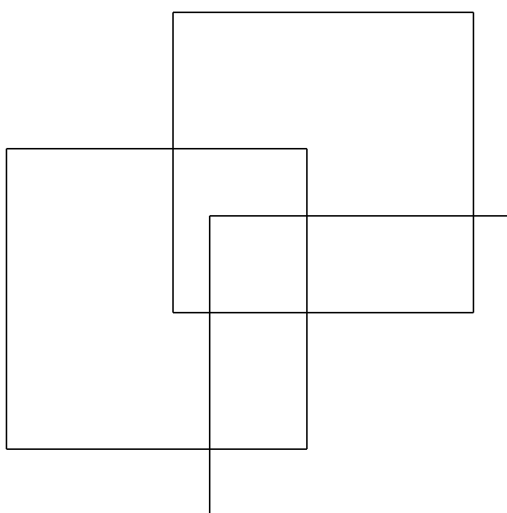




## Final report

**Meeting of Experts in Labour Statistics in Preparation for  
the 20th International Conference of Labour Statisticians:  
Statistics on work relationships**  
(Geneva, 5–9 February 2018)





**MEPICLS/2018/1**

INTERNATIONAL LABOUR ORGANIZATION

**Department of Statistics**

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the 20th International Conference of Labour Statisticians:  
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Geneva, 2018

INTERNATIONAL LABOUR OFFICE, GENEVA

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## Introduction

1. At its 330th Session (June 2017), the Governing Body of the International Labour Office decided to convene a Meeting of Experts in Labour Statistics. The Meeting was held in Geneva from 5 to 9 February 2018.

## Agenda of the Meeting

2. The terms of reference for the Meeting were to examine the issues relating to the revision of the current International Classification of Status in Employment (ICSE-93) from the 15th International Conference of Labour Statisticians (ICLS, 1993), as well as adaptation and expansion of the classification to reflect the forms of work framework set out by Resolution I of the 19th ICLS (ICLS, 2013). The conclusions of the Meeting of Experts would be taken into account by the Office to develop proposals for presentation to the 20th ICLS in October 2018, with a view to adopting a new, revised international classification.

## Participants

3. Twenty-four experts were invited to the Meeting, 12 from the Governments, six from the Employers' group and six from the Workers' group of the Governing Body. However, only 11 experts participated from the governments (Chile, China, Finland, France, Indonesia, Jordan, Mexico, Singapore, Switzerland, Uganda and United States), five from the Employers' group and six from the Workers' group. Present also at the Meeting as observers were representatives of the specialized agencies (Food and Agriculture Organization of the United Nations), governments (Belgium, Islamic Republic of Iran and Spain), intergovernmental organizations (African Union, European Union, Gulf Cooperation Council and Organisation for Economic Co-operation and Development) and of non-governmental organizations (International Organisation of Employers, International Trade Union Confederation and Women in Informal Employment: Globalizing and Organizing). The list of participants is given at the end of the report. The Government of the Republic of Korea was unable to send a representative to the Meeting. Nonetheless, Statistics Korea provided written comments which were distributed to all participants and discussed during the Meeting.

## 1. Opening of the Meeting

### 1.1. Background

4. The deliberations were based on a report <sup>1</sup> prepared by the ILO in its three working languages (English, French and Spanish). The report summarized the rationale underlying the review of the current classification, and described the main elements proposed for the

<sup>1</sup> ILO: *Statistics on work relationships*, Report for discussion at the Meeting of Experts on Labour Statistics in Preparation for the 20th International Conference of Labour Statisticians (Geneva, 5–9 February 2018) (MEPICLS/2018).

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new classification. It also contained a draft resolution concerning statistics on work relationships in its appendix.

## **1.2. Opening remarks, election of the Chairperson and adoption of the agenda**

5. Ms Monica Castillo, Head of the Statistical Standards and Methods Unit of the ILO Department of Statistics welcomed the participants and the Department Director, Mr Rafael Diez de Medina, provided opening remarks, explaining that this Meeting of Experts was a critical and long-standing part of the consultation process for developing international statistical standards which culminates in the ICLS.
6. Mr Diez explained that the purpose of the Meeting was to provide expert advice and that the participants were there as experts not as representatives of their respective institutions. No decision-making was required from the Meeting but the inputs received would support the development of the proposal to be presented to the ICLS. To the extent possible any issues arising would be taken into account in updating the current draft resolution.
7. The strong mandate received from the 19th ICLS to revise ICSE-93 reflected the need to provide better information on relationships between workers and the entities for which work is performed. These relationships had become more varied and complex over time as new contractual arrangements arose. These developments called into question the relevance of the existing distinction between self-employment and paid employment and created demand for statistics to track non-standard forms of employment over time.
8. The initiative of the Director-General of the ILO, Mr Guy Ryder, to establish a Future of Work Initiative associated with the ILO centenary in 2019, was focused on various forces which were transforming the world of work. These included technological and climate change and ever changing relationships between workers, employers and clients. Furthermore, there was growing recognition of the need for better measurement of unpaid work including the work relationships that exist in unpaid forms of work in line with the standards agreed at the 19th ICLS.
9. The extensive consultation process which had contributed to the development of the proposal to be discussed at the Meeting included the establishment of a working group which had met four times and a series of regional consultations in all regions of the world. Mr Diez noted the assistance received from many agencies that had been actively supporting the process.
10. While further work was needed, the proposals had so far been very well received with strong support in all regions and were widely accepted as necessary and overdue. The discussions of the Meeting of Experts would be an important part of that work and Mr Diez wished the participants all the best in the deliberations.
11. Dr Hanna Sutela (Finland) was elected to chair the Meeting. Mr David Hunter, representative of the Office, gave an overview of the proposed agenda of the Meeting which was accepted without modification.



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## 2. Technical discussions

### 2.1. Background to the development of the proposed new standards

12. The Office, represented by Mr David Hunter, presented the background to the development of the new resolution on statistics on work relationships.
13. As working relationships evolved, ICSE-93 no longer adequately described existing and evolving types of working relationships. These concerns centred on “non-standard” forms of employment where “standard” referred to work that is full time, indefinite, formal and part of a subordinate relationship between an employee and employer. Forms of employment not fitting the description “standard” included multi-party employment relationships, dependent self-employment and various forms of non-permanent employment arrangement. These types of arrangement could not be identified using the categories defined in ICSE-93. The proposed new set of standards sought to address these varying limitations.
14. Policy discussion among ILO stakeholders on non-standard forms of employment had exposed the need for better data to understand the different types of working relationships that exist. In particular, the policy demand focused on describing the type of economic risk and authority which workers can have with respect to their work, understanding the strength of attachment between workers and the entities for which they work, the impact of economic cycles on precarious employment situations, and the evolution of self-employment and entrepreneurship and their impact on job creation. Moreover statistics classified by status in employment provided important input to the production of statistics for the national accounts and for various types of social analysis. As a consequence of these extensive demands, information on status in employment was obtained from a wide range of statistical sources.
15. Like the report to the Meeting of Experts, the report to the ICLS would provide descriptive and relatively detailed information on the proposals, whereas the draft resolution provided as an appendix to the report would contain the critical elements of the standards and essential supporting information. Room documents were proposed to add detail on necessary topics.
16. In discussing the introductory section of the report to the Meeting, the experts noted the need for more balanced wording to reflect both the positive and negative impacts of certain types of employment arrangement, the association between non-standard employment and job insecurity, and the representation of part-time and temporary agency work as non-standard forms. The report to the ICLS should reflect the need to measure these forms of work without seeming to judge their desirability while retaining the point that there had been an evolution in the world of work which changed the balance of economic risk between workers and enterprises.
17. The experts also noted the complexity but desirability of measuring multiple jobs given that non-standard employment arrangements commonly occur in jobs that are not a person’s main or even second job. The prevalence of these forms of employment may therefore be under-reported as many household surveys measuring employment only cover a main job, or possibly main plus second job. The report and resolution should reflect the relevance of measuring multiple jobs, even though this was recognized as complex, in order to measure the prevalence of non-standard employment. This was a broader challenge facing household surveys measuring labour and not limited to statistics on work relationships.
18. It was stressed that the distinction between standard and non-standard forms of employment should not directly be equated with a particular level of economic risk as many exceptions may be found if a simple relationship is assumed. Part-time work was considered non-

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standard but did not necessarily infer the transfer of risk to the jobholder. The section on uses of statistics on work relationships only discussed employment and should be extended to cover forms of work other than employment. It was critically important that the revised ICSE and related standards should capture in statistics the emerging trends in employment that labour market researchers did not expect to abate, as well as existing employment practices that were widespread in developing countries.

### **2.1.1. Overview and limitations of ICSE-93**

19. Mr Hunter described the coverage of ICSE-93 including its five substantive categories and its limitations. There were a number of cases where boundaries between different categories were ambiguous or the categories were not considered useful. The lack of any breakdown of “paid employment” beyond the single category of “employee” was a limitation as it represented a large share of employment. Within self-employment, while there were four categories, the usefulness of considering all those included in these categories as self-employed was questionable. For example, contributing family workers were exposed to economic risk as their livelihoods were dependent on the profits made by the enterprise for which they work, but do not have authority over it.
20. In the case of members of producers’ cooperatives there was little guidance on the distinction between this group and other self-employed workers. Few countries measured them and in those that did the numbers were very small. The statistics produced, however, understated the impact of cooperatives on employment and on the economy. Work was ongoing on this topic through a separate ILO Working Group on Cooperative Statistics but for the purposes of the revision of the ICSE it is not intended to include specific guidance or definitions other than ensuring that members of producers’ cooperatives can be correctly classified in ICSE-18.
21. Part of the need to revise ICSE-93 derives from the adoption of new standards on statistics of work, employment and labour underutilization at the 19th ICLS in 2013. Mr Kieran Walsh of the ILO Department of Statistics presented the main features of those standards and how they related to statistics on work relationships. Most notably the 19th ICLS standards include a narrower definition of employment than the one included in the 13th ICLS but adopts a broader definition of work and separate forms of work. These changes have direct implications for the ICSE and create a need for a classification which covers forms of work other than employment.
22. Mr Hunter gave an overview of the objectives and scope of the resolution on work relationships and in particular the issues which needed to be addressed in revising ICSE-93. These included creation of an overarching framework to ensure coherence with the 19th ICLS, covering the different forms of work. The usefulness of the existing dichotomy between self-employment and paid employment also needed to be assessed along with appropriate alternatives. The treatment of various specific types of worker, some of which were identified but not comprehensively addressed in ICSE-93, needed to be reviewed and data collection guidelines were also a high priority. As it would be difficult to accommodate all needs within a single classification, there was a clear consensus at the 19th ICLS on the need to replace ICSE-93 with a suite of standards addressing working relationships.
23. Experts agreed that the proposed resolution should include a section on future work which should make reference to the need for pilot testing of the different elements of the standards. Selected issues arising from the 19th ICLS will need to be dealt with in the development of the draft resolution; however it was noted that the main elements of the 19th ICLS resolution including the forms of work framework were not the subject of the Meeting or the draft resolution.

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## 2.2. Reference concepts

24. Mr Hunter gave an outline of the proposed new standards. The first element was a conceptual framework and the new International Classification of Status in Employment (ICSE-18), with alternative hierarchies based on authority (ICSE-18-A) and economic risk (ICSE-18-R). The second main element was a classification of status at work (ICSaW-18) which includes all forms of work in a consistent conceptual framework using the same classificatory variables as ICSE-18. The third main element was the specification of a variety of cross-cutting variables which are not part of the classification itself but considered important to produce comprehensive statistics on work relationships.

### 2.2.1. Definition of job or work activity

25. The draft resolution referred to a number of statistical units including persons, economic units, jobs and work activities. The statistical unit job or work activity is defined in paragraph 12b of Resolution I of the 19th ICLS and its definition was particularly important as this is the unit against which status in employment or status at work is measured. For the purposes of the revision of statistics on work relationships some refinements to the 19th ICLS definition were proposed in the draft resolution. Some of these refinements were concerned with terminology. More substantial refinements were needed to clarify the treatment of dependent contractors in order to identify the number of jobs held by those individuals. It was proposed that the number of jobs should equal the number of economic units on which the worker is dependent.
26. The experts raised some concerns about the proposed changes to the definition of “job” for those in dependent self-employment. Some clarification would be useful on terms like “another economic unit who directly benefits from the work” or “dependent ... for determination of the price” which had been taken from the proposed definition of “dependent contractors”. With these considerations in mind it would be important to have clarity in the definition of boundaries between different jobs and multiple job holding. Simplified wording was proposed in order to provide more clarity and avoid repeating elements of the definition of “dependent contractors” in the definition of job.
27. In reference to other forms of work, separate work activities were defined where a person is engaged in both own-use production of goods and own-use provision of services. This distinction was needed for national accounts purposes. The experts agreed with this proposal.

### 2.2.2. Type of authority: Independent and dependent workers

28. Type of authority was used to distinguish between independent and dependent workers although a continuum of dependence can exist in reality. Dependence could be either operational or economic in nature. The draft resolution included specific definitions distinguishing independent and dependent workers and various subgroups within each high-level category. Specific points of note included the proposal that dependent workers be defined as having no employees. Some concern was raised about the use of terminology like dependent and independent. However, on balance, the experts were in general agreement with the description and labels relating to independent and dependent workers presented, subject to minor drafting observations.

### 2.2.3. Definition of entrepreneurs

29. The draft resolution noted that entrepreneurs could be identified using the proposed category of “independent workers” within ICSE-18 as this category aligns with the concept of those

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who create work for themselves and potentially others. Under this proposal, entrepreneurs will include groups such as employers in corporations, employers in household market enterprises and independent workers in either household market enterprises or corporations without employees. It would, however, exclude dependent contractors and contributing family workers. Some concern was raised by participants about the potential over-identification of “entrepreneurs”, for example by identifying small landowners or other independent workers with limited choice in their activities. On the other hand, there was recognition that many such people can be investing in their business/farm and potentially creating employment opportunities for others so a careful balance needed to be struck.

30. It was also observed that the term “entrepreneur” may have positive connotations and be associated with innovation and creativity which may not match the reality of many of the jobs in question, for example waste pickers in major urban centres. It was concluded that the resolution should state that the category of “independent workers” provided the best starting point for the identification and compilation of statistics on entrepreneurs and should note that added detail would be needed on issues such as size of the business to properly understand the nature of the group identified.

#### **2.2.4. Type of economic risk: Workers in employment for profit and for pay**

31. In discussing type of economic risk as a classification criterion it was acknowledged that all workers could be exposed to some forms of economic risk, for example deferred income as a result of engaging in volunteer work. However, for the new standards and classification it primarily referred to employment and own-use production work. Within employment, economic risk could be assessed by looking at the existence and nature of remuneration for the work performed and the type of protections available. The dichotomy created on this basis for ICSE-18 is “workers employed for pay” and “workers employed for profit”.
32. Some experts noted difficulty with the idea of identifying owner-operators of corporations (with or without employees) as workers in employment for pay. The justification for this treatment presented in the draft resolution, namely that they may receive a wage or salary, was not convincing. It was unclear if there was empirical evidence that a large part of this group is paid a wage or salary. Moreover, they are often exposed to economic risk given their personal investment in the corporation. This risk, however, was mitigated due to limitations of personal liability arising from incorporation of the enterprise as a separate legal entity. One suggestion was to allow some flexibility as to where they are classified depending on the specific context. This would be difficult, however, without creating risks of inconsistency of application of the standards and related incomparability. It was concluded that the current placement of this group among workers employed for pay was appropriate but that the resolution should note the nature and limitations of their exposure to economic risk, as well as the different types of payment which they can receive.

#### **2.2.5. Quasi-corporations and household market enterprises**

33. Mr Hunter presented the definitions of some additional concepts proposed for the purposes of the updated standards and their relationship to the definitions used in the 2008 System of National Accounts (SNA). These included corporations, quasi-corporations, households and household market enterprises. For ICSE purposes some refinements and clarifications were necessary. Household market enterprises that can provide a complete set of accounts are treated in the SNA as quasi-corporations. In the proposed standards for statistics on work relationships they are treated as household market enterprises as their owners are exposed to a similar economic risk to those who cannot provide a complete set of accounts. In the case of household market enterprises there was also some lack of clarity on the number of jobs

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held when household members have multiple informal activities. However, this was not of primary concern for the new standards and would not be addressed in the resolution.

34. The experts considered that additional clarification could be provided on the treatment of quasi-corporations to specify that for the purposes of labour statistics and the ICSE, the availability of accounts is not a key defining criterion. The report to the ICLS and possibly the resolution should specify that owners of household market enterprises should be treated consistently regardless of the availability of a complete set of accounts.

### **2.3. Status in employment (ICSE-18) – Alternative hierarchies**

35. Mr Hunter gave an overview of the two hierarchies proposed for ICSE-18, namely by type of authority (ICSE-18-A) and by type of economic risk (ICSE-18-R). The ten detailed categories within the proposed classification can be aggregated according to both hierarchies. The different hierarchies can support different types of analysis with the hierarchy by authority being suitable for many types of social analysis and monitoring of impact of employment creation policies. The hierarchy by economic risk is analogous to the traditional distinction between paid employment and self-employment. It has particular value for providing inputs to national accounts and supporting wage/earnings analysis and is also more suited to administrative data.
36. One suggestion made by the experts was to change the title of the hierarchy from “type of economic risk” to “type of labour income” to more accurately reflect the differences between the types of workers as represented in the hierarchies, i.e. depending on the institutional sector it can be mixed income, property rent, etc. and this might be clearer if the term “type of labour income” were used. There was concern, however, that changing the title of the hierarchy by type of economic risk could be difficult as terminology like “labour income” may be quite technical and also changes some of the criteria previously agreed to distinguish workers within the classification. Also it does not align with the intention that the main categories primarily distinguish workers based on exposure to economic risk and thus the change proposed may not be suitable.
37. Subject to other drafting suggestions and clarifications, the experts were in favour of the proposed structures and hierarchies.

### **2.4. Independent workers in employment**

38. Mr Hunter described the definition of the aggregate category “independent workers” and the subcategories within it. The proposed definition of “employers” specified that they must have hired workers for at least one hour during a specific reference period with the option to separately identify those who had employees on a regular basis. This was an update from ICSE-93 which referred to employers as those who engage employees on a continuous basis, which was not adequately defined and considered problematic to apply.
39. During the discussion there was concern that in some African countries the proposed definition of employers would result in the majority of own-account workers (as identified in ICSE-93) being categorized as employers, since engaging workers on an occasional basis was common. There were a number of examples where specifying a low threshold to identify someone as an employer could lead to questionable identification of employers (for example cases where a person employs someone only for one hour). This could also cause difficulties for comparability between developing and developed countries with “occasional” employers being more prevalent in developing settings. It was felt by some experts the differences in context between developed and developing countries should be explicitly referenced. There

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was some preference expressed for retention of the condition of “continuous” engagement of employees while others suggested options such as defining employers as those who “regularly” engage employees, perhaps according to a specified threshold such as half the months of the year. However, other experts noted the value of retaining consistency with the standards covering employment, i.e. which sets a criterion of one hour in a reference period while clarifying that it referred to a “usual” or “regular” situation.

40. There were mixed opinions as to whether it was preferable to directly reference the one-hour criterion (given that it is already stated in the 19th ICLS resolution) and/or add a reference to regularity or a usual situation. It was noted that implementation of concepts based on usual or regular (for example working time) can be problematic which should be borne in mind when developing the definitions. The possibility of asymmetry between statistics on employers and employees was also raised but experts noted that some asymmetry was inevitable. The current proposal, which stated that countries could present information on regular engagement of employees, could be a useful way to ensure continuity of existing time series of statistics on employers while transitioning to the new standards. For this purpose, additional breakdowns between “occasional” versus “regular” employers and related definitions would be useful.
41. It was also noted that the detail of the definition set for “employers” would have effects for other subcategories. For example, the proposed definition of “dependent” contractors specified that they could not be employers. Any changes in the boundary of employers will impact their measurement.
42. It was concluded that there was value in providing some clarity on the term “regular basis” as it relates to employers, and emphasizing the need to collect and disseminate information on this. This would create difficulty in the use of administrative sources, however, and removed the possibility to have breakdowns between “regular” and “occasional” employers. It could also be useful to add references in the resolution to the value of collecting information about the number of employees.
43. Modifications to the draft resolution were proposed to reflect this and are included in the draft posted on the ILO website shortly after the meeting.

## **2.5. Dependent contractors**

44. The need for statistics on “dependent self-employment” was among the most challenging but also most important objectives of the revision work. The ILO report for discussion at the Meeting of Experts on Non-Standard Forms of Employment held in 2015 described this as a situation where “workers perform services for a business under a civil or commercial contract but depend on one or a small number of clients for their income and receive direct instructions regarding how the work is to be done”. Dependent self-employed workers were typically not covered by the provision of labour or social security laws, although a number of countries had adopted specific provisions to extend some protection to them.
45. Two groups of dependent self-employed workers could be identified: workers who provide their labour to others but have contractual arrangements that are akin to self-employment, and workers who own and operate their own business but do not have full control or authority over their work. Statistics were needed about both groups to inform policy concerns about use of contractors, transfer of economic risk from employers to workers and trends in non-standard forms of employment. The concept of dependent contractors proposed in the draft resolution covered both of these groups but allowed for the separate identification of the two subgroups if feasible and relevant in the national context.

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46. Much of the early work on measurement of this group had focused on dependence on one or a small number of clients. The working group for the revision of the ICSE had proposed additional features which could be used to identify dependent contractors such as payment of social contributions, type of payment received, dependence on another entity for access to the market (for example through a ride providing application) or different forms of control over the work performed.
  47. In considering different criteria which could be used it was possible to identify many different types of workers, for example hairdressers who rent a chair in a salon and whose access to clients is entirely dependent on the salon owner, vehicle drivers whose work is organized by a transport company or ride providing service, subcontracted home-based workers, etc. This created a need to ensure, to the extent possible, that criteria proposed in a definition and related guidance identify cases of genuine policy interest and distinguish different types of worker where relevant.
  48. The proposed definition provided a set of criteria which could support identification of dependent contractors as well as a set of exclusion criteria for cases such as those who employ others, have a contract of employment with the entity on which they depend, or who operate incorporated enterprises.
  49. There was very strong support during the regional consultations for the provision of a definition of “dependent contractors” and there was strong demand for provision of statistics about them. However it was recognized to be a complex group for measurement creating a need for good operational guidance. The ILO had been engaged in pilot testing in partnership with different countries to test different operational approaches, such as the “main client” or “price setting” approaches but results have not been fully assessed as yet.
  50. The proposed measurement approach focused on initially allowing the worker to self-report their status in employment. Depending on whether they self-identify as employees or self-employed they would be asked different sets of questions. The draft resolution noted the potential to subdivide dependent contractors between those who provide labour to others but have contractual arrangements similar to self-employed versus those who own and operate their business but do not have full control or authority over the work. However, testing experience was insufficient to allow detailed guidance to be provided in time for the 20th ICLS.
  51. The experts emphasized the importance of this topic and the need for a good room document describing the background and clear measurement guidance to the extent possible. Substantial progress had been made but in view of the complexity there was a need for a strong proposal to be brought forward. However, the concept of dependency was complex, not limited to dependent contractors and there was concern about possible misclassifications.
  52. Following on from earlier discussions about the definition of “employers”, it was noted that the criterion that dependent contractors cannot have employees may seriously limit the number of dependent contractors identified in settings where engaging employees only occasionally is common. This could also make the measure volatile as workers could change status between employers and dependent contractors depending on the specific reference period chosen. This may lead to a misrepresentation of the reality of dependence.
  53. Some experts noted positive experiences arising from recent cognitive interviewing exercises which assessed questions on price setting and control of access to the market or supervision of work. Workers in different dependent situations were found to be able to understand and answer questions on these criteria but it was seen that the appropriate criteria to identify dependence could differ very much by the context of the individual worker. For example, those selling goods from a catalogue do not control price and only have a single

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supplier but have direct access to the market so the single supplier may be the most appropriate criterion in this case but may differ in others.

54. Reflecting the varied realities which were of policy interest it was suggested that the criteria needed to be further considered to allow some flexibility in application depending on the context and activity of the worker in question. It should also be recalled that further measurement experience was needed to refine any measurement guidance. This did not, however, diminish the importance of identifying this group within the classification as doing so will lessen their visibility and lower the likelihood of measurement and dissemination of statistics on the topic.
55. Other experts noted that there can be confusion when workers provide services through different mechanisms, for example if a driver is simultaneously available to take a passenger through a ride providing application or directly from the street. For these cases the issue was complex but may be more about identifying whether the person has one or multiple jobs. If the driver is free to take work by either means this could be considered an independent worker. As much as possible, treatment of cases of this nature should be clarified in the resolution and/or related materials.
56. The current draft of the report and resolution were considered to lack some material to clarify the motivation for identifying dependent contractors. This included tracking structural change in important and growing forms of employment not visible with existing classifications. Adding this could also assist in putting the definition in context or indeed updating the definition itself. For example, the idea that employment relationships can be operationally dependent or economically dependent may assist in framing the definition or related measurement guidance. Consideration could also be given to allowing separate measurement approaches for different industries or contexts, for example agriculture versus non-agriculture, which may facilitate improved measurement.
57. Bearing in mind the measurement challenges, a few experts expressed a preference not to include a separate category for dependent contractors. An alternative would be to include some additional cross-cutting variables to allow measurement of dependence among workers employed for profit. This would create various limitations on visibility of the group, however, and make the treatment of these workers within the classification unclear as they would need to be classified in other groups.
58. Many experts noted that the existing categories were inadequate for this important group whose visibility was limited when in reality they existed in large numbers in many countries. This meant that other categories were overstated as these workers would need to be assigned somewhere in the classification. The majority of participants felt that the good progress already made should be built on by retaining the group within the classification and working to further refine the definition and develop supporting guidance. It was emphasized that any operational guidance should be based on experience accumulated to date, which was growing, and subject to revision as further experience is gained. In this regard, the Office noted the need for additional countries to engage in testing of questions on this topic to contribute to ongoing knowledge development on this subject.
59. In concluding, Mr Hunter noted the strong but not universal support for inclusion of dependent contractors as a category in the classification. The complexity of measurement was universally accepted but there had already been some positive measurement experiences which should be built on through additional testing work. There was a need for further work on details of the definition and supporting guidelines. Previous versions of the definition had been more detailed and complicated but the current proposal may now be oversimplified. The report to the ICLS and draft resolution would need more information to clarify the motivation for identifying dependent contractors.



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## 2.6. Employees

60. Mr Hunter described the definition of the category “employees” and its subcategories. The proposed definition of employees was “workers employed for pay who do not hold controlling ownership of the economic unit in which they are employed”. This covered a diverse set of workers as reflected in the detailed inclusions and exclusions related to the proposed definition.
61. To meet the need for statistics on non-standard forms of employment and to provide information on the permanence and stability of employment arrangements, four subcategories of employees were defined, namely permanent employees, fixed-term employees, casual and short-term employees, and paid apprentices, trainees and interns.
62. One detail which arose during regional consultations was the boundary to distinguish fixed-term from short-term employees, which was proposed as one month. There was not universal agreement on this as it is shorter than the duration of two or three months used in a number of countries to define short-term employment for migrant workers. Several experts preferred a change to three months which would ensure the group might be large enough to measure in typical household surveys.
63. The experts were concerned that the category “casual and short-term employees” included two very distinct groups and that consideration should be given to fully separating these. There was also some concern about the use of the term “casual” as this may imply judgement about the quality of employment and could capture some relatively stable arrangements in certain countries. It was concluded that some clarity could be added for the subcategory “casual and short-term employees” while noting that countries may wish to separate them for national publication purposes. A redrafted proposal along these lines, providing separate definitions for “short-term employees” and “casual and intermittent employees” was presented during the Meeting and was received favourably. This draft also extended the boundary between casual and short-term and fixed-term from one month to three months.
64. Concerning the overarching definition of employees, there was some confusion regarding the condition that they do not hold controlling ownership of the enterprise. It was felt that some qualification could be added to clarify the underlying intention. There was also a need to provide additional detail to distinguish dependent contractors from employees. The boundary proposed related to the type of payment received, with workers who are paid for time worked identified as employees, while those paid only by the piece or commission may be identified as dependent contractors if not working on the premises of the employing entity and responsible for making their own arrangements for payment of social contributions. Since there were other cases, such as street vendors, which made the boundary between employees and both dependent and independent worker employed for profit difficult to measure, there was a need to provide additional clarification for borderline cases.
65. Some experts noted that the definition of “permanent employees” may cause difficulties in some countries as it included arrangements without a fixed end date (provided a certain number of hours of work was guaranteed). For example, domestic workers may have an agreement with no specified duration when the actual duration of employment could vary greatly. Clarity was sought as to whether the intended treatment was to represent these as permanent employees.
66. With reference to paid apprentices, trainees and interns, the key elements of the definition were that the motivation is the acquisition of workplace experience or skills while payment is received for the work performed. Since most workers in this group would otherwise be classified as fixed-term employees, their separate identification would assist in ensuring comparability of statistics on fixed-term employees given the substantial variability in the prevalence of paid apprenticeship or trainee systems across countries. There was a view that

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it could be appropriate to include them as a subcategory of fixed-term employees or alternatively reverse the order of the groups with casual and short-term employees and explicitly reference that they are a special case of fixed-term employees. There could be some difficulty with including them under fixed-term employees however, as the aggregates would be compared, meaning that the concerns about incomparability would remain. Another perspective was that paid trainee arrangements may sometimes be of indefinite or short duration, and should not be considered as fixed term, especially if the boundary between short-term and fixed-term employees was extended beyond one month. It was noted that some additional classification criteria could potentially be developed to better distinguish paid apprentices, trainees and interns and that the wording for the definition of this category should be reviewed.

67. Mr Hunter presented the proposed definition of persons in “unpaid trainee work” which for the purposes of the resolution directly referenced the appropriate part of the 19th ICLS resolution. The experts noted the need to retain consistency between definitions of “employment” and “unpaid trainee work” from the 19th ICLS standards. A suggestion was made to specify that the minimum wage could be used as a minimum requirement to identify paid apprentices, trainees and interns but difficulties were noted with this, including that it deviates from the 19th ICLS. A minimum wage approach could also lead to difficulties for consistent application across countries as not all countries have minimum wages and it may not reflect the reality of apprenticeship systems. It was concluded that some clarification could be added without making significant changes.

## **2.7. Family helpers**

68. Mr Hunter presented the proposed definitions for “family helpers” and their treatment within the proposed classifications. This group exists both within employment and other forms of work. The draft guidance on measurement stated that in the case of employment they will generally be directly identified from a self-identification question on status in employment. Additional questions on type of remuneration received (to confirm no regular payment is received) and role in decision-making in the family business could be used to confirm their appropriate classification in countries where the group is statistically important. Some clarifications were sought and provided on the interpretation of elements of the definition, such as what type of payment may be received, decision-making role and the relationship of the definition for this group to the definition of “dependent contractors” and others. It should be clarified that a contributing family worker can perform work for someone who is classified as a dependent contractor without changing the classification of either worker.

## **2.8. International classification of status at work (ICSaW)**

69. Mr Hunter explained that the proposed ICSaW was a three-level hierarchical classification with 20 mutually exclusive categories at its third level. Aggregate categories were based on the type of authority as this was more relevant to forms of work other than employment than economic risk. It was an extension of the proposed ICSE in that it contained the subcategories of ICSE and additional subcategories for the other forms of work.
70. The purpose of the ICSaW relates to achieving coherence and consistency of classification across different forms of work. It was unlikely that the complete classification would be used on a regular basis or applied completely in a labour force survey. The classification provided a basis for coherent statistics to be used at whatever frequency information is collected on the different groups, or whatever sets of surveys may be used to capture information on the different forms of work.

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71. Some experts raised concerns about the scope and proposed structure of the ICSaW. In particular, they considered that its use of terms such as “dependent” and “independent” for forms of work such as volunteer work and own-use provision of services were not useful and possibly confusing. They felt that the concepts of risk and authority did not apply as naturally to these forms of work as they do to employment. Other experts stressed that the distinctions provided were of clear policy interest and reflected some key differences in roles between men and women. These experts argued that there was a clear policy interest in providing statistics on the level of dependence of workers in forms of work other than employment and a preference among many experts to establish a consistent framework covering all forms of work rather than excluding or separating some forms of work.
  72. Many experts noted that there was a strong mandate to produce a coherent classification and it was important to highlight that ICSE-18 will be narrower in scope than ICSE-93 given the new definition of “employment” from the 19th ICLS resolution. Forms of work previously covered by ICSE-93 were no longer covered within the ICSE creating a need to consider how statistics produced through the two classifications relate. This would be best dealt with through an overall coherent classification covering the different forms of work. In addition, some of the subcategories of the proposed ICSaW were of significant interest and represented important groups, such as employers in own-use production of goods, either regularly or occasionally hiring employees, for example during harvesting or employers in own-use provisions of services. These categories reflected important labour relationships which should be identified.
  73. An alternative hierarchy proposed by an expert received some, but not widespread support. The alternative used the different forms of work as a starting point for the classification with different categories within each form of work. There was no consensus to replace the proposed ICSaW-18 hierarchy based on authority with this alternative, however. An option would be to include it as an alternative way of representing the status at work categories. Some experts felt that, while this hierarchy may warrant discussion in the report, it could cause confusion if presented in the resolution alongside ICSaW-18. It was agreed that the Office should further develop the draft alternative hierarchy and circulate it for further views including on whether and how it should be presented in the report and resolution.

### **2.8.1. Definitions for employers and own-account workers in own-use production work**

74. Mr Hunter presented the definitions proposed for employers and own-account workers in own-use production of goods and own-use provision of services. It was noted that persons who engage in activities which can be partially used to generate an income, for example looking after one’s own children while also caring for others in return for pay will be identified as employment or own-use production work depending on which is the “main” intended destination of the work. The application of main intended destination for own-use provision of services required careful operationalization as checking the main intention of the activity could entail multiple questions in the questionnaire.
75. The proposed resolution included a minor revision of the 19th ICLS resolution in the case of subsistence foodstuff producers. In the 19th ICSL resolution, paragraph 25, it is stated that subsistence foodstuff producers cannot employ others. However, based on evidence captured during pilot testing of the prevalence of this phenomenon, particularly at planting or harvesting, it was considered necessary to update this so that people can still be identified as subsistence foodstuff producers even if they employ others.
76. Some concerns were expressed about the application of a main intended destination approach to own-use provision of services. The one-hour criterion for identifying employment set a low bar for activities to be considered employment based on the intention

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to generate pay or profit through the work. Excluding cases where the main intention is own-use of the services provided can be very complex for surveys and respondents, and its justification was not clear to some. The main intention criterion, however, was consistent with the conceptual approach taken to own-use production of goods and was not a revision to the 19th ICLS resolution, rather a clarification of something which was not clearly elaborated. Also the group may be insignificant in many cases thus not justifying substantial additions to labour force surveys but may warrant attention for other surveys such as time-use surveys or others measuring own-use production work. It was noted that this issue could benefit from further consideration by the ILO.

### **2.8.2. Volunteers and other unpaid workers**

77. Mr Hunter gave an overview of the definitions for “own-account volunteers” (proposed to be called “direct volunteers” from now on) and “organization-based volunteers”, the background to them and notable inclusions and exclusions. Since the two categories proposed on volunteers can include those who produce goods or those who produce services they included some activities inside the SNA production boundary and others activities outside the SNA production boundary. A possibility would be to create additional groups to separate these and allow complete alignment with the production boundaries of the SNA.
78. Other unpaid workers covered workers who cannot be classified in any other groups in the ICSaW. One option to consider is to state explicitly that it aligns with people engaged in the form of work “other work activities” from the 19th ICLS resolution. It was not intended as a residual to cover cases where insufficient information is available to classify cases. No observations were made on the specific definitions presented and there was no desire expressed for additional splits of the presented categories.

## **2.9. Cross-cutting variables and categories**

79. Mr Hunter explained the purpose of defining cross-cutting variables, which was to provide more detailed information of interest which cannot be derived from the classifications according to status. There were three types of cross-cutting variables, namely those required to compile statistics according to the ICSE-18 classification, those essential for analytical purposes on the work relationship and those which are recommended. The experts noted that many of the variables were already collected in labour force surveys and the typology presented was supported. It was noted that it might not be justified to collect some of the variables very frequently if they related to phenomena which are insignificant in particular countries.

### **2.9.1. Duration of the job or work activity and hours of work**

80. In addition to being necessary to compile statistics on status in employment, information on the duration of work arrangements could provide important insights on the nature and stability of both permanent and non-permanent jobs. This was of particular relevance to employees. Two variables were proposed for this purpose, namely duration of work contract and duration of employment with the current economic unit. The variables related to working time made reference to definitions already stated in the resolution on the measurement of working time adopted by the 18th ICLS (2008).
81. In the case of *duration of employment in the current economic unit*, clarification was needed about the economic unit to which it refers, for example a local unit, enterprise, or enterprise group. In this regard, one consideration was whether different rights such as pension, seniority, etc. are retained when a worker changes jobs within an enterprise with multiple

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establishments or moves from one government department to another. Some clarifications for these issues were needed while retaining flexibility to reflect national circumstances. It was concluded that the text should be updated to indicate a specific economic unit which can be used for reference (e.g. enterprise or enterprise group) and how this applies to different sectors such as government.

82. There was discussion on what duration should be considered as a break in employment. Multiple experts supported a one-month threshold although this was not universal and some special national cases were noted where this might not be appropriate. Other experts expressed a preference for a three-month threshold and there was no clear consensus. The intention was to identify something which relates to stability and continuity of employment and this should be reflected in the definition. There was a need to clarify that for workers employed through agencies the recorded duration of employment should be the duration with the agency not the client of the agency.
83. With respect to *duration of work contract* some experts questioned its relevance to dependent contractors given that by definition an employment contract does not exist in such cases and the commercial contract may not have a specified duration. There was some discussion on the meaning of permanent/without limit of time and its relationship to measurement of duration of work contract. The terminology may not adequately reflect the nature of working engagements involved and some improved wording may be found such as “without stated limit of time” so as to avoid the inference that all such cases are permanent while many of the cases likely to be captured do not have clear expectation of permanence. It was concluded that additional detail should be introduced to specify how this can apply to different types of engagements such as written fixed-term contracts, open-ended arrangements, unwritten/implicit agreements and so on.

### **2.9.2. Reason for non-permanent employment**

84. The proposed cross-cutting variable reason for non-permanent employment was not just intended as an explanatory variable but could also potentially identify groups of interest for the classification, such as apprentices or interns who may express this as their reason for non-permanent employment.
85. As there was some interest in knowing if cases of non-permanent employment were voluntary or involuntary the current proposal made reference to the need for this information but did not provide definitions. Some experts were not convinced of the value of information on whether the non-permanent employment is voluntary as it can be very subjective. It was also unclear to some as to whether it should be collected for some of the groups listed such as casual employees. However, a majority saw value in the voluntary and non-voluntary distinction and felt it would not be difficult to collect through a labour force survey as was already done in some countries. There was broad agreement on the need to develop further material regarding the voluntary nature of arrangements based on a review of existing practices with a view to bringing a more detailed proposal to the ICLS.
86. Another point of concern was the inclusion of a category for “probation” as the types of probation systems which exist vary greatly across countries. Since respondents may give this as an answer when asked about the reason for non-permanent employment it was necessary to know how to handle these cases if the category is not included in disseminated statistics. A solution could be to remove the category but include a sentence on how such cases should be handled.
87. Some of the categories related to the person’s personal situation while others refer to characteristics of the job. In addition, a person may have multiple overlapping reasons in

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reality. Since the variable referred to the main reason, however, the categories were mutually exclusive. They reflected commonly reported responses to questions on this subject.

### **2.9.3. Contract type**

88. The proposed variable for contract type distinguished between written contracts and oral agreements. A question was needed for sequencing questions but also had analytical value. This variable should not be used to directly measure informality as written contracts may not indicate formality while those with oral agreements may meet the criteria to be identified as formal. For data collection purposes it may be necessary to include “no contract”, as respondents may indicate this, but for presentation purposes this may be combined with oral agreements. It was felt that there was a need to provide greater clarity on the inclusion of a category “no contract”.
89. Some experts felt that references to individual and collective agreements should be reviewed given a concern about their relevance to contract type and the relative emphasis placed on collective versus individual agreements. One suggested option was to include a separate cross-cutting variable on the existence of a collective agreement with categories used reflecting national relevance. Household surveys, however, were not a good vehicle to collect information on collective agreements for which information may be better obtained from administrative sources. It was concluded that the resolution should note that statistics indicating whether the agreement is collective or individual should also be compiled from relevant sources.

### **2.9.4. Form of remuneration**

90. The two variables related to form of remuneration were intended to provide information to understand the nature of the employment relationship but not to provide detailed information on remuneration more generally. The variable “forms of remuneration” should include information on all forms of remuneration received in a particular job and was required to assist with the identification of the status in employment categories. A separate variable “main form of remuneration” was also recommended and could be collected through an additional question. One issue was whether the category “wage or salary” should be changed to something like “payment for time worked including a wage or salary” to deal with cases where workers engaged on a day-to-day basis may not consider themselves to be paid a wage or salary. During regional consultations it had also been suggested to add a category for “tips from clients” since this could be the only type of payment received in some countries for certain occupations.
91. There was general support for the proposed updated categories and particularly the update to the category “wage and salary” to add a reference to “time worked”. Adding a separate question for main form of remuneration would require that respondents could initially indicate multiple forms of remuneration and created greater emphasis on the inclusion of additional categories such as “tips” as proposed. There was interest in identifying cases where this is the only form of remuneration received. Starting with a question allowing multiple responses and following up with a question on main form for those with multiple forms of remuneration could meet different information needs.

### **2.9.5. Seasonal workers**

92. Mr Hunter presented the proposed definition for “seasonal workers” noting that it was relevant to all forms of work. Seasonal employees may be identified through questions on reasons for non-permanent employment. For accurate measurement, data collection is required at different times during the year covering all active and inactive seasons.

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93. Some experts noted that seasonality may not in fact be a reason for non-permanent employment as it may cause long or short breaks in an arrangement which may otherwise be permanent in nature, for example recurring contracts with seasonal breaks such as teachers or workers in jobs related to tourism. It may be useful to reflect on national practices for the capture of seasonality as a reason for non-permanent employment for particular occupations. It may not be appropriate to identify all such cases as seasonal workers depending on the context.

#### **2.9.6. Place of work**

94. The proposed variable *place of work* referred to the type of location where the work is usually performed. The draft resolution proposed a minimum set of categories to identify groups of interest, including home-based workers, domestic workers and workers in multi-party employment relationships. In some contexts it was also relevant for the identification of dependent contractors.
95. It was noted that for multi-party work relationships the place of work recorded should be that of the ultimate client, not the employer, for example in the case of those working for temporary employment agencies. More clarity was needed on cases where a place of work can be a vehicle to provide a meaningful distinction, e.g. police who usually work from their vehicle versus a worker in a food truck. It was also noted that the purpose of a premises may change, e.g. a shop which is also used for sleeping. Clarity was required to establish if this should be recorded as own home or own business premises.
96. Some experts sought clarity on persons who always work on the street but at different locations and under which category they should be recorded, “street” or “no fixed location”. There was also a need to clarify what street refers to and whether it refers to various public places such as in a small kiosk of an underground transport station, etc.
97. There are potentially complex cases where an employer contracts people as part of a production chain and provides an open outdoor space for work to be completed, something which is known to happen in some developing countries. These cases do not naturally fit with any of the categories as they are open spaces but provided by a client/employer. Another case which could be complex and substantial in some countries was vendors who sell their products door to door.
98. The meaning of “place of work” for those who work through internet platforms and whereby the location of work can be anywhere was also raised. It was proposed to note in the resolution that, where required, countries could capture information on work through internet platforms but not as a separate category as a place of work.
99. For those working on farms which are not their own there is a need to ensure their categorization is clear. The proposed treatment was clarified as “employer’s business premises” but some additional detail may be needed for this to allow for different types of agricultural working arrangements. For this purpose, a suggestion was to add “or farm” to the categories for “client’s business premises” and “employer’s business premises” or changing “business premises” to “workplace”. The experts expressed mixed opinions on these alternatives.
100. It was concluded that there was a need to provide explanatory notes to clarify the definitions of the place of work categories and possibly to include an “other” category.

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### **2.9.7. Home-based workers**

- 101.** Mr Hunter explained that home-based workers cuts across different categories of the ICSE and refers to all those whose main place of work is their own home. He proposed to add some additional material to clarify the boundary between dependent contractors and others who work at home. This was supported.

### **2.9.8. Domestic workers**

- 102.** In introducing this topic, Mr Hunter noted that the Domestic Workers Convention, 2011 (No. 189), defined “domestic work” as “work performed in or for a household” and defined a “domestic worker” as “any person engaged in domestic work in an employment relationship”. This Convention notes that a person who performs domestic work only occasionally or sporadically and not on an occupational basis is not a domestic worker. These definitions were not sufficiently detailed to provide clarity for measurement and the reference to employment relationship has implications given the meaning of this within the ICSE, i.e. it would seemingly exclude dependent contractors and others. For these and other reasons refined definitions are required for statistical purposes.
- 103.** Mr Hunter presented the proposal for the new standards along with a proposal received from experts from Latin America and the Caribbean (LAC). The proposals were close in overall scope but differed in aspects of the wording. In the case of domestic workers in employment, the LAC proposal added some specificity regarding regularity and exclusivity of the work and indicated that such work can be performed both “in and for households” as compared with the original proposal.
- 104.** An expert from the region explained the concerns underlying the LAC proposal which revolved around current difficulties with identifying workers engaged in this type of work and the need for clarity in the new standards, given the need to properly identify this group. The group was predominantly women and of significant policy interest. This motivated the various updates contained in the proposal around issues such as regularity, types of services involved, clarity on definition of “use by the household”, etc. The idea of regularity was not just about frequency but also referred to the importance of the service in question to the ongoing functioning of the household. Also the original proposal was considered by the LAC experts not to be in line with Convention No. 189 which specified that the service provided is “in or for the household” not just “in the household”. This point was widely supported. The LAC proposal also excluded workers who have employees from domestic workers but other experts considered their inclusion to be appropriate.
- 105.** Since some services considered as domestic services (laundry, ironing, etc.) may not be completed on the household premises, there was concern about excluding this through a focus on a specific industry and the completion of the activity mainly in the household of a client as stated in the original proposal. However, changing this would create difficulties in distinguishing domestic workers from those serving many households and operating a business for that purpose. An option would be to include a reference to the potential interest in measuring such cases where nationally relevant but not as part of the aggregate category of “domestic workers”.
- 106.** Some experts were concerned that the inclusion of the term “exclusively for households” as contained in the LAC proposal may lead to exclusions for people performing some activities which are not for the household or which are not domestic services (for example baking for a family business for a short period of time) even though domestic work is the predominant activity involved. For this reason “mainly” may be a preferable reference point. This was widely agreed by the experts.



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107. It was noted that the statistical standards needed to reflect the interest in measuring shifts over time between unpaid domestic work provided by household members and paid domestic work, and between paid domestic work performed by workers employed directly by households and those employed by third party agencies or for profit. This supported the need for measurement of all domestic work in different forms of work, and for statistics that are not restricted to workers who perform domestic work on a regular basis by employees of households.
  108. There was a need to consider further the case where workers can engage in work through agencies and may also work for other entities, for example security guards who work for households during some parts of the week but work for other businesses during other periods of the week but all through the same agency.
  109. The proposal for domestic work was updated by the Office to reflect the discussion and is included in the draft version of the resolution posted on the ILO website shortly after the meeting.

### **2.9.9. Multi-party work relationships**

110. Mr Hunter noted that multi-party work relationships involved situations where a third party is involved in the relationship between the worker and the economic unit for which the work is performed. It was related to a variety of situations such as labour hire agencies, employers providing outsourced services, governments operating employment promotion schemes and others. Internet mediation could also be involved. There was demand for information about these various situations. Traditionally this group has been referred to as workers in “triangular employment” relationships but more recently in the ILO this has been adapted to multi-party employment relationships.
111. The draft resolution described the different ways in which a third party may be involved in the working relationship and the forms of mediation which may exist for employees or workers employed for profit such as dependent contractors. The key characteristics of these relationships were described in the draft resolution. In particular, the work was not mainly performed at the premises of the agency that pays the employee. These arrangements may typically be temporary but could also be permanent. For workers in employment for profit, an intermediary may supply raw materials and receive the goods produced by dependent contractors or else access to clients may be controlled by an intermediary.
112. The report provided guidance on measurement. This included approaches where the respondent is asked the type of contract they have, possibly with a list of predefined options or with wording of the question directly referring to a nationally significant type of multi-party employment relationship, for example: “Do you have a contract with a temporary employment agency?” Another approach was to ask who pays the worker. Any such questions needed to be carefully developed and tested to ensure they pick up groups of interest. It was also noted that if the group was not large it may be difficult to reliably measure through sample surveys. The advice provided at this point should be considered indicative as insufficient experience on measurement was available.
113. The experts welcomed the inclusion of this group as it related to a topic of very substantial interest to policy-makers with no current clear reference point for measurement. The inclusion of workers provided by third-party service provision agencies, as well as labour hire agencies, was considered by several experts to be highly relevant.
114. Some experts were concerned, however, that the proposed definition was too wide as it could be interpreted to cover many service providers or suppliers of goods to other businesses which could lead to over-estimation relative to the group of policy interest. The proposal

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confused two very distinct groups, namely those with intermediated work relationships and subcontractors. It would not be desirable to cover all subcontractors whose operation may simply relate to the way a supply chain operates and not to a multi-party relationship. There was a need to review the references to subcontractors to ensure that this group would not be interpreted as being broader than intended. It should only identify cases of subcontracted labour and not subcontracted service or goods provision more generally.

115. It was queried whether under the current proposal home-based workers could be considered as covered by multi-party employment relationships as it does not take place on the client's premises and may not be supervised. There was therefore a need for clarification that home-based workers in the gig economy or in intermediated home-based manufacturing could be included and that the place of work criterion was mainly relevant for employees.
116. It was pointed out that temporary agency workers and others with similar work relationships can have very similar protections or other conditions to other employees and that their economic risk and security may be similar. Some experts felt that special treatment of the group was not necessarily justified given possible negative inferences about these working relationships. The resolution and report should not suggest a negative inference for the groups identified, but rather represent them as a group of potential policy interest.
117. Mr Hunter welcomed the general support for identification of these types of relationships. He acknowledged that it would be useful to encourage the estimation of the full group but there was also a need for breakdowns to separately identify the various subgroups. The draft resolution could reflect this. Since this section of the resolution required substantial redrafting, no attempt was made to update it in the draft version posted on the ILO website shortly after the meeting.

#### **2.9.10. Informal employment relationships**

118. Mr Michael Frosch, Senior Statistician in the ILO Department of Statistics, presented the content of the draft report and resolution on the topic of informal employment relationships. One of the motivations for including this in the new standards was that there was not a consistent approach among countries in measuring informality with respect to employees – or lack of measurement in many developed countries. Nevertheless while updates to existing guidelines for measuring informality were necessary they were outside the mandate for the revision of the ICSE. As a consequence the proposal specified three variables which can be used to compile information of interest. The three variables are job-dependent social protection, access to paid annual leave and access to paid sick leave. This proposed approach had received strong support during the regional consultations.
119. Some experts noted some of the difficulties arising from the lack of clear definitions for informality which creates concerns about including the proposed three variables as indicators of informality. While these variables were widely recognized to be of strong interest, multiple experts expressed an opinion that they should not be presented as providing an indicator of informality. While relevant, and used in some countries to identify informal employees, they were not necessarily sufficient for this purpose. However, their inclusion was important to encourage wider measurement even if they do not definitively provide a measure of informality of relevance to all contexts.
120. It was also noted that the term “informality” had connotations which may not match national realities. For example, the absence of some of these conditions may not indicate informality and can even identify work which is standard in certain countries because the condition in question is not common in the country. There was also a view that some of the variables could be difficult to collect from proxy respondents, particularly job-dependent social protection.

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121. Some experts expressed strong support for maintaining the language related to the importance of the three variables for the measurement of key components of informal employment. They referred to the two sets of existing ICLS standards on the topic of measuring informality which, while recognizing that they required updating in light of the 19th ICLS resolution, nonetheless noted that they provided international standards for measurement. The experts highlighted in particular the close linkages between the ICLS guidelines on measuring informal employment and the status in employment categories defined by ICSE-93. Moreover, experts noted the importance of such variables for constructing components of the informal employment rate which is a decent work indicator and an indicator in the global sustainable development goal indicators framework.
  122. Mr Frosch welcomed the general support for the retention noting that there was wide support to retain references to the relevance of the three variables for measuring informality but in a way which does not infer that they are fully sufficient to measure informality for all workers in all contexts.

## **2.10. Data sources and guidelines for data collection**

123. Mr Frosch gave an overview of the data collection guidelines. He noted that work on the guidelines would be ongoing and the latest state of knowledge will be presented at the 20th ICLS with the understanding that ongoing revision will be required to reflect future measurement experience. The approach underlying the guidelines was to identify key characteristics which should be measured and present questions to illustrate how measurement could be conceived. The questions were organized into modules for flexibility of implementation to allow the more detailed subcategories in the proposed ICSE-18 to be distinguished or, depending on the set, applied only to certain subsets of the categories.
124. Different levels of detail could be warranted for different sources depending on the information needed, for example a more detailed approach may be needed for a labour force survey than a time-use survey.
125. The proposed measurement approach for household surveys commences with a self-identification question on status in employment and respondents are then routed to dedicated modules depending on the initial self-identification. Specific sub-modules have been developed separately for employees, self-employed and contributing family workers. Different operational approaches had been tested and there had been positive findings on the comprehension of many of the questions. However, results are very sensitive to the operational approach chosen. Further testing on a variety of issues was required to improve knowledge of the operational difficulties involved and this will extend beyond the 20th ICLS. Guidelines on the measurement of the essential and recommended cross-cutting variables were under development.
126. Some guidance had been developed on the collection of ICSE-18 through administrative sources. Establishment surveys will also be covered but were less well addressed in the current proposal.
127. Experts welcomed the testing work and the development of measurement guidance. It was stated that it would be important to provide guidance on proposed periodicity and frequency of measurement and reporting. The relation to survey type was very important as the modules may need to reflect other topics covered by the survey. The legal context of the country may require change in measurement approach over time and this should be reflected in the guidance. Also, depending on the survey type, it might be difficult to apply only a limited set of sub-modules as some distinctions needed to confirm self-identification require the more detailed modules.

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128. Mr Frosch noted the need to receive further input from national experts and the support for further testing.

### **3. Review of draft resolution**

129. Mr Hunter presented the main revisions which needed to be made arising from the discussions during the Meeting of Experts. Revisions are required to both the report and the resolution. The revisions to the report and some of the more substantial revisions to the resolution would require further work after the Meeting. The changes to the draft resolution which could already be made were presented. Many of the changes related to the need for updated wording to clarify the intended meaning behind different concepts, for example multiple job-holding, non-standard employment and a variety of others.

130. During the discussions a number of improvements and corrections were proposed and it was noted that these would be reflected by the Office in preparing the draft resolution to be presented at the 20th ICLS.

### **4. Future work, next steps and closure of the Meeting**

131. Mr Hunter described the section of the draft resolution on future work regarding wide dissemination of the standards and support for country implementation through technical assistance, capacity development, and preparation and update of guidance.

132. Regarding next steps Mr Hunter briefly described the activities anticipated over the coming weeks and months including the timelines for reporting on the Meeting of Experts and beyond that the work to be completed in advance of the 20th ICLS. It was planned to provide room documents and a draft report on this topic for the ICLS approximately a month in advance of the ICLS.

133. In closing the Meeting, Mr Diez expressed gratitude for the thoughtful insights presented by the experts. He noted the value of the wide regional distribution of the experts which had added substantially to the discussion through the reflection of extremely varying national perspectives which was a mirror of the ICLS itself. He welcomed the wide support for the draft resolution subject to the various updates proposed. Substantial work remained and the discussions at the 20th ICLS would be challenging and of undoubted importance. Mr Diez thanked the Chair for her excellent management of the Meeting and personal insights to the discussions.

134. Finally, he thanked the ILO team, particularly Mr Hunter, that he felt had developed a very strong proposal for consideration by the Meeting, noting the long hours worked both in preparations for and during the Meeting. He also thanked the support staff, interpreters and translators whose efforts had contributed greatly to the smooth and effective running of the Meeting.

135. The Chair added her thanks to those of Mr Diez and closed the meeting.

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**List of participants**  
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**Lista de participantes**



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