person produced different types of product, or even the same type of product, with multiple intended destinations.

Reference periods

29. Different short reference periods had been proposed for each form of work since the different types of activity tended to occur with different intensities and frequencies. Since volunteer work tended to occur relatively rarely, a somewhat longer reference period had been chosen for volunteer work to ensure that this information about this form of work could be adequately captured.
30. Some delegates felt that in order to classify persons according to main activity status it would be preferable to use a consistent reference period for all forms of work. Others indicated that it may be difficult to implement diverging reference periods in the same survey. Delegates indicated that the best way to confirm whether a form of work such as provision of services is more frequent than a form of work such as volunteer work is to use the same reference period. However, a number of delegates indicated having long experience in using different reference periods in labour force surveys, pointing out that this does not raise any problems. What was important was to use the right reference period for each form of work covered by the survey.
31. Some delegates requested guidance on the choice between the reference week and the last seven days, indicating that this may give different interpretations, and possibly different measures. It was explained that both the calendar week and the last seven days were proposed to allow for flexibility: for countries with more organized work arrangements the last week was better, while for countries with less structured working arrangements the most recent seven-day period might be preferable. Such arrangements could also depend on how field work for surveys was organized.
32. There was a need for clarification on how to choose the various 24-hour periods in one week for own-use production of services. Two different 24-hours periods in a week, for example, could be chosen such as a market and a non-market day, a weekend and a usual work day, etc. to ensure that days with different activity patterns were included.

Own-use production work

33. Delegates noted a number of possible statistical impacts in introducing the concept of own-use production work. For example, operators of small household farms in similar socio-economic circumstances might be counted differently in terms of employment, when the only differences related to the varying economic viability of their farms or the differing

production structures of their respective regions. For example, some could produce crops mostly suitable for own consumption, whereas others could only produce crops mostly suitable for sale. The potential statistical impact on estimates of employment and unemployment in countries where large numbers of subsistence workers are currently classified in employment was noted by a number of delegates. It was generally acknowledged that these changes would provide a better statistical picture of the realities of work and the labour market.

34. It was also noted that it might be useful to state that information about own-use production work needed to be collected and counted with reference to groups of activities or activity clusters.
35. In defining own-use production, a number of participants suggested using a threshold or set of priority criteria to classify persons as in own-use production, for example whether it was the main activity. Some delegates noted the need for a threshold or priority rules to ensure that persons were only identified as “subsistence foodstuff producers” when this was their main activity. Subsistence production of other goods was not separately identified as this was not associated with the same level of policy concern of subsistence food production which was essential for survival in many countries.
36. Some delegates questioned the inclusion in own-use production work of goods and services for consumption by family members living in other households, and suggested that this should be included in volunteer work rather than in own-use production work. Other delegates noted that own-use production commonly involved working together with relatives from other households was a common feature of own-use production and specifically subsistence activity in their countries.
37. It was noted that, in general, when a work activity involved hiring others for pay or profit it should not be considered as a subsistence activity. This was seen as a useful factual criterion that could be added to the definition.

Employment

38. There was general agreement that payment, in cash or in kind, was a defining characteristic of employment and that this should be clearly stated in the resolution. Moreover, the use of the criterion of payment to define employment would favour consistency throughout the resolution, since it could also be used as an element in defining temporary absences, seasonal workers and apprentices, interns and trainees.
39. A concern expressed by many delegates was that unpaid work undertaken in exchange for training should not be included in employment. Many of these delegates felt that unpaid training work should be included in a fourth form of work: either a residual form of work that included the forms identified in paragraph 9, or as a separate form of work in its own right. A smaller group of participants indicated that training was considered as a form of payment in kind in their national and regional context. This approach was adopted widely in Latin American countries where unpaid apprenticeship was seen as the first step to entering the labour market, and was counted as employment in existing statistics. The treatment of training as a form of remuneration was not consistent, however, with the 16th ICLS resolution concerning employment-related income (1998).
40. There was consensus that unpaid apprentices, trainees and interns should be separately identifiable in the statistics, as there was increasing demand for information about this group. While there was not complete agreement, and two distinct points of view were expressed the prevailing view was that this type of unpaid work should not be counted as employment. This would allow, for example, those who were actively seeking and

available for paid work to be counted among the unemployed. In many countries this was an important group and its separate identification in the statistics would help to identify future jobseekers, inform policy debate on employment-creation policies and training, and facilitate the provision of data required for national accounts. It was felt that the best way to ensure separate identification would be to define a fourth form of work, namely unpaid trainee work. Countries where this group was traditionally seen as being closely linked to employment could have the option, for national purposes, to tabulate unpaid trainee work together with employment. This was seen by a large majority of participants who expressed themselves on this point, as preferable to optionally including this type of work in employment depending on national circumstances, which might compromise the international comparability of the statistics, especially on youth employment and youth unemployment. There was a need, however, for guidance on thresholds for payment, similar to the guidance provided for volunteer work.

41. Regarding the issue of persons on temporary absence, delegates agreed that the receipt of continuous or substantial payment was a key determinant, and proposed to add the phrase “unless a substantial payment exists”. There was concern that establishing a continued job attachment on the basis of an “expected return to work” left too much open to interpretation. Delegates agreed that a duration criterion should be used as an additional but subordinate criterion to the reason for the absence and to the continuous receipt of payment. Many delegates were uncomfortable with a strict three-month threshold for the duration of absence. Most of them preferred to give each country the opportunity to decide on the duration limit based on the reason for the absence and on national circumstances, especially regarding the national patterns of parental, study and sick leave supported by national labour and social protection laws. The need for flexibility in the measurement of absences was stressed, given the considerably different situations countries faced, while the need for guidance to ensure an acceptable level of international consistency was acknowledged. It would be advisable to clarify the criteria to define absences for persons in self-employment in particular, considering a longer duration period for this group. It was also highlighted that in numerous cases the person absent from work would not know the exact duration of the absence at the time of data collection. In this case, the elapsed duration might be a useful substitute.
42. A number of remarks were made concerning the phrasing and structure of the subsections on absences due to illness and injury. There did not seem to be a good reason why own illnesses or injuries should be treated differently from occupational ones. In these paragraphs, delegates requested to delete the expressions “short duration” and “longer duration”, since the nature of the absence seemed a better determinant than its duration. In listing the examples of reasons for absence it needed to be clear that the reasons listed were not exhaustive.
43. For persons with seasonal employment, it was noted that they should continue to be included in employment during the off season if they continued to perform tasks and duties of the job, whether or not they continued to receive payments. This was a common situation in seasonal agriculture where produce might be sold only once or twice a year.
44. With respect to employment promotion programmes, delegates concluded that, given their large variety, the resolution should clearly state which kinds of programmes were included in employment. It was proposed to define this based on whether payment was made in return for work performed. Work performed as a condition for continued receipt of a government benefit was to be excluded from employment. It was mentioned that some particular programmes would be considered as part of education, while others would be closer to unemployment benefits.

Volunteer work

45. Delegates stressed the need for clarification on the threshold and the nature of compensation that could be received in exchange for volunteer work, as it may differ from country to country according to national circumstances. When compensation or stipends exceeded a certain threshold such as the minimum wage, the work should be treated as employment and not as volunteer work regardless of the intention of the activity. When meals and stipends were provided in compensation for work performed, the work should be counted as employment. For volunteer work such payments should be occasional, and not in compensation for the work done.
46. Clarification was also needed with respect to various forms of national civil or military services, including service that may be undertaken as a follow up from compulsory national service. If the service was compulsory, whether remunerated or not, it could not be considered as volunteer work.
47. There was some discussion on unpaid work for family members in other households, which was treated as own-use production work, and should not be counted as volunteer work. It was noted that it could be difficult to assess whether work done outside the household was for family members and that data collection was easier if this form of work counted as volunteer work. It was felt that it would be useful to clarify the nature of the family relationship that was to be considered, but that this should reflect what was generally considered as family in the national context. It was also suggested that there was a need for clarification that there could be volunteer work in both profit and non-profit organizations, and in both formal and informal settings.
48. A number of delegates stressed the need to clarify the meaning of the clause that noted non-compulsory was to be interpreted as without legal or administrative obligations, as well as the need to clarify the conditions in which the fulfilment of social responsibility could be considered as volunteer work.
49. It was also pointed out that a large amount of volunteer work, of both a formal and informal nature, tended to occur in response to natural or man-made disasters. While it was usually possible, through administrative sources, to measure the extent of organized volunteering, it was very difficult to measure informal or direct volunteering in these circumstances.

Measures of labour underutilization

50. An important concern raised by a number of delegates, expressed as a great disappointment by some, was the absence of recommendations on the full set of measures of labour underutilization requested by the 18th ICLS. While the conceptual and practical difficulties with measurement of skills mismatch and low pay or low productivity were acknowledged, it was stressed that these measures were not just associated with the quality of employment but also the quantity. The lack of availability of jobs in the occupation for which one was qualified, for example, was a quantitative problem.
51. Some delegates stressed the need for the Office to address this issue in its future work, and considered that the section of the resolution that introduced the measures of labour underutilization needed to reflect the need for measures of skills mismatch and low pay more strongly. The Office acknowledged the importance of developing a more complete set of measures of underutilization, and welcomed the guidance of the Committee on this issue.

Time-related underemployment

52. The issue of which working time concept should be used to determine time-related underemployment was discussed in some depth. Most of the delegates agreed that using usual hours of work would be preferable, taking into account current country practices and the fact that the measurement of time-related underemployment based on actual hours was difficult. Nevertheless, it was pointed out that, in the context of current labour market statistics and to retain conceptual coherence with the labour force framework, the most suitable concept would be hours actually worked, especially when reduced hours were worked due to economic reasons.
53. Since household-based surveys often collected both usual and actual hours of work, flexibility could be given as to what concept to apply, and it was possible to use a combination of both hours concepts depending on the reasons for dissatisfaction with the hours worked. It was noted, however, that those who usually worked part time and wanted to work longer hours on a regular basis, but actually worked longer hours during the reference week, were missed when time-related underemployment was measured using an actual hours approach. There was also a need to include guidance on the treatment of persons absent during the reference period for personal reasons (for example sick leave).
54. A number of delegates felt there was a need for more guidance on establishing an hours threshold to define time-related underemployment, in order to facilitate international comparability. Delegates questioned the usefulness of a threshold based on median or modal working time and preferred a threshold based on community norms for the distinction between full-time and part-time work. It was suggested that, when a threshold for part-time work existed in national regulations on working time, this could be used to help establish a threshold.
55. There was concern that the willingness or desire of persons to work more hours was a subjective criterion. There was a need to inquire about willingness as objectively as possible. One delegate felt that it would be preferable to restrict the measurement of time-related underemployment to persons who had taken active steps to work longer hours, using for example a job search criterion, as this would be more objective.
56. Several delegates questioned the usefulness and reliability of a criterion based on availability to work longer hours. Others felt that it added objectivity to the measure and was consistent with the approach used to measure unemployment.
57. Some delegates were concerned that the measure of time-related underemployment did not include full-time workers who wanted to work more hours, which could be an indicator of inadequate pay. It was noted, however, that full-time workers might wish to work longer hours for reasons other than low pay, especially in developed countries. It was suggested that any statistics on full-time workers who wanted to work longer hours should separately identify those where the reason was low pay from those who wanted to work longer hours for other reasons.

Unemployment

58. A common concern among a number of delegates, especially from African countries, was the elimination of the relaxed measure of unemployment. Delegates stressed that this relaxed measure was a better reflection of the realities of the labour market in their countries. In particular, they requested reconsideration of the criteria for active job search used for international comparability, which did not lead to meaningful indicators in countries where infrastructure for job search was limited or non-existent. The indicators produced using the strict definition of unemployment in these countries were not seen as

comparable with those in countries with more developed economies. These delegates recommended maintaining the option to use the relaxed definition where this better reflected national labour market conditions. The Office pointed out that the former concept of relaxed unemployment was covered by the new concept of the potential labour force. There were fears, however, that the terminology would not be understood by or acceptable to politicians and the media.

59. Some delegates were uncomfortable with the use of different reference periods for employment, job search and availability as this impacted on the validity of unemployment as a current measure. Others pointed out that once a person had taken an active step to find a job there could be a delay before the results were known. A one-week reference period for availability to start work could also lead to bias against populations who might need time to make arrangements, for example for childcare. A few delegates expressed concern that a reference period of four weeks for active job search was too long for respondents to a household-based survey to answer accurately, however. It was felt by some that, where possible, reference periods should be consistent and, in particular, that all availability criteria used throughout the resolution should have a standard reference period of two weeks.
60. Delegates noted that giving the flexibility to countries to choose their reference period for availability based on national circumstances would negatively affect international comparability. Some delegates felt that using a future reference period for availability would bring about guesses from the respondents, and thought that a past or current reference period was preferable.
61. It was considered desirable to explicitly mention that the list of job search activities was not exhaustive, particularly to account for any future developments that might take place in this respect. Requests were made to add the item “for the purpose of seeking job” to the list in the subparagraph on registering with an employment service, as registration only to receive a government transfer was not a job search activity.
62. For future starters, a number of delegates recommended a clear and preferably shorter reference period for availability, and that availability criteria should be applied to all future starters. A number of delegates felt that future starters should not represent an exception to the rest of the unemployed, and hence, should also be subjected to the job search criteria, or that a three-month waiting period was too long. It was also suggested that a time limit of three months should be applied to future starters who were participants in a training or retraining scheme. One delegate noted the need to clarify the applicability and relationship of the paragraph on future starters to seasonal workers during the off season.
63. Concern was expressed that the translation of unemployment into Spanish as *desempleo* was not the most appropriate, and that it would perhaps be advisable to replace it with a longer expression such as *desocupación del mercado laboral*.
64. With respect to the measurement of duration of unemployment, some delegates felt there was a need for clarification to deal with periods when job search was interrupted other than by periods of employment. It was also suggested there was a need to add a distinction between unemployed, previously employed and first-time jobseekers.

Potential labour force

65. It was noted that the potential labour force was quite a heterogeneous group and some delegates felt there was a need for a more refined category or for recommendations on more detailed breakdowns. It was also noted that it would be useful to provide information about those who were outside both the labour force and the potential labour force and, in

particular, about the group of people who were not engaged in any form of work or in education.

66. With respect to measurement issues there was concern about international comparability if it were left to countries to establish a period, based on national circumstances, for the future availability of currently unavailable jobseekers. There were also cost implications of expanding the availability and job search criteria to all those not in employment. Delegates found it desirable to add a maximum age limit to the definition of the potential labour force in order to avoid the inclusion of persons above retirement age.
67. A number of delegates expressed concerns about willing potential jobseekers. The notions of willingness or desire for employment were considered by many to be very subjective. It was acknowledged that this group was of significant policy and social interest and needed to be treated independently, but many delegates considered it preferable not to include it in the potential labour force.
68. A comment was made regarding the name “potential labour force”, conveying that “potential” could imply including the actual labour force, which would be misleading to the public. An alternative would be to use the term “potential additional labour force”.

Programmes of data collection

Strategies for data collection frequency and reporting

69. The delegates were supportive of the proposals on data collection programmes. They agreed that high-frequency data collection programmes with a short reference period were the ideal. There were strong concerns, however, that many countries in the developing world had neither the capacity nor the resources to do this. It was stated that only five countries in Africa had this type of programme. When frequent data collection was not possible the combination in a single survey of both a short reference period and a longer period of observation based on recall had been used successfully in a number of countries. There was a need for more guidance in the resolution to specifically note the option of combining both short and long periods of observation in a single survey.
70. Delegates noted the need for support to include both short and long reference periods in existing data collection programmes, as well as for support for the data collection programmes of countries whose statistical system was still weak. The World Bank and the ILO were planning to improve collaboration in providing support to countries with less developed data collection programmes, such as in preparing clear guidance and appropriate manuals.
71. Some delegates recommended including in the resolution a paragraph related to the required support to countries from ILO, donors, partner countries and other international partners. They recommended the ILO prepare a programme of support for implementation of the resolution as soon as it was adopted.

Population coverage and age limits

72. While lower age limits would depend on data collection objectives and national circumstances, a few delegates recommended including in the resolution a threshold as the minimum age for the collection of labour force and work statistics, for example of 15 years of age, as indicated in paragraph 201 of Report II.

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73. Other delegates advised aligning age limits with those used in national accounts, and were therefore agreed with recommendations not to set any upper age limit. Others were concerned about the costs of collecting labour force data for persons who, due to age, were unlikely to be participating in the labour force and on the possible impacts on comparability of the data between countries. The Office advised that, since many countries had no pension system, and that the ageing of the population meant that people in all countries were increasingly active at higher ages, it was important to provide information about the various forms of work they engaged in. However, statistics and indicators could still be compiled using specific age groups and age limits.
74. A number of delegates requested advice on how to deal with non-formal workers and non-resident and migrant workers, particularly when assessing the usually resident population. Their concerns included populations in collective accommodation and construction sites. Some requested adding a specific paragraph in the resolution on the treatment of migration status, with respect to both internal and international migrants, with specific guidance on how to measure residents working outside the country. There were also concerns about comparability of data between countries using varying concepts of the resident population.
75. It was noted that the draft resolution provided guidance in using existing international standards on population statistics. The Office would assess whether additional clarification could be added to, or recommended beyond, this resolution, such as in future manuals. The resident population referred to a statistical concept for measurement and took into account all groups regardless of their legal residence status.

Sources

76. There was a need to mention economic censuses as important sources in their own right, and which provided the frame for establishment surveys. Delegates stressed the importance of administrative records as well as the need for further guidance on how to improve their quality and consistency. It was noted that statistics on flows between various statuses were very useful and that administrative records were often a good source of information on flows. It might be useful therefore to mention this in the resolution. Others recommended noting in the resolution that administrative records were an important source of data on job vacancies classified by industry and occupation.
77. A number of delegates stressed the need for the ILO to provide model data collection instruments, such as standard questionnaires for the major data sources such as labour force surveys and establishment surveys, as well as data collection manuals reflecting the changes proposed in the resolution. There was also a need to include advice on sampling in these manuals.

Indicators

78. Delegates supported the introduction of a comprehensive set of indicators, and in particular the provision of four complementary measures of labour underutilization. Numerous delegates from developed countries with established labour markets stressed that LU1, the unemployment rate was the only indicator based on fully objective criteria and that this was the only one that should be considered as a headline indicator. Many developing countries, on the other hand, argued strongly that the indicator LU3, which included the potential labour force as well as the unemployed, was more suitable as a headline measure in their national contexts. LU3 was similar to the relaxed unemployment rate currently used by many of these countries. Many delegates reiterated the points made during the discussion on unemployment about the unsuitability of the strict unemployment rate where there was not an organized labour market or job search mechanism and proposed that LU3 should be designated as the unemployment rate.

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79. Most delegates agreed that “willing potential jobseekers”, that is those who wanted employment but who undertook no activities to seek employment and were not currently available for employment, should not be included in any of the labour underutilization indicators. It was felt that they did not have a sufficiently strong level of attachment to the labour market and that their inclusion introduced an unacceptable degree of subjectivity to these indicators. Removal of this element from the indicators would deal with many of the concerns about subjectivity and meant that the LU3 indicator would coincide with the relaxed unemployment rate already used by many countries.
80. There was extensive discussion on the denominators proposed for the indicators to measure labour underutilization in paragraph . Several delegates stressed that the indicators should all have the same denominator, in order to promote comparability between the different indicators. They felt it would be difficult to explain the use of different denominators to non-specialists. Some delegates wanted to use the labour force as the denominator for all four indicators as they felt this would be easier for users to compare with the unemployment rate.
81. Many delegates stressed, however, that the numerator must be contained in the denominator to avoid situations where the indicator could be higher than 100. If the potential labour force was a part of the numerator, then it should be a component of the denominator as well. Some delegates proposed to use the working-age population as the denominator for some of the indicators. Several other delegates noted the mathematical coherence of the indicators using the denominators presented in the resolution. Based on the experience of countries that had used this approach, there was not a problem in communicating the meaning of these indicators to the media, policy-makers and the general public. Indeed, in many countries in Africa, such denominator was already in common use to calculate the relaxed unemployment rate.
82. There were several proposals for additional indicators, including more indicators of volume, particularly with respect to each form of work, to volume of additional hours wanted among persons in time-related underemployed, and even among the unemployed. Indicators related to income inequality and low income were also important to enable assessments of poverty, while indicators of youth unemployment was essential to target policies aimed at improving their labour market entry.
83. Delegates strongly supported the need for a transition period during which countries would produce both the new indicators and the existing ones. Before disseminating the new indicators statistical agencies would wait until there were sufficient observations over time. It was felt that this should be stated explicitly in the resolution.

Tabulation and analysis

84. The proposals for tabulation and analysis were met with general approval. One delegate made a suggestion to put more emphasis on the promotion of trends or flows statistics rather than month-to-month or quarter-to-quarter change, which could be affected by sampling noise.

Data evaluation, communication and dissemination

85. There was a need to explicitly mention that information should always be disseminated about whether or not monthly or quarterly movements were statistically significant or not, as the media had a tendency to give significance to small movements which were more likely to be a function of sampling noise.

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- 86.** It was recommended to strengthen this part of the resolution, in order for the reader to understand that the reason behind combining evaluation with communication and dissemination was to stress the relevance of communicating information about data quality to users of the statistics.

International reporting

- 87.** A number of questions were raised regarding the items to be reported including: the possibility of reporting only rates instead of absolute values; what to report when estimates were too small for dissemination; whether the definition used to report LU4 should be the ILO or the national definition; whether or not LU3 should be reported given its importance for many developing countries.

Future work

- 88.** Delegates mentioned a wide range of possible items of future work that they felt should be undertaken by the ILO independently or in collaboration with other international and national agencies. Some of these were associated with work that needed to be done in order to promote the implementation of the current resolution, such as provision of technical support, materials and guidelines to the countries; methodological work, development of model questionnaires, testing the new recommendations in the field and assessing the usefulness of the newly proposed measures; organization of meetings and events to promote the new standards; and the possibility of forming an international committee to assist the statistical offices and to follow up on the work done. The need to produce and make available all the materials mentioned as soon as possible in at least English, French and Spanish was stressed.
- 89.** Delegates also noted the need for the ILO to develop guidelines to derive measures from sources other than household surveys, in particular establishment surveys and administrative records.
- 90.** Other areas not directly associated with implementation of the proposed resolution were mentioned for future development. These included indicators reflecting inadequate employment situations, especially those related to skills underutilization, excessive hours of work and low pay that were outstanding from the resolutions of the 16th and 18th ICLSs. Other topics suggested included labour flows, job vacancies, labour migration, labour productivity, and quality of employment.
- 91.** The Secretary-General acknowledged the importance of the topics that had been raised, but that there was a need to establish priorities. He stressed that this resolution would have the highest priority in the Department of Statistics. The ILO had been working on various fronts to develop a plan of support for implementing the resolution, including establishing partnerships with international partners.

Appendix

Proposed resolution concerning work statistics

Preamble

The 19th International Conference of Labour Statisticians,

Having reviewed the relevant texts of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th International Conference of Labour Statisticians (1982) and the amendment of its paragraph 5 adopted by the 18th Conference (2008); the resolution concerning the measurement of underemployment and inadequate employment situations adopted by the 16th Conference (1998), as well as the guidelines endorsed therein concerning treatment in employment and unemployment statistics of persons on extended absences from work; and the guidelines on the implications of employment promotion schemes on the measurement of employment and unemployment, endorsed by the 14th Conference (1987),

Recalling the requirements of the Labour Statistics Convention, 1985 (No. 160), and the accompanying Labour Statistics Recommendation, 1985 (No. 170), and the need for coherence with other international statistical standards, particularly with regard to the system of national accounts, working time, employment-related income, child labour, status in employment and informal employment,

Recognizing the need to revise and broaden the existing standards in order to enable better statistical measurement of participation of all persons in all forms of work and in all sectors of the economy; of labour underutilization; and of interactions between different forms of work; as well as to provide guidelines on a wider set of measures than previously defined internationally, thereby enhancing the relevance and usefulness of the standards for countries at all stages of development,

Calling attention to the usefulness of these standards to enhance the international comparability of the statistics and to their contribution to the measurement of decent work and of well-being of households and society in general, as well as to the achievement of gender justice,

Acknowledging that the relevance of measures of work in a given country or territory will depend on the nature of its society, labour markets and all user needs, and that their implementation will therefore, to a certain extent, be determined by national circumstances,

Adopts this 11th day of October 2013 the following resolution in substitution for the resolutions of 1982 and of 2008, and for paragraphs 8(1) and 9(1) of the resolution of 1998, as well as for the guidelines from 1987 and 1998 cited above.

Objectives and scope

1. This resolution aims to set standards for work statistics to guide countries in updating and integrating their existing statistical programmes in this field. It defines the statistical concept of *work* for reference purposes and provides operational concepts, definitions and guidelines for:
 - (a) four distinct subsets of work activities, referred to as *forms of work*;
 - (b) related classifications of the population according to their *labour force status* and *main form of work*;
 - (c) measures of labour underutilization.
2. These standards should serve to facilitate the production of different subsets of work statistics for different purposes as part of an integrated national system that is based on common concepts and definitions.
3. Each country should aim to develop its system of statistics of work, including of the labour force, to provide an adequate information base for the various users of the statistics, taking account of

specific national needs and circumstances. Such a system should be designed to achieve a number of objectives, in particular to:

- (a) monitor labour markets and labour underutilization including unemployment for the design, implementation and evaluation of economic and social policies and programmes related to employment creation, income generation, skills development including vocational education and training, and related decent work policies;
 - (b) provide comprehensive measurement of participation in all forms of work in order to estimate labour input for national production accounts, including existing “satellite” accounts, and the contribution of all forms of work to economic development, to household livelihoods and to the well-being of individuals and society;
 - (c) assess participation in different forms of work among population groups such as women and men, young people, children, migrants and other groups of particular policy concern; and study the relationships between different forms of work and their economic and social outcomes.
4. To serve these objectives, the system should be developed in consultation with the various users of the statistics and in harmony with other economic and social statistics and be designed so as to provide current statistics for short-term needs and statistics collected at longer intervals for structural and in-depth analysis and as benchmark data:
- (a) choices regarding the concepts and topics covered and their different frequencies of measurement and/or reporting will depend on their national relevance and the resources available;
 - (b) each country should establish an appropriate strategy for data collection and reporting, as recommended in paragraph 56, that ensures the progress and sustainability of the system.
5. In developing their work statistics, countries should endeavour to incorporate these international standards in order to promote international comparability and to permit the evaluation of trends and differences for the purpose of labour market and economic and social analysis, in particular with respect to the measurement of the labour force, of labour underutilization and of the different forms of work.

Reference concepts

6. *Work* comprises any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use.
- (a) *Work* is defined irrespective of its formal or informal character or the legality of the activity.
 - (b) *Work* excludes activities that do not involve producing goods or services (e.g. begging and stealing), self-care (e.g. personal grooming and hygiene) and activities that cannot be performed by another person on one’s own behalf (e.g. sleeping, learning and activities for own recreation).
 - (c) The concept of *work* is aligned with the general production boundary as defined in the System of National Accounts 2008 (2008 SNA) and its concept of economic unit that distinguishes between:
 - (i) market enterprises (i.e. corporations and quasi-corporations);
 - (ii) non-market enterprises (i.e. government and not profit institutions serving households);
and
 - (iii) households that produce goods or services for own final use.
 - (d) *Work* can be performed in any kind of economic unit.
7. To meet different objectives, four mutually exclusive *forms of work* are identified for separate measurement. These forms of work are distinguished on the basis of the intended destination of the production (i.e. for own final use, or for use by other units) and the nature of the transaction (i.e. monetary or non-monetary transactions, and transfers), as follows:
- (a) *own-use production work* comprising production of goods and services for own final use;
 - (b) *employment work* comprising work performed for pay or profit;

- (c) *unpaid trainee work* comprising work performed without pay to acquire workplace experience or skills;
- (d) *volunteer work* comprising non-compulsory work performed for others without pay.
8. Persons may engage in one or more forms of work in parallel or consecutively, i.e. persons may be employed, be volunteering, doing unpaid trainee work and/or producing for own use, in any combination.
9. Other work activities that exist, such as unpaid legally sanctioned community service, unpaid prison work and alternative civilian service, may be treated as a distinct form of work for measurement (i.e. compulsory work performed without pay for others). These are, however, not defined in this resolution.
10. Own-use production of goods, employment, unpaid trainee work, and a part of volunteer work activities form the basis for the preparation of national production accounts *within the 2008 SNA production boundary*. Own-use provision of services and the other volunteer work activities complement national production accounts i.e. *beyond the 2008 SNA production boundary* (diagram 1).

Diagram 1. Forms of work and the System of National Accounts 2008

Intended destination of production	for own final use		for use by others				
	Forms of work	Own-use production work		Employment (work for pay or profit)	Unpaid trainee work	Other work activities*	Volunteer work
of services		of goods	in market and non-market units				in households producing goods
Relation to 2008 SNA				within SNA production boundary			
			inside SNA General production boundary				

*Includes compulsory work performed without pay for others.

11. The form of work identified as *employment* sets the reference scope of activities for labour force statistics. The concept *labour force* refers to the current supply of labour for the production of goods and services in exchange for pay or profit and is computed as described in paragraph 16.

Statistical units

12. Different units are relevant for the production of statistics on each form of work. For compiling and reporting, the two basic units are *persons* and *jobs* (or *work activities*).
- (a) *Persons* are the basic unit for producing statistics on the population engaged in each form of work.
- (b) A *job* is defined as a set of tasks and duties performed, or meant to be performed, by one person for a single economic unit. *Job* is used in reference to employment:
- (i) Persons may have one or several jobs. Those in self-employment will have as many jobs as the economic units they own or co-own, irrespective of the number of clients served. In cases of multiple job-holding, the *main job* is that with the longest hours usually worked, as defined in the international standards on working time.
- (ii) This statistical unit, when relating to own-use production work, volunteer work, and unpaid trainee work is referred to as *work activity*.
13. In addition, *activity clusters* referring to sub-sets of work activities is a useful unit for analysis of the contribution of persons in forms of work other than employment.

Classifications of the population

14. Useful classifications of the population may be prepared according to their participation in the labour market and in different forms of work.
15. Persons may be classified in a short reference period according to their *labour force status* as being:
 - (a) in employment, as defined in paragraph 27;
 - (b) in unemployment, as defined in paragraph 47; or
 - (c) outside the labour force as defined in paragraph 16.
16. Priority is given to *employment* over the other two categories and to *unemployment* over *outside the labour force*. The three categories of labour force status are, thus, mutually exclusive and exhaustive. Persons in employment and in unemployment together comprise the labour force. *Persons outside the labour force* are those above a specified age who were neither in employment nor in unemployment in the short reference period.
17. Persons may also be classified according to their *main form of work* over a short reference period, as self-declared:
 - (a) mainly own-use producer;
 - (b) mainly employed;
 - (c) mainly unpaid trainee;
 - (d) mainly volunteer;
 - (e) mainly engaged in another form, or in other forms, of work;
 - (f) only engaged in non-productive activities.
18. These categories of main form of work are mutually exclusive. Priority is given to any work activity over non-productive activity and, among the different forms of work, to the one considered as the main form.

Operational definitions and guidelines

Forms of work

19. The various *forms of work* are defined with respect to a short reference period. The appropriate reference period for each form is based on the intensity of participation and working time arrangements:
 - (a) even days or one week, for *employment*;
 - (b) four weeks or one calendar month, for *own-use production of goods, unpaid trainee work and volunteer work*;
 - (c) one or more 24-hour days within a seven-day or one-week period, for *own-use provision of services*;
20. To enable analysis of participation across different forms of work an overlap between these different reference periods is needed. In addition these may be combined with a long observation period, as described in paragraph 57(c).
21. A person is considered to have engaged in a given *form of work* when performing such form of work for at least one hour during the relevant, short reference period. Use of this one-hour criterion ensures the coverage of all the activities engaged in, including part-time, temporary, casual or sporadic activities, as well as the comprehensive measurement of all inputs of labour into production.

Own-use production work

22. *Persons in own-use production work* are defined as all those above a specified age who, during a short reference period, performed any activity to produce goods or provide services for own final use, where:
- (a) “any activity” refers to work performed for at least one hour;
 - (b) production of “goods” includes:
 - (i) producing and/or processing for storage agricultural, fishing, hunting and gathering products;
 - (ii) collecting and/or processing for storage mining and forestry products, including firewood and other fuels;
 - (iii) fetching water from natural and other sources;
 - (iv) manufacturing household goods (such as furniture, textiles, clothing, footwear, pottery or other durables, including boats and canoes);
 - (v) building, or effecting major repairs to, one’s own dwelling, farm buildings, etc.;as included *within* the 2008 SNA production boundary;
 - (c) provision of “services” includes:
 - (i) household accounting and management, purchasing and/or transporting goods;
 - (ii) preparing and/or serving meals, household waste disposal and recycling;
 - (iii) cleaning, decorating, gardening and maintaining one’s own dwelling or premises, durables and other goods;
 - (iv) childcare and instruction, transporting and caring for elderly, dependent or other household members and pets, etc.;as included within the 2008 SNA *General* production boundary;
 - (d) “for own final use” is interpreted as production where the intended destination of the output is mainly for consumption or use by the producer, by household members, or by family members living in other households:
 - (i) the intended destination of the output is established in reference to the specific goods produced or services provided, as self-reported (i.e. mainly for own final use);
 - (ii) in the case of agricultural, fishing, hunting or gathering goods intended mainly for own consumption, a part or surplus may nevertheless be bartered or sold.
23. Essential items that need to be collected, using various sources, to support national accounts, and for household and industry-level analyses of own-use production work are:
- (a) the working time of own-use producers associated with each relevant activity cluster collected using short time units (such as minutes or hours according to the source), as appropriate;
 - (b) the estimated value of the production (i.e. goods or services), and/or the amount of goods, consumed by the household and by family members in other households in the short reference period;
 - (c) the estimated amount and/or value of any part or surplus sold or bartered in the short reference period, where applicable.
24. *Subsistence foodstuff producers* constitute an important subgroup of persons in own-use production work. They are defined as:
- (a) including all those who performed any of the activities specified in paragraph 22(b)(i) in order to produce foodstuff from agriculture, fishing, hunting or gathering that contribute to the livelihood of the household or family;
 - (b) excluding persons who engaged in such production as recreational or leisure activities.
25. For operational purposes, an important test to verify the subsistence nature of the activity is that it is carried out without workers hired for pay or profit.

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26. For purposes of monitoring conditions of labour market performance as related to insufficient access to, or integration in, markets, or other factors of production, statistics of this group should be identified and reported separately to serve policy needs, as recommended in paragraph 73(a) and (b).

Employment

27. *Persons in employment* are defined as all those above a specified age who, during a short reference period, were engaged in any activity to produce goods or provide services for pay or profit. They comprise:
- (a) employed persons “at work”, i.e. who worked in a job for at least one hour;
 - (b) employed persons “not at work” due to temporary absence from a job, or to working-time arrangements (such as shift work, flexitime and compensatory leave for overtime).
28. “For pay or profit” refers to work done as part of a transaction in exchange for remuneration payable in cash or in kind, according to the most recent international statistical standards concerning employment-related income, whether actually received or not, in the form of wages or salaries for time worked or work done, or in the form of profits derived from the goods and services produced through market transactions:
- (a) It includes remuneration payable directly to the person performing the work or indirectly to a household or family member.
 - (b) It may also include additional components of cash or in-kind income.
29. “Persons on temporary absence” during the short reference period refers to those who, having already worked in their present job, were not at work for a short duration but continued to have an attachment to the job during their absence. In such cases:
- (a) “continued job attachment” is established on the basis of the reason for the absence and in the case of certain reasons, the continued receipt of employment-related income, and/or the total duration of the absence as self-declared or reported, depending on the statistical source;
 - (b) the reasons for absences that are by their nature usually of short duration, and where job attachment is generally maintained, include those such as sick leave due to own illness or injury (including occupational); public holidays, vacation or annual leave; and periods of maternity or paternity leave as recognized in national regulations;
 - (c) reasons for absences where the job attachment requires further testing, include among others: parental leave, educational leave, care for others, other personal absences, , strikes or lockouts, reduction in economic activity (e.g. temporary lay-off, slack work), disorganization or suspension of work (e.g. due to bad weather, mechanical, electrical or communication breakdown, shortage of raw materials or fuels):
 - (i) For these reasons, a further test of receipt of payment and/or duration threshold should be used. The threshold should take into account periods of statutory leave entitlement in national legislation or commonly practiced, and/or the length of the employment season so as to permit the monitoring of seasonal patterns. The recommended threshold should not be greater than three months, in general.
 - (ii) For operational purposes, where the total duration is not known, the elapsed duration may be used.
30. **Included** in employment are:
- (a) persons with a job while on training or skills-enhancement activities required by the job or for another job in the same economic unit, such persons are considered as “employed at work” in accordance with the international standards on working time;
 - (b) apprentices, interns or trainees who work for pay in cash or in kind;
 - (c) persons who work for pay or profit through employment promotion programmes;
 - (d) persons who work in their own economic units to produce goods intended mainly for sale or barter, even if part of the output is consumed by the household or family;

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- (e) persons with seasonal employment, and who during the off season continue to perform tasks and duties of the job, irrespective of receipt of employment-related income;
 - (f) persons who:
 - (i) work in market units operated by a family member living in the same or in another household, or
 - (ii) perform tasks or duties of an employee job held by a family member living in the same or in another householdfor pay or profit that is received by that household or family member;
 - (g) both regular members of the armed forces and conscripts, and persons in civilian service who work for pay in cash or in kind.
31. **Excluded** from employment are:
- (a) apprentices, interns and trainees who work without pay (in cash or in kind) in exchange for training or workplace experience in a trade or profession;
 - (b) persons who are required to perform work as a condition of continued receipt of a government social benefit such as unemployment insurance;
 - (c) participants in skills training or retraining schemes within employment promotion programmes, who are not engaged in the production process;
 - (d) persons receiving transfers, in cash or in kind, without carrying out work for pay or profit;
 - (e) persons with seasonal jobs during the off season, if they cease to perform the tasks and duties of the job;
 - (f) persons who retain a right to return to the job or economic unit but who were absent for reasons specified in paragraph 29(c), when the total duration exceeds the threshold for temporary absence or if the test of receipt of payment is not fulfilled. For analytical purposes, it may be useful to collect information on total duration of absence, reason for absence, benefits received, etc.;
 - (g) persons on indefinite lay-off who do not have an assurance of return to work with the same economic unit.
32. To support job-level analyses, information should be collected on the number of jobs held by persons in employment in the short reference period. Where the number of secondary jobs is significant, it may be useful to collect information about their characteristics, including industry, occupation, status in employment, sector (formal/informal/household), working time and employment-related income.

Unpaid trainee work

33. *Persons in unpaid trainee work* are defined as all those above a specified age who during a short reference period, performed any unpaid activity to produce goods and services for others, in order to acquire workplace experience or skills in any occupation, where:
- (a) “any activity” refers to work for at least one hour;
 - (b) “unpaid” is interpreted as the absence of remuneration in cash or in kind for work done or hours worked; nevertheless, unpaid trainee workers may receive some form of support, such as transfers of education stipends or grants, or occasional support in cash or in kind (such as a meal, drinks);
 - (c) production “for others” refers to work performed in market and non-market units that are owned by non-household or family members;
 - (d) acquiring “workplace experience or skills” may occur through traditional, formal or informal arrangements whether or not a specific qualification or certification is issued.
34. **Included** in unpaid trainee work are persons involved in:
- (a) traineeships, apprenticeships, internships or other types when unpaid, according to national circumstances; and

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- (b) unpaid job training or retraining schemes, when engaged in the production process, within employment promotion programmes.
35. **Excluded** from unpaid trainee work:
- (a) periods of probation associated with the start of a job in employment;
 - (b) general on-the-job or life-long learning in employment, including in market and non-market units owned by household or family members;
 - (c) orientation and learning while engaged in volunteer work;
 - (d) learning while engaged in own-use production work.
36. Essential items that need to be collected to support analysis of the characteristics and conditions of work of persons in unpaid trainee work include: industry, occupation, working time, programme type and length, contract characteristics and coverage, existence of participation fees, nature of certification.

Volunteer work

37. *Persons in volunteer work* are defined as all those above a specified age who, during a short reference period, performed any unpaid, non-compulsory activity to produce goods or provide services for others, where:
- (a) “any activity” refers to work for at least one hour;
 - (b) “unpaid” is interpreted as the absence of remuneration in cash or in kind for work done or hours worked; nevertheless, volunteer workers may receive some small form of cash support for out-of-pocket expenses, or stipend to cover living expenses incurred for the activity or other services (such as meals, transportation) below local market wages, and symbolic gifts;
 - (c) “non-compulsory” is interpreted as work carried out without civil, legal or administrative requirement different from the fulfilment of social responsibilities of a community, cultural, or religious nature;
 - (d) production “for others” refers to work performed:
 - (i) through, or for organizations comprising market and non-market units (i.e. organization-based volunteering);
 - (ii) for households other than the household of the volunteer worker or of related family members (i.e. direct volunteering);it includes work done through, or for, self-help, mutual aid or community-based groups of which the volunteer is a member.
38. **Excluded** from volunteer work are persons engaged in:
- (a) court- or state-mandated community service, prison work, compulsory civilian or military service;
 - (b) unpaid work required as part of education or training programmes (i.e. unpaid trainees);
 - (c) work for others performed during the working time associated with employment, or during paid time-off from an employee job granted by the employer.
39. Essential items that should be collected for national accounts and sectoral analyses of volunteer work include the working time associated with each relevant activity cluster, the industry, occupation, and type of economic unit.

Measures of labour underutilization

40. *Labour underutilization* refers to mismatches between labour supply and demand, which translate into an unmet need for employment among the population. Measures of labour underutilization include, but may not be restricted to:
- (a) *time-related underemployment*, when the working time of persons in employment is insufficient in relation to alternative employment situations in which they are willing and able to engage;

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- (b) *unemployment*, reflecting the active search for existing employment opportunities by jobless persons who are available for work;
 - (c) *potential labour force*, i.e. jobless persons who express an interest in employment but for whom existing conditions limit their active job search and/or their availability.
41. These measures are the basis to produce headline indicators for labour market monitoring. For in-depth analysis they can be used with other indicators relating to the labour market (as recommended in paragraph 74), in particular skill-related inadequate employment and income-related inadequate employment as per the relevant international standards.
42. Other dimensions of underutilization of labour at the level of individuals as well as the economy that are included in paragraphs 96 and 97 on future work are skills mismatches, and low-intensity work, in particular among the self-employed.

Time-related underemployment

43. *Persons in time-related underemployment* are defined as all persons in employment who, during a short reference period, wanted to work additional hours, whose working time in all jobs was less than a specified hours threshold, and who were available to work additional hours given an opportunity for more work, where:
- (a) the “working time” concept is hours usually worked or hours actually worked, in accordance with the measurement objective (long or short-term situations);
 - (b) “additional hours” may be hours in the same job, in an additional job(s) or in a replacement job(s);
 - (c) the “hours threshold” is based on the boundary between full-time and part-time employment, on the median or modal values of the hours usually worked, or on working time norms as specified in relevant legislation or national practice, and set for specific worker groups;
 - (d) “availability” for additional work should be established in reference to a set short reference period that reflects the typical length of time required in the national context between leaving one job and starting another.
44. Depending on the working time concept applied, among persons in time-related underemployment who wanted and were available to work additional hours, it is possible to identify the following groups:
- (a) Persons whose hours usually and actually worked were below the hours threshold.
 - (b) Persons whose hours usually worked are below the hours threshold but whose hours actually worked were above the threshold.
 - (c) Persons “not at work” or whose hours actually worked were below the hours threshold due to economic reasons (e.g. a reduction in economic activity including temporary lay-off and slack work or the effect of the low or off season).
45. In order to separately identify the three groups of persons in time-related underemployment, information is needed on both hours usually worked and hours actually worked. Countries using only one working time concept will cover for hours usually worked, the sum of groups (a) and (b); for hours actually worked the group (c), so long as the reasons for absence or low working time are also collected.
46. To assess further the pressure on the labour market exerted by persons in time-related underemployment, it may be useful to identify separately persons who actively sought to work additional hours in a recent period that may comprise the last four weeks or calendar month.

Unemployment

47. *Persons in unemployment* are defined as all those above a specified age who were not in employment, carried out activities to seek employment during a specified recent period and were currently available to take up employment given a job opportunity, where:
- (a) “not in employment” is assessed with respect to the short reference period for the measurement of employment;

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- (b) “activities to seek employment” refers to any activity when carried out, during a specified recent period comprising the last four weeks or one month, for the purpose of finding a job or setting up a business or agricultural undertaking. This includes part-time, informal, temporary, seasonal or casual employment, within the national territory or abroad. Examples of such activities are:
- (i) arranging for financial resources, applying for permits, licences;
 - (ii) looking for land, premises, machinery, supplies, farming inputs;
 - (iii) seeking the assistance of friends, relatives or other intermediaries;
 - (iv) registering with a public or private employment service;
 - (v) applying to employers directly, checking at worksites, farms, factory gates, markets or other assembly places;
 - (vi) placing or answering newspaper or online job advertisements;
 - (vii) placing or updating résumés on professional or social networking sites online.
- (c) the point when the enterprise starts to exist should be used to distinguish between activities aimed at setting up a business and the work activity itself, as evidenced by the enterprise’s registration to operate or by when financial resources become available, the necessary infrastructure or materials are in place or the first client or order is received, depending on the context;
- (d) “currently available to take up employment” serves as a test of readiness to start a job in the present, assessed with respect to a short reference period comprising that used to measure employment:
- (i) depending on national circumstances, the reference period may be extended to include a subsequent short period not exceeding two weeks in total, so as to ensure adequate coverage of unemployment situations among different population groups.

48. **Included** in unemployment are:

- (a) *future starters*, defined as persons “not in employment” and “currently available to take up employment” who did not carry out “activities to seek employment” as specified in paragraph 47 because they had already made arrangements to start a job within a short subsequent period, set according to the general length of waiting time for starting a new job in the national context but generally not greater than three months;
- (b) persons undergoing skills training or retraining within employment promotion programmes, who on that basis, were “not in employment”, not “currently available” and did not carry out “activities to seek employment” because they had a job offer to start within a period generally not greater than three months.

49. For a structural analysis of unemployment it may be useful to collect information on the duration of the search for employment, measured from when unemployed persons began seeking employment, or last stopped working, whichever is shorter.

50. Among persons in unemployment, it may be useful to identify separately those in *long-term unemployment* defined as those with a duration of search for employment, as specified in paragraph 49, lasting 12 months or more, including the reference period. To monitor policies related to provision of social benefits, a shorter duration limit may be used (i.e. 6 months or more).

Potential labour force

51. *Potential labour force* is defined as all persons above a specified age who, during the short reference period, were neither in employment nor in unemployment but who were considered as either *unavailable jobseekers* or *available potential jobseekers*, where:

- (a) *unavailable jobseekers* are those who carried out activities to “seek employment”, were not “currently available” but would become available within a subsequent period established in the light of national circumstances; and
- (b) *available potential jobseekers* are those who were “currently available”, but did not carry out activities to “seek employment”.

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52. Among the available potential jobseekers it may be useful to identify separately *discouraged jobseekers*, comprising those who did not seek employment for labour market-related reasons listed in paragraph 80(b).
 53. In order to identify the different groups of the *potential labour force*, questions on search for employment and current availability to take up employment should be asked of all persons not classified as being in employment in the short reference period.
 54. For purposes of computing indicators of labour underutilization (LU3 and LU4 as defined in paragraph 73(c)), the reference population used is the *extended labour force*, defined as the sum of *labour force* and *potential labour force*.
 55. An additional group with an expressed interest in employment, useful for social and gender analysis in specific contexts are *willing potential jobseekers*, defined as persons who “want employment”, did not carry out activities to “seek employment” and were not “currently available”.

Programmes of data collection

Strategies for data collection frequency and reporting

56. To meet the need for information to monitor labour markets and work patterns, a national data collection strategy should be established that allows for different sets of statistics to be reported, as relevant, on:
 - (a) *a sub-annual basis*, main aggregates of employment, the labour force, labour underutilization, including unemployment, and subsistence foodstuff producers, in order to monitor short-term trends and seasonal variations (e.g. high and low season, quarterly);
 - (b) *an annual basis*, detailed statistics of the labour force and of labour underutilization, including unemployment, that permit the structural analysis of labour markets and statistics of working time in relation to the total number of jobs/work activities contributing to production within the SNA production boundary for the purpose of compiling national accounts;
 - (c) *a less frequent basis*, depending on national circumstances, for the purpose of in-depth analysis, benchmarking and comprehensive macro-socio-economic estimations:
 - (i) participation and working time in own-use production work, unpaid trainee work and volunteer work;
 - (ii) statistics on particular topics, such as labour migration, child labour, transition in and out of employment, youth, gender issues in work, household characteristics, work in rural areas, the relationship between employment, income and other economic and social characteristics, etc.

Measurement over short and long observation periods

57. Statistics that support the analysis of short-term trends and of the situation of individuals and the economy over a long observation period such as a year, may be produced by means of different data collection approaches:
 - (a) Measurement of the current situation during the short reference periods specified in paragraph 19, repeated over a long observation period, is recommended to achieve optimal coverage of seasonal and other temporal variations in work activity patterns for purposes of producing sub-annual and annual estimates for short-term trend and structural analyses. In particular:
 - (i) repeated measurement by means either of population registers with individual-level data or household surveys with panel samples or subsamples permits the assessment of the current and long-term situation of both individuals and the economy;
 - (ii) measurement by means of a one-time survey with nationally representative subsamples spread over the duration of the long observation period permits assessments at the level of the economy.

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- (b) Where frequent data collection is not possible, the aim should be to progressively increase data collection in the year so as to provide estimates for at least the high/low seasons, rather than expanding the reference periods of measurement.
 - (c) Alternatively, a one-time cross-sectional survey can be used to produce estimates for both current and annual estimates combining the recommended short reference period, as specified in paragraph 19, with retrospective recall in reference to a long observation period. This serves to approximate levels of participation and related working time in employment, own-use production of goods, unpaid trainee work and volunteer work. In such case, the long observation period and recall method used should be chosen so as to reduce respondent burden and memory recall errors to the extent possible:
 - (i) the long observation period may refer to the last 12 months, calendar year, agricultural, education or tourist season or any other season relevant to national circumstances;
 - (ii) retrospective recall may relate to short, individual time periods (e.g. month-by-month) or to jobs/activities so as to establish participation in the different forms of work based on broad categories of part-time/full-time (instead of a one-hour criterion), or to a single recall over the entire period so as to establish the main form of work of persons as recommended in paragraphs 15 and 16.
58. Measurement over a long reference period, particularly the last 12 months or calendar year, is especially important for national accounts estimates and for analysis in relation to other economic and social statistics that use a long-term reference period, such as statistics on household income, poverty, social exclusion, education or training.
59. Countries using repeated measurement or retrospective recall on a period-by-period basis should aim to:
- (a) measure gross labour market flows (on a monthly, quarterly and/or yearly basis) reflecting national policy priorities, in order to shed light on labour market dynamics, job stability and transitions between the different labour force statuses, status in employment, forms of work, etc.;
 - (b) prepare summary statistics by means of aggregation or averaging across the different periods, as appropriate, in order to describe the situation of individuals and of the economy over a long observation period, for example, long-term employment situation of persons, and annual employment estimates.

Population coverage

60. In general, statistics of work should cover the resident population comprising all persons who are *usual residents* of the country, regardless of sex, national origin, citizenship or geographic location of their place of work. This includes usual residents who work outside the country (e.g. cross-border workers, seasonal workers, other short-term migrant workers, volunteer workers, nomads).
61. In countries with a significant in-flow of short-term migrants, employment statistics should be supplemented to the extent possible with information about the employment characteristics of non-usual residents working in the national territory, so as to permit analysis of their situation and impact on the labour market.
62. For complete national production accounts, labour input should cover all work performed by persons working in *resident producer units*, regardless of sex, national origin, citizenship or place of usual residence. This comprises all jobs/work activities, whether main or secondary, including those performed by non-usual residents working in resident producer units.
63. In specifying the concepts of *usual residence* and *resident producer units*, countries should aim to maintain coherence with international standards for population statistics and the system of national accounts. In principle, therefore, the scope of the statistics includes the civilian population and the armed forces, whether living in private households or in collective living quarters. Countries should endeavour to use all available sources to produce statistics with the widest population coverage.

Age limits

64. In principle, the national system of work statistics will cover the work activities of all age groups in the population. To serve different policy concerns, separate statistics are needed for the working-age population and, where relevant, for children in productive activities.
65. To determine the working-age population:
 - (a) the lower age limit should be set taking into consideration the minimum age for employment and exceptions specified in national laws or regulations, or the age of completion of compulsory schooling;
 - (b) no upper age limit should be set, so as to permit comprehensive coverage of work activities of the adult population and to examine transitions between employment and retirement.
66. The lower age limit for the collection of statistics, however, may differ according to whether or not a separate programme exists for child labour statistics.

Sources

67. Statistics of work may be compiled using a single or a variety of data sources. In general, household-based surveys are best suited for collecting statistics of work and of the labour force covering the usually resident population; their participation in all jobs and in all forms of work – in particular, informal employment, own-use production work, unpaid trainee work and volunteer work.
 - (a) Labour force surveys are the main source of statistics for monitoring labour markets, labour underutilization including unemployment, and the quality of jobs and working conditions of persons in employment and in unpaid trainee work. They are also a useful source when the objective is to capture general patterns of participation of the population in different forms of work. For these purposes, short add-on modules or supplements on own-use production work, unpaid trainee work and volunteer work may be attached to labour force surveys for completion by all or a subsample of respondents on a periodic or continuous basis, as appropriate, with due regard to respondent burden and overall survey quality, including sampling and non-sampling errors.
 - (b) Specialized household surveys on topics such as time-use, education and training, volunteering, agriculture, child labour and labour migration may be more appropriate for comprehensive measurement and in-depth analysis of participation in specific forms of work, or for focusing on particular subgroups of the population. Time-use surveys, in particular, are a main source of statistics on participation and time spent in own-use production work and volunteer work for purposes of individual, household and macroeconomic level analyses. Their methodology, based on the use of detailed time diaries to record how respondents allocate their time over different activities performed during one or several 24-hour days for a given reference period, makes them particularly well-suited to capture work and non-work activities performed simultaneously or intermittently, and they are thus a potentially useful source in developing estimates of total working time that cover the different forms of work. They may also be used for assessing the quality of estimates on employment and labour input derived from other surveys, and for refining other household-based survey questionnaires.
 - (c) General household surveys covering related topics such as living standards, household income and expenditure, and household budget can be used to meet the need for statistics of work and of the labour force by means of the inclusion of dedicated modules, in so far as the sample permits computation of estimates with an adequate level of precision. They are a cost-effective alternative when a dedicated labour force survey is not feasible and are an important source to support analysis of the relationship between different forms of work and household livelihoods, poverty and other economic and social outcomes. Other household surveys that focus mainly on a topic not directly concerned with work, such as education, health and housing, may serve to produce, in particular, summary measures of employment, of unpaid trainee work, of labour force status or of main form of work in a short or long reference period as explanatory variables.
 - (d) The population census is a main source of statistics for benchmarking purposes, for preparing sampling frames for household surveys and for producing estimates for small geographic areas and small groups. This is particularly pertinent in respect of non-nationals living in the

country, persons living in collective living quarters and persons without fixed premises, as well as detailed occupational groups. Questionnaire space and operational considerations, however, place a limit on the work-related topics included, so measurement may be confined to core questions establishing the labour force status and main form of work of the population and capturing essential characteristics of persons in employment and in own-use production work, and participation in unpaid trainee work in accordance with the latest international recommendations for this source.

68. Administrative records, when developed for use as a statistical source, may be useful for producing frequent and detailed statistics to support analysis of flows, as well as on specific target groups of registered workers, apprentices, interns and trainees; of jobs and/or jobseekers covered by the system, for reference periods of one month, quarter or year. Job-based registers, pension schemes and social security and tax system registers provide statistics of employment for persons covered by the scheme or register concerned. Depending on national circumstances, the statistics may cover participants in employment promotion and paid and unpaid apprenticeship schemes and in organized paid and unpaid traineeship programmes, as well as recipients of unemployment benefits. Statistics on usual residents, cross-border workers, short-term workers, contract migrant workers abroad and work permit holders may be obtained from overseas employment administrations and labour offices.
69. Economic censuses may serve to develop area-based frames for establishment surveys, a relevant source of statistics, particularly on paid employment, including on non-usual residents working in resident producer units, for reference periods of a week, month, year or other pay period. Along with administrative records, they are essential for producing estimates of total jobs by industry in the country, of job vacancies, of employee earnings and of labour costs. In addition, establishment surveys constitute a potential source of information on apprenticeships, internships and traineeships, and on organization-based volunteering.
70. These different statistical sources should be treated as complementary, to be used in combination in order to derive comprehensive sets of statistics, where feasible. The national programme of statistics should seek to ensure the use of common concepts, definitions and classifications and of overlapping reference periods and should assess the coherence and comparability of the results.

Indicators

71. A set of indicators that serves the principal objectives of the statistics should be selected by countries for dissemination according to the relevant reporting periodicities, as recommended in paragraph 56. Indicators should be computed for the population as a whole and disaggregated by sex, specified age groups (including for youth), level of education, geographic region, urban and rural areas, and other relevant characteristics taking account of the statistical precision of the estimates.
72. To reflect national circumstances, the set should comprise selected indicators from among the three groups identified in paragraph 73 to monitor labour market performance, participation in own-use production, unpaid trainee work, volunteer work, and for assessing labour inputs.
73. The three groups of indicators for monitoring labour market performance are:
 - (a) headcounts of the labour force, of persons outside the labour force, of persons in employment, of persons in time-related underemployment, of persons in unemployment, of the potential labour force and of subsistence foodstuff producers;
 - (b) rates computed in relation to the working-age population (e.g. employment-to-population ratio, labour force participation rate, rate of subsistence foodstuff producers);
 - (c) measures of labour underutilization, of which more than one amongst the following headline indicators is needed so as to reflect the nature of underutilization in different settings and phases of the economic cycle:

LU1: Unemployment rate:

$$[\text{unemployment} / \text{labour force}] \times 100$$

LU2: Combined rate of time-related underemployment and unemployment:

$$[(\text{time-related underemployment} + \text{unemployment}) / \text{labour force}] \times 100$$

LU3: Combined rate of unemployment and potential labour force:

$$[(\text{unemployment} + \text{potential labour force}) / (\text{extended labour force})] \times 100$$

LU4: Composite measure of labour underutilization:

$$[(\text{time-related underemployment} + \text{unemployment} + \text{potential labour force}) / (\text{extended labour force})] \times 100$$

- (d) Other labour underutilization measures include:
- (i) long-term unemployment rate computed in relation to the labour force;
 - (ii) rate of potential time for work of persons in time-related underemployment, according to the international standards on the topic.
74. Indicators of participation in reference to the working age population, and of working time in own-use production work, unpaid trainee work and volunteer work include:
- (a) headcounts, participation and volume rates by activity cluster of own-use producers of goods;
 - (b) headcounts, participation and volume rates by activity cluster of own-use providers of services;
 - (c) headcounts, participation and volume rates by programme type of unpaid trainees;
 - (d) headcounts, participation and volume rates by type of economic unit of volunteer workers.
75. Indicators of labour input should be prepared in accordance with the international standards on working time, for each form of work and for activities:
- (a) *within the 2008 SNA production boundary*;
 - (b) *beyond the 2008 SNA production boundary*.
76. As part of the national indicator set, countries should include, additional measures for monitoring labour market performance, notably:
- (a) measures of informality, according to the international standards on the topic;
 - (b) job search among persons in employment, indicating pressure on the labour market;
 - (c) inadequate employment situations due to income, skills or excessive working time, according to the relevant international standards;
 - (d) insufficient volume of work among the self-employed;
 - (e) gross labour market flows between labour force statuses (employed, unemployed, outside the labour force) and within employment.
77. To monitor working conditions and the relationship between employment, poverty and livelihoods, countries should endeavour to compute on a regular basis indicators relating to quality of employment and decent work, in line with emerging policy needs, in particular measures of income poverty and inequality such as rates of low pay and working poor.

Tabulation and analysis

78. Statistics of work should be systematically tabulated by significant characteristics, particularly sex, specified age groups, level of educational attainment and region, including urban and rural areas.
79. For a descriptive analysis of the labour force, tabulations should be prepared of:
- (a) working-age population by labour force status and category of labour underutilization; and transitions (gross flows) between statuses, where possible;
 - (b) persons in employment, in unemployment or outside the labour force by characteristics of their main or last job, such as industry, occupation, status in employment, sector of employment (formal/informal/household), institutional sector, geographic place of work, type of remuneration, specified bands of income from employment and specified working-time hour bands, according to the relevant international standards;

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- (c) apprentices, interns and trainees in employment, by type of labour transaction: monetary (paid fully or partly in cash) and non-monetary (paid exclusively in kind);
 - (d) persons in unemployment by duration intervals of job search that permit separate identification of persons in long-term unemployment.
80. For analysis of persons outside the labour force, alternative classifications used separately or in combination could shed light on specific subgroups affected by discouragement or by gender-based, economic or social barriers to employment. These alternative classifications include:
- (a) degree of labour market attachment, in order to identify the sub-set comprising the *potential labour force* as specified in paragraph 51:
 - (i) persons seeking employment but not available;
 - (ii) persons not seeking employment but available;
 - (iii) persons neither seeking nor available for employment but who want employment;
 - (iv) persons neither seeking nor available for employment who do not want employment;
 - (b) main reason for not seeking, not being available or not wanting employment: own illness; disability; studies; family-related reasons (pregnancy, presence of small children, refusal by family); labour market reasons (past failure to find a suitable job, lack of experience, qualifications or jobs matching the person's skills, lack of jobs in the area, considered too young or too old by prospective employers); lack of infrastructure (assets, roads, transportation, employment services); other sources of income (pensions, rents); disenfranchisement;
 - (c) main activity status, as self-declared, in the following categories: own-use production of goods; own-use provision of services; volunteer work; unpaid trainee work; studies; self-care (due to illness or disability); leisure activities (social, cultural, recreational).
81. For analysis of the characteristics and conditions of work of persons in unpaid trainee work, tabulations may be prepared by industry, occupation, specified working-time hour bands, programme type and length, contract characteristics and coverage, existence of participation fees and nature of certification.
82. For participation in own-use production work and in volunteer work and for assessments of their contribution to the economy tabulations should be presented for activity clusters and by specified working-time hour bands; in the case of volunteer work, they should also be presented by type of economic unit.
83. Persons in own-use production work may usefully be classified as:
- (a) own-use producers of goods only;
 - (b) own-use producers of goods and services;
 - (c) own-use providers of services only.
84. To shed light on their integration into the labour market, tabulations of persons in own-use production work, of subsistence foodstuff producers and of persons in volunteer work are needed by their labour force status, labour underutilization category and related characteristics.
85. For macroeconomic purposes and to inform labour and other social policies related to quality of employment, job-level tabulations with reference to resident producer units are needed by selected characteristics, in particular by industry, specified bands of working time as specified in the international standards on the topic, and by sector (formal/informal/households).
86. Since participation in employment and in other forms of work often depends on family or household-level characteristics, particularly in rural areas of developing countries where work is largely organized on a household or extended family basis, it is essential to prepare tabulations to permit analysis of the relationship between employment, other forms of work, poverty and livelihoods for:
- (a) persons in employment, by marital status and by presence of dependents or persons (young children, the elderly, others) requiring care;
 - (b) households, by number of working-age members according to their labour force status and main form of work, by main sources of income (including income from self-employment,

from wage employment, from own-use production work, and other sources), by bands of household income;

- (c) households without members in employment and households with members who are subsistence foodstuff producers, by size, composition, main sources of income and other relevant economic and social characteristics.

Data evaluation, communication and dissemination

87. In producing statistics of work, countries should adhere to statistical standards and other requirements as set out in the United Nations Fundamental Principles of Official Statistics and the guidelines concerning dissemination practices for labour statistics endorsed by the 16th International Conference of Labour Statisticians (1998).
88. To facilitate and promote a careful interpretation of the statistical results produced as part of the national programme of statistics, procedures should be put in place to monitor the quality of the statistical production process from planning and design to data collection, processing, estimation and dissemination, and to indicate when changes in time series are of statistical significance for all users.
89. The implementation of a sound, publicized communication strategy to disseminate official statistics involving government, social partners and the public is as important as the data collection programmes themselves. This strategy must ensure that statistics of work are made available by the official statistical agency on an impartial basis to all users of the statistics, including other government units.
90. Official statistics on different forms of work, on the labour force and on labour underutilization should be disseminated in a variety of formats, including electronic to the extent possible and permissible; they may be released in stages, with rapid, preliminary reports for main aggregates, followed by full reports of the detailed, final statistics in recommended tabulations. Existing public-use files that guarantee the confidentiality of persons and establishments (i.e. anonymized, confidentialized micro-datasets) should also be made available to analysts and other interested users.
91. To enhance the transparency of the statistics, whether produced on a sub-annual, annual or less frequent basis, countries are urged to report them accompanied by the appropriate methodological information, with particular regard to: scope and coverage; concepts and definitions; data collection methods used; sample size and design, where relevant; any estimation or adjustment methods, including seasonal adjustments or imputation procedures; and, where possible, measures of data quality and precision, including response rates, relative standard errors that account for complex survey designs, where relevant, and non-sampling errors.
92. The impact of revisions, new time series or indicators deriving from this resolution and changes in historical series should be clearly indicated and documented, including through publication of dual estimates, for at least one year, following their implementation.

International reporting

93. For international reporting, countries should endeavour routinely to report statistics of work and the labour force, in particular headline indicators of labour underutilization (LU1, LU2, LU3 and LU4) for the whole population, by sex, by urban/rural areas and, to the extent possible, by broad levels of education and by standard age ranges. Five-year age bands should be used for the main aggregates, where the lowest age bracket refers to persons aged 15–19 years and the highest age bracket to persons aged 75 years and above. Where concerns regarding the precision of the estimates impede disaggregation by five-year age bands, broader bands may be used; in all cases these should include 15–24 years, 25–34 years, 35–54 years, 55–64 years, 65–74 years and 75+ years.
94. The classifications applied to the statistics of work and of the labour force should adhere to, or be convertible to, the most recent version of international standard classifications, such as the International Classification of Status in Employment (ICSE), the International Standard Classification of Occupations (ISCO), the International Standard Industrial Classification of All Economic Activities (ISIC), the International Classification of Activities for Time-Use Statistics

(ICATUS), the International Classification of Non-profit Organizations (ICNPO), and the International Standard Classification of Education (ISCED), as appropriate.

95. To enhance and promote the transparency and comparability of statistics reported internationally, Countries are urged to compile and disseminate adequate information on the source, coverage and methodologies used, including national concepts, definitions and reference periods, noting any departures from the relevant international standards. Countries should, therefore, design or adjust their data collection and processing procedures so as to permit them to document fully any differences between relevant national statistical or administrative concepts and definitions and this resolution and, where possible, to compute and report main aggregates on the basis of both the national and the international definitions.

Future work

96. To promote the implementation of this resolution, the ILO should carry out its work through a collaborative mechanism between countries with their workers' and employers' representatives, and international organizations, focused on:
- (a) wide dissemination and communication of these standards, their impact and interpretation;
 - (b) timely development of technical manuals, model data collection instruments, to be made available in the three official languages;
 - (c) further conduct of conceptual and methodological work, including testing;
 - (d) sharing good practice among countries;
 - (e) technical assistance through training and capacity building; and
 - (f) analysis and presentation of work statistics.
97. To continue methodological work in reference to this resolution, on the measurement of underutilization or inadequate employment related to skills, employment-related income, and excessive working time, with a view to adopting future international statistical standards.