

INTERNATIONAL LABOUR ORGANIZATION

Report of the Conference

18th International Conference of Labour Statisticians

Geneva, 24 November–5 December 2008

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Report of the discussion

Introduction

Convocation and agenda

1. At its 300th Session (Geneva, November 2007), the Governing Body of the International Labour Office authorized the Office to convene the 18th International Conference of Labour Statisticians (ICLS) to meet in Geneva from 24 November to 5 December 2008. The main purposes of the Conference were to discuss and adopt international standards in the field of labour statistics and provide guidelines for future work. The following items were placed on the agenda of the 18th ICLS:
 - I. General discussion on a number of topics (including updating the International Standard Classification of Occupations (ISCO-08), measurement of decent work, indicators of labour underutilization, statistics on volunteer work, data compilation and dissemination by the ILO, review of functions and organization of the ICLS).
 - II. Measurement of working time.
 - III. Child labour statistics.
2. Reports covering each of these items were prepared by the Office for submission to the Conference and circulated to delegates in advance of the meeting.

Organization of the Conference

3. The Conference opened on Monday, 24 November 2008, and was attended by delegates from 110 member States, by ten Employer and seven Worker representatives nominated by the Governing Body and by 13 representatives of international governmental and non-governmental organizations. In all, there were 260 participants.
4. The Director of the ILO Policy Integration and Statistics Department, Mr S. Pursey, presented an opening statement on behalf of the Director-General, Mr J. Somavia. Mr Pursey welcomed all participants to the ILO and thanked the United Kingdom Department for International Development, the World Bank, the African Development Bank, the United Nations Statistics Division and the Partnership in Statistics for Development in the Twenty-First Century (PARIS21) for their financial support for the participation of some delegates.
5. Mr Pursey emphasized the particular leadership responsibility of this ICLS at a time of great economic and social uncertainty. Economic and financial imbalances had reached a tipping point and threatened a long and deep world recession with high social costs, particularly with respect to lost employment and labour income. Current measures, such as gross domestic product and rates of employment and unemployment, were increasingly being questioned as complete measures of progress. The ILO Decent Work Agenda offered a response to the crisis through the creation of opportunities for all to work in conditions of freedom, dignity, equity and security. The establishment of appropriate indicators or statistics was a vital element of reaching the ILO's goal of strengthening its constituents' capacities to meet the challenges of creating decent work for all. He illustrated the challenges faced by the Conference by citing a number of examples from the agenda of the Conference including: the measurement of working time; statistics on child labour;

indicators relevant to the Millennium Development Goal target of full and productive employment and decent work for all; the need for new measures of labour underutilization and the development of statistical capacity in developing countries. He looked forward to receiving the guidance of the Conference on these important issues.

6. The Conference congratulated Mr Somavia for his recent re-election as Director-General of the ILO and thanked him for the speech.
7. The Director of the ILO Bureau of Statistics, Mr S. Young, serving as Secretary-General of the Conference, introduced the Assistant Secretary-General of the Conference, Mr I. Chernyshev, the Clerk of the Conference, Ms C. Schenker, as well as other members of the secretariat.
8. The Conference elected Mr G. Bascand (New Zealand) as Chairperson, Ms L. Tan (Singapore) as Vice-Chairperson and Ms C. Winters (Bahamas) as Reporter of the Conference. In his opening statement, the Chairperson thanked the Conference for the confidence placed in him. He observed that two solid weeks of collaboration would be needed to achieve consensus on the many important items on the agenda.
9. The Conference set up two committees to deal with the substantive topics that were the subject of draft resolutions for consideration by the Conference. Mr O. Marchand (France) was elected Chairperson of the Committee on the Measurement of Working Time and Ms G. Bediako (Ghana) was elected Chairperson of the Committee on Child Labour Statistics.
10. The Standing Orders of the Conference were those for International Conferences of Labour Statisticians adopted by the Governing Body on 19 November 1981 at its 218th Session. The reports were presented to the Conference in English, French and Spanish, and extracts (the draft resolutions) in Arabic, Chinese, German and Russian. The working languages of the Conference were English, French, Spanish, Arabic, Chinese, German and Russian.

Decisions of the Conference

11. The Conference adopted six resolutions which are presented in Appendix I. The first two concerned technical recommendations. These are:
 - Resolution I: Resolution concerning the measurement of working time;
 - Resolution II: Resolution concerning statistics of child labour.
12. Two resolutions concerned recommendations on the future work of the Office in the field of labour statistics. These are:
 - Resolution III: Resolution concerning the development of measures of labour underutilization;
 - Resolution IV: Resolution concerning further work on the measurement of decent work.
13. A further resolution concerned the revision of paragraph 5 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th ICLS (1982). This is:
 - Resolution V: Resolution on the amendment of paragraph 5 of the resolution concerning statistics of the economically active population,

employment, unemployment and underemployment adopted by the 13th International Conference of Labour Statisticians (October 1982).

14. The final resolution concerned the organizational arrangements for the ICLS:

- Resolution VI: Resolution concerning organization, frequency and duration of the ICLS.

Closing of the Conference

15. On the final day of the Conference, the Reporter presented her report which was then reviewed and adopted section by section, including the final resolutions, with the following amendments:

- (a) paragraph 65: to add the following text before the second last sentence of the paragraph as follows: “One observer expressed reservations.”;
- (b) paragraph 66: to add the following text at the end of the paragraph: “An information item on the ILO Report on global wage trends was presented”;
- (c) paragraph 69: to amend the first sentence to read: “Delegates supported ILO intentions to revise and simplify the ILO October Inquiry and to expand country coverage in the wages and social security databases, and to ensure timely access to those databases and issue regular reports on them.”;

Resolution VI: Resolution concerning organization, frequency and duration of the ICLS:

- to amend the fourth paragraph to make specific reference to ministries of labour as follows: “Aware of the competing demands on the time commitment of senior staff of national statistical systems and ministries of labour, as well as of employers’ and workers’ organizations.”

16. Following the adoption of the report as a whole, the Director of the Policy Integration and Statistics Department, Mr. S. Pursey, addressed the Conference on behalf of the Director-General of the International Labour Office. The Director-General had been closely following the proceedings of the Conference and appreciated the complexity of the work, particularly with respect to the measurement of decent work. The results of the Conference would have an impact around the world and the new standards would be remembered for years to come. The collegiate spirit among participants had been noticeable and it would be valuable, particularly in the context of the deepening global economic crisis, to maintain ongoing contact. To accomplish this, he proposed that the ILO make contact with all participants on a monthly basis and that member States send the ILO a short bulletin each month, summarizing the latest labour statistics and the labour market situation in the country, as a special effort during the current crisis.

17. The representatives of the Workers and Employers had been impressed by the professionalism and hard work of all involved in the Conference and emphasized the importance of the Conference as a landmark that would shape statistical thinking in the future.

18. In closing the Conference, the Chairperson underlined the considerable progress that had been made. The work had been hard but worthwhile. He thanked participants for their collaboration in making the Conference a success and for their willingness to find a way forward when difficult issues were encountered. He thanked the Director-General, the

Secretary-General and the Assistant Secretary-General for their support, which had contributed greatly to the success of the Conference.

Conference proceedings

I. General report

Chapter 1. Statistical work of the ILO during the period 2004–08

Introduction

19. The Conference considered Report I: *General report* (ICLS/18/2008/1) prepared by the Office and presented by representatives of the Secretary-General. In introducing Chapter 1 of the report, which described the statistical activities of the ILO since the 17th ICLS in 2003, the Secretary-General explained that these activities involved not only the ILO Bureau of Statistics but a number of other units of the ILO. The activities included among others: the compilation and dissemination of statistics and indicators from countries; the development and maintenance of standards in labour statistics; the provision of technical assistance and support to countries in the production of statistics and in the design and implementation of specialized surveys; and undertaking statistical analyses to produce indicators, imputations and estimations.
20. He explained that, to address concerns that there was a need to reorganize these statistical activities under central management so as to ensure the quality, usefulness and accessibility of the statistics and to avoid duplication of work, the ILO had, in 2006, appointed external consultants to conduct an audit of its activities related to the production of statistics. In addition, the United Nations Statistical Commission (UNSC) at its 38th Session in February 2007, had requested the Office for National Statistics of the United Kingdom of Great Britain and Northern Ireland to carry out a review of labour statistics within the context of its programme of regular reviews of areas of statistics. He summarized the key recommendations of both the audit and the review concerning compilation of statistics, standards, topics for future work and institutional arrangements for coordination of statistical activities within the ILO. In general, these recommendations were not inconsistent with each other and focused on the need for rationalization, flexibility and coordination of activities associated with data collection and dissemination. Both sets of recommendations were being considered by the management of the ILO in terms of their implementation.
21. Delegates expressed appreciation for the information communicated in the report and were generally supportive of the recommendations of the audit and review. The need for caution with respect to compiling statistics from sources other than central statistical offices was expressed, so as to avoid the risk of competition between different sources and to ensure development of the capacity of statistical offices. There was also a need to focus both on the application of standards and on ensuring that they were up to date and appropriate. Some concern was expressed about the usefulness of maintaining a contact list in offices where staff turnover was high. There was support for the recommendations relating to rationalization of the collection of international statistics in order to reduce the reporting burden on statistical offices. With respect to rationalization of publications it was felt that it was important to ensure that statistical data reported to international agencies should be disseminated by those agencies.

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22. In responding to these comments the Secretary-General clarified that the proposal was not to collect the same data from different sources, but to seek different data series from different organizations. There was a need, however, to bear in mind the insistence of the UNSC that it was better to have a single focal point within each country for the supply of statistical data to international agencies. Where there was high staff turnover among contact persons it was hoped that individuals would be able to refer requests to the right person. He cited a joint ILO collection with Eurostat on strikes and lockouts as an example of progress being made towards rationalizing data collection. He clarified that the proposal to rationalize published outputs in paper form did not entail a reduction in the availability of information in electronic form. In response to concerns about implementation of standards, he pointed out that there was no evidence that ICLS standards were not widely implemented.

Developments in methods for specific topics of labour statistics

23. In the discussion on the new Millennium Development Goal (MDG) target “Achieve full and productive employment and decent work for all, including women and young people”, it was felt there would be a need to monitor and refine the four indicators that were to be used to measure progress towards it, as more refined and disaggregated national statistical data became available. Indicators for MDGs needed to be based on statistics available at national level. It was acknowledged that “sum of own account workers and contributing family workers in total employment”, when used as an indicator of vulnerable employment, was a broad measure that shed light on those most vulnerable. When there were shifts in status in employment from own account and contributing family workers to employees due to urbanization, however, some of those involved in the shift would be at risk.
24. Delegates expressed support for the ILO work on the MDG indicator 3.2, “Share of women in wage employment in the non-agricultural sector”. There was a need to address the problems of comparability and availability of data needed to make regional and global estimates on the progress made. It was recognized that it would be desirable to find a more comprehensive measure of the situation of women in the labour market. The need to monitor both formal and informal employment of women was emphasized.
25. The discussion on the work of the ILO in relation to the collection in population censuses of statistics about economic activity focused on the development of a Handbook on measuring the economically active population and related characteristics in the census, shortly to be released jointly by ILO and the UN Statistics Division. Delegates commented on the difficulties of achieving consistent results between censuses and surveys and requested information about differences in estimates of economic characteristics derived from surveys and censuses. Delegates were advised that, whilst there were not thought to be any comprehensive international studies comparing census and survey estimates, it was likely that some work had been done at national level. The best ways to promote consistency were: (a) to ensure that consistent concepts, classifications and data processing systems were used; and (b) to conduct thorough testing and evaluation of questions and data collection methods prior to full enumeration of both censuses and surveys.
26. In the discussion of the topic “informal employment and the informal sector” participants requested information on the feasibility of distinguishing between formal and informal employment in population censuses. In reply to a question raised, the Conference was informed that an evaluation of country experiences in the use of the international statistical definition of informal employment, which had been adopted by the 17th ICLS (2003), had not yet been made by the ILO because of the recentness of the definition. Concerning the relationship between the state of economic development of a country and the size of its

informal sector, participants were referred to the body of literature that existed on the topic.

27. In response to a question on the availability of an updated version of the ILO manual on “Surveys of economically active population, employment, unemployment and underemployment”, the attention of the Conference was drawn to the article “Measurement of employment, unemployment and underemployment – Current international standards and issues in their application”, which had been published in the *Bulletin of Labour Statistics 2007-1* and provided a summary update of Part 1 of the Manual.
28. In discussing the ILO’s work on child labour statistics led by the Statistical Information and Monitoring Programme on Child Labour (SIMPOC), delegates acknowledged with appreciation the ILO’s collaboration with, and financial and technical support to, countries in data collection, analysis and dissemination, and capacity building. In response to a request about the difference between child labour statistics produced by the ILO and UNICEF, it was explained that the objectives and questionnaire content of SIMPOC child labour surveys and the UNICEF Multiple Indicator Cluster Surveys were divergent, as also were the criteria applied by ILO and UNICEF for identifying child labour. Delegates also emphasized the need for instruments to measure some specific types of child labour, such as child labour in agriculture, the services sector, and the worst forms of child labour.
29. With reference to paragraphs 35–37 of the general report on the employment situation of people with disabilities and the set of questions on disability, developed by the Washington Group (paragraph 37), the Conference was informed that these questions had been finalized and were ready for use. It was pointed out in the discussion on this item that prevalence rates of disability vary strongly from country to country. In the response it was made clear that this variation was strongly related to the different ways in which disability is perceived in different cultural backgrounds. This underlined the need for the use of consistent and suitable questions on disability in censuses and surveys. It was observed that, for some countries, the population census is the only possible source for the compilation of statistics on disability but that this can, nevertheless, provide useful information on the situation of people with disabilities, although it did not allow the establishment of time-series. Countries were encouraged to make use of the newly developed questions on disabilities in their censuses.
30. It was observed that the growing demand for comparable statistics on the international migration of workers could not be satisfied due to a need for clarification and guidance in assembling the required data. It was therefore suggested that the ILO should continue to examine the available methodological information, with a view to developing appropriate guidelines for collecting and disseminating such statistics. It was proposed that the next ICLS could include an agenda item on methodologies and guidelines for statistics on the international migration of workers. There was a call for more collaborative work between the international organizations in the development of methods and dissemination of statistics on international migration. There was a significant need for greater involvement of, and consultation with, employers’ and workers’ organizations with regard to the use and dissemination of data on migration, human trafficking and forced labour. Social partners also needed to be consulted in the development of indicators of forced labour and trafficking.
31. Regarding the labour migration module developed by the ILO, it was noted that the work up to now had covered only countries of origin. It was suggested that such surveys should be conducted also in destination countries. More guidance on the sampling frame and sample size of labour force surveys incorporating migration modules was required, given that migration is often a relatively rare event in the population.

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32. In respect of the measurement of the impact of natural disasters on employment and incomes, it was acknowledged that the results were affected by the time elapsed since the occurrence of the disaster. In the case of the studies described in Report I, the impact of the disasters had been measured within eight weeks.
 33. A brief description was given of the developments that had taken place since the adoption of the resolution concerning consumer price indices by the 17th ICLS in 2003. In the discussion that followed on the *Consumer Price Index Manual: Theory and Practice* (ILO et al., Geneva, 2004), it was clarified that, although the manual was the joint product of six international organizations, many experts from national statistical organizations, universities and regional or subregional organizations had contributed or had been involved in its preparation.
 34. The discussion on statistics on occupational safety and health focused primarily on the manual on occupational injuries statistics from household surveys and establishment surveys.¹ The importance of input from developing countries in elaboration of the methodology described in the manual was stressed. Delegates were reassured that the manual reflected lessons learnt from pilot testing conducted by the statistical offices of Jamaica, Nigeria and the Philippines.
 35. The discussion of the section of the report dealing with statistics on social dialogue touched on the problems some countries face in collecting reliable data on conventional social dialogue indicators, especially in countries with large informal economies. It was noted that certain work arrangements, such as cooperatives, where individuals are both workers and employers, might be a possible substitute for measuring worker associations. There was also a suggestion to enlarge the scope of social dialogue indicators to include worker participation or even to measure when constituents reach a consensus on minimum wage adjustments. There was support for revisiting efforts to establish international guidelines on social dialogue indicators through tripartite discussions, while acknowledging that the variations in institutional practices from one country to the next would complicate the task of interpreting data. There was also affirmation of the importance of gathering data on social dialogue, particularly in the context of the development of decent work indicators. It was noted that falling trade union density was not an argument against collecting such data and that efforts should be made to improve the gathering of basic social dialogue data while exploring other innovative methods and indicators.

Data collection, estimation and dissemination

36. The Conference was informed about a number of initiatives of the ILO Bureau of Statistics in relation to data collection, estimation and dissemination, in particular: (i) the new data collection activities introduced since the 17th ICLS; (ii) the efforts made to improve the quality and the timeliness of the statistics collected and disseminated; (iii) the measures taken to reduce data reporting burden on the countries; and (iv) the plans to further improve its data gathering activities.
37. Several delegates expressed appreciation for the ILO's efforts to reduce the reporting burden on national institutions by making more use of electronic methods for data gathering and by working closely with other international agencies to minimize duplication of requests. There was support for the idea of using a simplified version of the Yearbook

¹ K. Taswell, P. Wingfield-Digby: *Occupational injuries statistics from household surveys and establishment surveys: An ILO manual on methods*, Geneva, ILO, 2008.

questionnaire for collecting statistics from developing countries with small statistical offices.

- 38.** Regarding the possibility of collecting additional labour statistics from semi-official and other reputable sources, delegates expressed some reservations and stressed the need to develop appropriate procedures for consolidating the data coming from various sources at the national level and to establish criteria for evaluating the quality of unofficial data. In response, clarification was provided that: (i) clear distinction will be made between official and unofficial data; (ii) only unofficial data that are accompanied with clear methodological information and that can be verified with the source country will be used; and (iii) the additional statistics will initially be only for internal use. Staff of the ILO Bureau of Statistics would be pleased to work together with national statistical offices on the development of procedures for consolidation and validation of data from semi-official sources.
- 39.** With respect to ILO activities related to labour market information and analysis, particularly the Key Indicators of the Labour Market (KILM), Global Employment Trends (GET) reports and the Labour Market Information Library (LMIL), delegates noted the importance of coordination of work on both statistics and indicators within ILO and between ILO and other agencies. The need for information about wages was also stressed. In response it was explained that, within the ILO, the Employment Trends team worked closely with the Bureau of Statistics to provide support to countries, and promoted the use of labour force surveys for analytical purposes. The ILO was a member of the inter-agency expert group on MDG indicators, and worked with the World Bank and other international organizations to exchange data and methodological details. With regard to the relationship between the KILM and the proposed set of decent work indicators, many of the KILM indicators could be found in the proposed list of decent work indicators being developed. The KILM indicators were designed to look specifically at the employment dimension of the world of work. Three wage related indicators were monitored: manufacturing and wage indices, occupational wage and earnings indices, and hourly compensation costs, but data on wages were sparse.
- 40.** In discussing the section of the report on the ILO's data collection, estimation and dissemination activities related to child labour statistics, the Conference noted with interest the several countries in which national child labour surveys had been conducted since 2004 with support from the ILO SIMPOC programme. The importance attached to training was emphasized and the regional and country level capacity building workshops and courses were appreciated. The need for high quality training for national capacity building was acknowledged. The need for a suitable methodology to collect data from child-headed households was highlighted in the discussion. It was explained that the methodology described in the SIMPOC sampling manual and the "model" questionnaires available on the SIMPOC web site provided advice on the collection of data from child-headed households.
- 41.** In the discussion on labour migration it was noted that the ILO should not ignore the collection of remittance data because remittances are directly related to labour migration and migrant workers. This is especially important for the methodology of national level remittance data collection. The Office responded that international financial institutions such as the International Monetary Fund and the World Bank were in the best position to collect data on global remittances which are financial transfers by private households. The ILO was working with these agencies on remittance issues. Moreover, both the Social Finance programme and the International Migration Programme undertook work on remittance issues within the ILO and provided technical assistance to countries as needed. A set of questions on remittances form an important component of the International Labour Migration Module introduced for national household surveys.

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42. With respect to statistics on social security, a question was asked about whether the ILO microinsurance and social security inquiry (SSI) databases would include data enabling assessment of coverage by micro health insurance. In reply it was indicated that the microinsurance database included information on the numbers and demographic characteristics of members of microinsurance schemes, in countries covered by the database. Similar information would later be integrated into the SSI database. Such data would facilitate the calculation of the percentage of a total population or a specific target group covered by microinsurance (or other contributory) schemes. However, as health systems varied and there were also many barriers to access, the percentage of people contributing to health insurance or microinsurance schemes was not usually an adequate measure of effective coverage. Therefore, ILO planned to work together with the World Health Organization and other international partners on the development of a set of more formally defined indicators based on collectible statistics that would measure effective coverage or access to health care.
43. Delegates appreciated the work done by the ILO in Latin America to develop LACLIS and QUIPUSTAT. It was also mentioned that there was a need to make statistical information available on the impact of employment policies and programmes.

Technical cooperation, advisory services and training in labour statistics

44. Representatives of the Secretary-General summarized the activities in technical cooperation, advisory services and training in labour statistics, which the ILO had undertaken during the period 2004–08 from its headquarters and by field offices. These had been described in detail in section 1.4 of Report I (General report).
45. The work that the ILO had done to assist the development of labour statistics in member States was acknowledged and strongly endorsed. The need for coordination and harmonization of the work on statistics in general and labour statistics in particular, undertaken by the range of international and intergovernmental agencies operating in Africa, in particular, was emphasized. In response, it was pointed out that the ILO collaborated closely with regional and subregional agencies in Africa, providing technical assistance where required as well as support in major meetings. Some Government delegates advised that some of the activities undertaken in African countries were not reflected in the presentation, which was acknowledged by the ILO.
46. Delegates called for more capacity-building efforts to be directed at the ministries of labour whose statistical capacity was weak in many countries. This capacity should not only be in the data collection functions undertaken by the ministries but should also be focused on how the ministries can translate labour market data into policy actions. It was mentioned, for example, that the ILO should assist countries in the collection and analysis of data on the MDG indicators. It was also noted that, in addition to work with national statistical offices and labour ministries, it was important for the ILO, through its Bureau of Statistics and the field offices, to provide training that would enhance the capacity of the social partners in the area of labour statistics.
47. The need for strong coordination among the ILO headquarters and field structure in activities related to decent work indicators was raised, as this would help avoid a multiplicity of efforts and products by the Office. In response to efforts described by the Office to improve data collection among member countries, the point was made that a great deal of labour market information existed from administrative records and other sources and that increased efforts should be made to improve dissemination of these types of data. The importance of moving from data collection to informative analysis of labour market data and policy advice was noted. In addition to providing technical support and advisory services through individual projects or meetings, delegates noted the benefits that

resulted from more regular support and advisory services, particularly to developing countries. The need for evaluation by the ILO of its technical cooperation, advisory services and training in labour statistics was emphasized.

48. In response to a question raised, the Office confirmed that its technical assistance and training activities did not depend on the ratification by countries of the ILO Labour Statistics Convention, 1985 (No. 160). This was because countries that had not yet ratified the Convention often had particularly strong needs for assistance, and ratification of the Convention sometimes marked the end of a process of successful assistance.

Status of the Labour Statistics Convention, 1985 (No. 160)

49. A question was raised as to whether it would be necessary to review the Labour Statistics Convention, 1985 (No. 160), in order to achieve concordance with the provisions of the revised resolution on working time statistics regarding statistics on hours actually worked. The Conference was advised that this was not considered necessary, as Article 9 of the Convention broadly covered the topic of hours of work and, therefore, provided for the collection of such statistics.
50. In response to a question about the impact of the tripartite seminars on Convention No. 160 that the ILO had organized, it was explained that the seminars had made it possible to facilitate the implementation of the Convention in the States where it had been ratified and reveal gaps in labour statistics systems in the countries considering its ratification.

Chapter 2. *Updating the International Standard Classification of Occupations*

51. A representative of the Secretary-General, Mr D. Hunter, introduced the chapter of the report that described the ILO's work to update the International Standard Classification of Occupations 1988 (ISCO-88). The updating work had been mandated by the 17th ICLS and was required to be completed by the end of 2007 so that the updated ISCO would be available in time for use in the 2010 round of population censuses. He described the updating process that had led to the adoption of the new International Standard Classification of Occupations 2008 (ISCO-08) by a tripartite Meeting of Experts on Labour Statistics held in late 2007, and its subsequent endorsement by the ILO Governing Body in March 2008, and explained the main changes that had been introduced for ISCO-08
52. Delegates congratulated the ILO and the members of its Technical Expert Group on Updating ISCO on the large number of improvements that had been made to the classification. In response to concerns that tools to support the implementation of the classification should be available as soon as possible, it was explained that draft material was being released on the ISCO web site for comment, and that most of this material was unlikely to change substantively. This would allow countries that had started work on updating their national classifications in line with ISCO-08 to have maximum access to available information. Draft definitions of the majority of ISCO groups had already been released. It was planned to release a draft correspondence table, providing a link between ISCO-88 and ISCO-08, in the weeks following the conference. A draft index of occupational titles would also be released as soon as possible thereafter. Final versions would be released on the web site in English once all material was finalized and it was hoped that this would be early in 2009. A version in book form and French and Spanish versions would follow.

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53. The ILO's strategy to provide support for implementation of the classification through development of a handbook, a series of regional workshops and some direct technical assistance was supported, and there was a suggestion that the workshops could include "train the trainer" sessions. In response to requests for direct technical support to individual countries in the short term, it was explained that ILO would only be in a position to provide a significant degree of assistance once the main implementation tools had been released on the Web. There may be scope for collaboration between countries, however, in providing mutual support for adapting national classifications.
54. In response to questions about how to deal with situations where jobs were similar in skill specialization but were at different skill levels, or required the performance of some tasks that were characteristic of occupations at different skill levels, it was explained that in general classification should be based on the main tasks performed.

Chapter 3. *Measuring and monitoring decent work*

55. A representative of the Secretary-General, Mr I. Chernyshev, introduced the topic of "measuring and monitoring decent work". The topic had been discussed at the 17th ICLS which had recommended that the Office carry out more work to develop indicators; that indicators be selected such that trends would signal unambiguously and correctly a movement towards or away from the goal of decent work; and that a tripartite meeting of experts be held. In line with these recommendations, the Office had pursued a number of activities since the 17th ICLS. These included tests of some of the proposed indicators; the production of thematic and regional compilations of statistical indicators; pilot experiments in measuring both quantitative and some of the qualitative aspects; the establishment of a task team coordinated by the Bureau of Statistics; collaboration with the United Nations Economic Commission for Europe (UNECE), the European Commission and Eurostat in the development of measures of the quality of employment, which encompass some of the dimensions of decent work; and the launch of a joint ILO–European Commission project.
56. Another representative of the Secretary-General, Mr M. Luebker, summarized the discussions at the Tripartite Meeting of Experts on the Measurement of Decent Work, held from 8 to 10 September 2008 in Geneva. He stressed that participants had appreciated that measuring decent work was an important component of the follow-up from the 2008 ILO Declaration on Social Justice for a Fair Globalization. There had been agreement on important principles: that all aspects of decent work as well as all workers needed to be covered; that data needed to be objective and verifiable; and that the measurement framework should enable countries to monitor progress over time, as well as facilitate comparative analysis. The proposal discussed at the Meeting combined statistical indicators with information on the legal framework in order to gain a better understanding of rights at work, and had been revised in accordance with the advice of the Tripartite Meeting of Experts. The next steps for the Office would include: compilation of detailed indicator-specific definitions and guidance on interpretation; development work on several indicators for future inclusion; the preparation of decent work country profiles for a small number of pilot countries; and the selection of optimal statistical tools for the collection of data underpinning the multifaceted dimensions of decent work. The guidance of the Conference would be welcome on all of these issues and conveyed to the Governing Body of the ILO.
57. Several participants emphasized that they shared the concern for decent work and its measurement. In particular, access to productive employment was scarce in many countries and prospects were worsening at times of financial crisis. Wages were also mentioned as an important aspect of decent work that needed to be measured. There was a need for clear guidance on how to measure decent work, including assessment of the extent to which international labour standards are implemented. A number of participants suggested

following the example of the 17th ICLS by discussing these issues in greater depth and detail in a working group. The Conference followed this suggestion and decided to form the Working Group on the Measurement of Decent Work. Ms D. Prestwood (United Kingdom) was elected as Chairperson of this Working Group.

58. During the plenary session on 2 December, the Chairperson of the Working Group reported to the Conference on its work. The report of the Working Group, as approved by the Conference, is provided in the annex.
59. The Chairperson presented a draft resolution concerning further work on the measurement of decent work. This draft was adopted by the Conference without amendment. The text is given in resolution IV in Appendix I of this report.

Annex

Report of the Working Group on the Measurement of Decent Work

The Working Group was chaired by Ms D. Prestwood (United Kingdom) and attended by representatives from approximately 75 member States. Representatives nominated by the Workers' and Employers' groups of the Governing Body and from several international organizations (AFRISTAT, UNCTAD, UNECE and AfDB) also attended.

The Chairperson of the Working Group opened the meeting by presenting the draft agenda. After adoption of the agenda, the Chairperson gave the floor to the representative of the Secretary-General, Mr I. Chernyshev, who gave an overview of the ILO's activities regarding the measurement of decent work since the 17th ICLS (General report, Chapter 3). He drew the attention of the Conference to the ILO Declaration on Social Justice for a Fair Globalization (2008) which had endorsed the Decent Work Agenda as the main objective of the ILO's work. Notably, the Declaration recognized that the four strategic objectives of decent work (fundamental principles and rights at work; promoting employment; social protection; and social dialogue and tripartism) were inseparable, interrelated and mutually supportive. He informed participants about the ILO's contribution to the Joint UNECE–Eurostat–ILO seminars on the quality of work. The ILO had also participated in the UNECE Task Force on the Measurement of the Quality of Employment and in the launch of the joint ILO–European Commission project: “Enhancing the understanding of decent work issues by developing decent work indicators” to study the links between ILO decent work and the UNECE Task Force quality of employment frameworks and measures.

The floor was then given to another representative of the Secretary-General, Mr M. Luebker, who summarized the outcome of the Tripartite Meeting of Experts on the Measurement of Decent Work (held in September 2008). The Meeting had based its discussions on a review of different proposals of decent work indicators (cf. room document 19), and had discussed a layered approach under which a core set of main statistical indicators that were relevant to all countries could be supplemented with additional indicators, subject to their relevance and data availability. With respect to rights at work, the proposal supplemented statistical indicators with information on the legal framework for decent work. Further, indicators for compliance with fundamental principles and rights at work should be developed, starting with freedom of association and collective bargaining. The representative of the Secretary-General then introduced the revised list of indicators (cf. room document 14) and highlighted possible data sources and, where applicable, relevant ICLS resolutions and guidelines. The proposal reflected work in progress and would be reviewed in the light of the experience gained in a limited number of pilot countries for which decent work country profiles would be prepared on the basis of the suggested indicators. These would be compiled in collaboration with the ILO's constituents and interested national statistical offices.

The Chairperson invited delegates to discuss the outcome of the Tripartite Meeting and to raise any questions they might have regarding decent work country profiles. Many delegates expressed support for the framework on the measurement of decent work and expressed appreciation for the work done by the Office. They stressed the necessity to measure decent work in a way that would encompass all four strategic goals, which were inseparable and mutually supportive. Sound measurement would help to transform the Decent Work Agenda from a political ambition into something more concrete and quantifiable. While the measurement of decent work

still presented work in progress, significant advances had been made. The current approach encompassed indicators at the micro- as well as at the macro-level.

Delegates also highlighted areas where further refinements and additions to the current proposal would be warranted. This was the case, among others, for the inclusion of disabled workers, victims of the HIV/AIDS pandemic and youth under the category “equal opportunity and treatment in employment”. Further, forced labour was an area that needed to be covered in the future. Several delegates emphasized that wages were an essential part of decent work, and suggested that average real wages should be reclassified from an additional to a main indicator. Wages needed to be put in relation to changes in prices, and income in kind needed to be included. Other delegates highlighted that, in their countries, retired people frequently rejoined the labour force to supplement inadequate pensions, and that this needed to be taken into account. Employer contributions to pension systems were mentioned as one area to be considered for inclusion. Delegates also supported the development of indicators for combining work, family and personal life. These could, for example, refer to flexible working-time arrangements that accommodate family responsibilities; the female employment rate by role in the family (with or without children); and the gender distribution of unpaid home work on the basis of time use or LFS. The need to develop further indicators was also seen for social dialogue and tripartism. Further, the measurement of decent work had to be linked to international labour standards; rights at work were an essential component. Likewise, delegates felt that sustainable enterprises and environmental sustainability of employment should be reflected.

Several delegates alerted the Meeting that the age bands contained in the proposal did not always comply with national practice. For example, youth was defined as ages 15–35 years in some countries, rather than as 15–24 years. Likewise, the definition of the working-age population as those aged 15–64 years was questioned. On the one hand, persons aged up to 17 years should be in education, and not be considered as part of the labour force. On the other hand, several delegates reported that workers left the labour force before the age of 65 because the retirement age was lower or, conversely, that workers remained economically active beyond the age of 64 due to inadequate pensions. The threshold of 48 hours per week (i.e. the maximum limit set by ILO Convention No. 1) for “excessive hours” also attracted lively debate. Delegates drew attention to the fact that, in their countries, legislation provided for higher working hours, sometimes as high as 60 hours per week, or that fewer hours were common in some occupations.

Great emphasis was put on the need to generate comparable data, although delegates conceded that perfect comparability was not always achievable. Nonetheless, the criteria of comparability, reliability and consistency needed to be applied to the indicators. For example, statistics for union density could vary greatly according to the methodology used and the data source. Likewise, not all indicators were equally applicable to all countries. For developed countries, the additional indicator “proportion of own-account and contributing family workers in total employment” was seen as inadequate since it could signal entrepreneurship, rather than decent work deficits. Further, low incomes should not be equated with low productivity. Others joined in arguing that the interpretation of indicators was sometimes difficult, and that, in order to do so, long-time-series rather than year-on-year changes were useful. As statisticians, one should avoid giving lessons to policy-makers. Delegates expressed satisfaction that the proposal did not envisage the construction of a single-value index.

Several delegates emphasized that precise definitions of all indicators were needed to facilitate their collection and the collaboration between the ILO and national statistical offices. In this respect, guidelines developed by the Office would be useful. Delegates reported on past experience in collecting decent work indicators in their countries. These had uncovered areas where accurate measurement presented a challenge – such as wages – but on the whole had shown that it was feasible to collect data on decent work. Disaggregation by gender and along the rural–urban and the formal–informal divide had produced particularly interesting results. Some countries had already established indicator systems that future work by the Office could build on. Several delegates reported that the vast majority of the suggested indicators were already available for their countries.

Delegates endorsed the proposal to carry out pilot studies and several delegates suggested that their countries should be included in the pilot phase. They offered their full collaboration with the ILO and felt that it would provide them with an opportunity to enhance their analytical insight and to review the progress made in their country since earlier reviews. Delegates offered to review existing data sources and to collect new data, and some reported on their plans to expand the collection of data on decent work that could be included in decent work country profiles. Other

delegates, as well as the representatives of the Secretary-General, applauded them for offering to participate in the pilot phase.

One of the representatives of the Secretary-General, Mr I. Chernyshev, then introduced another issue proposed for discussion in the Working Group, namely, enhancing the LFS as a tool to collect decent work indicators. In particular, he informed the meeting about the recommendations of the ILO International Seminar on the Use of National Labour Force Surveys for Collection of Additional Labour-Related Statistics (Geneva, October 2005). The main objective of the Seminar was to have a substantive discussion of advantages and limitations of using the LFS as a major vehicle of data collection on qualitative dimensions of decent work. The overall conclusions of the Seminar had been encouraging and drew a promising perspective for more extensive use of the LFS as an important source of data on the qualitative aspects of the world of work. Another message was that both the Seminar and the Office's study of the available programmes of regular LFS revealed that most of the surveys already collected an impressive range of data measuring the qualitative aspects of labour. Finally, he discussed the lessons learnt by the Office in conducting modular LFS in Kazakhstan, Republic of Moldova and Ukraine.

A number of delegates acknowledged the usefulness of LFS for collecting decent work indicators, but warned against relying exclusively on them. The Working Group recognized that while LFS are fairly harmonized throughout the world, their expansion and use should not be to the detriment of their core objectives. Efforts should be made to ensure that other relevant sources, if available, be used for compiling decent work indicators. At the same time, a view was expressed that in many countries most of the main indicators proposed by the ILO statistical framework were already available from the regular LFS and few other statistical sources and, consequently, their collection should not significantly increase the overall cost of LFS, nor lead to a notable increase in interview burden.

After the above discussions, the Chairperson gave the floor to the Secretary-General who presented a draft resolution concerning further work on the measurement of decent work proposed by the secretariat for approval by the Working Group. Many delegates expressed their support for the draft resolution. Several made suggestions for changes, leading to a number of revisions. They recommended the text to the Conference for adoption.

Chapter 4. Indicators of labour underutilization

60. The representative of the Secretary-General, Mr R. Hussmanns, introduced the topic of "indicators of labour underutilization" (Chapter 4 of the general report). He reviewed various criticisms frequently directed at the unemployment rate, including its limited relevance as the main indicator of labour market performance in developing countries, as an indicator of economic well-being, or as a reflection that employment aspirations were being met. Recognizing the value of the unemployment rate as a measure of total lack of work, he noted that no single indicator could be expected to capture the complexities of the labour market in any country. He emphasized the need to develop a more comprehensive indicator of labour underutilization to supplement the unemployment rate.
61. The representative of the Secretary-General outlined the key aspects of the proposed indicator, noting that the concept of labour underutilization referred to various major employment problems (i.e. *mal-employment*). The proposed indicator built on existing related concepts and was fully compatible with the labour force framework. In addition to the unemployed, it captured various categories of persons located at the boundaries between unemployment and employment and between unemployment and economic inactivity. In the proposal, employed persons considered to represent underutilized labour were identified by: (a) their willingness and availability to work more hours; (b) their level of earnings; and (c) their use of skills in the current job. Non-economically active persons considered to be underutilized labour were identified by their degree of labour market attachment. Participants were informed that the specific terminology used to refer to the proposed indicator, i.e. labour underutilization, was used for want of a better term and its past use for similar purposes. Proposals for an alternative terminology to name the indicator were welcomed.

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62. In the discussion that followed, participants voiced support for the development of a more comprehensive measure of labour underutilization to supplement the unemployment rate, noting that the indicator to be developed should have practical applications in policy-making. Clarification was sought regarding the conceptual distinction between labour underutilization and unemployment (standard definition) as well as its relation to other measures such as time-related underemployment and unemployment (relaxed definition). Some participants identified productivity as an important dimension of labour underutilization and proposed its inclusion in the proposed indicator. Participants also recognized the importance of low wages and inadequate match between field of education and occupation as key dimensions of labour underutilization. Some participants raised questions regarding the usefulness of including the various types of underutilized labour under a single indicator. The Conference decided to form the Working Group on Indicators of Labour Underutilization to discuss this matter further. Mr E. Kwesigabo (United Republic of Tanzania) was elected as Chairperson of this Working Group.
63. During the plenary sitting on 2 December, the Chairperson of the Working Group presented the report of the Working Group, which was approved by the Conference without any suggestion for change. The Chairperson also presented the revised draft resolution with recommendations for further work on the topic, in which the amendments proposed by the Working Group had been incorporated to the extent possible. The Conference adopted the resolution with three editorial changes. The final text is given in resolution III in Appendix I of this report.

Annex

Report of the Working Group on Indicators of Labour Underutilization

The Working Group was attended by participants from 79 member States, Employers' and Workers' representatives, and various observers. Representatives of the Secretary-General introduced the topic on the basis of (i) Chapter 4 of Report I (general report) and (ii) room document 13, entitled "Beyond unemployment: Measurement of other forms of labour underutilization". They explained the rationale for developing measures of labour underutilization as a supplement to the unemployment rate and presented a framework for conceptualizing labour underutilization as a measure comprising three components: labour slack, low earnings and skill mismatch. An application of the framework was shown that arrived at a composite measure of labour underutilization by applying a set of priority rules and, thereby, treating the three components as being mutually exclusive. Labour force survey data were used as the source of the information.

Participants from all regions recognized the need for development of one or more indicators of labour underutilization to supplement the unemployment rate. This would help refine labour market analysis, shed more light on gender differences in the labour market, and enhance the international comparability of data on this topic. The need for further methodological work in this area was emphasized. Several countries expressed interest in cooperating with the ILO on this matter. Requests were made that such work be undertaken as part of the measurement of decent work.

The terminology used gave rise to some debate. Participants agreed that the terminology to be adopted should reflect the objective of measurement. Reporting their own work on supplementary indicators, some participants indicated that in their countries the term "labour underutilization" was used to refer to labour slack only. A proposal was made to use the term "inadequate employment" instead of "labour underutilization" if other components were to be included as well.

Mixed views were expressed regarding the use of a composite indicator. A large number of speakers were in favour of developing a series of indicators rather than a composite indicator. Reasons given in support of a series of indicators included: the analytical and policy-making relevance of each component of labour underutilization in its own right; concerns over the availability, international comparability and interpretation of data on some of the components, particularly low earnings; the difficulty involved in explaining the meaning of composite indicators to users; and the conceptual difference between labour slack, which referred to quantitative aspects

of employment, and low earnings and skill mismatch, which referred to qualitative aspects of employment.

Other participants expressed strong support for the development of a composite indicator, arguing that this was the only type of measure that had the potential to become as widely known and used by the media and policy-makers as the unemployment rate. In addition, a composite indicator would facilitate monitoring of (a) the overall level of underutilized labour, and (b) the net change resulting from flows between its components.

A concern was expressed that the use of mutually exclusive components could lead to wrong interpretations of the data as the same persons may be included in more than one component. However, it was noted that data for the mutually exclusive components did not need to be presented. Instead, one could think of disseminating a composite indicator as well as separate data for each of the components. In any case, comprehensive data for each component would be obtained during the calculation process.

Various comments were made regarding the scope of the proposed measure of labour underutilization. Some speakers suggested that the scope should be limited to labour slack while others underscored that low earnings and skill mismatch were more important characteristics of the employment situation in their countries than labour slack. In addition, it was pointed out that focusing on labour slack alone would divert attention from employed persons to economically inactive persons.

Regarding low earnings, suggestions were made to include income components not related to employment such as social transfers, property income or financial support by other household members. It was clarified, however, that low earnings was not meant to be an overall poverty indicator.

Low labour productivity was suggested as an additional component for possible inclusion within the scope of labour underutilization, or as a replacement for low earnings. However, the difficulties in measuring labour productivity through household surveys were acknowledged.

The ensuing discussion centred on the definitions and measurement of the proposed three components of labour underutilization. At the outset it was pointed out that the measurement approaches for the components were not homogeneous. While low earnings and skill mismatch were determined normatively, labour slack was determined by the respondents themselves.

In respect of labour slack, doubts were expressed on two issues: the usefulness of a headcount of labour slack instead of a volume measure; and the appropriateness of identifying discouraged workers as a separate category given that their labour market attachment would not necessarily be stronger than that of other economically inactive persons available for work.

For low earnings, the use of a relative threshold was questioned because it would result in countries with the same income distributions having the same share of employed persons with low earnings, although the overall level of earnings might be quite different. On the other hand, it was recognized that use of a relative threshold facilitated data comparability across countries and over time.

A comment was made that, from a labour market perspective, occupation-specific thresholds that took into account existing regulations or agreements on wage levels would be more appropriate than a single threshold for all occupations. It was explained, however, that the objective of measuring this component was to obtain an overall measure of employed persons with low earnings as a group of special social concern. In addition, it was noted that such occupation-specific information may not be available from a LFS with sufficient precision, due to the small sample numbers for detailed occupational groups. Several participants mentioned the difficulty of measuring the earnings of self-employed persons (including contributing family workers) in a household survey.

In relation to the measurement of skill mismatch, some speakers reported the incompatibility between their national educational classifications and ISCED-97. It was also pointed out that level of educational attainment was only a rough indicator of skill level and occupation only a rough indicator of skill use. At the same time, it was recognized that level of educational attainment and occupation were much easier to measure than skill level and skill use. It was agreed that further methodological work was needed to determine the most appropriate approach to measuring skill underutilization.

Concerning the choice of the reference population to be used as denominator of a labour underutilization rate, it was mentioned that the enlarged labour force would better reflect gender differences than the working age population. This was because the share of economically inactive persons was higher among women than among men.

Several participants noted the need for sub-classification of underutilized persons by various characteristics such as status in employment, multiple versus single job holding (especially among overly employed persons), and educational level (not only for employed persons but also for the unemployed).

At the end of the session, the Working Group discussed a draft resolution on further work on this topic. Several proposals for amending the text of the draft resolution were made. As a result, a revised text is submitted to the Conference for consideration.

Chapter 5. Measurement of volunteer work

64. The representative of the Secretary-General, Ms A. Mata Greenwood, introduced the topic of the “measurement of volunteer work”. She emphasized that the importance of volunteer work was reflected not only in the number of persons who volunteer and the number of hours they dedicate to this activity, but also in the value they contribute to the national economy. However, the lack of systematic information resulted in a lack of recognition and understanding of the relationship between volunteer work and the market economy. She presented proposals to define and measure volunteer work that had resulted from a partnership with the Johns Hopkins University Center for Civil Society Studies. The proposed definition of volunteer work included all unpaid activities done willingly for the benefit of persons outside the family. This definition embraced both activities done through organizations and those done directly for other persons. It included activities that render services as well as those that produce goods. She also described the proposed measurement approach through labour force surveys using a module with a small set of questions and a reference period of four weeks.
65. Many delegates reported that volunteer work was very important in their countries and that it was an indicator of social development. A standard definition that clearly distinguished between paid and volunteer work was seen as important for international comparability. Regarding the proposed definition, a number of delegates mentioned that, although volunteer work was unpaid, some form of compensation had to be allowed, as most volunteers receive money to cover (or are provided free) meals and lodging. Such cash or in-kind payments could not be seen as wages, although it was mentioned that, in some cases, they could be higher than average wages in the region. Regarding the measurement methodology, a number of participants agreed with using labour force surveys and were already considering doing so in their countries. Some participants were concerned about overburdening labour force surveys with additional questions. One participant considered that, in view of the current financial and consequent labour market problems, volunteer work was perhaps not as pressing an issue as the measurement of unemployment and labour underutilization. Finally, it was observed that the reference period might need to be longer, i.e. one year, in order to properly capture volunteer activities that are often seasonal.
66. Given the interest in the topic, and so as to discuss the proposed definition and measurement methodology in more detail, the Conference decided to establish the Working Group on the Measurement of Volunteer Work. Ms Y. Mpetsheni (South Africa) was elected as its Chairperson.
67. The Chairperson of the Working Group reported to the Conference on its work on 2 December 2008. The report of the Working Group, as approved by the Conference, is given in the annex.

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68. The Conference then examined the report. Only one suggestion for modification was made, namely to include, among the drawbacks of using labour force surveys to measure volunteer work, the fact that they rely on proxy responses.

Annex

Report of the Working Group on the Measurement of Volunteer Work

The representative of the Secretary-General presented for discussion by the Working Group the main issues concerning the measurement of volunteer work: their importance for the economy and society as a whole and the proposals for a definition and measurement methodology on volunteer work. These were contained in a draft *Manual on the measurement of volunteer work*, which was made available to the Working Group as a room document, which had been prepared as part of a partnership with the Johns Hopkins University Center for Civil Society Studies. The Chairperson explained that the objective of the Working Group was to describe country experiences and future plans concerning the measurement of volunteer work as well as to discuss and provide recommendations about the proposals being presented. These recommendations would be taken into account in finalizing the *Manual*.

When examining current national practices and future plans in measuring volunteer work, the Working Group agreed on the importance of measuring volunteer work in order to acknowledge the significant contribution of volunteer work in disaster assistance, rural education and other programmes. It was emphasized that the measurement of volunteer work was also important for labour statistics, as one of the objectives of these statistics was to measure all aspects of labour. A number of countries already measured volunteer work, either on a regular or ad hoc basis, using institution or household-based surveys, including labour force surveys. Many countries that did not measure volunteer work expressed a great interest in doing so and in using the recommendations in the *Manual*.

The Working Group discussed the various elements of the proposed definition of volunteer work and made a number of recommendations:

- **That volunteer activity involves “work”**, i.e. should be productive, so that it is differentiated from education, leisure and other personal activities. At the same time, the definition should clarify the relationship between volunteer work and “employment”.
- **That the activity is fundamentally unpaid, though some forms of compensation are permissible.** The definition should specify the types and amounts of compensation that are possible without violating the definition of volunteering. One suggestion was to restrict the compensation to what was necessary to eliminate any significant barriers to volunteer participation (e.g. travel expenses, living costs for persons volunteering far from their home). Another suggestion was to specify a level of “sacrifice” required to qualify an activity as true “volunteer” work (e.g. that any compensation be no more than one third of what the volunteer could earn in other available pursuits).
- **That volunteer work is non-compulsory.** It was agreed that an activity that is compulsory by law cannot be volunteer work but that activities which are encouraged by social pressure are still within scope unless the social pressure involves tangible penalties or has the force of law. In addition, organizational requirements such as a requirement that students engage in community service prior to graduation should not disqualify an activity from being considered volunteering, so long as the other criteria applied.
- **That the principal beneficiary of volunteer work must be someone outside one’s own immediate family.** To the extent possible, the definition should specify the meaning of “immediate family” for purposes of defining volunteer work in order to permit valid cross-national comparisons. A concept embodying the notion of “degrees of separation” was suggested as a possible way to accomplish this.
- **That both volunteering directly for individuals or households, and volunteering to or through organizations be included.** The definition should clearly distinguish between these two types of volunteering for reporting purposes and also differentiate among types of institutional units.

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- **That volunteer work must involve a minimum amount of time.** The definition should specify that a person must do at least one hour of volunteer work a week (or four hours over a four-week reference period) to be considered volunteer work, in line with the “one hour criterion” used for defining employment.

The Working Group agreed that, as a minimum, statistics on volunteer work were to include information about the type of volunteer work performed (i.e. the occupation); the number of hours volunteered; whether the volunteering was direct to an individual or household or to or through an institution and, if the latter, whether the institution was a non-profit institution, a governmental body or a corporation or business (i.e. institutional sector); and the field or branch of economic activity in which the volunteer activity occurs (i.e. industry). A number of participants, especially those from countries already conducting surveys on volunteering, indicated interest in going beyond this minimum set of variables to include questions about motivations for volunteering, social context of volunteering, factors that can enhance the volunteer experience, and other matters. A suggestion was made to include filter questions to check on at least one, and possibly two, features of the basic definition: whether the volunteer work is a result of legal or other compulsion; and whether the volunteer work involves compensation that exceeds the amount defined as within scope as discussed earlier.

In discussing the proposed volunteer rate, it was explained that the denominator used (i.e. the working-age population) was an attempt to eliminate the effect of different age structures of countries and thus increase international comparability, rather than implying that volunteering by children and youth was not to be counted.

Concerning the survey methodology proposed in the draft *Manual* of attaching a module to a regular LFS, it was felt that, while this platform has enormous advantages, it can also pose difficulties given the other demands on the LFS and their particular features, among them that they typically use proxy responses, and these understate the extent of volunteer work. The Working Group therefore agreed that the proposed *Manual* should recommend the use of household-based surveys to measure volunteer work, indicate that LFS have been successfully used for this purpose in a number of countries, but leave open the option for countries to use other household surveys, as long as the surveys are conducted regularly and are not restricted to volunteer work but cover other aspects of work, to avoid undesirable “selection bias”. It was felt that a questionnaire that prompts respondents on each type of volunteer activity separately would yield better estimates than long questions with examples, as was being proposed, especially in surveys where interviewing is conducted by telephone. But this option may not be feasible in settings where the space and time available for the volunteer survey is constrained. In such settings the compromise recommended in the draft *Manual* may be preferred. In addition, given the tendency of respondents to overestimate the time spent on various activities, consideration might also be given to time-use surveys when possible.

Concerning the proposals for reference periods, the draft *Manual* recommends a one-week reference period for countries that plan to include questions on volunteer work on a monthly basis. For the most common case of countries that conduct surveys once every year, or even less frequently, or that plan to include questions on volunteer work only once a year, a four-week reference period was proposed to balance two competing concerns: first, the concern about the infrequent nature of volunteering; and second, the problem of accurate recall over periods longer than four weeks. In order to take care of seasonal volunteering, it was proposed to include follow-up questions about major volunteer work outside of the reference period in connection with special events (e.g. religious celebrations) during a long reference period of a year. Participants agreed with this proposal, mentioning that a reference period of a year would ensure that volunteering during special times of the year is included, and indicating that LFS generally use a one-week reference period and that mixing reference periods can confuse respondents.

Finally, some participants objected to having a draft survey instrument as part of the proposed *Manual* as opposed to simply an identification of target variables. Others, however, indicated that having some suggested language could help ensure comparability of results and provide assistance to statistical offices not as experienced in the measurement of volunteer work. It was pointed out that ILO manuals frequently do include examples of questions that can and have been used for measuring the various concepts and that ultimately countries have considerable leeway in phrasing questions in ways that make the most sense for capturing the target phenomena in their language and setting.

Chapter 6. Future work of the ILO in labour statistics (2009–13)

Revision of paragraph 5 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th International Conference of Labour Statisticians (October, 1982)

- 69.** The representative of the Secretary-General presented the proposal for amendment of the paragraph and explained the reasons behind it, as outlined in section 6.1 of Report I (General report). A draft resolution on this matter prepared by the secretariat was circulated and discussed. The Conference agreed unanimously on the need for amendment of the paragraph. A suggestion was made to add the words “within the production boundary” to the first sentence of the revised text of paragraph 5. One observer expressed reservations. The Conference accepted the suggestion and then adopted the resolution. The final text is given in resolution V in Appendix I of this report.

Development of methods

- 70.** A representative of the Secretary-General introduced suggestions for possible future work of the ILO on the development of methods on the basis of sections 6.2 and 1.1 of Report I (General report). He summarized the outcomes of relevant discussions held during previous sessions of this Conference. An information item on the ILO report on global wage trends was presented.
- 71.** In the discussion following the presentation, participants considered the following topics as priorities for the future methodological work of the ILO in labour statistics:
- (i) changing structure of the labour force, including a revision of the International Classification of Status in Employment (ICSE-93) and a possible revision of the current international standards on statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th ICLS (1982);
 - (ii) measurement of decent work, including further work on indicators of labour underutilization and of social dialogue;
 - (iii) development of a harmonized framework for wages statistics (in cooperation with Eurostat);
 - (iv) revision of the resolution concerning the development of social security statistics adopted by the Ninth ICLS (1957); and
 - (v) extension of the labour statistics framework, especially with regard to the development of statistics on flows.

Data collection, estimation and dissemination

- 72.** In respect of data gathering, and the possibility of collecting statistics from sources other than official (e.g. research centres and institutes, academia, etc.) a number of participants expressed reservations. There were concerns that statistics from these sources may not be sufficiently representative and that the data may lack quality.
- 73.** Delegates supported ILO intentions to revise and simplify the ILO October Inquiry and to expand country coverage in the wages and social security databases and to ensure timely access to those databases and issue regular reports on them. In order to facilitate communication with countries about data collection issues, it was proposed that the ILO

Bureau of Statistics put on its web site a list of contact addresses to which questionnaires are being sent as well as information on responses received by country and/or topic.

Technical cooperation, advisory services and training

74. In response to an inquiry regarding the Office's method of providing assistance to countries, that is, how ILO technical assistance is organized, it was explained that the Bureau of Statistics works closely together with the ILO field offices to provide technical assistance. Generally, the field offices are the first point of contact by the national statistics office or ministry of labour producing the labour statistics for which assistance is sought. In the ILO Regional Office for Latin America and the Caribbean, assistance is organized by compiling requests for such assistance and evaluating the priority areas, using as criteria the most relevant topics (such as household survey questionnaire design for the measurement of employment, unemployment, time-related underemployment and informal employment) and the level of development of the statistical system in a country, with less developed countries receiving highest priority. The financial and human resources needed and the possibilities for cooperation between countries are also taken into consideration.
75. Participants felt that the decent work framework was the priority area for the ILO, and the measurement of decent work should thus be given high priority in statistical development.
76. It was felt that the ILO International Training Centre in Turin was already doing good work and that the ILO should continue to rely on their support for training needs. It was suggested that the ITC-Turin should take up a training programme in decent work indicators. It was also suggested that the ILO should help countries by developing a user-friendly software package for storing data and information related to labour indicators.

Organization, frequency and duration of the ICLS

77. The Secretary-General introduced a discussion about the organization, frequency and duration of the ICLS. He noted that the fast-changing pace of social and economic issues posed difficulties for timely review and revision of standards and guidelines when the Conference met only every five years. Also, the duration of eight to ten working days for the Conference was proving to be too long for senior staff of national statistical systems to be away from their offices. In response to these issues, the UN Statistical Commission had requested the ICLS to review the frequency and duration of its meetings.
78. The participants had a lively discussion on the role of the Conference and the supporting mechanisms. There was strong support for retaining the technical standard-setting role of the Conference, and for the input of labour statisticians and labour ministry analysts on the critically important task of devising robust measurement approaches. The Conference also provided an opportunity for statisticians to advise the Bureau on its work agenda and work in support of member States. Whilst reaffirming its own overall responsibility for initiating, reviewing and approving new or updated standards, the 18th ICLS saw a number of possibilities for improved efficiency of the Conference and its supporting mechanisms. In particular, delegates identified scope for greater use of technical and other expert groups at international and regional levels and electronic means of consultation to advance technical work and bring well-informed guidance to the Conference for its deliberations and decisions.
79. Delegates agreed with suggestions to increase the frequency of the Conference to three yearly and to shorten its duration, and recommended that this be put forward to the Governing Body for its consideration. Shortening the ICLS to five days would facilitate more senior participation and continuity between conferences, and perhaps allow more than one delegate per member State to attend, assisting the Conference's operation if

parallel sessions were necessary. Some delegates expressed reservations about the potential cost of three-yearly conferences but the majority emphasized the importance of the Conference's work and focused on its effectiveness in responding to the rapidly changing need for updated labour statistics standards. It was acknowledged that a more frequent conference could impose costs on the Office and increase operational demands for its organization.

- 80.** A number of other points were made about the effectiveness of the Conference. Delegates expressed strong support for maintaining the present level of interpretation and translation. There was discussion about the number of major topics or standards that could be addressed in a one-week conference. Most delegates considered that the number of topics did not need to be prescribed and that with some orchestrated effort to enhance the efficiency of the Conference and its supporting mechanisms, more than one topic could likely be addressed. Some delegates also proposed that the Office consider establishing an advisory group through a selective but representative consultative process between conferences that could assist the Office in activities relating to the Conference. The use of regional consultations and expert groups could help to address the demanding programme of reviews and updates. In particular, many delegates mentioned the importance of regional consultations in preparing countries for effective participation at the conferences, and ensuring that regional specificities are taken into consideration in the development of standards. Delegates also emphasized the desirability of conducting the Conference at a time that took into account as far as possible main days of significance for multiple member States.
- 81.** A draft resolution on the organization, frequency and duration of the ICLS was distributed; it referred to Option one proposed in the report. The Conference decided to set up a drafting committee in order to adapt this draft to the discussions. The updated draft resolution was submitted to the final sitting of the Conference and was adopted with minor amendment. The final text is given in resolution VI in Appendix I of this report.

II. Measurement of working time

- 82.** The Conference had before it for discussion Report II: *Measurement of working time* (ICLS/18/2008/II), prepared by the Office. The report addressed issues concerning the definition and measurement of a set of working time concepts, and contained a draft resolution concerning the measurement of working time.
- 83.** The representative of the Secretary-General (Ms S. Lawrence) introduced the subject for general discussion at the plenary. She first provided a historical background to the measurement of working time. This topic had been discussed by the International Conferences of Labour Statisticians since they first started in 1923, given its central role in assessing workers' conditions of employment and, more recently, as a tool for economic analysis and the construction of economic and social indicators. Statistics on working time answered important social and economic questions, useful for the social and economic programmes that had an impact not only on the economy and on workers' conditions of employment but also on their quality of life.
- 84.** She then focused the presentation on the current statistical standards on working time, which were embodied in the resolution concerning statistics of hours of work, adopted by the Tenth ICLS in 1962, and on the reasons for their revision. This resolution only defined two concepts: normal hours and hours actually worked. The concept of normal hours was defined as a broad concept related to hours set by laws and collective agreements as well as by the practices of establishments. The concept of hours actually worked was defined as a list of components which related to the time spent in production as well as time spent in activities ancillary to production. The resolution also mentioned a third concept: hours paid

for, but did not provide a definition for these hours given wide differences between countries. These standards had a number of limitations: first, the concept of hours actually worked did not provide guidance on important types of work activities, such as training, work at home and unpaid work, and it was not clear whether they were to be considered as hours actually worked or not. Second, there were a number of important concepts for which no international definition existed, such as overtime, absence from work and usual hours. Third, the current international definitions were based on a short reference period and it was difficult to apply other reference periods, for example, of a year. Fourth, the resolution only recommended a few measurement methods, and then only briefly. Fifth, the worker coverage of existing standards was limited to regular paid employees while national statistics were increasingly expected to cover the self-employed, those employed in the informal sector as well as informal employment in the formal sector, volunteers and those engaged in unpaid household services.

- 85.** The representative of the Secretary-General then mentioned the process that had led to this topic being discussed at the 18th ICLS and the various organizations that had been involved in developing working time statistics since 1962, in partnership with the ILO. She described the three main principles underlying the revision process, which were: first, that the definitions should distance themselves from the administrative and legal definitions of working time, including payment practices; second, that they should, in so far as possible, cover all workers and work activities; and, third, that the key concept related to the hours actually worked, given that it should apply to all workers and work situations, to all types of jobs (paid and self-employment jobs, regular or casual jobs, volunteer and unpaid household services), that can be paid or unpaid, and could occur in all locations.
- 86.** She then described the draft resolution. All in all, it made proposals for seven different working time concepts and two concepts of working-time arrangements. It also made proposals on measurement methodologies and questionnaire design, which were presented by data source. She stressed that some concepts were linked to specific sources, for example, that hours paid for were best measured through establishment-based surveys, and usual hours through household-based surveys, and that the proposal described each measurement source in relation to the coverage of workers, units, concepts, time frame. Another section in the resolution dealt with two compiled measures: total hours actually worked (or volume of work) and annual hours actually worked. The estimation methods proposed for these measures left sufficient space for national differences in sources and preferences. The next section dealt with tabulations and indicators depending on the various types of possible analysis and on the indicators that needed to be calculated for different purposes. Finally, the last section dealt with international reporting and the minimum set of indicators needed, including the type of adjustments required, to achieve acceptable international comparability, within the context of the fundamental principles of official statistics.
- 87.** The general observation of the plenary was that statistics on working time were important and that there was a need for further discussion in a Committee. It was also observed that there was a need to take into consideration, in addition to concepts and measurement issues, especially the non-sampling errors that take place and which can be a more important hindrance to international comparability. The measurement of working time was more sensitive than measurement of employment and unemployment. In fact, all these concepts could be seen from the perspective of the use of time, and such surveys would provide information on working time as well as others, including employment, unemployment, labour underutilization and child labour that would be derived in a coherent, comprehensive manner. Another observation was made concerning the usefulness of including an additional concept about the total time that people dedicate to work and cannot dedicate to leisure, which would include time spent preparing for work and commuting time.

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- 88.** In order to ensure full and careful consideration of these issues and of the proposals in the draft resolution, the Conference decided to refer it to a committee. Mr O. Marchand (France) was elected Chairperson of the Committee on the Measurement of Working Time. The draft resolution, as modified after the discussions in the Committee, would be brought back to the plenary for final examination.
- 89.** The Chairperson of the Committee presented the report of the work of the Committee. He highlighted the programme, which had been carried out on schedule. He also described the main points of discussion that had led to amendments to the original draft resolution whether in the form of new text or through a reorganization of certain paragraphs. This work resulted from the Committee's smooth, very constructive deliberations which sought to bring the utmost clarity and conciseness to the revised resolution. He presented each chapter of the report and the relevant section of the resolution together, in turn, for review and amendment as necessary by the Conference.
- 90.** The Committee had seen fit to include in the Preamble of the resolution important references to measuring working time for informal employment, for child labour considering that this topic and a draft resolution was also being considered by the Conference, as well as to decent work for all. The Chairperson also reported on the decisions taken by the Committee to ensure that the measurement of working time foresaw the widest possible scope of activities with respect to the production boundary of the SNA and to the general production boundary. He provided the Conference with the specific terminology that had been agreed upon following the Committee's deliberations, applied in the three official languages, regarding: (i) the scope of working time statistics: "within and beyond the SNA production boundary"; (ii) in reference to the measurement unit "job" in paid and in self-employment and in "unpaid household service and volunteer work".
- 91.** For each of the seven working time concepts and the two concepts of working-time arrangements, he informed the Conference that their application to the relevant scope and types of job had been made explicit in the new text. He informed the Conference of the Committee's will to treat equally each type of data source in view of the different national circumstances. He also described the Committee's decisions regarding the two derived measures of total hours actually worked and average annual hours actually worked whose terminology had been slightly modified, and presented the last sections on possible recommended tabulations at the national level and the recommended minimum working time statistics to be reported at the international level. Finally he reiterated that the annex on working-time arrangements was considered a useful tool for countries and reported that the Committee had also proposed the addition of a final section to the resolution on "Future work". This last new section called on the ILO for the timely updating of the resolution's annex, the production of a technical guide to supplement the guidance provided by the lengthy resolution itself, as well as a review within the next ten years of national capacities regarding implementation of the scope of the resolution and its implications for further work. The Chairperson commended the high quality of the Committee's deliberations, and the very collaborative spirit demonstrated by the social partners and all Government members. He thanked all the secretariat, the interpreters and translators and each member of the Drafting Committee for their contributions and commitment to this ground-breaking task.
- 92.** The Conference's review of the full text of the resolution resulted in the following amendments:
- (a) to insert the words: " , normally defined as within the SNA production boundary." to the end of the last sentence of paragraph 24(3);
 - (b) to insert the words: "on an annual basis" preceding the word "and" at the end of paragraph 33(1)(a).

Four modifications in paragraph 34:

- (c) in the English and Spanish texts only (the French was complete), to reinsert a new sentence from the original text by splitting the second sentence of (2) as follows: “For statistics on the number of jobs or persons working different hour bands, data should be collected so that it may be reported according to certain hour **bands**. **These hour bands may be of four or five hours, and** in all cases ...”;
 - (d) (3) first sentence, to add a comma and the word “and” following the first appearance of the word “absence”;
 - (e) (3)(b) to add at the end of the subparagraph the words: “(including occupational injuries separately identified, if possible)”;
 - (f) (3) to add an additional subparagraph: “ (e) Other reasons”.
93. Following adoption by the Conference of the amended resolution concerning the measurement of working time with the amendments noted above, the Chairperson of the Conference thanked the Committee and its Chairperson for having concluded with such a successful outcome. The text is given as resolution I in Appendix I of this report.

Annex

Report of the Committee on the Measurement of Working Time

1. The Committee first met at the morning session on Tuesday, 25 November 2008, and after six sessions concluded its work in the afternoon of Thursday, 27 November 2008. This list of participants is given in Appendix II.
2. The Chairperson, Mr O. Marchand (France), opened the discussion by noting that working time is a challenging subject, which is difficult to measure and for which there are increasing user demands for relevant and reliable statistics. As the need to revise the existing standards was accepted by all, he proposed that the draft resolution be discussed by taking each set of paragraphs in turn following a presentation by the representative of the Secretary-General.
3. During the in-depth discussions of the draft resolution, a number of points were raised about which there was significant discussion. This report highlights mainly these points, indicating where they resulted in specific changes to the draft resolution presented in Report II. Drafting changes to reflect decisions from the discussion about terminology in one or more of the three languages are not reported. Paragraph numbers referred to in this report are those in the draft resolution. The report also presents the conclusions reached by the Committee on future work.
4. The Committee decided to set up a Drafting Committee to ensure that the text of the amended resolution reflected its conclusions in an appropriate way. The members of the Drafting Committee are listed in Appendix II.

General comments and Preamble

5. A number of issues were raised concerning the overall draft resolution. One related to the need to more clearly spell out that “hours worked” may include periods when work is not done, because they are spent on volunteering encouraged by the employer for example, but which are compensated as if they were worked. If countries considered these hours to be important they might wish to refine further measurements of working time. Another issue related to strengthening the emphasis to consider measurement of working time concepts which are relevant to informal types of employment, where workers may not have the same level of awareness about their working time as do workers in more formal types of employment. A third area raised related to the measurement of working time concepts for persons engaged in activities outside of employment (as defined in the 13th ICLS resolution) and the need to clearly delineate the general production boundary in the system, from the SNA boundary. Some concepts were only applicable to paid employees, while

others were applicable to all, and this needed to be made even more explicit. It was also suggested that, even though figure 14.1 in the report was not to be part of the draft resolution, it was a useful tool. It would require further explanation and some minor modifications in order to clearly understand how the complex working time concepts were related and so that it would be perfectly in line with the useful equations proposed in the definitions of some of the various concepts. Finally, it was suggested that for some descriptive and analytical purposes there was a need to consider an additional concept that would include in addition to “hours actually worked”, periods of time such as “commuting time” and “preparation time”, during which workers were not free for leisure or other personal activities.

6. The Committee considered that an explicit reference to children who work had special importance given that a draft resolution on statistics of child labour was being discussed at this Conference. This should be made clear, perhaps in the Preamble, and was placed at the end of the third paragraph. It also agreed that an explicit reference to informal employment should also appear, which was included in the Preamble.

Objectives

7. It was proposed that paragraph 3 should state the need for coherence not only with the general statistical system and as established with conceptual international frameworks (e.g. the System of National Accounts), as well as the need for global coherence to promote international comparability of statistics on working time, which was added.

Scope

8. There was extensive discussion concerning the two production boundaries being proposed as relevant for the measurement of working time. The Committee took note and welcomed the measurement of working time not only in relation to activities within the SNA production boundary, used for employment statistics, but also beyond it. Its measurement beyond the SNA production boundary was to include working time in activities such as unpaid household services and the volunteer work which is not included in the definition of employment. Some working time concepts being proposed were applicable to activities in both frameworks, and the Committee agreed that depending on the descriptive and analytical needs and national circumstances, the different concepts would need to be applied in a consistent manner to either framework. The Committee expressed concerns that in the search for general concepts of working time applicable to all types of activities, the clarity and relevance of these concepts for SNA jobs not be compromised. In practice, it was considered difficult to disentangle the two frameworks as there could potentially exist jobs within the SNA production boundary which were not measured in employment, most notably volunteer jobs in many countries.
9. There was much debate around the use of the term “job” as the main unit of observation for measuring working time, because this term could commonly be understood as referring to the contractual relation between workers and their employers, or in the case of self-employment, between the workers and themselves. However, in this draft resolution, “job” was given a broader meaning: the set of tasks and duties that are meant to be carried out by one person. While acknowledging that this definition has been used for statistical purposes since 1987, when it was introduced in ISCO-88, it was still not considered by some to be an intuitive understanding and could, therefore, complicate matters. The problem of terminology was exacerbated in the other working languages, French and Spanish, where the word for “job” was the same as the word for “employment”, or in Arabic, where a specific term used to denote government positions has been translated.
10. The paragraphs in this section were, therefore, reworded in order to simplify text and draw attention more clearly to: (a) the types of activities defined within and beyond the SNA production boundary; (b) highlight that the broad notion of “job” used in the resolution is in line with international standards; and (c) the fact that such a job can be paid or unpaid and that one person can have more than one job. In so doing, the reference to jobs being held presently, held in the past and in the future was removed, as it had been questioned in the Committee and was not considered to have a major incidence on the working time concepts themselves. The interpretation and measurement of the notion of future job, in particular, was seen as problematic in a statistical survey.

Concepts and definitions

11. Each of the nine proposed working time concepts was thoroughly examined. There was some discussion of the worker coverage of each of the concepts, and the need to explicitly state this as from the beginning, whenever it would assist in clarifying their relevance and use. In order to reflect this discussion, paragraph 10(2) was reworded. Regarding the suggestion that for each of the concepts its uses and limitations should be indicated, it was proposed that to limit the total length of the resolution, a companion document containing clarifications to the resolution could be on the Internet and updated regularly. For each concept the discussion brought forward several suggestions for clarifications and/or reformulations of the text, some pertaining to all three language versions of the draft resolution, and some only to one or two of them. In doing so, it was understood that the terms used would need to be translated into a myriad of local languages, where the fine distinctions between them risked being lost. As a general rule, the Committee agreed to define the various concepts of working time with reference to “a [specific] job”, separate from other jobs the person might hold. This clarified, in particular, the concepts relating to absence from work hours and overtime hours.
12. Regarding the proposed definition of “hours actually worked”, several interventions requested that the wording in the draft resolution should be modified to bring out most clearly the definitional criterion used for the application of the different components, and assist understanding with respect to: (a) how they would depend on the specific tasks and duties of the “job” being considered; (b) the contractual circumstances under which they were performed; and (c) their location in space and with respect to the SNA production boundary and to the general production boundary. As examples of explicit clarification needed, the Committee discussed, for example: (a) the distinction between “commuting time” and “travelling time” as part of the tasks of a job, for different types of “jobs”; (b) the circumstances in which “training” could be considered as included or excluded from hours actually worked, and that it was agreed following discussion were adequately reflected in the text; and (c) how “on call” duty was related to different combinations of tasks and duties and contractual situations, including the differences between employees and persons who are self-employed with similar tasks and duties. The need to make explicit the relationship between hours actually worked and contractual hours, especially concerning the fact that it could include hours considered as overtime was raised and included in the rewording of paragraph 11(2)(a). The penultimate suggestion made in paragraph 13, that it would be helpful for each of the components, the definition and for the examples given to be introduced with a statement of scope of the activities was therefore introduced by the Drafting Committee. Regarding on-call duty, to reflect the discussion, the inclusion of all periods during which the worker remains at the workplace; and of periods of on-call duty during which the person was not required to remain at the workplace but had reduced activity and mobility, was explicated to include reference that this would depend on the degree of the constraint. Evidently, the moment the worker is called back to duty was to be included in hours actually worked as part of the “direct hours”. Regarding training time that was included, this should indeed be related to training required by the job and include training for another job in the same economic unit, for example, when an employer wanted to increase the pool of skills among employees, and training of employees for new positions, or when self-employed received training to enhance their work capacity or methods.
13. The application of the various components of direct hours and related hours of hours actually worked to activities beyond the SNA production boundary was considered challenging, given that at this moment in time countries as yet had little experience regarding measures for the types of activities that were included. Similarly, it was recognized that not all components of the conceptual definition for this boundary had the same significance as for activities in paid employment; for example, activities in related hours or “in-between time”, which was re-termed “down-time”. That was considered more widely used. The addition of a paragraph on the types of activities that could be considered under each component of the definition proposed, when the interest was to measure hours actually worked beyond the SNA boundary was introduced to satisfy the Committee’s concern for utmost clarity with respect to the boundaries applied.
14. The ILO secretariat reiterated that it would be up to countries to decide whether the different elements of hours actually worked were relevant in their national circumstances, and how it would be possible to produce the statistics, seen also in light of the resolution’s recommendations concerning international reporting.
15. Regarding hours paid for, the Committee discussed the application of this concept to the self-employed. It was suggested that the explanation given in paragraph 82, page 21 of Report II

regarding the fact that this concept was to be applied only to the self-employed who are paid on the basis of time worked might usefully replace the text in paragraph 12(2) of the draft resolution. However others observed that the concept could also be applied to self-employed workers who were not paid on this basis, which would be useful for the calculation of productivity and other indicators. It was also stated that in many countries the measurement of this concept for the self-employed was considered problematic, as would be the interpretation of the results, in particular for those self-employed persons who, during the reference period, received very low or no income from their work, or had a business which experienced a loss in its operations. This clarification was therefore highlighted in paragraph 12(2) by the Drafting Committee.

16. When discussing the concept of normal hours of work it was observed that in some countries this concept did not apply. The relevance of the concept and its link with overtime payments was also discussed. Its usefulness might differ significantly between countries and types of activity. In countries with less regulated labour markets, this concept was not as meaningful as in others and could therefore not be used to define full-time and part-time distinctions. As an example of a situation where it might not apply was mentioned the agricultural worker who may have virtually no job-related activity for prolonged periods and very long working hours during planting and harvesting periods. Accordingly the resolution should give the clarification (as for all concepts) from the beginning of paragraph 13. Finally the explicit reference to the use of the concept for determining part-time only in countries where normal hours of work are widely used was explicated separately.
17. When discussing the concept of contractual hours of work, as with hours paid for, its scope was seen in general as applying to employees only. The Committee agreed that it might also validly be applied to self-employed persons who had entered into contracts where their clients might request or expect services to be provided during specified periods. It was also observed that both “contractual hours” and “normal hours” could be applicable to the explicit or implicit working time expectations that volunteers or contributing family workers faced in their work, whether within or beyond the SNA production boundary. In addition, it was observed that in particular some self-employed workers might regularly have to work longer hours than those specified in their contractual obligations, e.g. to work on matters pertaining to the management of their operation. The introduction of a reference to the inclusion of a self-employed job using similar wording as for the concept of hours paid for, was therefore included in paragraph 14(1) by the Drafting Committee.
18. When discussing the concept of hours usually worked, the Committee considered it was as essential as the concept of hours actually worked to summarize the working time situation of many workers, and even more useful for certain types of social analysis. This is especially so because, like hours actually worked, it can be measured for all jobs and persons. For this reason, it is already measured in many countries. Measurement could, however, be a challenge for workers without regular schedules, such as many self-employed workers, especially those in agriculture, where work is highly seasonal. In this context, the use of an adequately long reference period was essential. In the discussion, there was a suggestion that it might be appropriate to make more explicit reference to the difference between hours usually worked and the other concepts and as such it might better be located together with other derived measures in the resolution. The reason given was that it is defined as a concept derived from, or representing, particular values of the distribution of hours actually worked, while the other concepts are defined are measurable in themselves, at least in principle. In this debate, it was observed that the proposed definition did not preclude that in household-based surveys, such as LFS, sufficiently reliable and precise statistics on “hours usually worked” could be obtained through direct questions to the respondents, and that this is a well-established practice in a number of national LFS. The idea of prompting for absence from work and overtime hours would certainly improve the response on hours usually worked, but need not be used to derive the measure.
19. The discussion concerning the proposed definitions of overtime hours of work and of absence from work hours embraced a number of issues. The first related to their application to persons in informal employment and similar types of jobs. It was felt that basing the concepts in relation to paid-employment jobs on the contractual hours was too restrictive because measuring contractual hours for such jobs was difficult. It was also particularly important to understand their meaning and measurement for different groups of self-employment as a function of their possibility to organize and determine working hours to suit the work to be done or of explicit or implicit contracts with clients or customers. The second issue was the need to better bring out the distinction between time worked above or below, e.g. relative to contractual hours or hours usually worked, that persons might experience as a consequence of rotation periods, shift work or flexitime arrangements.

Clarification of how to classify such time that was part of compensation time, especially when the periods did not coincide with the reference period for the statistics might need to refer to total periods. It was recognized that in certain cases, e.g. workers with zero-hours contracts and job holders with more than one job and having different overtime and absence episodes in these jobs during the same reference period, it was necessary to defer more comprehensive operational guidance to a companion document (as mentioned above). The usefulness of “job” as the basic unit of observation for these two definitions was recognized, even though for some descriptive and analytical purposes statistics were needed for persons rather than for jobs. It was observed that such statistics necessitated the definition of a main (or reference) job for classification according to the characteristics of jobs or establishments (e.g. status in employment, occupation and industry) for persons holding more than one job during the same reference period. The third and last issue was related to the limitations of the proposed concepts defined on a net basis. This was because situations where a worker was absent and also worked overtime during the same reference period might go unnoticed. As this point related more to measurement issues than to definitions, it was referenced in the section “Methods of data collection”, paragraph 19(5) by the Drafting Committee.

20. The discussion regarding working-time arrangements (WTA) focused on the paragraph outlining issues related to such statistics. This served to highlight points where some supplementary clarification was needed and or discussed. The main point was a clear distinction between formalized (or structured) WTAs from unstructured or actual, implicit ones. A single or a few episodes of a particular work scheduling (e.g. night work) did not represent an actual WTA, less so a formalized one. (The annex on formalized WTAs was discussed and the reporting on it appears at the end of the discussion of the draft resolution.)

Data collection methods

21. The draft resolution distinguishes between three main types of data collection source: household surveys and censuses; establishment surveys and censuses; and administrative registrations. It recognizes that in actual production of statistics on working time, countries may have to draw on more than one type of source. This may be the case both for generating the basic observations used to produce the statistics, and when combining statistics from different sources to generate estimates of the relevant statistical magnitudes. Recommendations of a general nature, including such “combined use” referred to under establishment-based surveys did not fit well. It was suggested that general issues be included in paragraph 19 through a minor reorganization of certain parts of the text, done accordingly by the Drafting Committee.
22. Several interventions considered that the different forms of household-based data collection instruments should be further distinguished with their advantages and shortcomings, as well as relevance for different reference periods. In particular, there were suggestions to distinguish between multi-purpose household surveys and LFS as well as time-use surveys and population censuses. Other interventions, however, considered this an unnecessary level of distinction as they were all household-based. Regarding certain recommended question procedures, these could take the form of prodding by interviewers rather than through explicit questions in the survey questionnaire. Significant differences of opinion and national experiences were voiced with respect to the recommendation in the draft resolution to collect hours actually worked through day-by-day data collection for short reference periods such as a week. Some discussants considered that while this procedure would lead to better estimates it would also be difficult and expensive. Others reported that this had been a standard procedure in their LFS for a considerable period with good results. The resolution was reworded to refer to the possibility of collecting or prompting for information by day. The indication in the draft resolution that household-based surveys might not be suited to collect information on contractual hours was challenged and therefore removed.
23. In the discussion of establishment-based surveys as a data collection source, it was considered important to structure the text in the same way as for household-based surveys. As mentioned above, the reference to combined sources was not specific to this source. In the list of coverage items for which the source was well- and less well-suited, the request was made and carried out, to include the “pay period” as one possible reference period. Regarding different payment practices and administrative systems, the reference to coverage of self-employment jobs allowed for capturing information on “unpaid employees” that were actually self-employed workers but not identified as such, which was sometimes kept by establishments.
24. The suggestion was made that it was desirable to explicitly recognize that administrative registrations even if they included records relevant to produce or derive one or more aspects of

working time statistics, were primarily designed for purposes other than the production of statistics. Their use, therefore, represented significant methodological challenges to ensure reliable, relevant statistics being produced from this source. Such challenges typically concerned the completeness and reliability of the registrations, as well as their population coverage, comparability over time and between geographic areas (if carried out by different regional representatives of the responsible agency). This was thought to be relevant for the production of any statistics and not particular to working time statistics as such.

Derived measures ²

25. In the discussion of this section, a number of suggestions for terminology that might be more intuitive and several clarifications were raised, including on the need to ensure consistency with relevant international statistical standards and recommendations. The usefulness of total hours actually worked for labour productivity was considered a major one to be mentioned separately, followed by other social and economic labour indicators. For the calculation of annual hours actually worked, renamed “average annual hours actually worked”, it should be made explicit that use of number of jobs as denominator instead of, or in addition to, number of persons in employment, might be necessary and appropriate. The choice of denominator would have to depend on the data sources available, as well as other national circumstances, descriptive and analytical needs. It was observed in the discussion that using jobs as the denominator would preferably require adjustments to account for part-time jobs, because their proportion of all jobs differed between industries and countries, as well as over time. Several observations and suggestions made regarding this section referred to matters addressed in previous sections reflected in revised text. This concerned the scope (with respect to the inclusion of productive activities in the hidden economy) and matters related to data collection and tabulation (e.g. the need to select a main job or reference job when producing statistics on persons by sector of activity, already mentioned in paragraph 19 above).

Tabulation of data and analysis

26. Many of the points raised with respect to this section concerned terminology used in one or more of the language versions of the draft resolution, or the need to better highlight certain important issues, including presentation of data by sex to permit gender analyses. One point concerned the need to see these recommendations in the context of the recommendations for international reporting. A second concerned the need to clearly refer to the scope of the tabulations presented (limited to activities within the SNA production boundary or beyond that boundary). A third observation concerned the need to observe the principle of anonymity of units, and to stress that, as much as possible, public-use files should be made available to analysts together with the proper documentation.

International reporting

27. In the discussion of international reporting, quite a number of delegates supported the need for the resolution to recognize that all reported working time statistics, in order to address the basic philosophy of gender justice, should be made available by sex. Although this might be difficult for individual countries depending on national circumstances, it was necessary to be written explicitly. This was because working time statistics, as defined in the draft resolution, were fundamental for understanding the similarities and differences between countries with respect to the situation and relationship of men and women in the world of work, and in society more generally. Other points stressed the need to highlight from the beginning of the section that, when measuring working time beyond the SNA production boundary, statistics should be reported separately from those within the SNA boundary; in addition it was important for international statistics on working time to reflect the status in employment categories of persons. This was in view of important differences affecting persons as a function of the contractual situation, and because it represented one of the main improvements in the revised resolution over the previous one. Finally the inclusion of “forced annual leave” when employers for cost-cutting require employees to take leave, as one of the reasons for absence was requested. All of the above suggestions were implemented in the text by the Drafting Committee.

² The draft resolution used the term “compiled measures”.

Annex – Working-time arrangements

28. The discussants of the annex to the resolution welcomed its presentation of significant elements needed for a possible future typology of working-time arrangements. They recognized that such elements would mainly reflect formalized working-time arrangements for activities within the SNA production boundary, as described. This was one reason why such elements were not exhaustive of all working-time arrangements, nor clearly always mutually exclusive. With rapidly evolving work arrangements, it was therefore considered appropriate that the information in the annex was not part of the resolution as it could be updated more frequently. The discussion brought forward a number of suggestions for clarifications in individual descriptions, and additions for arrangements that might not be adequately reflected. These suggestions are reflected in the revised text of the annex prepared by the Drafting Committee.

Future work

29. Following its discussion of the annex to the draft resolution, the Committee decided to include in the resolution a section on future work. This included a request to the ILO to prepare a companion volume to the resolution to provide technical guidance for effective implementation in line with best practices for producing statistics on working time. It also requested the ILO to provide for a timely updating of the annex, and to conduct a review within a decade of national capacities to implement the scope of the resolution and assess the implications of the findings for future work in this area, particularly with respect to statistics on activities within and beyond the SNA boundary.

III. Child labour statistics

94. The Conference had before it for discussion Report III: *Child labour statistics* (ICLS/18/2008/III), prepared by the Office. The report addressed issues concerning the measurement of child labour, and included a draft resolution concerning statistics of child labour, for consideration by the Conference.
95. The representative of the Secretary-General, Mr F. Hagemann, introduced the subject. He informed participants that the topic had been discussed at both the 16th and 17th ICLSs, and that the Office had been mandated to submit a draft resolution on child labour statistics to this Conference. Ratification of the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), had intensified national and international action against child labour, and propelled a surge in related data collection. The objective of statistics on child labour was to assess its nature and extent; to increase public awareness; inform policies, intervention programmes and law-making; and to help the setting of targets and priorities to combat child labour. Accordingly, the draft resolution was intended to set standards of good practice for the collection, compilation and analysis of national child labour statistics; to guide countries on the establishment or development of their statistical systems on the topic; and to facilitate international comparability of data by minimizing methodological variation.
96. Delegates were informed that the draft resolution laid down fundamental concepts and definitions: the age range of children to be surveyed; measurement frameworks for the productive activities of children; unpaid household services by children; and the concept of child labour itself. In addition, guidance was provided on how to measure hazardous work of children in terms of hazardous industries, occupations, working conditions and long hours or night work. The draft resolution also elaborated on the statistical challenge of measuring the worst forms of child labour other than hazardous work, such as bonded child labour, and forced labour by children. It defined hazardous unpaid household services by children and permissible light work of children, and specified how these should be taken into account in the measurement of child labour. Attention was drawn to ethical considerations in the collection of data from children, and various methods of data

collection were elaborated. A listing of key indicators and data collection items was provided, as well as a procedure for global estimation of child labour.

- 97.** During the plenary discussion, several participants emphasized the need for clear definitions with regard to the statistical concepts elaborated in the draft resolution. In that context, the importance of distinguishing between child labour, work by children and light work was mentioned. It was suggested that these concepts be examined in light of ILO Conventions Nos 138 and 182 for clarification. The need for sensitivity, particularly with regard to defining light work, was noted. Some participants observed that the resolution should give more attention to data collection issues among child populations in institutions, as they might be subject to exploitation, and to children in conflict and post-conflict regions.
- 98.** The importance of the measurement framework for child labour was emphasized, and it was noted that the resolution had overlooked the economic output of children. It was suggested that, in defining the statistical measure of child labour, the resolution should reflect the concerns of both policy-makers and data producers; however, some delegates pointed to the difference between data collection and policy formation, and felt that statisticians should be concerned with data collection only. The significance of data collection was highlighted by several delegates, particularly in relation to raising awareness among policy-makers about the child labour situation. The critical role of questionnaire design was stressed as was the need for data to be collected, not only on the magnitude of child labour, but also on its root causes.
- 99.** The linkage between child labour and education was recognized, and it was suggested that the upper age limit for compulsory education could be used as a reference for the minimum age for admission to employment in countries that had not ratified ILO Convention No. 138. In addition it was observed that traditional forms of education may coexist with formal education systems, and that the former should also be taken into account in the resolution.
- 100.** The representative of the Secretary-General gave preliminary brief responses to the issues raised. In order to ensure full and careful consideration of these issues and of the proposals in the draft resolution, the Conference decided to refer it to a committee. Ms G. Bediako (Ghana) was elected Chairperson of the Committee on Child Labour Statistics. The draft resolution, as modified after the discussions in the Committee, would be brought back to the plenary for final examination.
- 101.** The Chairperson of the Committee on Child Labour Statistics presented the report of the Committee to the plenary sitting of the Conference. She informed participants that the Committee had devoted considerable time to discussing the conceptual issues in the context of the statistical measurement of child labour. A broad-based drafting committee had accompanied the work of the Committee. One of the important decisions taken by the Committee concerned broadening the scope of the Preamble to include reference to the resolution on working time statistics and its use of the general production boundary in the SNA. It was also decided to use the term “children in productive activities” to replace “working children” to avoid confusion with the term “child labour” when using languages other than English. Thus, “children in productive activities” referred to those engaged in activities falling within the general production boundary, that is, within the SNA production boundary and beyond, while the term “child labour” was applied to all (and only) children’s work slated for abolition.
- 102.** Following the introduction by the Chairperson of the Committee on Child Labour Statistics, the Conference reviewed the resolution section by section. This resulted in the following decisions:

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- (a) to correct the spelling mistake in the word “forms” in paragraph 10;
 - (b) to delete the words “that is, employees, the self-employed, and contributing family workers” in paragraph 12;
 - (c) to add the words “within the SNA production boundary” after “child labour” and before the parentheses in paragraph 12(a), and in the same paragraph delete “14” in the expression within the parentheses;
 - (d) to replace the words “only if” with “where” in paragraph 15(c) in order to make the wording consistent with the rest of the text;
 - (e) to add a footnote to column (1a) with the text “Where applicable at the national level” and a footnote to column (1b) with the text “Children in employment other than those covered under columns (1a), (2a) and (2b)” in the annex referred to in paragraph 15;
 - (f) to add “(a)” before “for long hours”; “(b)” before “in an unhealthy environment”; and “(c)” before “in dangerous locations” in paragraph 37;
 - (g) to replace the word “inactively” with “passively”; delete the word “commonly” before “referred to” and add “in some countries”; put “idle children” in quotation marks; replace the word “offices” with “systems”; and to delete the words “groups of” in paragraph 54;
 - (h) to delete the first word “As” and start the sentence with “The” in paragraph 59; furthermore, to add “in its own right and as a core element of the Decent Work Agenda” after the comma of the first sentence in the same paragraph and to start the second sentence with “The achievement”;
 - (i) to add “as referred to in paragraphs 16 and 37” at the end of paragraph 63(ii).
- 103.** There was extensive discussion about the expression “depending on national circumstances” as included in paragraph 2 of the draft resolution. While some delegates felt that it should be deleted, others argued to retain it. It was finally decided not to amend the text.
- 104.** The corresponding sections of the report of the Committee on Child Labour Statistics were revised as follows:
- (a) align paragraph 4 of the English version with the text as presented in the French and Spanish versions, so that it would read: “There was a need to broaden the scope of the Preamble by referring not only to the resolution of the 13th ICLS concerning statistics of the economically active population, employment, unemployment and underemployment but also to the resolution concerning working time statistics to be adopted at the present ICLS and its use of the ‘general production boundary’ in the System of National Accounts (SNA) as part of the measurement framework of child labour statistics.”;
 - (b) delete the sentence “There was a suggestion that paragraph 2 should mention child labour global estimation” in paragraph 10;
 - (c) delete the last part of the last sentence in paragraph 13, starting with “however”.
- 105.** It was also noted that there was a need to clarify that the paragraphs of the draft resolution referred to in the report corresponded to the paragraphs of the draft resolution provided in the appendix to Report III: *Child labour statistics* (ICLS/18/2008/III).

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- 106.** Following the adoption by the Conference of the report of the Committee and the resolution on child labour statistics, with the amendments noted above, the Chairperson of the Conference thanked the delegates, the Committee, its Chairperson and the representative of the Secretary-General for the valuable work that they had all done to make it possible for the Conference to achieve this important result in a critical area of labour statistics. The text is given as resolution II in Appendix I of this report.

Annex

Report of the Committee on Child Labour Statistics

1. The Committee first met on the morning of Friday, 28 November 2008 and, after six sessions, concluded its work on Tuesday, 2 December 2008. The list of participants is provided in Appendix II.
2. The Chairperson, Ms G Bediako (Ghana) opened the discussion and explained the rules and procedures of the Committee. The discussions would provide the basis for a modified version of the draft resolution to be presented for consideration by the 18th International Conference of Labour Statisticians (ICLS). She explained that the observations of the Committee would be incorporated into a revised version of the draft resolution to be prepared by a drafting committee, and invited member delegates to volunteer for the drafting committee.
3. The representative of the Secretary-General (Mr F. Hagemann) described the comprehensive consultation process that had taken place over the last two years at national and regional levels. Different versions of the draft resolution had been presented, discussed and improved on. The current version being considered by the Committee was a direct reflection of all these efforts.

Preamble and general comments

4. There was a need to broaden the scope of the Preamble by referring not only to the resolution of the 13th ICLS concerning statistics of the economically active population, employment, unemployment and underemployment but also to the resolution concerning working time statistics to be adopted at the present ICLS and its use of the “general production boundary” in the System of National Accounts (SNA) as part of the measurement framework of child labour statistics.
5. It was stressed that, while the SNA production boundary was used to estimate economic output in general, this resolution aimed specifically at measuring activities that were harmful to children in the sense of paragraph 21 of the draft resolution contained in document ICLS/18/2008/III (henceforth, all references to paragraphs pertain to the draft resolution in document ICLS/18/2008/III). An expanded framework that took such activities into consideration was required. The use of a restricted framework could lead to underestimation of child labour, especially for girls involved in unpaid household services. It was noted that paragraphs 19 and 20 made clear references to activities outside the production boundary. These views were supported by a number of participants. Other delegates emphasized that the terminology of the new resolution should be in line with that of previous resolutions.
6. In order to obtain greater clarity, the Committee spent considerable time discussing conceptual issues and their relationship to the measurement of child labour. Some participants thought that the framework for measuring child labour should take account of both the SNA production boundary and the “general production boundary” to give countries a choice of frameworks. Other participants suggested that countries be free to adopt either the general or SNA production boundary for the purpose of measuring child labour. To this end the framework for measuring child labour should be based on activities within the general production boundary, which comprise: (i) activities within the SNA production boundary; and (ii) other productive activities.
7. It was further suggested that child labour indicators be adjusted to also include those related to other productive activities such as unpaid household services.
8. It was suggested that a specific reference to Article 32 of the Convention on the Rights of the Child be included in the draft resolution and that the resolution should aim to encourage countries to ratify Conventions Nos 138 and 182.

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9. Representatives called attention to certain problems deriving from the translation of child labour terminology from English into French and Spanish and emphasized the need to solve these problems before submitting the draft resolution to the 18th ICLS. To avoid confusion of terminologies in the translation of “child labour” and “working children” from English to French and Spanish use of the term “children in productive activities” was suggested as a replacement for “working children”.

Objectives and scope

10. Several members of the Committee pointed out that paragraph 1 needed to be changed because significance can only be objectively verified through measurement.
11. There were suggestions that paragraph 3 should be reworded to say that statistics aimed to capture child labour. Others felt that national statistical offices should be encouraged to collect information on worst forms of child labour other than hazardous work.
12. There was discussion as to what variables should be mentioned in paragraph 4 (time spent, working conditions, etc.).

Concepts and definitions

13. With respect to paragraph 5, it was agreed to change “national country needs” to “country needs” and to delete “for statistical measurement” (paragraph 5). It was also felt that there was a need to move the definition of child labour (currently in paragraphs 17–20) nearer to the beginning of this section. The use of age 5 as the lower threshold for data collection was discussed, and it was agreed to keep this threshold. It was also suggested that paragraphs 23–31 (in particular paragraphs 26–28) be reorganized to present a more logical sequencing of hazardous work performed by children.
14. Following the Chairperson’s presentation, the Committee agreed on the following amendments to the draft resolution: remove the wording “at least one hour” with regard to hazardous work in paragraph 22; and replace “accidents” with “injuries” in paragraph 23.
15. It was suggested that since paragraph 21 already referred to “hazardous work”, paragraph 33 should refer to only “worst forms of child labour other than hazardous work”, and that a clear distinction between the two forms needed to be presented in line with Annex 2 earlier in the document.
16. There were concerns raised about the Arabic translation of paragraph 34, and it was suggested that the term “approaches” be replaced with “methods”. Some felt that the issues of drug production and trade should also be included. A change was also suggested in the Spanish translation of this paragraph and paragraph 36.
17. A number of participants pointed out that paragraphs 35–37 referred to child labour rather than “other forms of child labour”, as stated in the title. They suggested that these paragraphs be restructured along the lines of the revised paragraphs 11–13, taking into account activities such as begging and children in armed conflict.
18. With regard to light work, a conflict was noted between the need to take into account differences in national legislation and the need for comparability of data between countries. It was left to the Drafting Committee to resolve the issue.
19. The Committee discussed the extent to which the general or SNA production boundaries could provide an appropriate framework for categorizing household chores. The difficulty of distinguishing between hazardous and non-hazardous unpaid household services in terms of measurement was also brought up.
20. It was pointed out that the wording of paragraphs 40 and 16 needed to be consistent with regard to light work. Some participants stated that children aged 9–11 years should not be considered in child labour if they performed activities such as collecting firewood or fetching water which were included in the SNA production boundary.
21. The need for a more appropriate title to reflect the underlying goal in paragraph 34 of identifying children at risk of falling into child labour was noted. Some Government delegates pointed out that the concept of “unemployment” was valid for adults but not valid for children, and should therefore not be presented as proposed. Others pointed out that “idle” children could also be at risk of falling into child labour. It was also suggested that the phrase “as a proxy measure” replace the term “estimation”.

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22. It was suggested that paragraph 46 was unnecessary, and that references to data-collection issues mentioned here be moved to the relevant section of the resolution.

Data collection

23. The delegates pointed out that the appropriateness of different data-collection methods may vary among countries, and that paragraph 47 should be revised to reflect this, including more detailed information as to which methods are appropriate for which situations. It was also suggested to remove the statement “The principal methods for collecting reliable statistics on child labour are household-based surveys”.
24. Clarification was sought regarding the term “Labouring Children Survey” mentioned in paragraph 49; this was provided by the secretariat. It was suggested by a government delegate that the term “baseline survey” replace the term “specific survey” in paragraph 51.
25. It was suggested that the text on ethical considerations be moved to after the discussion of methods. Clarification was requested regarding to whose privacy the text in paragraphs 54–55 referred; the secretariat clarified that the reference was to the privacy of the respondents. There was discussion among delegates regarding national statistical offices’ obligations with regard to the privacy of data obtained from administrative records.
26. It was recommended by some delegates that indirect methods of child labour data collection such as censuses, transfer programmes and labour inspections be mentioned in paragraphs 56–58.

Items of data collection

27. The importance of periodic data collection (at least annually) was pointed out.
28. It was suggested by some delegates that “income or expenditure level of the child’s household” be replaced by “with demographic and socio-economic characteristics” in paragraph 60(x).

Global estimation processes

29. Delegates discussed whether paragraphs 65–70 might be revised or deleted. It was agreed that the text should be summarized and details about estimation and procedures left out.
30. There was extensive discussion regarding the inclusion, removal or shortening of Annex 1 and the matter was referred to the Drafting Committee. With regard to Annex 2, it was suggested that revisions to the text be made to reflect the revisions made to the definition of child labour.

Further action

31. There was a need for further work to be done to clarify the statistical concepts and definitions regarding the worst forms of child labour other than hazardous work and the thresholds for determining long hours spent in productive activities including unpaid household services.

Conclusion

22. The Committee concluded its consideration of Report III by reviewing and amending a draft resolution prepared by the Drafting Committee in English, French and Spanish. The Chairperson closed the final sitting, thanking the delegates, Worker and Employer representatives and the secretariat for their support, contributions and flexibility. The amended draft resolution presented a sound document to submit to the Conference in its plenary session.
33. The draft resolution, as amended in the three languages by the Drafting Committee to take into account the agreements reached, is submitted for consideration and adoption by the Conference.

***Seminar on Employment and Unemployment:
Revisiting the Relevance and Conceptual
Basis of the Statistics***

- 107.** A seminar on Employment and Unemployment: Revisiting the Relevance and Conceptual Basis of the Statistics was held in the afternoon of 4 December and the morning of 5 December as a side event to the Conference. It was chaired by the Chairperson of the Conference, Mr G. Bascand (New Zealand). Invited papers were presented by the Brazilian Institute for Geography and Statistics (IBGE), the Bureau of Labor and Employment Statistics of the Philippines, the United States Bureau of Labor Statistics, AFRISTAT and Eurostat. Mr O. Marchand (France) presented the papers in order to introduce the general discussion. A report on the seminar will be disseminated separately after the Conference.

Appendix I

Text of resolutions adopted by the Conference

Resolution I:	Resolution concerning the measurement of working time
Resolution II:	Resolution concerning statistics of child labour
Resolution III:	Resolution concerning the development of measures of labour underutilization
Resolution IV:	Resolution concerning further work on the measurement of decent work
Resolution V:	Resolution on the amendment of paragraph 5 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th International Conference of Labour Statisticians (October 1982)
Resolution VI:	Resolution concerning organization, frequency and duration of the ICLS

Resolution I

Resolution concerning the measurement of working time

The 18th International Conference of Labour Statisticians,

Having reviewed the relevant texts of the resolution concerning statistics of hours of work adopted by the Tenth International Conference of Labour Statisticians (October 1962) as well as of the resolution concerning statistics of strikes, lockouts and other action due to labour disputes adopted by the 15th International Conference of Labour Statisticians (January 1993) and of the resolution concerning the measurement of employment-related income and the resolution concerning statistics of occupational injuries, both adopted by the 16th International Conference of Labour Statisticians (October 1998),

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, including with regard to informal employment and child labour,

Recognizing the need to revise the existing standards on statistics of hours of work in order to reflect the working time of persons in all sectors of the economy and in all forms of productive activity towards the achievement of decent work for all, and to provide measurement methodologies and guidelines on a larger number of measures than previously defined internationally, thereby enhancing the standards' usefulness as technical guidelines to States and hence the consistency and international comparability of the statistics,

Acknowledging that the relevance of the various measures of working time in a given State depends on the nature of its workforce, labour markets and user needs, and so their implementation will be determined largely by national circumstances;

Adopts this fifth day of December 2008 the following resolution in substitution for the resolution concerning statistics of hours of work (1962) and paragraphs 46 to 48 of the resolution concerning the measurement of employment-related income (1998).

Objectives

1. Each State should aim to develop a comprehensive system of statistics of working time that can adequately account for all labour inputs into productive activity by all persons of any sex, in order to provide an adequate statistical base for the various users of the statistics, taking into account national needs and circumstances.
2. In particular, such a system should:
 - (1) Complement the statistics of the economically active population and of the demand for labour in production, with statistics on the number of hours that persons actually worked and the number of hours usually worked on all activities.
 - (2) Aid the examination and monitoring of conditions of work, including health, safety and gender justice for all population groups, in formal and informal employment, with statistics on the number of hours actually worked and hours usually worked, how they are organized over time, and on the number of hours of absence from work in relation to the hours established by national legislation.
 - (3) Construct indicators useful for labour-management negotiations and for economic and social analyses (such as labour productivity, time rates of wages, average hourly earnings, average labour cost per time unit, rates of occupational injuries or estimates of time-related underemployment), using statistics of hours actually worked for the same reference period and by the same group of working persons as for statistics of production, earnings, labour cost, employment-related income and occupational injuries.

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- (4) Serve as a basis for the design, implementation, monitoring and evaluation of economic, social and labour market policies and programmes targeting labour market flexibility, social exclusion, work–life balance and the distribution of working time in families, etc., with statistics on the number of hours actually worked and the number of hours usually worked and the arrangement of these hours for all members within families and all population groups.
 3. For all these purposes, States should aim at consistency between the different statistics on working time, and with other labour market statistics as well as with the general statistical system. Statistics on working time should be developed in line with other international statistical frameworks, and so as to promote international comparability.

Scope

4. *Working time* comprises the time associated with productive activities and the arrangement of this time during a specified reference period.
5. Working time is determined in reference to productive activities within the general production boundary as defined in the System of National Accounts (SNA). Working time includes the time spent towards the production of all goods and services whether paid or unpaid. Working time does not take account of the legality of the activity, the type of contractual agreement covering it or the age of the persons performing it.
 - (1) Working time can relate to the activities *within the SNA production boundary* and to employment statistics, as defined in the international definition of employment. In this case working time is the standard for compilation of national production accounts. It is also used for labour market, productivity and other economic and social analysis.
 - (2) Working time can also relate to activities which are *beyond the SNA production boundary* such as services produced and consumed within the same household and activities of volunteer workers in households that produce services for own final use by the household. In this case the aim is to produce statistics of working time on “unpaid household service and volunteer work” necessary for the production of satellite accounts and for a broader understanding of, and approach to, labour market, economic and social policies.
6. Working time is measured for a job defined as “a set of tasks and duties performed, or meant to be performed, by one person, including for an employer or in self-employment” whether formal or informal. A job can refer to unpaid household service and volunteer work performed by one person for a household outside the SNA production boundary but within the general production boundary. Use of job as the basic observation unit for working time is consistent with the international classifications of occupation (ISCO) and status in employment (ICSE) and with the principles of classification by industry according to the International Standard Industrial Classification of all Economic Activities (ISIC). A person may have one or several jobs.
7. Working time can be measured for short measurement units, such as minutes or hours, or for long units such as half-days, days, weeks or months. The measurement unit of “hours” is used for ease of reference.
8. Working time can be observed over a short reference period, such as one day or one week, or a long reference period, such as one month, one year or beyond, including a lifespan. For national accounts and production statistics in general, working time should be measured for a long reference period.
9. Working time does not reflect the quality, intensity or efficiency of work.

Concepts and definitions

10. (1) This resolution provides definitions for:
 - (a) Seven concepts of working time associated with the productive activities of a person and performed in a job, namely *hours actually worked*, the key concept of working time defined for statistical purposes applicable to all jobs and to all working persons; *hours paid for*, linked to remuneration of hours that may not all correspond to production; *normal hours of work* that refer to legally prevailing collective hours; *contractual hours of work* that individuals are expected to work according to contractual relationships as distinct from normal hours; *hours usually worked* most commonly in a job over a long

observation period, *overtime hours of work* performed beyond contracts or norms; and *absence from work hours*, when working persons do not work;

- (b) Two concepts of working-time arrangements that describe the characteristics of working time in a job, namely the *organization* and *scheduling* of working time, regardless of type of job, and formalized working-time arrangements, that are specific combinations of the characteristics having legal recognition.
- (2) Not all working time concepts are applicable to all types of jobs. Their application is specified in each concept defined below.

Hours actually worked

11. (1) *Hours actually worked* is the time spent in a job for the performance of activities that contribute to the production of goods and/or services during a specified short or long reference period. Hours actually worked applies to all types of jobs (*within and beyond the SNA production boundary*) and is not linked to administrative or legal concepts.
- (2) Hours actually worked measured *within the SNA production boundary* **includes** time spent directly on, and in relation to, productive activities; down time; and resting time.
- (a) “Direct hours” is the time spent carrying out the tasks and duties of a job. This may be performed in any location (economic territory, establishment, on the street, at home) and during overtime periods or other periods not dedicated to work (such as lunch breaks or while commuting).
 - (b) “Related hours” is the time spent maintaining, facilitating or enhancing productive activities and should comprise activities such as:
 - (i) cleaning, repairing, preparing, designing, administering or maintaining tools, instruments, processes, procedures or the work location itself; changing time (to put on work clothes); decontamination or washing up time;
 - (ii) purchasing or transporting goods or basic materials to/from the market or source;
 - (iii) waiting for business, customers or patients, as part of working-time arrangements and/or that are explicitly paid for;
 - (iv) on-call duty, whether specified as paid or unpaid, that may occur at the work location (such as health and other essential services) or away from it (for example from home). In the latter case, it is included in hours actually worked depending on the degree to which persons’ activities and movements are restricted. From the moment when called back for duty, the time spent is considered as direct hours of work;
 - (v) travelling between work locations, to reach field projects, fishing areas, assignments, conferences or to meet clients or customers (such as door-to-door vending and itinerant activities);
 - (vi) training and skills enhancement required by the job or for another job in the same economic unit, at or away from the work location. In a paid-employment job this may be given by the employer or provided by other units.
 - (c) “Down time”, as distinct from “direct” and “related hours”, is time when a person in a job cannot work due to machinery or process breakdown, accident, lack of supplies or power or Internet access, etc., but continues to be available for work. This time is unavoidable or inherent to the job and involves temporary interruptions of a technical, material or economic nature.
 - (d) “Resting time” is time spent in short periods of rest, relief or refreshment, including tea, coffee or prayer breaks, generally practised by custom or contract according to established norms and/or national circumstances.
- (3) Hours actually worked measured *within the SNA production boundary* **excludes** time not worked during activities such as:

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- (a) Annual leave, public holidays, sick leave, parental leave or maternity/paternity leave, other leave for personal or family reasons or civic duty. This time not worked is part of absence from work hours (defined in paragraph 17);
 - (b) Commuting time between work and home when no productive activity for the job is performed; for paid employment, even when paid by the employer;
 - (c) Time spent in educational activities distinct from the activities covered in paragraph 11. (2) (b) (vi); for paid employment, even when authorized, paid or provided by the employer;
 - (d) Longer breaks distinguished from short resting time when no productive activity is performed (such as meal breaks or natural repose during long trips); for paid employment, even when paid by the employer.
- (4) Hours actually worked measured *beyond the SNA production boundary* **includes** time spent directly on, and in relation to, productive activities as defined in paragraph 5.(2); down time; and short resting time.
- (a) “Direct hours” is the time spent carrying out the tasks and duties of the job, which may include: preparing meals, care for members of the household; cleaning and maintaining the house, grounds, clothes and household equipment; purchasing and transporting goods for the household, transporting household members, household accounting and management.
 - (b) “Related hours” is the time spent maintaining, facilitating or enhancing productive activities, and comprises activities such as travelling to meet persons, waiting for persons in one’s care, or training required for the job;
 - (c) “Down time” is less relevant for a job *beyond the SNA boundary* because substitution of one household task for another can be more immediate.
 - (d) “Resting time” is time spent in short periods of rest, relief or refreshment, including tea, coffee or prayer breaks.
- (5) Hours actually worked measured *beyond the SNA production boundary* **excludes** time not worked during activities such as civic duty and educational activities other than the training covered in paragraph 11. (4) (b).

Hours paid for

12. (1) *Hours paid for* applies to a paid-employment job and to a self-employment job paid on the basis of time units (*within the SNA production boundary*).
- (2) For a paid-employment job, hours paid for is:
- (a) The time for which persons have received payment from their employer (at normal or premium rates, in cash or in kind) during a specified short or long reference period, regardless of whether the hours were actually worked or not;
 - (b) This **includes** time paid but not worked such as paid annual leave, paid public holidays and certain absences such as paid sick leave.
 - (c) This **excludes** time worked but not paid by the employer, such as unpaid overtime, and absences that are not paid by the employer, such as unpaid educational leave or maternity leave that may be paid through transfers by government from social security systems.
- (3) For a self-employment job (formal or informal) paid on the basis of time units, hours paid for is equivalent to hours actually worked.
- (4) It may be useful to separately identify hours paid for that are actually worked (as overtime or not) from other hours paid for (that are not worked).

Normal hours of work

13. (1) *Normal hours of work* are the hours fixed by or in pursuance of laws or regulations, collective agreements or arbitral awards to be performed in specified paid-employment jobs over a

specified reference period, such as per day, week, month or year (*within the SNA production boundary*). Normal hours of work may also apply to a job in self-employment when the hours are in accordance with the hours fixed for all jobs in a specific industry or occupation (such as for drivers to ensure public safety).

- (2) Normal hours of work may vary, between jobs for different groups of persons in paid employment, by occupation or industry, depending on their regulatory source.
- (3) Normal hours of work of a self-employment job may be compared with the normal hours of a paid-employment job in the same occupation or industry.
- (4) In States where normal hours of work are widely used they may serve as the reference to define full-time and part-time hours.

Contractual hours of work

14. (1) *Contractual hours of work*, is the time expected to be performed according to a contract for a paid-employment job or for the provision of services in a self-employment or volunteer job (*within and beyond the SNA production boundary*). The contract may include leave entitlements and be either explicit (written contract) or implicit (verbal agreement).
- (2) The number of contractual hours of work in a job may be fixed over a short or long reference period or may vary from one period to the next depending on the organization of the job and the length of the measurement reference period. When the reference period is long, leave entitlement periods should be excluded.
- (3) The number of contractual hours of work may vary between jobs in the same occupation, industry or establishment.
- (4) The number of contractual hours of work may be equivalent to or established in conformity with prevailing normal hours of work and may be above normal hours, some of which may be hours stipulated as contractual overtime hours.

Hours usually worked

15. (1) *Hours usually worked* is the typical value of hours actually worked in a job per short reference period such as one week, over a long observation period of a month, quarter, season or year that comprises the short reference measurement period used. Hours usually worked applies to all types of jobs (*within and beyond the SNA production boundary*).
- (2) The typical value may be the modal value of the distribution of hours actually worked per short period over the long observation period, where meaningful.
- (3) Hours usually worked provides a way to obtain regular hours worked above contractual hours.
- (4) The short reference period for measuring hours usually worked should be the same as the reference period used to measure employment or household service and volunteer work.

Overtime hours of work

16. (1) *Overtime hours of work* applies to all types of jobs (*within and beyond the SNA production boundary*) and is defined as:
 - (a) the hours stipulated as overtime in a contract during a specified short reference period, plus hours actually worked in excess of contractual hours of work, if these exist; or
 - (b) the hours actually worked in excess of hours usually worked in a job where no contractual hours exist.
- (2) Overtime hours of work **excludes** hours actually worked in excess of contractual hours of work as a result of rotation periods in established work arrangements (such as flexitime or shift work) in a short or long reference period.
- (3) Overtime hours of work for paid-employment jobs may be paid or unpaid. Payment may be in cash at the same rate as the other hours in the job or in cash at higher rates; or in kind and/or in the form of compensation with time off.

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- (4) It may be useful to distinguish between:
 - (a) Overtime hours that are paid and unpaid;
 - (b) Overtime hours and the different forms of compensation;
 - (c) Overtime hours defined as overtime in employment contracts from other overtime hours, where relevant;
 - (d) Overtime hours that are regular and other overtime hours, where regular overtime is hours usually worked in excess of contractual hours;
 - (e) Overtime hours in paid-employment jobs and in self-employment jobs.
 - (5) It may also be useful to distinguish overtime hours from hours actually worked in excess of contractual hours as a result of working arrangements.

Absence from work hours

17. (1) *Absence from work hours* applies to all jobs (*within and beyond the SNA production boundary*) and is defined as:
 - (a) The number of contractual hours of work not actually worked during a short reference period such as a week when contractual hours exist; these include periods of leave taken according to the employment contract where relevant, including part-time contracts;
 - (b) The number of hours usually worked but not actually worked during the short reference period when contractual hours do not exist.
- (2) Absence from work hours **excludes** time not worked as a result of established work arrangements (such as flexitime off or shift work).
- (3) Absence from work hours in a paid-employment job may be paid or unpaid and initiated by workers or by employers.
- (4) It may be useful to distinguish between:
 - (a) Absence from work hours that are paid and unpaid; initiated by the worker and initiated by the employer;
 - (b) Absence from work hours that are regular and irregular, where regular absence hours is the number of contractual hours in excess of hours usually worked;
 - (c) Absence from work hours in paid-employment jobs and in self-employment jobs.
- (5) It may also be useful to distinguish absence from work hours from all contractual hours in excess of hours actually worked as a result of working arrangements.
- (6) Absence from work hours may occur as a result of annual leave (including forced annual leave), illness, injury or occupational injury, maternity, paternity and parental leave, compensation for overtime, care for others – including family members, educational leave, other personal absence (such as military conscription, civilian service, jury duty, family death), technical or economic breakdown (other than specified in paragraph 11, subparagraph 2(b)), industrial relations processes (labour–management negotiation, strike activity, suspension, etc.), bad weather, public or other holidays, or another reason.

Working-time arrangements

18. (1) *Working-time arrangements* describes measurable characteristics of a job that refer to the organization (length and timing) and scheduling (stability or flexibility) of work and non-work periods during a specified reference day, week, month or longer period and applies to all types of jobs (*within and beyond the SNA production boundary*), including in informal employment and in agricultural communities.
 - (a) The organization reflects the length and timing of the working time in a job:
 - (i) the length may be shorter or longer than a norm based on national circumstances, there may be fewer or more daily or weekly hours, fewer or more days worked per

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- week for a short reference period or fewer weeks (part-year) for a long reference period;
- (ii) the timing may be inside or outside core hours or core days (performed at night or at weekends).
- (b) The scheduling reflects the stability or flexibility of the length and timing of working time in a job from one day, week or longer period to the next, shifts that vary every day or week, different entry and exit times, etc.
- (2) *Formalized working-time arrangements* relate to specific combinations of the organization and scheduling of working time that are recognized by law, collective agreement, etc. They may be stipulated in explicit or implicit employment contracts.
- (a) Formalized working-time arrangements may be more relevant to States where terminology and established practice is reasonably well regulated and/or standardized, and where the number of persons covered is numerically significant;
 - (b) A self-employment or household service and volunteer job may practise a formalized working-time arrangement based on work requirements, personal or household preference (such as customer contracts or fixed opening hours of shops, schools, etc.);
 - (c) In order to document the extensive range of existing formalized working-time arrangements in States, which may be known by different names, a typology of formalized working-time arrangements is presented in the Annex to this resolution.
- (3) It may be useful to distinguish further characteristics regarding working-time arrangements such as:
- (a) The choice, control or influence of persons over the arrangement itself or its characteristics; the extent arrangements are agreed, imposed or chosen; the predictability of characteristics (such as advance notice given, discussion or consensus between parties); the duration of the arrangement for the specific (or main) job;
 - (b) The number of arrangements practised, by the nature of their stipulation (by law, contract, custom or self);
 - (c) The type of work location where practised (fixed, mobile, in establishments, at home) by arrangements practised.

Methods of data collection

19. (1) Statistics of working time can be collected through statistical censuses and surveys of households and establishments, and through access to administrative registers.
- (2) When possible and pertinent, the use of a combination of data sources may be preferable to meet user requirements (such as coverage, scope, response rates, sample size, response burden and costs) and to evaluate the quality of statistics obtained.
 - (3) To ensure greater coherence for analytical purposes, working time statistics should be collected for the same reference period and for the same disaggregations or groups of jobs as the statistics collected for employment, wages and labour costs, etc.
 - (4) In order to achieve the most efficient use of information on working time for statistical purposes, to harmonize statistical measures and improve coverage, and to ensure appropriate recording, reporting and quality of the resulting statistics, the statistical authorities need to coordinate with the users and the providers of the information, namely administrative systems and establishments.
 - (5) States will need to establish the balance between the aim to obtain detailed information and the capacity of respondents to provide it. For instance, when collecting data on working time for a reference period beyond a day, the definitions of overtime hours of work and of absence from work hours may result in an underestimation of the total number of overtime or absence hours. To capture all these hours, specific collection for each concept in the reference period will be necessary, where relevant.

Household-based surveys

20. (1) Household-based surveys are well suited to collect data:
- (a) On hours actually worked and hours usually worked, on formalized working-time arrangements and the characteristics of arrangements. They may also produce statistics on hours paid for, normal or contractual hours;
 - (b) For all persons working and all jobs, including in informal employment and household service and volunteer work;
 - (c) For a short reference period such as a day or a week and when the survey is continuous; for a long reference period such as a month or a year;;
 - (d) For persons individually and for the economy as a whole.
- (2) Household surveys are less well suited to obtain data:
- (a) For concepts that have an administrative or regulatory base;
 - (b) Covering all jobs in the State (domestic production according to the SNA).
- (3) In order to reduce errors due to problems of recall, proxy response and rounded answers it is recommended that questionnaires targeting working time be designed to:
- (a) First ascertain the status in employment of respondents in order to filter paid and self-employment jobs for separate question sequences;
 - (b) Collect information for each job separately or, at the minimum, for the main job and other jobs;
 - (c) Obtain information on contractual hours or hours usually worked before information on hours actually worked, since variables that relate to employment contracts or to the typical work situation are generally easier to remember, especially for proxy interviews;
 - (i) for paid-employment jobs, the hours actually worked can be arrived at after prompting for hours of overtime or absence from work that may have occurred during the reference week;
 - (ii) for self-employment jobs, for employees in informal employment and for jobs in household service and volunteer work; to improve data quality of the hours actually worked, collecting or prompting for information for each of the days of the reference week separately rather than for the whole week is recommended; as well as prompting for all time spent on household service type activities;
 - (d) To improve the measurement of hours actually worked for certain jobs and groups of persons in employment, additional questions or prompts may target specific working time components such as work at home, commuting time, short breaks, overtime and absence from work;
 - (e) To determine hours usually worked if not obtained through a direct question, refer to the modal value of the distribution of hours actually worked per week over a long observation period. When this value is not meaningful because the hours actually worked each week are irregular, or because work schedules are defined for periods other than the week, then the value may be determined using either:
 - (i) the median of hours actually worked in the job over the observation period; or
 - (ii) the average number of hours actually worked in the job excluding periods of unemployment or inactivity within the long reference period.
- (4) When based on household surveys, the best estimates of hours actually worked will come from continuous surveys that focus on the measurement of employment and cover all the weeks in the year. When the survey is not continuous, States should aim at estimating the periods not covered and spreading the frequency of survey observation periods over the year, rather than expanding the reference period.
21. Other household-based data collection exercises may be used to provide statistics on working time.
- (1) Time-use surveys are able to produce good-quality statistics of hours actually worked, absence from work hours and on the length and timing of working-time arrangements. They capture

particularly well the hours actually worked in self-employment jobs that are irregular, atypical, or carried out together with household service work in the home. They may face the difficulty of assigning time spent on simultaneous activities to a job, and of distinguishing paid activities outside of the household. This source can also be used to assess and compare the quality of and adjust hours actually worked measured by other survey instruments. Time-use surveys as a data source may be constrained by their frequency (generally non-annual or irregular), small sample size, high response burden and data compilation costs.

- (2) The population census is able to provide statistics on hours actually worked or hours usually worked for jobs in small geographic areas and for small population groups. Census operations may however not have the questionnaire space and interview time required to incorporate a set of questions for each concept, for each day of the reference period and for each job or activity. Where the census is the only available data source it may as a minimum incorporate a single question either on hours actually worked during a short period prior to the census reference date, or on hours usually worked, for the main job.
- (3) Mixed household-enterprise surveys of the informal sector are able to provide statistics of hours actually worked or hours usually worked for an informal sector job for a short or long reference period. They use interview techniques close to household-based survey interviews of self-employed persons to capture the working time of informal employees, many of whom are working in private dwellings. These mixed surveys may be constrained by overall costs resulting in limited data quality.
- (4) Surveys of agricultural employment and farm structure may collect statistics of hours usually worked in farm employment for agricultural labourers and over a long reference period such as a year.

Establishment-based surveys

22. (1) Establishment-based surveys are well suited to collect data:
 - (a) On hours paid for, contractual hours, paid overtime hours and absence from work hours usually recorded to monitor entitlements to leave, and on formalized working-time arrangements. They may also produce statistics on normal hours of work or hours actually worked;
 - (b) For all or a subset of paid-employment jobs in the establishment, or all or a subset of establishments;
 - (c) For a reference period, such as a week, month, year or pay period;
 - (d) For jobs individually, as averages for groups of jobs or for the establishment as a whole.
- (2) Establishment-based surveys are less well suited to measure concepts which do not have an administrative or regulatory base. The data from establishment-based surveys relate mainly to concepts linked to payments and employment contracts and to certain types of formal working-time arrangements.
- (3) In order to reduce errors due to differences in payment and administrative systems between establishments, it is recommended that the questionnaire obtain information about the:
 - (a) Payment practices for particular work-related activities, including lunch breaks, commuting time, preparation time (including changing time), short breaks, absence from work periods and overtime;
 - (b) Self-employment jobs covered.
- (4) Working time statistics from this type of source, even where the coverage of jobs is not complete, may be used to indicate changes.
- (5) The contractual hours may be specified in groups of hours, as a percentage of normal hours of work for full-time work, as full-time/part-time units, or as the number of hours. Information should be collected by components of non-contractual paid overtime hours, absence hours not paid, and contractual hours, that will allow the producers of statistics to perform quality checks or to calculate hours paid for or hours actually worked, if establishments do not provide these directly.

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- (6) If contractual hours or hours paid for are not collected specifically, other data could be used to derive them. An estimate of total contractual hours may be obtained by multiplying the number of workers distinguished by full-time and by part-time hours and adding the two products. An estimate of the total number of hours paid for may be obtained by multiplying the number of workers by their wage rates and dividing the total wage bill by this product.

Administrative registers

23. (1) Administrative registers are useful to provide information:
- (a) On contractual hours, hours paid for, paid absence from work hours, and normal hours of work including leave entitlements;
 - (b) For jobs and persons covered;
 - (c) For long reference periods, such as a month, quarter or year.
- (2) Data from administrative registers may come from records of social security institutions and labour inspectorates, or from collective agreement records or legislation. Depending on national circumstances, records of income or tax registers on income from paid and self-employment can also be used with other information to calculate hours paid for and certain paid absence hours.
- (3) Data from administrative records are generally useful to verify and may correct, or adjust data from, establishment or household-based surveys to obtain estimates of hours actually worked and absence from work hours due to illness, maternity, occupational injuries, and strikes and lockouts.
- (4) Registers of information for filled jobs usually contain more working time data than for job vacancies or jobs sought.

Derived measures

Total hours actually worked

24. (1) Total hours actually worked is the aggregate number of hours actually worked by all persons in all jobs for required groups (such as economic sector or geographical region, and *within or beyond the SNA production boundary*) during a specified reference period.
- (2) Total hours actually worked is also known as the volume of work or labour input, and refers to all jobs in the State. The reference period may be short or long.
- (3) Total production divided by total hours actually worked produces labour productivity indicators. Total hours actually worked should have the same coverage of jobs and use the same reference period as the measurement of production, normally defined as *within the SNA production boundary*.
- (4) Total hours actually worked is useful to construct many other labour related social and economic indicators. Such indicators may require that the total hours actually worked be distributed by characteristics of jobs, establishments and persons.
25. (1) Continuous household-based surveys can produce estimates of total hours actually worked for a long reference period, based on observations for all weeks in the period. Obtaining estimates of the hours actually worked throughout the period and adjusting for days not included where relevant, produces total hours actually worked for the long reference period.
- (2) In a non-continuous survey, targeting the desired reference period implies extrapolation to periods not directly covered. If the survey is not repeated with sufficient frequency and the reference week is chosen to avoid special weeks (containing public holidays, etc.), adjustments should be made to take account of possible calendar effects, working time regulations and working time information from other sources.
- (3) When the household-based survey only collects hours usually worked, the measure of total hours actually worked will be the number of hours usually worked adding any irregular overtime hours and subtracting all irregular absence hours.

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- (4) For the purpose of estimating labour productivity for a long reference period, household survey-based estimates of hours actually worked need to be supplemented with estimates for jobs not covered in the survey (such as jobs held by persons living in collective households or in a foreign State). The hours actually worked in jobs in economic units outside the State held by persons living inside the State need to be excluded.
26. (1) Compiling total hours actually worked from establishment-based surveys will generally start from hours paid for, or from contractual hours or hours usually worked that must be transformed into hours actually worked. The computations will depend on the data elements available:
- (a) Total hours actually worked is equal to hours paid for plus unpaid overtime hours minus paid absence from work hours;
 - (b) Total hours actually worked is equal to contractual hours plus non-contractual overtime hours minus absence from work hours.
- (2) Care must be taken to cover the long reference period and the total population by repeated or continued observations or adjusting for any missing periods; and incorporating estimates of the hours actually worked of self-employment jobs or of employees in out-of-scope units, such as small establishments, agricultural or informal units, as well as for household service and volunteer work.

Average annual hours actually worked

27. (1) Average annual hours actually worked are the total hours actually worked during a year relative to a reference denominator, depending on the measurement purpose and available data sources. The numerator and denominator should be consistent, where possible. The denominator may be:
- (a) The average number of persons in employment (whether at work or not at work) per week over the year;
 - (b) The average number of jobs over the year that corresponds to the total hours actually worked;
 - (c) The average population size over the year.

Tabulation of data and analysis

28. (1) Statistics on working time can be tabulated to serve a number of different descriptive and analytical purposes, and *within or beyond the SNA production boundary*, depending on national circumstances and priorities.
- (2) Statistics on the hours actually worked, the hours paid for, the contractual hours of work and the hours usually worked may relate to (a) the number of jobs or persons by different hour bands, as well as to (b) the average hours per job, person or economic unit, during the reference period. The hour bands should allow presentation by specific hour thresholds stipulated in national laws or regulations. The average hours per person should cover the hours in all jobs held during the reference period.
- (3) Statistics on the normal hours of work may relate to the number of jobs or persons in employment practising different levels of hours.
- (4) Statistics on overtime hours may relate to:
- (a) The number of jobs, persons or economic units experiencing overtime;
 - (b) The average overtime hours per job, person or economic unit during the reference period.
- (5) Statistics on absence from work hours may relate to:
- (a) The number of jobs, persons or economic units experiencing an absence from work during the reference period, by type of absence;
 - (b) The average duration of absence from work hours per job, person or economic unit during the reference period, by type of absence;

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- (c) The average elapsed duration of absence from work up until the reference period per job, person or economic unit.
 - (6) Statistics on working-time arrangements may relate to:
 - (a) The number of jobs, persons or economic units practising relevant formalized working-time arrangements, by type of arrangement;
 - (b) The number of jobs, persons or economic units experiencing various types of lengths, timing and scheduling of working time.
 - 29. For the calculation of average hours actually worked per week, States that do not calculate them by dividing the annual hours actually worked by the total number of weeks in the year should specify whether they relate to average hours actually worked:
 - (a) Per employed person “at work” during one or more reference periods during the year;
 - (b) Per employed person during one or more reference periods during the year;
 - (c) Per job during one or more reference periods during the year;
 - (d) Any other calculation.
 - 30. (1) For the computation of sectoral productivity, statistics on total hours actually worked need to be classified by industry or sector, and in a manner that is consistent with production statistics.
 - (2) For labour market analysis, statistics of working time should be presented at least by sex and in respect of status in employment, specified age groups and level of education. Tabulations and analysis may include other significant demographic, social and economic characteristics important for users as well as appropriate cross-classifications, such as by occupational group, institutional sector, branch of economic activity, and, where relevant, by formal/informal sector (or formal/informal employment).
 - (3) To bring to light gender justice and reconciliation of work and family life, including for public policy purposes, it is essential to classify working time, in addition to sex, by variables such as marital status, presence of dependent or accompanying persons (young children, the elderly and others requiring care) and the working time of other/all household members.
 - (4) Working time statistics of persons is the sum of the hours in all jobs in a reference period; to classify these hours in relation to a job or economic unit, the characteristics should refer to the main job. For working time statistics it is preferable to define main job as the job having the longest working time (preferably as measured through contractual hours or, when not available, the hours usually worked).
 - 31. In order to analyse changes in hours actually worked over time and across States, it may be useful to produce indices in addition to level estimates. In this case, it is important that precise information about the statistical sources and methods of calculation used to produce these complex estimates accompany the disseminated results.
 - 32. All statistics on working time and accompanying methodological information should be compiled, made available for all users, and produced in line with the need for confidentiality of persons and establishments, and the requirement of proper documentation. As much as possible, public-use files (anonymized, confidentialized micro data sets) should be made available to analysts and other interested users.

International reporting

- 33. (1) For international reporting of working time statistics, States should endeavour to report at least (*within the SNA production boundary*):
 - (a) Total hours actually worked on an annual basis; and
 - (b) Average annual hours actually worked per person in employment (in all jobs); or
 - (c) Where the above are not possible, then the average hours actually worked per week.
- (2) States measuring working time *beyond the SNA production boundary* should compile and report the statistics in such a way that it is possible to distinguish them from working time statistics for activities *within the SNA production boundary*.

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- (3) For international comparisons the derived measures should be disaggregated by sex so as to enable analyses from the gender perspective, as well as status in employment. Where possible these derived measures should also be disaggregated by age, industry or institutional sector. Other variables of interest are level of education, occupation, working-time arrangements and formal/informal sector or employment.
34. States may also be in a position to report statistics on:
- (1) The average weekly contractual hours or average weekly hours usually worked;
 - (2) The number of jobs or persons by bands of hours actually worked or hours usually worked per week. For statistics on the number of jobs or persons working different hour bands, data should be collected so that it may be reported according to certain hour bands. These hour bands may be of four or five hours, and in all cases should include the following:
 - (a) Less than 15 hours;
 - (b) 40 hours;
 - (c) Up to and including 48 hours;
 - (d) 60 hours or more.
 - (3) The number of persons experiencing an absence, and by type of absence that should distinguish at least the following groups of reasons for absence:
 - (a) Annual leave (with forced annual leave separately identified, if possible), holidays and compensation leave;
 - (b) Illness and injury (including occupational injuries separately identified, if possible);
 - (c) Maternity/paternity/parental and care leave;
 - (d) Strikes and lock-outs.
 - (e) Other reasons.
35. In order to enhance the transparency and comparability of all working time statistics reported internationally, States are urged to compile and disseminate the requisite information on national concepts, definitions and methodology and any departures from the recommendations of this resolution. States should, therefore, design their data collection and processing procedures to enable them to fully document:
- (a) Differences between the international and national statistical definitions of working time, where relevant;
 - (b) Differences between the national statistical definitions compared with legal and administrative definitions in the State;
 - (c) Adjustments performed to arrive at estimates that correspond to the analytical and international statistical concepts and, in particular, inquiries undertaken from time to time to determine for each industry the ratio between the number of hours actually worked and the number of hours paid for (defined in paragraphs 11 and 12).
36. All reported statistics on working time and accompanying methodological information should be compiled and produced in line with the need for confidentiality of persons and establishments, and the requirement of proper documentation and availability for all users, in accordance with the United Nations Fundamental Principles of Official Statistics.

Future work

37. The ILO should provide for the timely updating of the annex to this resolution, and prepare a technical manual to present best practices in the measurement of working time.
38. Regarding the measurement of working time for jobs *within and beyond the SNA production boundary*, the ILO should conduct a review, within a decade, of national capacities to implement the scope of this Resolution and assess the implications of the findings on future work in this area.

Annex

Working-time arrangements

1. Working-time arrangement is the term to describe measurable characteristics that refer to the organization (length and timing) and scheduling (stability or flexibility) of work and non-work periods for all jobs as defined in paragraph 18 of this resolution. These characteristics also apply to ad hoc as well as unusual arrangements. Multiple characteristics (such as a part-time, flexible shift schedule) may apply as they are not mutually exclusive.
2. Specific working-time arrangements defined for different combinations of these characteristics exist in States and are referred to as formalized working-time arrangements. These are based on laws and regulations, collective agreements or arbitral awards and formalized in written employment contracts and/or practised implicitly in establishments by persons in paid-employment jobs. Certain types of formalized arrangements (such as part-time work) are also practised in self-employment jobs.
3. The elements of the typology of formalized working-time arrangements presented in this Annex may serve as a tool for consultation, in particular for purposes of comparison at the international level.

Organization (length and timing)

4. (1) *Annualized or mensualized hours arrangements*, characterized by variations in daily, weekly and monthly working time within a weekly or monthly average or an annual total, without any requirement that the employer pay overtime rates as long as hours actually worked stay below an agreed maximum in the specified period. Under the annualized/mensualized hours contract, the distribution of the number of hours over the month or throughout the year is generally determined in advance by the employer, depending on production or service needs; but employees may be allowed to negotiate the length of their daily and weekly hours, so long as output targets can be met.
- (2) *Compressed working week arrangements*, characterized by organizing the working time over fewer days than what is considered the normal or standard working week.
- (3) *Fixed working arrangements*, characterized by set starting and finishing hours or core hours for individuals or groups of persons in paid employment or for persons in self-employment.
- (4) *Job-sharing arrangements*, characterized by the filling of an existing full-time position by two or more persons (including transitional arrangements), each working part time, possibly with different arrangements, on an ongoing, regular basis.
- (5) *Min-max arrangements*, characterized by a variable number of *hours actually worked* and paid for, depending on production or service needs, but with a guarantee of a minimum and maximum number of hours to be worked per reference period.
- (6) *Part-time work arrangements*, characterized by a voluntary or involuntary reduction of hours or a job that reduces contractual hours or hours usually worked, which are less than those of comparable full-time work (in the same industry or occupation) recognized in the Part-Time Work Convention, 1994 (No. 175).
- (7) *Regular overtime hours arrangements*, characterized by hours worked in addition to the contractual or hours usually worked and that are compensated by the employer for paid-employment jobs.
- (8) *Staggered and block working arrangements* (also known as start and end of working day), characterized by established different starting and finishing hours around compulsory core hours, for individuals or groups of persons in paid employment, including split shift work consisting of multiple work periods on the same day.
- (9) *Time-saving account arrangements*, characterized by hours worked in addition to the contractual or hours usually worked with the understanding that the persons will be able to take, for example, early retirement.

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- (10) *Working time banking arrangements*, characterized by the possibility of accumulating hours, which can be taken off as extended leave in a subsequent period or used to reduce the total overall lifespan of work.
 - (11) *Combined extended work and leave periods*, characterized by a number of weeks on, at special work sites (remote areas, on board ships, oil platforms at sea, etc.) and a number of weeks off work.

Scheduling (stability or flexibility)

- 5. (1) *Flexible working-time arrangements*, characterized by possible daily and weekly working time scheduled outside core hours when presence at the place of employment is compulsory. Hours worked in addition to contractual hours of work for the week (pay period or month) may be taken as leave during subsequent weeks or months, often within a deadline and up to a maximum number of hours.
- (2) *Own working schedule*, characterized by the possibility of scheduling one's daily and weekly hours and presence at the work location.
- (3) *On-call work, zero hours or "as and when required" arrangements*, characterized by no fixed schedule of contractual hours, but a requirement that persons be available to work when called with a specified notice period, for as many hours as the employer requires up to legally specified or contractual limits.
- (4) *Shift-work arrangements*, characterized by successive daily work periods involving teams of persons, known as shifts. Shifts enable the establishment to maximize use of equipment and ensure operations for periods longer than the working time of individuals. Shifts may be organised as morning, evening, night or weekend shifts. Shifts may be constant, alternate with different types of shift on a weekly or fortnightly basis (including certain free days).
- (5) *Shift-change work arrangements*, characterized as *shift-work arrangements* with the additional feature that persons may trade their shifts with other workers practising the same arrangement.
- (6) *Absence-leave scheduling*, characterised by the choice, control or influence of persons over periods of absence and leave and the extent to which this scheduling is agreed, imposed or chosen, the predictability of periods (as a result of advance notice, discussion or consensus between parties) and the duration of the period over which the scheduling refers.

Resolution II

Resolution concerning statistics of child labour

The 18th International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 24 November to 5 December 2008,

Taking note of the discussions at the 16th and 17th International Conferences of Labour Statisticians regarding child labour statistics,

Recalling the provisions of the ILO Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as their respective supplementing Recommendations (Nos 146 and 190), which are relevant to efforts in gathering child labour statistics and would by no means be affected by the present resolution,

Keeping in view the relevance of the 1989 United Nations Convention on the Rights of the Child to the definition of children and children's rights, in particular Article 32 concerning the protection of children from economic exploitation,

Appreciating that not all children who are working may be considered to be in child labour slated for abolition,

Taking into consideration the relevant parts of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th International Conference of Labour Statisticians (1982),

Taking also into consideration the resolution concerning working-time statistics adopted by the 18th International Conference of Labour Statisticians (2008), particularly the use of the general production boundary as defined by the United Nations System of National Accounts as a framework for the measurement of working time,

Considering that child labour statistics are especially needed in countries where a significant number of children are working in contravention of agreed international labour standards and national legislation safeguarding the interests and welfare of children,

Noting the work done by the International Labour Office in promoting the development of statistics on child labour,

Acknowledging the usefulness of establishing international statistical standards for the identification and classification of children in employment, and for facilitating the comparability of child labour data over time as well as across countries and regions,

Recognizing the need to establish technical guidelines for countries on the statistical measurement of children's work activities;

Adopts this fifth day of December 2008 the following resolution:

Objectives and scope

1. This resolution aims to set standards for the collection, compilation and analysis of national child labour statistics, to guide countries in updating their existing statistical system in this field, or to establish such a system. The standards should also help to facilitate the international comparability of child labour statistics by minimizing methodological differences across countries.
2. Countries should, depending on national circumstances, develop an adequate system of child labour statistics as an integral part of their statistical programmes.
3. The principal objective of child labour statistics is to provide reliable, comprehensive and timely data to serve as a basis for determining priorities for national action for the elimination of child labour, in particular its worst forms. Statistical information on child labour should also serve as a

basis for increasing public awareness of the problem, and supporting the development of regulatory frameworks, policies, and programmes on child labour.

4. To fulfil the above objectives, child labour statistics should, in principle, cover all productive activities in which children are engaged, distinguishing among those activities that are permissible and those that fall within the different categories of child labour. Child labour statistics should be developed to the fullest extent possible in harmony with other economic and social statistics.

Concepts and definitions

5. National concepts and definitions of child labour for statistical measurement should take due account of country needs and circumstances. National legislation, where available, and guidelines provided by international labour standards, international statistical standards and other international instruments should be used as the starting point for developing statistical concepts and definitions of child labour. This approach would make the resulting statistical concepts and definitions as close as possible to, and as coherent as possible with, national legislation and international labour standards.
6. International labour standards on child labour allow for exceptions to general prohibitions and provide flexibility for countries in their application. There can therefore be no uniform legal definition of child labour for universal application. Given that national statistical offices are encouraged to align statistical concepts and definitions related to child labour as closely as possible with the prevailing national laws and regulations, the data collected should be comprehensive and their compilation sufficiently detailed, to facilitate international comparability based on the concepts and definitions provided in this resolution.
7. The statistical measurement framework for child labour is structured around two main elements, namely: (i) the *age* of the child; and (ii) the *productive activities* by the child including their nature and the conditions under which these are performed, and the duration of engagement by the child in such activities. For statistical purposes, each of these elements should be defined in a broad sense, so that the framework can be used to measure different subsets for different purposes.

Age of a child

8. In accordance with the ILO's Worst Forms of Child Labour Convention, 1999 (No. 182), and the United Nations Convention on the Rights of the Child, a child should be defined as an individual under the age of 18 years.
9. The target population for measuring child labour for the purpose of the present resolution comprises all persons in the age group from 5 to 17 years, where age is measured as the number of completed years at the child's last birthday.
10. National statistical offices may, however, in consultation with the responsible government offices for education, protection and welfare of children and adolescents, set the lower age threshold below 5 years if that is considered useful in the light of national circumstances. The lower age threshold should never be higher than the official age for entry into compulsory schooling.

Children in productive activities

11. The broadest concept relating to the measurement of child labour is *children in productive activities*, that is, children engaged in any activity falling within the general production boundary as defined in the System of National Accounts (SNA) (henceforth, referred to in this resolution as the "general production boundary"). This comprises *children in employment* and *children in other productive activities*.
12. *Children in employment* are those engaged in any activity falling within the production boundary in the SNA for at least one hour during the reference period. They consist of:
 - (a) those in *child labour* within the SNA production boundary (described in paragraphs 15(a) and 15(b) below);
 - (b) children aged 12 to 14 years in *permissible light work* (described in paragraphs 33 to 35 below); and

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- (c) adolescents in the age group 15 to 17 years engaged in work not designated as one of the worst forms of child labour.

13. *Children in other productive activities* includes children who perform *unpaid household services*, that is, the production of domestic and personal services by a household member for consumption within their own household, commonly called “household chores”. In contrast, the performance of household services in a third-party household, paid or unpaid, is included within the production boundary of the SNA.

Child labour

14. The term *child labour* reflects the engagement of children in prohibited work and, more generally, in types of work to be eliminated as socially and morally undesirable as guided by national legislation, the ILO Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as their respective supplementing Recommendations (Nos 146 and 190). Child labour may be measured in terms of the engagement of children in productive activities either on the basis of the general production boundary, or on the basis of the SNA production boundary. The underlying measurement framework should be clearly specified.

15. For the purpose of statistical measurement, children engaged in *child labour* include all persons aged 5 to 17 years who, during a specified time period, were engaged in one or more of the following categories of activities:

- (a) *worst forms of child labour*, as described in paragraphs 17–30;
- (b) *employment below the minimum age*, as described in paragraphs 32 and 33; and
- (c) *hazardous unpaid household services*, as described in paragraphs 36 and 37, applicable where the general production boundary is used as the measurement framework.

A schematic presentation of the statistical identification procedure for child labour is provided in the Annex.

16. When child labour is measured on the basis of the general production boundary, a child may be considered to be in child labour when the total number of hours worked in employment and unpaid household services exceeds the thresholds that may be set for national statistical purposes. In order to facilitate comparison of child labour data across countries, when the general production boundary is applied for child labour measurement purposes, the estimates of child labour in terms of the SNA production boundary should also be provided.

Worst forms of child labour

17. According to Article 3 of ILO Convention No. 182, the worst forms of child labour comprise:

- (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, as well as forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in relevant international treaties; and
- (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

18. Based on national circumstances, countries may also wish to collect data on activities by children which are outside the general production boundary, such as begging and stealing, and which may need to be considered in the context of the worst forms of child labour.

Worst forms of child labour other than hazardous work

19. Activities covered under subparagraphs 17(a)–17(c) are referred to as the “worst forms of child labour other than hazardous work”, and often also termed “unconditional worst forms of child labour”. Standardized statistical concepts and definitions for these forms of child labour are not fully developed. Statistical measurement methods are at an experimental stage.

Hazardous work by children

20. Activities under subparagraph 17(d) are referred to as “hazardous work”. According to ILO Recommendation No. 190, the following criteria should be taken into account when determining hazardous work conditions of children at the national level:
 - (a) work which exposes children to physical, psychological or sexual abuse;
 - (b) work underground, under water, at dangerous heights or in confined spaces;
 - (c) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;
 - (d) work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health;
 - (e) work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.
21. For the purpose of the present resolution, hazardous work by children is statistically defined in terms of the engagement of children in activities of a hazardous nature (designated hazardous industries and occupations) as reflected in subparagraphs 20(a)–20(d), or as work under hazardous conditions, for example, long hours of work in tasks and duties which by themselves may or may not be of a hazardous nature for children (hazardous work conditions) as reflected in subparagraph 20(e).
22. The criteria in paragraph 20 above can be used as a base for constructing statistical variables for the measurement of hazardous work by children. Each criterion provides information that will inform the design of survey questions and response categories to be administered in child labour surveys.
23. For hazardous work reflected by subparagraphs 20(a)–20(d), such hazardous work by children may be directly identified by existing survey questions on industry and occupation, and their classification according to paragraphs 25–27 below; for others new questions would have to be designed.
24. Under hazardous work conditions described in subparagraph 20(e), long hours and night work are conditions subject to objective measurement, while other work conditions can be measured approximately by including relevant questions in child labour surveys. Hazardous work in terms of work for long hours and night work may be defined for statistical purposes as described in paragraphs 28–30 below.

Designated hazardous occupations and industries for children

25. Hazardous occupations for children shall be designated on the basis of national laws or regulations, where they exist. In addition to the list of occupations prohibited by legislation, designated hazardous occupations for children may be identified on the basis of recommendations from competent consultative bodies, or detailed analysis of the hazard content of occupations, for example, by examining the rate of occupational injuries and diseases among children below 18 years of age or by conducting specially designed surveys on the hazard content of occupations of children.
26. Designated hazardous occupations for children should be defined in a manner consistent with the national standard classification of occupations, where such a classification exists and, to the extent possible, with the latest version of the International Standard Classification of Occupations. To facilitate the identification of children engaged in designated hazardous occupations for children, occupational data should be coded to the most detailed level of the national occupational classification supported by the data.
27. Some forms of hazardous work for children may be measured in terms of designated hazardous industries for children in countries that have prohibited the engagement of children in specific designated industries, for example, construction, and mining and quarrying. Efforts should be made to gather as much information as possible on the actual tasks performed by the child in order to determine whether or not the work is hazardous.

Long hours of work and night work

28. A child is considered to be working *long hours of work* if the number of hours actually worked at all jobs during the reference period is above a specified threshold. The threshold may be determined in

terms of the maximum number of hours of work that the national law or regulation sets for children who have reached the minimum working age. In the absence of such a specific limit for children, the threshold may be decided taking account of the regulation on the adult workers' normal working time. Hours actually worked should be defined in accordance with the latest international standards on the topic.

29. *Long hours of work* may also be defined in terms of usual hours of work per week. The use of this concept would include in child labour, any children who usually work long hours but during the reference period were temporarily absent from work owing to illness, holidays or, for other reasons, worked fewer hours than usual.
30. A child is considered to be *working at night* if the work schedule includes hours of work defined as night work prohibited for children under national legislation, where it exists. In the case of children, the period of time spent commuting between work and home should be considered as part of the work schedule. Alternative statistical definitions of night work for children may be formulated on the basis of the ILO Night Work Convention No. 171 (1990), particularly Article 1(a) and (b). Where there is no legal prohibition of night work of children, national legislation and prevailing collective agreements, if any, on night work of adult workers could be used as the basis for determining night work of children.

Exceptions for children aged 16 to 17 years

31. According to Article 3(3) of ILO Convention No. 138, countries may exceptionally authorize employment or work in what may be designated as hazardous work, as from the age of 16 years, on condition that the health, safety and morals of the young persons concerned are fully protected and that the young persons have received adequate specific instruction or vocational training in the relevant branch of activity.

Employment below the minimum age

32. Employment below the minimum age includes any work that is carried out by a child who is below the *minimum age* specified for the kind of work performed. Article 2 of ILO Convention No. 138 stipulates that the minimum age for admission to employment or work should not be less than the age of completion of compulsory schooling and, in any case, not less than 15 years. Countries where the economy and educational facilities are insufficiently developed are allowed, after consultation with organizations of employers and workers concerned, where such exist, to initially specify a minimum age of 14 years. Children in the age group 15 (or the national minimum age for employment, if different) to 17 years are, in principle, allowed to work, unless they are in "any type of work which by its nature or the circumstances in which it is carried out is likely to jeopardize the health, safety or morals of young persons" (Article 3(1) of ILO Convention No. 138), or are engaged in one of the activities prohibited for children by ILO Convention No. 182 as cited in paragraph 17 above.
33. Where children in particular age groups are permitted to engage in "light work" under national legislation in accordance with Article 7 of ILO Convention No. 138, such work should be excluded from the definition of child labour. According to Article 7 of ILO Convention No. 138, national laws or regulations may permit the work of persons as from 13 years of age (or 12 years in countries that have specified the general minimum working age of 14 years) in *light work* which is: (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority, or their capacity to benefit from the instruction received. While a restriction on weekly hours of work is required for this age group, the determination of the maximum number of hours is left to the competent national authorities.
34. In determining the hours threshold for *permissible light work*, national statistical offices should take into consideration the stipulations set forth in national legislation or, in their absence, use a cut-off point of 14 hours during the reference week, below which work can be considered permissible light work.
35. In addition to the hours threshold, the definition of *permissible light work* may involve other criteria in line with the conditions for light work set under national laws or regulations. It may, for instance, limit its scope to the industries or occupations in which light work is permitted. In any case, permissible light work should exclude all activities considered to be hazardous work for children.

Hazardous unpaid household services

36. The concept of *unpaid household services* (described in paragraph 13 above), as an element of child labour, is applicable where the general production boundary is used as the framework for measuring child labour.
37. *Hazardous unpaid household services* by children are those performed in the child's own household under conditions corresponding to those defined in paragraph 20 above, that is, unpaid household services performed (a) for long hours, (b) in an unhealthy environment, involving unsafe equipment or heavy loads, (c) in dangerous locations, and so on. The definition of long hours in unpaid household services of children, relative to their age, may differ from the one applied in respect to children in employment. The effect on a child's education should also be considered when determining what constitutes long hours.

Data collection

Data collection methods

38. Child labour data collection methods can be quantitative, qualitative or a combination of both. The choice of which method(s) to apply will depend on the objectives of the inquiry, the type and level of child labour to be investigated, the levels of accuracy and reporting details required, and the availability of time, technical and financial resources. The kind of information to be gathered (quantitative data for estimating the prevalence of child labour and its distribution by relevant characteristics, or qualitative information for understanding the nature, causes and consequences of child labour) should also be taken into consideration. Where the target population of children is sufficiently large, and the social context does not constrain reporting on children in productive activities, the principal methods for collecting reliable statistics on child labour are household-based surveys and establishment-based surveys. Baseline surveys and rapid assessment studies also provide useful quantitative and qualitative information on child labour.

Household and establishment surveys

39. With the exception of special categories of child labour (such as children who live on the street, or those in the worst forms of child labour other than hazardous work), *household-based surveys* provide an effective tool for collecting a wide range of statistics on child labour and estimating its prevalence. A household-based national child labour survey may be designed either in a stand-alone way or as a module attached to another household-based survey. With regard to the latter, a labour force survey should be preferred, since similar concepts are applied and similar topics covered. The advantage of a household-based child labour survey is that the household is the most appropriate unit for identifying children and their families, measuring their socio-economic and demographic characteristics and housing conditions, obtaining information on the child's educational and work status, including engagement in hazardous work, and assessing the determinants and consequences of children's work.
40. Two important issues in household-based surveys on child labour are the objective of the survey and the choice of respondents for interview. Child labour surveys may have either, or both, of the following two objectives: (i) measurement of the prevalence of child labour, and of variations in this prevalence by geographical location, household type and characteristics, children's school attendance status, gender, age group, and similar factors; and (ii) investigation of the circumstances, characteristics and consequences of child labour, such as the types of children engaged in work-related activities, the types of work children do, conditions at work, and the impact of work on children's education, health, and so on. To measure the prevalence of child labour, the appropriate survey structure is a child labour survey, which normally requires a simple and short questionnaire with a sample drawn from the general population. To provide measures relevant to the circumstances, characteristics and consequences of child labour, the preferred survey structure involves more intensive data collection using a sample selected mainly from the population of children in employment. Where both objectives are targeted, the two survey structures should be linked. With regard to respondents, the general practice is to address survey questions to the most knowledgeable adult member of the household (or sometimes the head of household, who is often also the parent or guardian of the working child). However, sections of the questionnaire may be

addressed to the children themselves, particularly on hazards at the workplace, and the main underlying reason for working.

41. *Establishment surveys* administered at the children's workplaces (which may include home-based production units) seek to obtain data on the particulars of the production unit and the characteristics of its workforce, with a special focus on children in employment. Information is sought on children's wages, hours of work, other working conditions and employment benefits, and injuries and illnesses at work, as compared with those of adult workers. The perceptions of the employer regarding motives for hiring children, and the methods of recruitment, may also be explored.
42. In countries where child labour is a rare phenomenon or societal perceptions make it difficult to obtain reliable data, specific measurement tools are needed to identify areas and groups of children at risk. Household-based surveys that rely on the general population and establishment-based surveys may not be adequate tools in this regard. In these cases, a mix of methods and different data sources may need to be taken into consideration in order to obtain indirect estimates. This includes retrospective surveys on child labour.

Baseline survey

43. Another important data collection vehicle for child labour statistics is the *baseline survey or study* which aims to identify the characteristics and consequences of child labour in specific industries and/or areas at different points in time. It is usually linked to intervention programmes to combat child labour, and assists in the identification of project beneficiaries and in monitoring their withdrawal from work over time. A baseline survey/study generates both quantitative and qualitative data, applying a mix of sample survey and participatory approaches. If a suitable sample frame can be developed, the findings may be extrapolated to the whole industry and/or area surveyed.

Rapid assessment

44. For collecting information on children in hidden forms of child labour, *rapid assessment studies* are useful. Their output is mainly qualitative and descriptive and limited to a small geographical area. The method is not applicable if the aim is to estimate the number of children in employment. Nonetheless, it can provide relevant data on the causes, consequences and characteristics of the form of child labour being investigated, relatively quickly and inexpensively for many uses, for example, awareness creation and project formulation. Its participatory approach, based on observations, discussions and interviews with a variety of key respondents, is ideal for obtaining detailed knowledge of the working and living conditions of children involved in activities or occupations that are otherwise difficult to identify and characterize. Rapid assessments are therefore more relevant to research institutes and organizations, and for supplementing surveys carried out by national statistical offices.
45. A special rapid assessment form relevant to child labour is a *street children survey*. Street children fall mainly into two categories, namely: (a) those who live and work on the streets and by definition do not have any other place of residence; and (b) those who work on the streets but normally reside with their parents or guardians. Statistics on the activities of the second category may be collected through a household-based survey. Different survey methods are required for the first category, for which a commonly applied approach is a street children survey in which a sample of purposively selected street children and, if possible, their employers and/or clients are interviewed.

Supplementary data sources

46. A complementary approach includes the review of data relevant to child labour contained in existing censuses and socio-economic surveys. Data analysis based on these sources is an option for countries wishing to compile basic data on children in productive activities at periodic intervals in situations where human and financial resources do not permit specific or modular child labour surveys to be conducted. An additional approach may involve the modification of existing data collection tools, for example, lowering the age threshold for collecting information on employment.
47. School attendance rates reflect the engagement of children in what should be their main activity. Absence from school does not necessarily imply that a child is working and children who attend school may also be engaged in child labour. Nevertheless, where there are no adequate child labour

data collection systems, data on children out of school can provide useful information on children who may be engaged in child labour.

48. In accordance with ILO Recommendation No. 190 (Paragraph 5(3)), relevant data concerning violations of national provisions for the prohibition and elimination of the worst forms of child labour should be compiled and kept up to date. In this regard, administrative records on: violations of child labour legislation in the form of cases brought to court and other relevant official authorities, and convictions thereof; criminal prosecution of child traffickers and those engaged in the commercial sexual exploitation of children; and child rights abuses leading to revelations of forced or bonded child labour, may serve as useful sources of information that should be compiled to supplement national child labour statistics. Labour inspection reports might also provide useful supplementary information, to the extent that they provide information on under-age workers and hazardous working conditions. In addition, administrative records about recipient households in income transfer and other social welfare programmes may contain important data on child labour.

Ethical considerations

49. Respecting ethical standards during the data collection process is essential in child labour surveys. According to Paragraph 6 of ILO Recommendation No. 190, compilation and processing of information and data on child labour should be carried out with due regard for the right to privacy. National statistical authorities wishing to measure child labour should establish a set of ethical guidelines for child labour data collection, keeping in mind Article 2, paragraph 2, and Article 13, paragraph 1, of the United Nations Convention on the Rights of the Child. As a minimum requirement, care should be taken to ensure that the children in employment, especially those who are respondents, are not harmed as a consequence of the survey. Also, as for all statistical surveys, the respondent should be assured that the confidentiality of the information provided will be respected, as well as his or her anonymity.
50. It should be ensured that survey participation by child respondents is voluntary and that enumerators do not face any risks during data collection. The field enumerators should in turn respect the cultural traditions, knowledge and customs of the respondents. In addition, when interviewing children, enumerators should be sensitive to children's ways of behaving and thinking and avoid raising unrealistic expectations. Child labour data collection should be undertaken by persons specially trained for the type of survey being conducted.

Items of data collection

51. According to ILO Recommendation No. 190 (Paragraph 5(1)), detailed information and statistical data on the nature and extent of child labour should be compiled and kept up to date to serve as a basis for determining priorities for national action for the abolition of child labour, in particular for the prohibition and elimination of its worst forms as a matter of urgency. Moreover, according to Paragraph 5(2), as far as possible, such information and statistical data should include data disaggregated by sex, age group, occupation, branch of economic activity, status in employment, school attendance and geographical location.
52. Important items of data collection for the purposes of an informed statistics-based analysis of child labour include: (i) age and sex; (ii) geographical distribution by major administrative divisions; (iii) school attendance status; (iv) engagement in unpaid household services; (v) time spent in activities falling within the SNA production boundary; (vi) location of workplace; (vii) kind of economic activity (industry); (viii) occupation; (ix) working conditions including impact on children's health and education; and (x) socio-economic characteristics of the child's household.
53. Statistics on children in productive activities should distinguish between the categories of children in economic production, children engaged in unpaid household services, and children in other productive activities. Children who fall into two or more categories should be classified by each activity of their engagement.
54. Children who are not engaged in any market-oriented productive activity but who are actively or passively seeking such work are potentially exposed to the risk of falling into the category of child labour. Children neither in school nor in employment, referred to in some countries as "idle children", may also be at risk of falling into child labour. National statistical systems are encouraged to collect data on these children.

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55. Child activity surveys have shown that unpaid household services may absorb a considerable amount of children's time. Countries are therefore encouraged to gather data on unpaid household services by children, in terms of the time spent in such activities and the major tasks performed. Such statistics should be collected irrespective of whether or not the general production boundary is applied in terms of child labour concepts and definitions.
 56. For a comprehensive analysis of the national child labour situation, statistics on children's activities should be collected so as to facilitate classification of children by: (a) attending school; and (b) not attending school groups. Each group may be further subdivided into those engaged in: (i) only activities included in the SNA production boundary; (ii) only unpaid household services; (iii) both activities included in the SNA production boundary and unpaid household services; and (iv) neither activities included in the SNA production boundary nor unpaid household services.
 57. It would be useful for national policy-makers and other users to have the necessary child labour statistics in sufficient detail to allow data to be classified by urban/rural residency and, if possible, by the lower level administrative units of the country at which policy and programme interventions can be effective.
 58. Child labour data collection in sufficient detail at regular intervals (as determined in the light of national data needs and resource availabilities) helps in monitoring child labour trends, and should also facilitate assessment of the effectiveness of policies and programmes implemented to combat child labour. Sustainability of child labour data collection may be achieved most easily by identifying a few key child labour variables on which data are collected with assured regularity in an appropriate national household-based survey, preferably a labour force survey.

Global estimation

59. The progressive abolition of child labour has become a major concern of the international community in its own right and as a core element of the Decent Work Agenda. The achievement of that goal should be measured not only at the national level, but also at regional and global levels. Based on its past experience in global estimation of child labour and on the present international standards, the ILO should develop a standard methodology for estimating child labour at the international level and communicate the methodology as well as respective data needs to governments and national statistical offices.
60. In line with Paragraph 7 of ILO Recommendation No. 190, which stipulates that collected data should be communicated to the International Labour Office on a regular basis, governments and national statistical offices should, in turn, collaborate with the efforts for global estimation of child labour in the world, and its major regions. The collection of national data should be sufficiently disaggregated by age, sex, activity, industry, occupation and other important characteristics in order to allow compilation of statistics for the purposes of global reporting.

Further action

ILO manuals and questionnaires

61. To assist member countries in the task of collecting and analysing statistics on the various aspects of children in productive activities and child labour, the ILO should update its manuals and model questionnaires on child labour statistics when necessary and possible. Instructions for applying the provisions of this resolution must be clearly laid out.

Conceptual and methodological development

62. The ILO and its partners should engage in the development of appropriate statistical methodologies for generating reliable estimates of children in the worst forms of child labour other than hazardous work, and special groups such as children living independently or on the streets.
63. The ILO should: (i) give particular attention to the development of concepts and definitions for the worst forms of child labour other than hazardous work as described in paragraphs 17(a)–17(c) of this resolution; and (ii) develop guidelines on the treatment of long hours by children in unpaid household services with respect to age and hours thresholds as referred to in paragraphs 16 and 37. The ILO should report on the progress to the 19th International Conference of Labour Statisticians.

ILO technical assistance

64. The ILO should expand its technical assistance programme on child labour statistics to support implementation of this resolution by member countries. Such technical assistance should include provision for technical advice and training targeted to enhance national capacities where required, and financial support to countries for child labour data collection and analysis, to the extent possible.

Annex

Framework for statistical identification of child labour

Age group	General production boundary					
	SNA production				Non-SNA production	
	(1a) Light work ³	(1b) Regular work ⁴	Worst forms of child labour		(3a) Hazardous unpaid household services ¹	(3b) Other non-SNA production
(2a) Hazardous work			(2b) Worst forms of child labour other than hazardous work			
Children below the minimum age specified for light work (for example, 5–11 years) ²	Employment below the minimum age for light work	Employment below the general minimum working age	Employment in industries and occupations designated as hazardous, or work for long hours and/or at night in industries and occupations not designated as hazardous	Children trafficked for work; forced and bonded child labour; commercial sexual exploitation of children; use of children for illicit activities and armed conflict	Unpaid household services for long hours; involving unsafe equipment or heavy loads; in dangerous locations; etc.	
Children within the age range specified for light work (for example, 12–14 years) ²						
Children at or above the general minimum working age (for example, 15–17 years) ²						

¹ (3a) is applicable where the general production boundary is used as the measurement framework for child labour.
² Age-group limits may differ across countries depending upon the national circumstances.
³ Where applicable at the national level.
⁴ Children in employment other than those covered under columns (1a), (2a) and (2b).



Denotes child labour as defined by the resolution.



Denotes activities not considered child labour.

Resolution III

Resolution concerning the development of measures of labour underutilization

The 18th International Conference of Labour Statisticians,

Aware of the limitations of the unemployment rate as the main labour market indicator for many countries,

Considering that the unemployment rate may not adequately reflect the labour market situation, especially of women,

Recognizing the need to develop, at the international level and as part of the measurement of decent work, measures of labour underutilization complementary to the unemployment rate,

Having reviewed the methodological work already undertaken by the ILO in this area;

Recommends that:

- (i) the ILO, in cooperation with interested countries and organizations, continue work on the development of a methodology for the measurement in particular of labour slack, low earnings and skills mismatch;
- (ii) the methodology developed build on relevant existing international concepts, definitions and classifications;
- (iii) efforts be undertaken by the ILO to promote understanding of these measures relative to the unemployment rate;
- (iv) the topic be considered for inclusion on the agenda of the 19th International Conference of Labour Statisticians with a view to adopting an international standard.

Resolution IV

Resolution concerning further work on the measurement of decent work

The 18th International Conference of Labour Statisticians,

Recognizing the need to measure decent work and its four strategic objectives, namely productive and freely chosen employment; social protection; social dialogue; and standards and fundamental principles and rights at work,

Taking note of the 2008 ILO Declaration on Social Justice for a Fair Globalization that states that ILO member States may consider the establishment of appropriate indicators or statistics, if necessary with the assistance of the ILO, to monitor and evaluate progress made,

Having reviewed the work undertaken by the ILO and the guidance provided by the Tripartite Meeting of Experts on the Measurement of Decent Work (September 2008);

Recommends that:

- (i) the Office, in cooperation with the ILO's constituents and interested national statistical offices, prepare pilot decent work country profiles based on the outcome of the Tripartite Meeting of Experts on the Measurement of Decent Work and in accordance with the guidance by the Governing Body;
- (ii) the definitions of statistical decent work indicators be based, in as far as possible, on existing ICLS resolutions and guidelines and other relevant international statistical standards in order to ensure the greatest possible degree of consistency and international comparability;
- (iii) the Office carry out further developmental work on statistical indicators in areas highlighted by the Tripartite Meeting of Experts on the Measurement of Decent Work and during the proceedings at this 18th International Conference of Labour Statisticians;
- (iv) a full report on progress and outcomes be prepared for the 19th International Conference of Labour Statisticians, in accordance with its agenda and taking account of decisions taken by the Governing Body, to provide further guidance on the measurement and monitoring of decent work.

Resolution V

Resolution on the amendment of paragraph 5 of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th International Conference of Labour Statisticians (October 1982)

The 18th International Conference of Labour Statisticians agrees to replace paragraph 5 of the Resolution concerning statistics of the economically active population, employment, unemployment and underemployment, adopted by the 13th International Conference of Labour Statisticians (October 1982), by the following text:

5. The economically active population comprises all persons of either sex who furnish the supply of labour for the production of goods or services within the production boundary, as defined by the latest version of the System of National Accounts (SNA), during a specified time-reference period. According to the SNA 2008, the relevant production of goods and services includes all production of goods, the production of market and non-market services, and the production for own final consumption of household services by employing paid domestic staff.

Resolution VI

Resolution concerning organization, frequency and duration of the ICLS

The 18th International Conference of Labour Statisticians,

Recognizing the rapidly changing circumstances in labour markets of all States and the need for national statistical systems to effectively, consistently and quickly measure such changes,

Affirming the technical standard-setting role of the International Conferences of Labour Statisticians,

Aware of the competing demands on the time commitment of senior staff of national statistical systems as well as of employers' and workers' organizations,

Sensitive to the financial challenges of participation in the International Conference of Labour Statisticians as presently organized,

Cognizant of the recommendation of the United Nations Statistical Commission at its 39th Session in March 2008 to the International Conference of Labour Statisticians to review its method of operation, in particular the frequency and duration of its sessions,

Aware of the power that the Governing Body of the International Labour Office has pursuant to article 1 of the Standing Orders for International Conferences of Labour Statisticians;

Recommends to the Governing Body that:

- (i) the periodicity of the International Conferences of Labour Statisticians be every three years, starting with the 19th International Conference of Labour Statisticians that could be held in 2011;
- (ii) the duration of each Conference should be five working days;
- (iii) each Conference be guided by the work of tripartite meetings of experts and other expert groups of statisticians at international and regional levels in order to facilitate and increase the efficiency of its proceedings by reducing the time required to establish, revise or approve international standards in labour statistics;
- (iv) the number of items on the agenda of the Conference take into consideration its reduced duration and the complexity of topics to be discussed;
- (v) a stable source of financing of the Conferences be identified within the regular budget of the Organization;
- (vi) the present level of interpretation and translation services be maintained;
- (vii) the date of the Conference be determined, as far as possible, taking into account days of significance in member States.

Appendix II

Participants and secretariat of the Conference

- List of participants
- Officers of the Conference
- Members of Committees and Working Groups
- Secretariat of the Conference

Participants nominated by Governments
Participants nommés par les gouvernements
Participantes nombrados por los gobiernos

Afghanistan Afganistán

Mr Abdul Rahman Ghafoori
President General
Central Statistics Organization
P.O. Box 1254
Kabul
E-mail: ghafoori_99@yahoo.com

Algeria Algérie Argelia

M. Fodil Zaidi
Directeur des études et des systèmes d'information
Ministère du Travail, de l'Emploi et de la Sécurité sociale
44, rue Med Belouizdad
Alger
E-mail: zaidifodil@yahoo.fr

Advisers/Conseillers/Consejeros

M. Boualem Chebihi
Ministre conseiller, représentant permanent adjoint
Mission permanente d'Algérie à Genève

M. Rabah Mekhazni
Sous-directeur de la normalisation et des méthodes à l'Inspection générale du travail
Ministère du Travail, de l'Emploi et de la Sécurité sociale
44, rue Med Belouizdad
Alger
E-mail: mekhaznimust@hotmail.com

M. El-Hacène El Bey
Conseiller diplomatique
Mission permanente d'Algérie à Genève
E-mail: elbey@mission-algerie.ch

M. Mustapha Abbani
Attaché diplomatique
Mission permanente d'Algérie à Genève
E-mail: abbani@mission-algerie.ch

Angola

Mr Gilberto Silvestre Pereira Figueira
Chef de Divisão de Formação
Direcção Nacional de Emprego e Formação Profissional
Observatorio Nacional de Emprego e Formação Profissional
MAPESS First (1o)
Rue 10 Congresso do MPLA No. 5
Caixa postal 1364
Luanda
E-mail: gilfigueira30halo@hotmail.com

Advisers/Conseiller/Consejero

Mr Finance Lubanzadio
Técnico Assessor
Direcção Nacional de Emprego e Formação Profissional
Observatorio Nacional de Emprego e Formação Profissional
MAPESS
Rue 10 Congresso do MPLA No. 5
Caixa postal 1364
Luanda
E-mail: financelubonzadio@hotmail.com

Argentina Argentine

Sr. Luis Osvaldo Fara
Instituto Nacional de Estadísticas y Censos
Av. Julio Argentino Roca 609 Of. 201
Buenos Aires C1068ABB
E-mail: lfara@indec.mecon.gov.ar

Advisers/Conseillers/Consejeros

Sr. Claudio Comari
Instituto Nacional de Estadísticas y Censos
Av. Julio Argentino Roca 609 Of. 201
Buenos Aires C1068ABB
E-mail: ccoma@indec.mecon.gov.ar

Sr. Diego Schleser
Ministerio de Trabajo, Empleo y Seguridad Social
L.N. Alem 638 3e piso
Buenos Aires
E-mail: Dschlese@Trabajo.Gov.Ar

Australia Australie

Mr Paul Sullivan
Assistant Statistician
Labour and Demography Statistics Branch
Australian Bureau of Statistics
Locked Bag 10
Belconnen ACT 2616
E-mail: paul.sullivan@abs.gov.au

Adviser/Conseillère/Consejero

Ms Sue Taylor
Director
Labour Market Statistics Section
Australian Bureau of Statistics
Locked Bag 10
Belconnen ACT 2616
E-mail: sue.taylor@abs.gov.au

Austria Autriche

Mr Josef Kytir
Deputy Director
Directorate
Population Statistics
Statistics Austria
Guglgasse 13
A-1110 Wien
E-mail: josef.kytir@statistik.gv.at

Advisers/Conseillers/Consejeros

Mr Andreas Buzek
Federal Ministry of Economics and Labour
Department II Labour Market
Stubenring 1
1010 Wien
E-mail: andreas.buzek@bmwa.gv.at

Dr Reinhard Eichwalder
Statistics Austria
Guglgasse 13
A-1110 Wien
E-mail: reinhard.eichwalder@statistik.gv.at

Mag. Melitta Fasching
Statistics Austria
Guglgasse 13
A-1110 Wien
E-mail: melitta.fasching@statistik.gv.at

Mag. Brigitte Mitterndorfer
Statistics Austria
Guglgasse 13
A-1110 Wien
E-mail: brigitte.mitterndorfer@statistik.gv.at

Azerbaijan Azerbaïdjan Azerbaiyán

Mr Nemat Khuduzade
Deputy Head, Labour Statistics Division
State Statistical Committee
Inshaatchilaz Ave.
Baku City AZ 113
E-mail: nemath@azsdat.org

Bahamas

Ms Cypreanna Winters
Statistician I
Department of Statistics
Ministry of Finance
P.O. Box N 3904
Goldcrest Road
West Bay, Nassau
E-mail: cypreannawinters@bahamas.gov.bs
cypwin@yahoo.com

Bangladesh

Mr A.Y.M. Ekramul Hoque
Director General
Bangladesh Bureau of Statistics
Parishankhyan Bhaban
E-27/A Argargaon
Dhaka 1207
E-mail: dg_bbs@yahoo.com
dg@bbs.gov.bd

Belgium Belgique Bégica

M. Tom Bevers
Conseiller
Direction générale Emploi et marché du travail
Service public fédéral Emploi, travail et concertation sociale
Rue Ernest Blerot 1
B-1070 Bruxelles
E-mail: tom.bevers@emploi.belgique.be

Advisers/Conseillères/Consejeras

M^{me} Valérie Burnel
Attachée à la Direction générale Emploi et marché du travail
Service public fédéral Emploi, travail et concertation sociale
Rue Ernest Blerot 1
B-1070 Bruxelles
E-mail: valerie.burnel@emploi.belgique.be

M^{me} Valérie Gilbert
Attachée à la Direction générale Emploi et marché du travail
Service public fédéral Emploi, travail et concertation sociale
Rue Ernest Blerot 1
B-1070 Bruxelles
E-mail: valerie.gilbert@emploi.belgique.be

M^{me} Marilyne de Spiegeleire
Attachée à la direction, Direction générale Emploi et marché du travail
Service public fédéral Emploi, travail et concertation sociale
Rue Ernest Blerot 1
B-1070 Bruxelles
E-mail: marilyne.despiegeleire@emploi.belgique.be

Benin Bénin

M. Zinzou Christophe Migan
Directeur général par intérim de l'Observatoire de l'emploi et de la formation
Agence nationale pour l'emploi
10 BP 99 Cotonou
Bénin
E-mail: miganchrist@yahoo.fr

Botswana

Ms Ketso K. Makhumalo
Chief Statistician for Labour & National Accounts Statistics
Central Statistics Office
P/Bag 0024
Gaborone
E-mail: kmakhumalo@gov.bw
ketsmakhumalo@hotmail.com

Brazil Brésil Brasil

Ms Maria Emilia Piccinini Veras
Coordenadora-Geral de Estatísticas do Trabalho
Ministério do Trabalho e Emprego
Esplanada dos Ministérios – BL.F – Anexo B – Sala 211
Brasilia DF 70 059 900
E-mail: emilia.veras@mte.gov.br

Advisers/Conseillers/Consejeros

Ms Marcia Quintslr
Coordenadota de Pesquisas Domiciliares
IBGE
Avenida República do Chile
500, 6o Andar - Centro
Rio de Janeiro RJ 20031 – 170
E-mail: marcia.quintslr@ibge.gov.br

Mr Cimar Azeredo Pereira
Gerente do Pesquisa Mensal de Emprego
IBGE
Avenida República do Chile
500 6o Andar
Rio de Janeiro RJ 20031 – 170
E-mail: cimar.azeredo@ibge.gov.br

Mr Luís Otavio Pimes Farias
Ministerio do Desenvolvimento Social
Esplanada dos Ministérios Bl.A-SL.652
Brasilia
E-mail: luisotavio.farias@mds.gov.br

Burkina Faso

M. Richard Soungalo Domboue
Conseiller technique du ministre du Travail
Ministère du Travail et de la Sécurité sociale
MTSS 03
BP 7016 Ougadougou 03
E-mail: rdomboue@yahoo.fr

Cambodia Cambodge Camboya

Mr Hoeung Sophon
Director
Labour Market Information
Ministry of Labour and Vocational Training
28 ST184 Sangkat Chey Chumneas
Khan Daun Penh
Phnom Penh City
E-mail: hoeungsophon@camnet.com.kh

Advisers/Conseillers/Consejeros

Mr Nguy Rith
Ministry of Labour and Vocational Training
3 Russian Federation Bvd
Phnom Penh
E-mail: nguyrith@yahoo.com

Mr Ravuth Ouk
Ministry of Labour and Vocational Training
28 ST184 Sangkat Chey Chumneas
Neas Khan
Phnom Penh

Cameroon Cameroun Camerún

M. Essola Nsa Victor
Chef de la Cellule informatique et des statistiques
Ministère du Travail et de la Sécurité sociale
Yaoundé
E-mail: Victor_essola@yahoo.fr

Canada Canadá

Ms Alison Hale
Assistant Director
Labour Statistics Division
Statistics Canada
170 Tunney's Pasture Driveway
Ottawa
Ontario K1A OT6
E-mail: alison.hale@statcan.gc.ca

Cape Verde Cap-Vert Cabo Verde

M. Orlando Santos Monteiro
Technicien démographe de l'Institut national de la statistique
Institut national de la statistique
Avenida Amilcar Cabral
Caixa Postal 116
Praia
E-mail: Omonteiro@ine.gov.cv

**Central African Republic République centrafricaine
República Centroafricana**

M. Christophe Bayo
Ingénieur adjoint de statistique
Institut centrafricain des statistiques et des études économiques et sociales
BP 696
Bangui
E-mail: christophebayo@yahoo.fr

Chile Chili

Sra. Lylian Mires Aranda
Instituto Nacional de Estadísticas
Av. Bulmes 41B
Santiago
E-mail: lylian.mires@ine.cl

China Chine

Ms Hong Jin
Deputy Director General
Department of Planning & Finance
Ministry of Human resources and Social Security
No. 3 Hepinglidongjie
Dongcheng
Beijing 100013
E-mail: jinhong@mohrss.gov.cn

Advisers/Conseillers/Consejeros

Mr Zhigang Rao
Statistician
Department of Planning & Finance
Ministry of Human resources and Social Security
No. 3 Hepinglidongjie
Dongcheng
Beijing 100013
E-mail: raozhigang@mohrss.gov.cn

Mr Qingpu Meng
Deputy Counsel
National Bureau of Statistics
57 Yuetan Nanjie
Xichengqu
Beijing 100826
E-mail: MQP@stats.gov.cn

Ms Ying Hu
Senior Statistician
National Bureau of Statistics
57 Yuetan Nanjie
Xichengqu
Beijing 100826
E-mail: Huying@stats.gov.cn

Ms Xiaoping Lu
Counsellor
Permanent Mission of China
11 ch. de surveillance
1213 Petit Lancy
Geneva

Mr Sicai Rong
First Secretary
Permanent Mission of China
11 ch. de surveillance
1213 Petit Lancy Geneva
E-mail: Sicai_rong@yahoo.com

Colombia Colombie

Sra. Bertha Inés Parra Serrano
Dirección General de Protección Laboral
Ministerio de la Protección Social
Carrera 13 No. 32-76, Piso 16
Bogotá
E-mail: biparra@minproteccionsocial.gov.co

Congo

M. Léonide Mouanda
Directeur des statistiques de l'emploi
Ministère du Travail, de l'Emploi et de la Sécurité sociale
Brazzaville
B.P. 221
E-mail: mouandaleonide@yahoo.fr

Advisers/Conseillers/Consejeros

M. Jean Albert Kimbembé
Chef de service des statistiques
Ministère du Travail, de l'Emploi et de la Sécurité sociale
Brazzaville

M. Valentin Okombi
Chef de service des études et enquêtes
Ministère du Travail, de l'Emploi et de la Sécurité sociale
Brazzaville

Côte d'Ivoire

M. Kakou Kassi
Directeur de l'Observatoire de l'emploi, des métiers et de la formation
Agence d'études et de promotion de l'emploi
01 BP V 108 Abidjan 01
E-mail: kkassikakou@yahoo.fr

Adviser/Conseiller/Consejero

M. Pénatien Koné
Ingénieur statisticien économiste, Sous-directeur des études de l'observatoire
01 BP 108 Abidjan 01
E-mail: kopene2003@yahoo.fr

Croatia Croatie Croacia

Ms Marica Baric
Croatian Employment Service
Radnicka Cesta 1
10000 Zagreb
E-mail: marica.baric@hzz.hr

Advisers/Conseillers/Consejeros

Mr Renato-Zdenko Jeroncic
Labour Statistician
Croatian Employment Service
Bihacka 2c
21000 Split
E-mail: renato.jeroncic@hzz.hr

Ms Martina Lisicic
Associate Expert
Labour Force Department
Central Bureau of statistics
Branimirova 19
10 000 Zagreb
E-mail: lisicicm@dzs.hr

Cuba

Sr. Leonardo Bruzón Huesca
Ministerio de Trabajo y Seguridad Social
Calle 23 entre O y P Vedado
Plaza de la Revolución
La Habana
E-mail: Leonardo@mtss.cu

Cyprus Chypre Chipre

Mr Alecos Agathangelou
Chief Statistics Officer
Statistical Service of Cyprus
Michalaki Karaoli
1444 Nicosia
E-mail: alagathangelou@cystat.mof.gov.cy

Czech Republic République Tchèque República Checa

Ms Michaela Urbankova
Statistician
Czech Statistical Office
Na Padesatem 81, 100 82 Prague 10
Makovskeho 1177
Prague 618
E-mail: michaela.urbankova@czso.cz

Denmark Danemark Dinamarca

Mr Sven Egmosé
Head of Division
Statistics Denmark
Sejrogade 11
2100 Copenhagen
E-mail: seg@dst.dk

Advisers/Conseillers/Consejeros

Ms Pernille Stender
Senior Adviser
Statistics Denmark
Sejrogade 11
2100 Copenhagen
E-mail: psd@dst.dk

Mr Mikkel Zimmermann
Senior Adviser
Statistics Denmark
Sejrogade 11
2100 Copenhagen
E-mail: mzi@dst.dk

Ecuador Equateur

Sra. Margarita Cachaguay
Dirección de Planificación
Ministerio de Trabajo y Empleo
Clemente Ponce N 1559 y Piedrahita
Ed. Géminis, piso 9
Quito
E-mail: internacional_uio@mintrab.gov.ec

Adviser/Conseiller/Consejero

Mr Jorge Thullen
Ministry of Labour & Employment
CP 55
1294 Genthod
Geneva
E-mail: gthullen@hotmail.com

Egypt Egypte Egipto

Ms Seada Fouad Abd Al Rahman
Head, Central Department for Information
Ministry of Manpower and Migration
3 Youssef Abass Str.
Nasr City
Cairo
E-mail: SFouad@mome.gov.eg

Estonia Estonie

Ms Mai Luuk
Analyst
Population and Social Statistics Department
Statistics Estonia
Endla 15
Tallinn 15174
E-mail: mai.luuk@stat.ee

Fiji Fidji

Ms Vasemaca Tavuki Lewai
Acting Divisional Manager
Social Statistics Division
Fiji Islands Bureau of Statistics
Box 2221
Government Buildings
Suva
E-mail: vlewai@statsfiji.gov.fj

Finland Finlande Finlandia

Mr Mikko Kauppinen
Senior Planning Officer
Minister of Employment and the Economy
P.O. Box 32
FI-00023 Government
E-mail: mikko.kauppinen@tem.fi

Adviser/Conseillère/Consejera

Ms Laura Hulkko
Researcher
Social Statistics/Labour Statistics
P.O. Box 5B
FI-00022 Statistics Finland
E-mail: laura.hulkko@stat.fi

France Francia

M. Olivier Marchand
Chargé de mission auprès du Directeur des statistiques démographiques et sociales
INSEE
Timbre F001
18 Boulevard A. Pinard
F-75675 Paris
E-mail: olivier.marchand@insee.fr

Advisers/Conseillères/Consejeras

M^{me} Sylvie Lagarde
Chef du Département de l'emploi et des revenus d'activité
Direction des statistiques démographiques et sociales
INSEE
Timbre F201
18 Boulevard A. Pinard
F-75675 Paris Cedex 14
E-mail: sylvie.lagarde@insee.fr

M^{me} Cécile Brousse
Chef de la Section professions-qualifications-formation
Division Emploi, Département de l'emploi et des revenus d'activité
Direction des statistiques démographiques et sociales
INSEE
Timbre F231
18 Boulevard A. Pinard
F-75675 Paris Cedex 14
E-mail: cecile.brousse@insee.fr

Georgia Géorgie

Mr George Kakachia
Head
Social Protection Programmes Division
Ministry of Labour, Health & Social Affairs
Pekini ave. 30
Tbilisi 0160
E-mail: gika@moh.gov.ge

Germany Allemagne Alemania

Mr Andreas Ammermüller
Federal Ministry of Labour and Social Affairs
Wilhelmstr. 49
10117 Berlin
E-mail: andreas.ammermueller@bmas.bund.de

Advisers/Conseillers/Consejeros

Mr Rudolph Janke
Federal Statistical Office
Gustav-Stresemann-Ring 11
65180 Wiesbaden
E-mail: rudolf.janke@destatis.de

Mr Thomas Körner
Head of Section
Federal Statistical Office
Gustav-Stresemann-Ring 11
65180 Wiesbaden
E-mail: thomas.koerner@destatis.de

Dr Martina Rengers
Federal Statistical Office
Gustav-Stresemann-Ring 11
65180 Wiesbaden
E-mail: martina.rengers@destatis.de

Ghana

Dr Grace Bediako
Government Statistician
Ghana Statistical Service
P.O. Box GP 1098
Accra
E-mail: gbediako@statsghana.gov.gh
grace.bediako@gmail.com

Guinea Guinée Guinea

M. Sayon Oulaye
Ingénieur des travaux statistiques
Chef de la Section statistiques courantes
Division statistique générale à l'Institut national de la statistique (INS)
Conakry-Guinée
BP (221) - Conakry
E-mail: saramodou@yahoo.fr

Guinea-Bissau Guinée-Bissau Guinea-Bissau

M. Vital Pereira Incopté
General Director of Work, Employment & Professional Training
Ministry of Public Service and Work
Rua Dr Severino Gomes de Pina
CP 144 Bissau
E-mail: incopte@yahoo.com

Adviser/Conseiller/Consejero

M. Bessa Vitor da Silva
Statisticien démographe
Institut national de statistique et du recensement
Ministère de l'Economie
Ave. Amilcar Cabral
CP 6 Bissau
E-mail: bessa_vitor@yahoo.fr

Guyana Guyane Guayana

Mr Ivelaw Everton Henry
Senior Statistical Officer
Ministry of Labour, Human Services and Social Security
Lot 1, Water and Cornhill Street
Stabroek, Georgetown
E-mail: iehrick@yahoo.com

Hungary Hongrie Hungría

Ms Judit Lakatos
Head of Department
Central Statistics Office
1525 Bp Pf 51
Bucarest
E-mail: judit.lakatos@ksh.hu

Adviser/Conseiller/Consejero

Ms Iren Busch
Head, Dept. of Statistics and Analyses
National Employment and Social Office
Kalvaria Ter 7
1089 Budapest
E-mail: buschi@lab.hu

India Inde

Dr Harcharan Singh
Deputy Director General
Ministry of Labour & Employment
Government of India
Shram Shakti Bhawan
New Delhi 110049
E-mail: hsbiana@yahoo.com

Indonesia Indonésie

Mr Johanes Bambang Kristianto
Head – BBS Statistics
Maluku Province
National Statistics Bureau
Kompleks Puleh, Jalan Haruhun
Karang Panjang, Ambon
97121 Maluka
Indonesia
E-mail: jbkristianto@yahoo.com

Advisers/Conseillers/Consejeros

Mr Joseph Setyohadi
Secretary of Research & Information Board
Jl. Kalibata No. 17
Jakarta
Indonesia

Mr Cahyohadi Soelarto
Head of Program
Research & Information Board
Jl. Kalibata No. 17
Jakarta
Indonesia

Mr Achmad Junaedi
Head of Division, Industrial Relations & Inspection Labour
Research & Information Board
Jl. Kalibata No. 17
Jakarta
Indonesia

Islamic Republic of Iran République islamique d'Iran República Islámica del Irán

Mr Ramin Behzad
Head of the Labour Market Statistics Analysis Unit
Ministry of Labour and Social Affairs
P.O. Box 1457994861
Teheran
E-mail: rmbehzad@yahoo.com

Advisers/Conseillers/Consejeros

Ms Kiana Malek Pour
Expert on Economic-Social Studies of Labour Market
Ministry of Labour and Social Affairs
P.O. Box 1457994861
Teheran
E-mail: Malekpour_kiana@yahoo.com

Ms Sedighe Alimardani
Expert on Economic and Social Studies of Labour Market
Ministry of Labour and Social Affairs
P. O. Box 1457994861
Tehran
E-mail: 209alimardani@gmail.com
sd_ali_m@yahoo.com

Mr Shahram Ebrahimian
Head of Monitoring of Accomplishment of Statistical Projects Unit
Ministry of Labour and Social Affairs
P.O. Box 1457994861
Tehran
E-mail: Ebrahimianus@yahoo.com

Iraq

Mr Habeeb Hasan Furaij Al-Asadi
Senior Head Research
Director of Planning
Ministry of Labour & Social Affairs
MLSA
Baghdad, Al-Waziria Quarter
E-mail: habeeb1945@yahoo.com

Israel Israël

Mr Mark Feldman
Director, Labour Sector
Central Bureau of Statistics
66 Kanfei Nesharim
Corner Bachi Street
Jerusalem 95464
E-mail: feldman@cbs.gov.il

Italy Italie Italia

Ms Linda Laura Sabbadini
ISTAT (Istituto nazionale di statistica)
Via A. Depretis, 77
00184 Rome
E-mail: sabbadini@istat.it

Advisers/Conseillères/Consejeras

Ms Cristina Freguja
Research Director
Division for Surveys on Living Conditions and Quality of Life
ISTAT (Istituto nazionale di statistica)
Via Adolfo Ravà, 150
00142 Rome
E-mail: freguja@istat.it

Ms Luisa Picozzi
ISTAT (Istituto nazionale di statistica)
Via A. Depretis, 77
00184 Rome
E-mail: picozzi@istat.it

Ms Antonella Baldassarini
Head Researcher
National Accounts Division
ISTAT (Istituto Nazionale di Statistica)
Via C. Balbo 16
00184 Rome
E-mail: anbaldas@istat.it

Jamaica Jamaïque

Mr Douglas Forbes
Director - Surveys Division
Statistical Institute of Jamaica
7 Cecelio Avenue Kingston 10
E-mail: dforbes@statinja.com

Japan Japon Japón

Mr Yuji Nochi
Director, Examination and Analysis Office
Statistics and Information Department
Ministry of Health, Labour and Welfare
1-2-2 Kasumigaseki,
Chiyoda-Ku
Tokyo
E-mail: nochi-yuji@mhlw.go.jp

Advisers/Conseillers/Consejeros

Mr Tomohiko Sato
Deputy Director, Labour Force Statistics Office
Statistics Bureau
Ministry of Internal Affairs and Communications
19-1 Wakamatsu-Cho
Shinjuku-Ku
Tokyo
E-mail: tsatou4@stat.go.jp

Mr Hideaki Sudo
Section Chief, Labour Force Statistics
Statistics Bureau
Ministry of Internal Affairs and Communications
19-1 Wakamatsu-Cho
Shinjuku-Ku
Tokyo
E-mail: hsudou@stat.go.jp

Jordan Jordanie Jordania

Mr Majdi Fawzi A.Abu Sa'an
Head of Labour Market Information
Ministry of Labour
Amman Alswafia
Amman
E-mail: m.saan@mol.gov.jo

Kenya Kenia

Mr Robert K. Nderitu
Senior Economist/Statistician
Kenya National Bureau of Statistics
PO Box 30266 00100 GPO
Nairobi
E-mail: nderiturk@yahoo.com

**Republic of Korea République de Corée
República de Corea**

Mr Hwa Young Lee
Director
Ministry of Labour
Gyeonggz-Go
Gwacheon City 421.718
E-mail: hylee1028@daum.net

Adviser/Conseillère technique/Consejera técnica

Ms Soo Jin Yang
Assistant Director
Ministry of Labour
Gyeonggz-Go
Gwacheon City 421.718
E-mail: soujinne@daum.net

Kuwait Koweït

Ms Samirah Mandani Ali
Assistant Manager
Ministry of Social Affairs and Labour
P.O. Box 563 Safat
P C 1300 6
Kuwait City
E-mail: mandanis@hotmail.com

Latvia Lettonie Letonia

Ms Zaiga Priede
Head, Employment Statistics Section
Central Statistical Bureau of Latvia
Lacplesa Street 1
Riga LV 1301
E-mail: zaiga.priede@csb.gov.lv

Lebanon Liban Líbano

M. Hussein Ali Chalhoub
Spécialiste – Statistiques de travail
Office national de l'emploi
Musée – Beirut
E-mail: Hussien.ch@hotmail.com

Liberia Libéria

Mr Kehleboe Gongloe
Assistant Minister for Research and Statistics
Ministry of Labour
UN Drive
Monrovia
E-mail: kehleboe@gmail.com

Adviser/Conseiller/Consejero

Mr Francis F. Wreh
Deputy Director General
Statistics & Data Processing
Liberia Institute of Statistics & Geo-Information Services (LISGIS)
Box 629, Statistics House
Tubman Blvd
Monrovia
E-mail: ffwreh25@yahoo.com

Lithuania Lituanie Lituania

Mr Vitalija Motiekaitiene
Head, Employment Statistics Division
Statistics Lithuania
29 Gedimino Avenue
Vilnius
LT-01500
E-mail: vitalija.motiekaitiene@stat.gov.lt

Advisers/Conseillères/Consejeras

Ms Irena Jakubeniene
Chief Specialist
Lithuanian Labour Market Training Authority
Aguonu st.
10 LT-03213, Vilnius
E-mail: ijakubeniene@ldrmt.lt

Ms Olga Petrikejeva
Chief Specialist
Lithuanian Labour Market Training Authority
Aguonu st. 10
LT-03213, Vilnius
E-mail: opetrikejeva@ldrmt.lt

**The former Yugoslav Republic of Macedonia
Ex-République yougoslave de Macédoine
Ex República Yugoslava de Macedonia**

Ms Blagica Novkovska
Director General
Statistical Office
Dame Gruev 4
1000 Skopje
E-mail: blagica.novkovska@stat.gov.mk

Adviser/Conseillère/Consejera

Ms Slvaka Atanasova
Head, Sector for Social Statistics
Statistical Statistical Office
Dame Gruev 4
1000 Skopje
E-mail: slavka.atanasova@stat.gov.mk

Malaysia Malaisie Malasia

Ms Norfariza Hanim Kasim
Human Resource & Social Statistics Division
Department of Statistics
Level 6, Block C6, Parcel C
62514 Putrajaya
E-mail: fariza@stats.gov.my

Advisers/Conseiller/Consejeros

Mr Mohd. Sahar Darusman
Human Resources Policy Division
Level 7, Bloc D3, Parcel D
62502 Putrajaya
E-mail: msahar@mohr.gov.my

Mr Bashah Bachik
Labour Department
Level 5, Block D3, Parcel D
62502 Putrajaya
E-mail: bashah@mohr.gov.my

Mr Aminuddin B. Ab Rahaman
Labour Attaché
Permanent Mission
20 rte de Pré Bois
1215 Genève 15
E-mail: aminuddin_ar@yahoo.com

Mali Malí

M. Zoumana Camara
Conseiller technique, Statisticien économiste
Ministère de l'Emploi et de la Formation professionnelle
260 rue 457 ACI 2000
BP 3298
Bamako
E-mail: ctzcamara.mefp@yahoo.fr

Adviser/Conseiller/Consejero

M. Modibo Koly Keita
Chef du Département de l'observatoire de l'emploi et de la formation (DOEF) de l'Agence nationale
pour l'emploi (ANPE)
Statisticien-Economètre
BP 211 – Av. Moussa TRAVELE – Quartier du Fleuve
Bamako
E-mail: modibokoly@yahoo.fr

Mexico Mexique México

Sr. Jaime Domingo López Buitrón
Subsecretario de Empleo y Productividad Laboral
Secretaría del Trabajo y Previsión Social
Periférico Sur 4271
Edificio A, piso 3
Col. Fuentes del Pedregal
Del. Tlalpan, México, DF, 14149
E-mail: jaimesdomingo.lopez@stps.gob.mx

Adviser/Conseiller/Consejero

Sr. Oscar Hugo Ortiz Milán
Director de Estadísticas de Empleo
Secretaría del Trabajo y Previsión Social
Valencia 36, 3° piso. Col. Insurgentes
Mixcoac, Del Benito Juárez
CP 03920 México DF
E-mail: omilan@stps.gob.mx

**Republic of Moldova République de Moldova
República de Moldava**

Ms Elena Basarab
Head of Division
Labour force Employment Statistics
National Bureau for Statistics
106 Grenoble Street
Chisinau MD-2019
E-mail: elena.basarab@statistica.md

Adviser/Conseiller/Consejera

Ms Cristina Verdes
Consultant
Division of Labour Market Statistics and Demography
National Bureau for Statistics
106 Grenoble Street
Chisinau MD-2019
E-mail: cristina.verdes@statistica.md

Mongolia Mongolie

Ms Nyam Ayush
Director of information
Research and evaluation department
Ministry of Social Welfare and Labour of Mongolia
Government Building 2
United Nations Street-5
Ulaanbaatar 210646
E-mail: ayushdashnyam@yahoo.com

Advisers/Conseillers/Consejeros

Mr Galsandorj Batkhurel
Deputy Director of Economic Integrated Planning Policy Department
Ministry of Finance, Government Bldg. 2
UN Street
Ulaanbaatar 210646
E-mail: Gbatkhurel@yahoo.com

Ms Bolzoo Davaakhuu
Senior Officer
Population and Social Statistics Department
National Statistical Office
Room 306 - Government Building – 3
Baga Toiruu 44
Sukhbaatar District
Ulaan Baatar 20A
E-mail: davaakhuu_mgl@yahoo.com

Namibia Namibie

Ms Liina Kafidi
Deputy Director
Demographic and Social Statistics
Central Bureau of Statistics
National Planning Commission
Private Bag 13356
Windhoek
E-mail: lkafidi@npc.gov.na
lnkafidi@yahoo.com

Nepal Népal

Mr Rabi Prasad Kayastha
Director
Central Bureau of Statistics
Thapathali
Kathmandu
E-mail: rkayastha@cbs.gov.np

New Zealand Nouvelle-Zélande Nueva Zelandia

Mr Geoff Bascand
Government Statistician
Statistics New Zealand
P.O. Box 2922
Wellington
E-mail: geoff.bascand@stats.govt.nz

Adviser/Conseiller/Consejero

Mr Dean Rutherford
Manager
Department of Labour
P. O. Box 3705
Wellington.
E-mail: dean.rutherford@dol.govt.nz

Niger Níger

M. Amadou Idrissa
Directeur général
Agence nationale pour la promotion de l'emploi
(Observatoire de l'emploi et de la formation)
BP 13222
Niamey
E-mail: Idris_amadou@yahoo.fr

Advisers/Conseillers/Consejeros

M. Seini Moussa
Directeur
Direction de l'informatique et des statistiques
Ministère de la Fonction publique et du Travail
BP 11087
Niamey
E-mail: seynimoussa@yahoo.fr

M. Abdoul Azizou Ado Balla
Ingénieur statisticien
Agence nationale pour la promotion de l'emploi
(Observatoire de l'emploi et de la formation)
BP 13222
Niamey
E-mail: opiners78@yahoo.fr

M. Sani Oumarou
Directeur des statistiques et des études démographiques et sociales
Institut national de la statistique
182, rue de la Sirba
BP 13416
Niamey
E-mail: soumarou@ins.ne

Nigeria Nigéria

Mr Abel O. Ojo
Assistant Director Statistics
Federal Ministry of Labour & Productivity
Federal Secretariat, Maitama
PMB 04 Abuja
E-mail: awujoola_t@yahoo.co.uk

Adviser/Conseiller/Consejero

Mr Joseph C. Arinze
Chief Statistician
Federal Ministry of Labour & Productivity
Federal Secretariat, Phase 1, Maitama
PMB 04 Abuja
E-mail: arinze_chiedu@yahoo.com

Norway Norvège Noruega

Mr Helge Naesheim
Head of Division
Statistics Norway
Box 8131 Dep
0033 Oslo
E-mail: hnn@ssb.no

Advisers/Conseillers/Consejeros

Mr Tonje Ek Brunvoll
Principal Officer,
Directorate of Labour and Welfare
Section for Statistics and Research
P.O. Box 5
St. Olav's Pass
0130 Oslo
E-mail: tonje.ek.brunvoll@nav.no

Mr Magne Brathen
Senior Adviser
Directorate of Labour and Welfare
Section for Statistics and Research
P.O. Box 5
St. Olav's Pass
0130 Oslo
E-mail: magne.brathen@nav.no

Oman Omán

Mr Zainab Dadshah Gharib Al Raisi
Director
Statistics Department
Ministry of Manpower
E-mail: Zeinab77100@yahoo.com

Pakistan Pakistán

Mr Raja Zulfikar Hussain
Chief Statistical Officer
Federal Bureau of Statistics
G-8 Markaz
Islamabad
E-mail: zhragra1@hotmail.com

Panama Panamá

Sr. Fabricio Pinzón
Lic. Economía
Ministerio del Trabajo y Desarrollo Laboral
Plaza Edison
Avenida Ricardo J. Alfaro
Panamá
E-mail: fpinzon@mitradel.gob.pa
fabry_20@hotmail.com

Adviser/Conseillère/Consejera

Sra. Nilka Aurora Urriola Tam
Jefe de Análisis de Productividad y Salario
Ministerio de Trabajo y Desarrollo Laboral
Plaza Edison
Avenida Ricardo J. Alfaro
Panamá
E-mail: nautam25@hotmail.com

Peru Pérou Perú

Sra. Rofilia Ramírez Ramírez
Magister en Demografía y Población
Instituto Nacional de Estadística e Informática
Av. General Garzón 658 – Jesús María
Lima 11
E-mail: rofilia.ramirez@inei.gob.pe

Philippines Filipinas

Ms Editha B. Rivera
Chief Labour and Employment Officer
Department of Labor and Employment
Bureau of Labor and Employment Statistics
3/F DOLE Building, Gen. Luna Street
Intramuros, Manila 1002
E-mail: edithabriviera@gmail.com

Poland Pologne Polonia

Ms Agnieszka Zgierska
Director, Labour and Living Conditions Division
Central Statistical Office of Poland
208.al.Niepodleglosci
00-925 Warsaw
E-mail: a.zgierska@stat.gov.pl

Portugal

Ms Ana Paula Fernandes
Subdirectora-Geral do Gabinete de Estratégia e Planeamento
Ministério do Trabalho e da Solidariedade Social
Rua Rosa Araujo 43-4e
250-194 Lisbon
E-mail: ana.fernandes@gep.mtss.gov.pt

Qatar

Mr Faisal Mohamed Ali Al-Emadi
Director
National Manpower Development Department
Ministry of Labour
P O Box 20403
Doha
E-mail: femadi@mlsa.gov.qa

Advisers/Conseillères/Consejeras

Ms Eman Mohammed Ali Abdulaziz
Statistical Researcher
Ministry of Labour
P O Box 2210
Doha
E-mail: emalalla@mlsa.gov.qa

Ms Khadeega Salem Bashraheel
Statistical Researcher
Ministry of Labour
P O Box 36
Doha
E-mail: kbshrahil@mlsa.gov.qa

Romania Roumanie Rumania

Ms Silvia Pisica
Director, Labour Market Statistics
National Institute of Statistics
16 Liberatu Blvd, District 5
050706 Bucharest
E-mail: silvia.pisica@imsse.ro

**Russian Federation Fédération de Russie
Federación de Rusia**

Mr Vladimir Sokolin
Head of Rosstat
Federal State Statistics Service (Rosstat)
39 Myasnitskaya Street
107450 Moscow
E-mail: sokolin@gks.ru

Advisers/Conseillères/Consejeras

Ms Elena Doganovskaya
Economist
Federal State Statistics Service (Rosstat)
39 Myasnitskaya Street
107450 Moscow
E-mail: doganovskaya@gks.ru

Ms Elena Katkova
Senior Specialist
39 Myasnitskaya Street
107450 Moscow
E-mail: katkova@gks.ru

Ms Irina Korneeva
Senior Specialist
Federal State Statistics Service (Rosstat)
39 Myasnitskaya Street
107450 Moscow
E-mail: korneeva@gks.ru

Ms Zinaida Ryzhikova
Head of Department
Federal State Statistics Service (Rosstat)
39 Myasnitskaya Street
107450 Moscow
E-mail: rijikova@gks.ru

Ms Natalia Zharova
Director of Department
Ministry of Health and Social Development of Russian Federation
3 Rakhmanovsky Street
Moscow
E-mail: zharovanv@inzdrava.ru

Saint Lucia Sainte-Lucie Santa Lucía

Mr Edwin St. Catherine
Director
Central Statistical Office
Chreiki Building
Micoud Street
Casrtries
E-mail: edwins@stats.gov.lc

Saudi Arabia Arabie saoudite Arabia Saudita

Mr Salem A. Al-Dokar
Lecturer
Ministry of Labour
General Organization for Technical and Vocational Training
P O Box 390895
Riyadh 11365
E-mail: Alyami.s1@gmail.com
sss55sss@maktoob.com

Adviser/Conseiller/Consejero

Mr Abdullatif I. Alkhamees
Director, Social Statistics' Section
Central Department of Statistics and Information
P.O. Box 3735
Riyadh 11481
E-mail: aalkhamis@cds.gov.sa

Senegal Sénégal

M. Babacar Thiam
Inspecteur du travail
Ministère de la Fonction publique, Emploi, Travail
Building administratif
BP 4007
Avenue LS Senghor
Dakar
E-mail: babathiame@yahoo.fr

Adviser/Conseiller/Consejero

M. Ousseynou Aly Khairdine
Statisticien du travail – Technicien supérieur
Adjoint chef du Service des statistiques du travail
Ministère de la Fonction publique, Emploi, Travail
Building administratif
BP 4007
Dakar
E-mail: Khairidine@yahoo.fr

Sierra Leone Sierra Leona

Mr Philip S. Amara
Director
Economic Statistics Division
Statistics Sierra Leone
A.J. Momoh Street
Tower Hill
Freetown
E-mail: amarafilip@yahoo.com

Adviser/Conseiller/Consejero

Dr Osman K.M. Sankoh
Chairman, Statistics Sierra Leone Council
A.J. Momoh Street
Tower Hill
Freetown
E-mail: statistics@sierratel.sl

Singapore Singapour Singapur

Ms Tan Leng Leng
Director
Manpower Research and Statistics Department
Ministry of Manpower
18 Havelock Rd., 07-01
SG-Singapore 059764
E-mail: Tan_Leng_Leng@mom.gov.sg

Advisers/Conseillers/Consejeros

Mr Jonathan Ong Lay Tat
Assistant Director
Manpower Research and Statistics Department
Ministry of Manpower
18 Havelock Rd., 04-00
SG-Singapore 059764
E-mail: Jonathan_Ong@mom.gov.sg

Ms Wong Weiqi
Statistical Specialist
Manpower Research and Statistics Department
Ministry of Manpower
18 Havelock Rd., 04-00
SG-Singapore 059764
E-mail: Wong_Weiqi@mom.gov.sg

Slovenia Slovénie Eslovenia

Ms Tatjana Novak
Head, Labour Statistics Department
Statistical Office of the Republic of Slovenia
Vozarski pot 12
1000 Ljubljana
E-mail: Tatjana.novak@gov.si

South Africa Afrique du Sud Sudáfrica

Mr Abrahams Mutedi
Department of Labour
P/Bag 117
001 Pretoria
E-mail: Abrahams.mutedi@labour.gov.za

Advisers/Conseillers/Consejeros

Mr Peter Buwembo
Statistics South Africa
170 Andries Street
Pretoria
E-mail: peterb@statssa.gov.za

Ms Venessa Cupido
Department of Labour
c/o Long and Riebeeck
Wesbank Building
Cape Town
E-mail: venessa.cupido@labour.gov.za

Mr Daniel Kgwele
Department of Labour
P O Box 393
001 Pretoria
E-mail: Daniel.kwele@labour.gov.za

Ms Lephina Letta Mayekiso
Department of Labour
Private Bag 117
001 Pretoria
E-mail: lephina.mayekiso@labour.gov.za

Ms Yandiswa Mpetsheni
Statistics South Africa
170 Andries Street
0001 Pretoria
E-mail: yandiswam@statssa.gov.za

Ms Badikazi Mpongwana
Department of Labour
P O Box 9005
5200 East London
E-mail: badikazi.mpongwana@labour.gov.za

Ms Tendani Ramulongo
Labour Department
215 Schoeman Street
Pretoria City
E-mail: tendani.ramulongo@labour.gov.za

Ms Gadihele Setzin
Department of Labour
3rd Floor, Provident House
University Drive
Mmabatho 2735
E-mail: gadihele.setzin@labour.gov.za

Spain Espagne España

Sra. María Dolores Allona Alberich
Subdirectora General de Estadísticas
Secretaría General Técnica
Ministerio De Trabajo e Inmigración
Agustín de Bethencourt, N° 4
Madrid
E-mail: dallona@mtin.es

Advisers/Conseillers/Consejeros

Sra. Florentina Alvarez Alvarez
Subdirectora General de Estadísticas del Mercado Laboral
Instituto Nacional de Estadística
Paseo de la Castellana, N° 183
28046 Madrid
E-mail: falvarez@ine.es

Sr. Miguel Angel García Martínez
Subdirector General Adjunto
SG. Estadísticas del Mercado Laboral
Instituto Nacional de Estadística
Paseo de la Castellana, N° 183
28046 Madrid
E-mail: magma@ine.es

Sr. Francisco Arnau Navarro
Consejero de Trabajo e Inmigración
Representación Permanente de España
Geneva
E-mail: farnau@bluewin.ch

Sudan Soudan Sudán

Ms Amira Ibrahim Ahmed Ali
Computer Programmer & Statistical Data Processor
Ministry of Labour, Public Service & Human Resources Development
Gamaa Street
Khartoum
E-mail: amirasud@yahoo.com

Swaziland Swazilandia

Mr Robert Fakudze
Ministry of labour & Social Security
P.O. Box 456
Mbabane
Swaziland
E-mail: mphilef@hotmail.com

Sweden Suède Suecia

Mr Anders Sundström
Senior Advisor
Population and Welfare Department
Statistics Sweden
P.O. Box 24 300
SE-10451 Stockholm
E-mail: anders.sundstrom@scb.se

Adviser/Conseillère/Consejera

Ms Katja Olofsson
Statistician, Labour Force Survey
Statistics Sweden
P.O. Box 24 300
SE-10451 Stockholm
E-mail: katja.olofsson@scb.se

Switzerland Suisse Suiza

M. Alain Vuille
Chef de Section
Office fédéral de la statistique (OFS)
Espace de l'Europe 10
2010 Neuchâtel
E-mail: alain.vuille@bfs.admin.ch

Advisers/Conseillers/Consejeros

M^{me} Deborah Balicki
Juriste
DFE, SECO
Conditions de travail/Protection des travailleurs
Effingerstr.31
3003 Berne
E-mail: deborah.balicki@seco.admin.ch

M^{me} Anouk Blauer-Herrmann
Collaboratrice scientifique
OFS
Espace de l'Europe 10
2010 Neuchâtel
E-mail: anouk.blauer-herrmann@bfs.admin.ch

M^{me} Elisabetta Capezzali
Collaboratrice scientifique
OFS
Espace de l'Europe 10
2010 Neuchâtel
E-mail: elisabetta.capezzali@bfs.admin.ch

M. Urs Meier
Collaborateur scientifique
OFS
Espace de l'Europe 10
2010 Neuchâtel
E-mail: urs.meier@bfs.admin.ch

M^{me} Jacqueline Schön-Bühlmann
OFS
Espace de l'Europe 10
2010 Neuchâtel
E-mail: jacqueline.schoen-buehlmann@bfs.admin.ch

M. Thierry Murier
Collaborateur scientifique
OFS
Espace de l'Europe 10
2010 Neuchâtel
E-mail: Thierry.murier@bfs.admin.ch

Tajikistan Tadjikistan Tayikistán

Ms Elena Kislieyna
Head
Labour Statistics and Demographic Department
State Committee of Statistics
Bokhtar 17 St.
Dushanbe
E-mail: stat@tajikistan.com

Adviser/Conseiller/Consejero

Mr Saidakbar Kurtonov
State Committee of Statistics
Bokhtar 17 St.
Dushanbe 734025
E-mail: stat@tajikistan.com

United Republic of Tanzania République-Unie de Tanzanie República Unida de Tanzania

Mr Ephraim Elias Kwesigabo
Director
Population Census and Social Statistics
National Bureau of Statistics
P.O. Box 796
Dar es Salaam
E-mail: kwesigabo@nbs.go.tz
ekwesigabo@hotmail.com

Adviser/Conseillère/Consejera

Ms Mary Donald Aiwinia
Statistician
Ministry of Labour, Employment and Youth Development
P.O. Box 1422
Dar es Salaam
E-mail: siamary2001@yahoo.com

Thailand Thaïlande Tailandia

Mr Anon Juntavich
National Statistical Office
Larn Luang Road
Bangkok 10100
E-mail: anonjun@nso.go.th

Adviser/Conseiller/Consejero

Mr Virathana Thanghong
Minister Counsellor (Labour)
Permanent Mission of Thailand to the
UN Office and other International Organisations in Geneva
5 rue Gustave-Moynier
1202 Geneva
Switzerland
E-mail: vthanghong@yahoo.com

Togo

M. Apedoh K. Batchey
Directeur de la politique nationale de l'emploi (DPNE)
B.P. 7707
Lomé
E-mail: batcheytg@yahoo.fr

Trinidad and Tobago Trinité-et-Tobago Trinidad y Tabago

Mr Bruce Spencer
Statistician II (Acting)
Central Statistical Office
Ministry of Planning, Housing and the Environment
80 Independence Square
Port-of-Spain
E-mail: bruce.spencer@statistics.gov.tt

Tunisia Tunisie Túnez

M. Souhail Chebbi
Sous-directeur des enquêtes sur l'emploi
Institut national de la statistique
70 rue Echem, BP 265
Cedex Tunis 1408
E-mail: chebbi.souheil@mdci.gov.tn

Turkey Turquie Turquía

Ms Didem Sezer
Chief, Labour Statistics Division,
Turkish Statistical Institute
Necatibey Cad. No. 114
06100 Anittepe Ankara
E-mail: didem.sezer@tuik.gov.tr

Uganda Ouganda

Mr Vincent Fred Ssenono
Senior Statistician
Uganda Bureau of Statistics
Plot 9, Colville Street
P.O. Box 7186
Kampala
E-mail: vssenono@yahoo.co.uk

Ukraine Ucraina

Ms Nadiya Hryhorovych
Director
Labour Statistics Department
State Statistics Committee
3 Shota Rustaveli Str., D1023
Kiev
E-mail: N.Grygorovych@ukrstat.gov.ua

Advisers/Conseillers/Consejeros

Dr Igor Mantsurov
Head of the Statistical Chair
Vadym Hetmon Kiev National Economic University
54/1 Pros. Peremogy
Kiev
E-mail: imantsurov@gmail.com

Ms Valeria Nesterenko
PhD Post-Graduate Programme
Vadym Hetmon Kiev National Economic University
54/1 Pros. Peremogy
Kiev
E-mail: val.nesterenko@gmail.com

Ms Svitlana Grygorovych
Research Officer
Institute for Demography and Social Studies
National Academy of Sciences of Ukraine
Kiev
E-mail: svgrygorovych@ukr.net

United Arab Emirates Emirats arabes unis Emiratos Arabes Unidos

Mr Rashied Khamies Al Suwaidi
Assistant Undersecretary for Planning and Statistics
P.O. Box 904
Abu Dhabi
E-mail: rswaidi@economy.ae

Advisers/Conseillers/Consejeros

Mr Mamoun Kassab
Statistics Expert
Ministry of the Economy
E-mail: mkassab@economy.ae

Mr Mohamed Hassan Ismail Elbahi
Statistics Expert
Ministry of the Economy
E-mail: elbahi137@yahoo.com

United Kingdom Royaume-Uni Reino Unido

Mr Graeme Walker
Deputy Director Labour Market Division
Office for National Statistics
Room 1262
Government Buildings
Cardiff Road
Newport NP10 8XG
E-mail: Graeme.walker@ons.gsi.gov.uk

Advisers/Conseillers/Consejeros

Ms Catherine Barham
Office for National Statistics
Economic Labour and Social Analysis
Room 1262
Government Buildings
Cardiff Road
Newport NP10 8XG
E-mail: Catherine.barham@ons.gsi.gov.uk

Mr Derek Bird
Office for National Statistics
Deputy Director, Prodcop, Registers, Innovation,
Earnings and Employment
Division (PRIEDD)
Room 2001
Government Buildings
Cardiff Road
Newport NP10 8XG
E-mail: Derek.bird@ons.gsi.gov.uk

Mr Gareth Clancy
Economic Labour and Social Analysis
Office for National Statistics
Room 1262
Government Buildings
Cardiff Road
Newport NP10 8XG
E-mail: Gareth.clancy@ons.gso.gov.uk

Mr Stephen Hicks
Office for National Statistics
Economic Labour and Social Analysis
Room 1262
Government Buildings
Cardiff Road
Newport NP10 8XG
E-mail: Stephen.hicks@ons.gsi.gov.uk

Ms Debra Prestwood
Assistant Deputy Director Labour Market Division
Office for National Statistics
Room 1262
Government Buildings
Cardiff Road
Newport NP10 8XG
E-mail: Debra.prestwood@ons.gso.gov.uk

United States Etats-Unis Estados Unidos

Ms Lucy Eldridge
Senior Economist
Office of Productivity and Technology
Bureau of Labour Statistics
2 Massachusetts Ave. N.E.
Washington, DC, 20212
E-mail: eldridge.Lucy@bls.gov

Advisers/Conseillères/Consejeras

Ms Anne Louise Chick
Labor Attaché
U.S. Mission to the United Nations and Specialized Agencies in Geneva
Rte de Pregny 11
Chambésy
E-mail: chickal@state.gov

Ms Amy Ritualo
International Relations Officer,
Adviser for the Measurement of Child Labor
Office of Child Labour, Forced Labour and
Human Trafficking
US Department of Labour
200 Constitution Ave. NW, Room S-5317
Washington, DC, 20212
E-mail: ritualo.amy@dol.gov

Uruguay

Sr. David Glejberman Lindenbaum
Director de la Asesoría Técnica
Instituto Nacional de Estadística
Rio Negro 1520
Montevideo
E-mail: dglejber@ine.gub.uy

Vanuatu

Mr Tarisu Kailes
Senior Labour Officer, Manpower & Training
Department of Labour
P M B 9022
Port Vila
Vanuatu
E-mail: tkailes@vanuatu.gov.vu

Viet Nam

Mr Dao Quang Vinh
Deputy Director General
Ministry of Labour, Invalids and Social Affairs
No 2 Dinh Le Street
Ha Noi
E-mail: ilssadqvinh@yahoo.co.uk

Adviser/Conseiller/Consejero

Mr Hoang Xuyen
Deputy Director
General Statistic Office (GSO)
Ministry of Planning & Investment
No. 2 Hoang Van Thu Street
Ha Noi
E-mail: hxuyen@gso.gov.vn

Yemen Yémen

Dr Fadhl Ali Muthanna
General Director of Labour Market Information Analysis
E-mail: f-muthana@hotmail.com

Zambia Zambie

Mr William Mayaka
Deputy Director, Social Statistics
Central Statistical Office
P.O. Box 31908
Lusaka
E-mail: wcmayaka@zamstats.gov.zm

Zimbabwe

Mr Cyril Parirenyatwa
Deputy Director
Central Statistics Office
Box CY 342 Causeway
Harare
E-mail: cparirenyatwa@cso.zarnet.ac.zw
cypari03@yahoo.com

Adviser/Conseiller/Consejero

Mr Maxwell Parakokwa
Senior Labour Officer
Ministry of Public Service, Labour and Social Welfare
Compensation House
P Bag CY 7707 Causeway
Harare
E-mail: pslir@zarnet.ac.zw
mparakokwa@hotmail.com

EMPLOYERS/EMPLOYEURS/EMPLEADORES

M. François Constant Diogo
Président
Commission économie, finance et fiscalité
Conseil national du patronat du Bénin (CNP-Bénin)
01 BP 1260 Cotonou
Bénin
E-mail: dichotel@yahoo.fr

M. Justin Fotsing
Economiste principal
Groupement interpatronal du Cameroun
BP 829
Douala
Cameroun
E-mail: jfotsing@hotmail.com

Ms Mariet Ghazarian
Statistician on Human Sciences
Iran Confederation of Employers' Association (ICEA)
P.O. Box 15875 – 3646
Teheran
Islamic Republic of Iran
E-mail: mariet_gh@yahoo.co.uk

Mr Buxton Kayuni
Executive Director
Employers' Consultative Association of Malawi
P.O. Box 2134
Blantyre
Malawi
E-mail: director.ecam@malawi.net

Mr Lars Knudsen
Confederation of Danish Employers (DA)
Vester Voldgade 113
1790 Copenhagen
Denmark
E-mail: lak@da.dk

Sra. Carmen Vizcaya León
Confederación Española de Organizaciones Empresariales (CEOE)
Servicio de Estudios
Calle Diego de León, 50
28006 Madrid
España
E-mail: cvizcaya@ceoe.es

Mr Paul Mackay
Management Employment Relations Policy
Business New Zealand
P.O. Box 1925
Wellington
New Zealand
E-mail: pmackay@businessnz.org.nz

Dr Hans-Jürgen Völz
Adviser, Economics, Finance and Taxes
Confederation of German Employers' Associations
Breite Strasse 29
10178 Berlin
Germany
E-mail: h.voelz@arbeitgeber.de

Sr. Sergio Adrian Woyecheszen
Economista
Unión Industrial Argentina (UIA)
Av. de Mayo 1147 (1085)
Buenos Aires, Capital Federal
Argentina
E-mail: sergiow@uia.org.ar

Adviser/Conseiller/Consejero

Mr Eric Oechslin
International Organisation of Employers
Chemin de Joinville, 26
CH-1216 Geneva
Switzerland
E-mail: oechslin@ioe-emp.org

WORKERS/TRAVAILLEURS/TRABAJADORES

Mr Grant Belchamber
Australian Council of Trade Unions
365 Queen Street
Melbourne 3000
Australia
E-mail: gbelchamber@actu.asn.au

Ms Silvia Cecilia Gostin
NUC Cartel Alfa
Splaiul Independentei no. 202A
2 floor, 16 room
Bucharest
Romania
E-mail: def3@cartel-alfa.ro

Mr Austin Muneku
Director, Research and Economics
Zambia Congress of Trade Unions
11 Oxford Street
P.O. Box 20652
Kitwe
Zambia
E-mail: zctu@microlink.zm

Sra. Cynthia Pok
Central de Trabajadores de la Argentina (CTA)
Av. Independencia 766
C1099AAU
Buenos Aires
Argentina
E-mail: gandalf2@ssdnet.com.ar

Mr Sylvain Schetagne
CLC-CTC (Canadian Labour Congress-Congrès du travail du Canada)
2841 Riverside Drive
Ottawa
Canada
E-mail: sschetagne@clc-ctc.ca

Ms Ana Yara Lopes
IOS/Central Unica dos Trabalhadores (CUT)
R. São Bento, 365 – 18º andar
São Paulo SP 01011-100
Brazil
E-mail: anayara@os.org.br

Adviser/Conseillère/Consejera

Ms Anna Biondi
Director
ITUC
Ave Blanc 46
1202 Geneva
Switzerland
E-mail: anna.biondi@ITUC-csi.org

**REPRESENTATIVES OF UNITED NATIONS, SPECIALIZED AGENCIES
AND OTHER OFFICIAL INTERNATIONAL ORGANIZATIONS**

**REPRÉSENTANTS DES NATIONS UNIES, DES AGENCES SPÉCIALISÉES
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**REPRESENTANTES DE LAS NACIONES UNIDAS, AGENCIAS ESPECIALIZADAS
Y OTRAS ORGANIZACIONES INTERNACIONALES OFICIALES**

African Development Bank

Mr Maurice Mubila
Mr Besa Muwele
African Development Bank
BP 323-1002 Tunis Belvedere
Tunisia
E-mail: m.mubila@afdb.org
b.muwele@afdb.org

AFRISTAT

M. Ousman Koriko
Expert en enquêtes auprès des ménages
Observatoire économique et statistique d'Afrique subsaharienne
BP E 1600 – Niarela
Rue 499, porte 23
Bamako
Mali
E-mail: Ousman.Koriko@afrista.org

CEPAL

Sr. Juan Carlos Feres Nazarala
Jefe, Unidad de Estadísticas Sociales
División de Estadística y Proyecciones Económicas
Comisión Económica para América Latina y el Caribe (CEPAL) de las Naciones Unidas
Av. Dag Hammarskjöld 3477
Vitacura
Santiago
Chile
E-mail: Juancarlos.feres@cepal.org

Eurostat

Mr Arturo de la Fuente
Eurostat
Bech Building, Room D3/713
5 rue Alphonse Weicker
L-2721 Luxembourg
E-mail: Arturo.de-la-fuente@ec.europa.eu
Nicola.massarelli@ec.europa

Johns Hopkins University

Dr L.M. Salamon
Director, Center for Civil Society Studies
Johns Hopkins University
3400 N. Charles St.
Baltimore, MD 21218
United States
E-mail: lsalamon@jhu.edu

OECD

Ms Catherine Martin
OECD (Organisation for Economic Cooperation and Development)
2, rue André-Pascal
Paris Cedex 16 75775
France
E-mail: catherine.martin@oecd.org

UNCTAD

M. Jean-Pascal Stancu
Statisticien
UNCTAD
Palais des Nations
CH 1211 Genève 10
Suisse
E-mail: Jean-pascal.stancu@unctad.org

UNECE

Mr David Boko
Ms Vitalija Gaucaite Wittich
Statistical Division
UNECE
1211 Geneva 10
Switzerland
E-mail: David.Boko@unece.org
Vitalia.Gaucaite@unece.org

UNICEF

Mr Friedrich Huebler
Statistics & Monitoring Specialist
UNICEF
3 UN Plaza
New York, NY 10017
United States
E-mail: fhuebler@unicef.org

UNV

Ms Mae Chao
United Nations Volunteers
Postfach 260 111
53153 BONN
Germany

Dr L.M. Salamon
Director, Center for Civil Society Studies
Johns Hopkins University
3400 N. Charles St.
Baltimore, MD 21218
United States
E-mail: lsalamon@jhu.edu

WIEGO

Ms Karin Pape
Regional Adviser Europe
WIEGO
Harvard Kennedy School
79 John F. Kennedy Street
Cambridge, MA 02138
United States
E-mail: karinpape@wanadoo.fr
gli@iprolink.ch

World Bank

Mr Ronald Luttkhuizen
The World Bank
Washington, DC, 20008
United States

Officers of the Conference

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<i>Philippines</i>	Ms Editha B. Rivera
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<i>Russian Federation</i>	Ms Irina Korneeva Ms Zinaida Ryzhikova
<i>Saint Lucia</i>	Mr Edwin St. Catherine
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<i>Slovenia</i>	Ms Tatjana Novak
<i>South Africa</i>	Mr Peter Buwembo Ms Venessa Cupido Mr Daniel Kgwele Ms Lephina Letta Mayekiso Ms Yandiswa Mpetsheni Ms Badikazi Mpongwana Mr Abrahams Mutedi Ms Tendani Ramulongo Ms Gadihele Setzin

<i>Spain</i>	Ms Florentina Alvarez Alvarez Mr Miguel Angel Garcia Martinez Ms Carmen Vizcaya Leon
<i>Swaziland</i>	Mr Robert Fakudze
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<i>Switzerland</i>	Ms Deborah Balicki Ms Anouk Blauer-Herrmann Ms Elisabetta Capezzali Mr Alain Vuille
<i>Tanzania (United Republic of)</i>	Mr Ephraim Elias Kwesigabo Ms Mary Donald Aiwinia
<i>Thailand</i>	Mr Anon Juntavich
<i>Togo</i>	Mr Apedoh K Batchey
<i>Tunisia</i>	Mr Souhail Chebbi
<i>Turkey</i>	Ms Didem Sezer
<i>Uganda</i>	Mr Vincent Fred Ssenono
<i>Ukraine</i>	Ms Nadiya Hryhorovych Dr Igor Mantsurov Ms Valeria Nesterenko
<i>United Arab Emirates</i>	Mr Rashied Khamies Al Suwaidi Mr Mohamed Hassan Ismail Elbahi Mr Mamoun Kassab
<i>United Kingdom</i>	Mr Derek Bird Mr Stephen Hicks
<i>United States</i>	Ms Lucy Eldridge
<i>Uruguay</i>	Mr David Glejberman Lindenbaum
<i>Viet Nam</i>	Mr Hoang Xuyen
<i>Yemen</i>	Dr Fadhl Ali Muthanna
<i>Zambia</i>	Mr William Mayaka
<i>Zimbabwe</i>	Mr Maxwell Parakokwa

Employers: Mr François Constant Diogo
Mr Justin Fotsing
Ms Mariet Ghazarian
Mr Buxton Kayuni
Mr Lars Knudsen
Mr Paul Mackay
Mr Hans-Jürgen Völtz
Mr Sergio Woyecheszen

Workers: Ms Ana Yara Lopes
Ms Cecilia Gostin
Ms Cynthia Pok
Mr Sylvain Schetagne

Observers:

Eurostat Mr Arturo de la Fuente

OECD Ms Catherine Martin

Members of the Drafting Committee

Chairperson: Mr Oliver Marchand (France)

Ms Lucy Eldridge (United States)
Mr Arturo de la Fuente (Eurostat)
Ms Ana Yara Lopes (Worker)
Mr Paul Mackay (Employer)
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Mr Sylvain Schetagne (Worker)
Mr Sergio Woyecheszen (Employer)

Members of the Committee on Child Labour Statistics

Chairperson:	Dr Grace Bediako (Ghana)
<i>Afghanistan</i>	Mr Abdul Rahman Ghafoori
<i>Algeria</i>	Mr Rabah Mekhazni
<i>Angola</i>	Mr Finance Lubanzadio Mr Gilberto Silvestre Pereira Figueira
<i>Argentina</i>	Mr Diego Schleser Mr Luis Fara
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<i>Bahamas</i>	Ms Cypreanna Winters
<i>Benin</i>	Mr Z. Christophe Migan
<i>Botswana</i>	Ms Ketso K. Makhumalo
<i>Brazil</i>	Mr Cimar Azeredo Pereira Mr Luis Otavio Pires Farias Ms Marcia Quintslr
<i>Burkina Faso</i>	Mr Richard Soungalo Domboué
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<i>Central African Republic</i>	Mr Christophe Bayo
<i>Chile</i>	Mr Juan Carlos Feres Nazarala Ms Lylian Mires Aranda
<i>China</i>	Ms Ying Hu
<i>Colombia</i>	Ms Bertha Ines Parra Serrano
<i>Congo</i>	Mr Valentin Okombi
<i>Côte d'Ivoire</i>	Mr Kakou Kassi
<i>Croatia</i>	Ms Marica Baric Ms Martina Lisicic
<i>Cyprus</i>	Mr Alecos Agathangelou
<i>Ecuador</i>	Ms Margarita Cachaguay
<i>Egypt</i>	Ms Seada Fouad Abd Al Rahman
<i>Estonia</i>	Ms Mai Luuk

<i>Finland</i>	Mr Mikko Kauppinen
<i>France</i>	Ms Sylvie Lagarde Mr Olivier Marchand
<i>Germany</i>	Mr Andreas Ammermüller
<i>Ghana</i>	Dr Grace Bediako
<i>Georgia</i>	Mr George Kakachia
<i>Guinea</i>	Mr Oulaye Sayo
<i>Guinea-Bissau</i>	Mr Vital Pereira Incopté Mr Bessa Vitor Da Silva
<i>Guyana</i>	Mr Ivelaw Everton Henry
<i>India</i>	Mr Harcharan Singh
<i>Iran</i>	Ms Sedighe Alimardani Mr Ramin Behzad Mr Shahram Ebrahimian Ms Kiana Malek Pour
<i>Iraq</i>	Mr Habeeb Hasan Furajj Al-Asadi
<i>Israel</i>	Mr Mark Feldman
<i>Italy</i>	Ms Linda Laura Sabbadini
<i>Jamaica</i>	Mr Douglas Forbes
<i>Japan</i>	Mr Yuji Nochi Mr Tomohiko Sato Mr Hideaki Sudo
<i>Jordan</i>	Mr Majdi Abu Sa'an
<i>Kenya</i>	Mr Robert K. Nderitu
<i>Korea (Republic of)</i>	Mr Hwa Young Lee Mr Soo Jin Yang
<i>Kuwait</i>	Ms Samirah Mandani Ali
<i>Lebanon</i>	Mr Hussein Ali Chalhoub
<i>Liberia</i>	Mr Kehleboe Gongloe Mr Francis F. Wreh
<i>Macedonia (The former Yugoslav Republic of)</i>	Ms Blagica Novkovska

<i>Malaysia</i>	Mr Aminuddin B. Ab Rahaman Mr Bashah Bin Bachik Ms Norfariza Hanim Kasim Mr Mohd. Sahar Darusman
<i>Mali</i>	Mr Zoumana Camara Mr Modibo Koly Keita
<i>Moldova (Republic of)</i>	Ms Elena Basarab Ms Cristina Verdes
<i>Mongolia</i>	Mr Galsandorj Batkhurel Ms Bolzoo Davaakhuu Ms Ayush Nyam
<i>Namibia</i>	Ms Liina Kafidi
<i>New Zealand</i>	Mr Dean Rutherford
<i>Niger</i>	Mr Abdoul Azizou Ado Balla Mr Amadou Idrissa
<i>Nigeria</i>	Mr Joseph Chiedu Arinze Mr Abel O. Ojo
<i>Norway</i>	Mr Tonje Ek Brunvoll Mr Helge Naesheim
<i>Oman</i>	Mr Zainab Dadshah Gharib Al Raisi
<i>Pakistan</i>	Mr Raja Zulfikar Hussain
<i>Panama</i>	Mr Fabricio Pinzón
<i>Peru</i>	Ms Rofilia Ramírez Ramírez
<i>Philippines</i>	Ms Editha B. Rivera
<i>Poland</i>	Ms Agnieszka Zgierska
<i>Romania</i>	Ms Silvia Pisica
<i>Saint Lucia</i>	Mr Edwin St. Catherine
<i>Saudi Arabia</i>	Mr Abdullatif I. Alkhamees
<i>Senegal</i>	Mr Ousseynou Khairidine
<i>Sierra Leone</i>	Mr Philip S. Amara Dr Osman K.M. Sankoh
<i>Singapore</i>	Ms Wong Weiqi

<i>South Africa</i>	Mr Peter Buwembo Mr Daniel Kgwele Ms Lephina Letta Mayekiso Ms Yandiswa Mpetsheni Ms Badikazi Mpongwana Mr Abrahams Mutedi Ms Tendani Ramulongo Ms Gadihele Setzin
<i>Spain</i>	Ms Florentina Alvarez Alvarez Mr Miguel Angel Garcia Martinez Ms Carmen Vizcaya Leon
<i>Swaziland</i>	Mr Robert Fakudze
<i>Sudan</i>	Ms Amira Ibrahim
<i>Tanzania (United Republic of)</i>	Mr Ephraim Elias Kwesigabo Ms Mary Donald Aiwinia
<i>Thailand</i>	Mr Anon Juntavich
<i>Togo</i>	Mr Apedoh K Batchey
<i>Trinidad and Tobago</i>	Mr Bruce Spencer
<i>Tunisia</i>	Mr Souhail Chebbi
<i>Turkey</i>	Ms Didem Sezer
<i>Uganda</i>	Mr Vincent Fred Ssenono
<i>United Arab Emirates</i>	Mr Rashied Khamies Al Suwaidi Mr Mohamed Hassan Ismail Elbahi Mr Mamoun Kassab
<i>United Kingdom</i>	Mr Gareth Clancy
<i>United States</i>	Ms Amy Ritualo
<i>Uruguay</i>	Mr David Glejberman Lindenbaum
<i>Viet Nam</i>	Mr Dao Quang Vinh Mr Hoang Xuyen
<i>Zambia</i>	Mr William Mayaka
<i>Zimbabwe</i>	Mr Cyril Parirenyatwa
Employers:	Mr François Constant Diogo Mr Justin Fotsing Ms Mariet Ghazarian Mr Buxton Kayuni Mr Eric Oechslin Mr Sergio Woyecheszen

Workers: Mr Grant Belchamber
Ms Anna Biondi
Mr Austin Muneku

Observers:

AfDB Mr Besa Muwele
Mr Maurice Mubila

AFRISTAT Mr Ousman Koriko

UNCTAD Mr Jean-Pascal Stancu

UNICEF Mr Friedrich Huebler

Members of the Drafting Committee

Chairperson: Dr Grace Bediako (Ghana)

Mr Francois Constant Diogo (Employer)
Ms Mariet Ghazarian (Employer)
Mr Friedrich Huebler (UNICEF)
Mr Buxton Kayuni (Employer)
Mr Austin Muneku (Worker)
Ms Marcia Quintslr (Brazil)
Ms Amy Ritualo (United States)

Working Group on the Measurement of Decent Work

Chairperson:	Ms D. Prestwood
<i>Afghanistan</i>	Mr Abdul Rahman Ghafoori
<i>Algeria</i>	Mr Fodil Zaidi
<i>Angola</i>	Mr Finance Lubanzadio Mr Gilberto Silvestre Pereira Figueira
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<i>Australia</i>	Mr Paul Sullivan Ms Sue Taylor
<i>Austria</i>	Mr Andreas Buzek Mr Reinhard Eichwalder
<i>Bangladesh</i>	Mr A.Y.M. Ekramul Hoque
<i>Belgium</i>	Ms Marilyne de Spiegeleire Mr Tom Bevers
<i>Benin</i>	Mr Z. Christophe Migan
<i>Brazil</i>	Mr Cimar Azeredo Pereira Ms Maria Emilia Piccinini Veras
<i>Burkina Faso</i>	Mr Richard Soungalo Domboué
<i>Cambodia</i>	Mr Hoeung Sophon
<i>Cameroon</i>	Mr Essola Nsa Victor
<i>Canada</i>	Ms Alison Hale
<i>Chile</i>	Mr Juan Carlos Feres Nazarala Ms Lylían Mires Aranda
<i>China</i>	Mr Qingpu Meng Mr Zhigang Rao
<i>Colombia</i>	Ms Bertha Ines Parra Serrano
<i>Congo</i>	Mr Léonide Mouanda
<i>Côte d'Ivoire</i>	Mr Koné Pénatien
<i>Croatia</i>	Ms Marica Baric
<i>Cuba</i>	Mr Leonardo Bruzón Huesca
<i>Cyprus</i>	Mr Alecos Agathangelou

<i>Ecuador</i>	Ms Margarita Cachaguay
<i>Egypt</i>	Ms Seada Fouad Abd Al Rahman
<i>Estonia</i>	Ms Mai Luuk
<i>Fiji</i>	Ms Vasemaca Tavuki Lewai
<i>Finland</i>	Ms Laura Hulkko Mr Mikko Kauppinen
<i>France</i>	Mr Olivier Marchand
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<i>Liberia</i>	Mr Kehleboe Gongloe Mr Francis F. Wreh

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<i>Viet Nam</i>	Mr Dao Quang Vinh
<i>Zimbabwe</i>	Mr Maxwell Parakokwa

Employers:

Mr François Constant Diogo
Mr Buxton Kayuni
Mr Paul Mackay
Mr Eric Oechslin
Mr Sergio Woyecheszen

Workers:

Ms Anna Biondi
Mr Grant Belchamber
Ms Cecilia Gostin
Ms Ana Yara Lopes
Ms Cynthia Pok
Mr Sylvain Schetagne

Observers:

AfDB

Mr Besa Muwele

AFRISTAT

Mr Ousman Koriko

Liaison Officers:

ILO Abidjan

Mr Honoré Djerma

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Observers:	
AfDB	Mr Maurice Mubila Mr Besa Muwele
AFRISTAT	Mr Ousman Koriko
Eurostat	Mr Arturo de la Fuente
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Mr Eric Oechslin
Mr Hans-Jürgen Völz

Workers:

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Ms Cynthia Pok

Observers:

Eurostat
UNCTAD

Mr Arturo de la Fuente
Mr Jean-Pascal Stancu

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