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Room Document*: **13**

**Amending the 18th ICLS Resolution
concerning statistics of child labour in line
with the 19th ICLS Resolution concerning
statistics of work, employment and labour
underutilization**

* This room document has not been formally edited

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statistics of work, employment and labour underutilization**

ILO Fundamental Principles and Rights at Work Branch
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Contents

1. Introduction.....	2
2. Child labour (18 th ICLS)	2
• The general production boundary.....	2
• The SNA production boundary	3
• Child labour.....	3
3. Work and employment (19 th ICLS)	4
• Work	4
• Forms of work.....	4
• Employment (19 th ICLS)	6
• Employment (19 th ICLS Resolution versus 13 th ICLS Resolution).....	6
4. Child labour and forms of work.....	8
• Child labour in employment	8
• Child labour in unpaid trainee work.....	9
• Child labour in volunteer work.....	10
• Child labour in own-use production of goods	12
• Child labour in own-use provision of services.....	13
• Child labour by form of work.....	14
5. Amending the 18 th ICLS Resolution on child labour statistics.....	14
• Harmonization of terms and definitions	15
• New items of data collection and classification	16
6. Annex: Draft amendment of the 18 th ICLS Resolution concerning statistics of child labour for consideration by the 20 th ICLS	17

1. Introduction

The existing international standards on child labour statistics were adopted in 2008 (18th ICLS)¹ based, at the time, on the latest concepts and definition regarding statistics of the economically active population, employment, unemployment and underemployment (13th ICLS)². These concepts and definitions have since been replaced with new international standards on statistics of work, employment and labour underutilization (19th ICLS)³. The purpose of the present room document is to examine the implications of the new statistical standards on work and employment, on those of child labour.

The room document is organized in five sections and one annex. Following this introductory section (Section 1), the main concepts and definitions for measuring child labour adopted by the 18th ICLS are reviewed (Section 2). Next, the relevant concepts and definitions of work, employment and other forms of work adopted by the 19th ICLS are examined and compared with the earlier international definition of employment adopted by the 13th ICLS (Section 3). In the subsequent section, proposals are made for measuring child labour with respect to each form of work and for classifying by form of work, the overall measurement of child labour, defined with respect to the SNA production boundary or the general production boundary (Section 4). The final section examines areas of amendment of the 18th ICLS Resolution concerning statistics of child labour in line with the 19th ICLS Resolution concerning statistics of work, employment and labour underutilization (Section 5). The Annex contains the text of the draft amendment.

2. Child labour (18th ICLS)

The broadest concept relating to the measurement of *child labour* in the 18th ICLS Resolution concerning statistics of child labour is the concept of “productive activities”, i.e., any activity falling within the general production boundary as defined in the System of National Accounts. The framework provides an option to measure child labour 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. For the sake of completeness, the definitions of the general production boundary and the SNA production boundary are given below.

• The general production boundary

Economic production within the general production boundary may be defined as “an activity carried out under the control and responsibility of an institutional unit that uses inputs of labour, capital, and goods and services to produce outputs of goods and services. There must be an institutional unit that assumes responsibility for the process of production and owns any resulting goods or knowledge-capturing products or is entitled to be paid, or otherwise

¹ ILO, *Resolution concerning statistics of child labour*, adopted by the 18th International Conference of Labour Statisticians, Geneva, 2008.

² ILO, *Resolution concerning statistics of the economically active population, employment, unemployment and underemployment*, adopted by the 13th International Conference of Labour Statisticians, Geneva, 1982.

³ ILO, *Resolution concerning statistics of work, employment and labour underutilization*, adopted by the 19th International Conference of Labour Statisticians, Geneva, 2013.

compensated, for the change-effecting or margin services provided. A purely natural process without any human involvement or direction is not production in an economic sense. For example, the unmanaged growth of fish stocks in international waters is not production, whereas the activity of fish farming is production” (SNA 2008, paragraph 6.24)⁴.

“While production processes that produce goods can be identified without difficulty, it is not always so easy to distinguish the production of services from other activities that may be both important and beneficial. Activities that are not productive in an economic sense include basic human activities such as eating, drinking, sleeping, taking exercise, etc., that is impossible for one person to employ another person to perform instead. Paying someone to take exercise is no way to keep fit. On the other hand, activities such as washing, preparing meals, caring for children, the sick or aged are all activities that can be provided by other units and, therefore, fall within the general production boundary. Many households employ paid domestic staff to carry out these activities for them” (SNA 2008, paragraph 6.25).

- **The SNA production boundary**

“The production boundary in the SNA is more restricted than the general production boundary. Activities undertaken by households that produce services for their own use are excluded from the concept of production in the SNA, except for services provided by owner-occupied dwellings and services produced by employing paid domestic staff. Otherwise, the production boundary in the SNA is the same as the more general one defined above.” (SNA 2008, paragraph 6.26).

- **Child labour**

Child labour within the SNA production boundary in the 18th ICLS *Resolution concerning statistics of child labour* was defined in line with the 13th ICLS *Resolution concerning statistics of economically active population, employment, unemployment, and underemployment* where employment was equated with all activities within the SNA production boundary. Accordingly, child labour within the SNA production boundary formed a subset of *children in employment* which itself formed a subset of *children in productive activities*, i.e., children engaged in any activity falling within the general production boundary.

The definition of child labour was thus formulated as 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*;
- (b) *employment below the minimum age*; and
- (c) *hazardous unpaid household services*, applicable where the general production boundary is used as the measurement framework.

⁴ UN and el. al. *System of National Accounts 2008*, United Nations Sales No. E08.XVII.29, document symbol, ST/ESA/STAT/SER.F/2/Rev.5, New York, 2009.

The descriptions of the components (a), (b) and (c) are given in the 18th ICLS Resolution. The main issue considered here is the statistical treatment of component (b) given the new international standards on statistics of work, employment and labour underutilization adopted by the 19th ICLS in 2013 after the adoption of the 18th ICLS on child labour statistics in 2008. The 19th ICLS Resolution defines employment as a particular form of work with a narrower scope than the definition of employment adopted by the 13th ICLS in 1982, which was the international standards when the 18th ICLS Resolution concerning statistics of child labour was adopted.

3. Work and employment (19th ICLS)

A major feature of the new international standards on statistics of work, employment and labour underutilization adopted by the International Conference of Labour Statisticians (ICLS) in 2013 is the formalization of the statistical concept of “work” and drawing a distinction with the concept of “employment”. This may have profound implications in the resulting statistics of employment and child labour, especially in countries with large populations engaged in own-use production. There are a number of other differences between the earlier and new international definitions of employment with impact on the resulting statistics of employment and child labour.

• Work

The starting point of the new international standards on statistics of work, employment and labour underutilization is the statistical concept of work defined as:

- “Any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use” in line with the General production boundary defined in the System of National Accounts 2008.
- Work is defined “irrespective of its formal or informal character or the legality of the activity.”
- It excludes “activities not involving production of goods or services (begging, stealing), self-care (personal grooming, hygiene) and activities that cannot be performed by another person on one’s own behalf (sleeping, learning, own recreation).”

• Forms of work

The international standards recognize different forms of work: Own-use production work (production of goods and services for own final use); employment (work performed for others in exchange for pay or profit); unpaid trainee work (work performed for others without pay to acquire workplace experience or skills); volunteer work (non-compulsory work performed for others without pay); and other forms of work activities (not defined at this time by the international standards). These other work activities include such activities as unpaid community service and unpaid work by prisoners, when ordered by a court or similar authority, and unpaid military or alternative civilian service.

Own-use production of goods, employment, unpaid trainee work, a part of volunteer work and “other work activities” form the basis for the preparation of national production accounts within the 2008 SNA production boundary. Own-use provision of services and the

- **Employment (19th ICLS)**

Under the new international standards, *employment* is a particular form of work. Persons in employment are defined as all those above a specified age who, during a short reference period, were engaged in any activity to produce goods or provide services for pay or profit. It excludes persons engaged wholly in activities to produce goods or services for own final use such as producing agricultural, fishing and gathering products for own-consumption or cleaning, decorating, gardening and maintaining one's own dwelling or premises, durables and other goods.

Persons in employment comprise: (a) employed persons "at work," i.e., who worked in a job for at least one hour; and (b) employed persons "not at work" due to temporary absence from a job, or to working-time arrangements (such as shift work, flexi-time and compensatory leave for overtime). "For pay or profit" refers to work done as part of a transaction in exchange for remuneration in the form of wages or salaries for time worked or work done, or in the form of profits derived from the goods and services produced through market transactions. It includes remuneration in cash or in kind, whether actually received or not, may also comprise additional components of cash or in-kind income. The remuneration may be payable directly to the person performing the work or indirectly to a household or family member.

"Temporary absence" includes absences that are by their nature usually of short duration and where job attachment is maintained such as sick leave due to own illness or injury; public holidays, vacation or annual leave; and periods of maternity or parental leave as specified by legislation. In other cases, job attachment during the period of temporary absence requires further testing based on receipt of remuneration and/or the length of the duration of absence. The new international definition of employment stipulates that the threshold of the duration of absence should be, in general, not greater than three months. It also specifies a number of inclusions and exclusions of particular categories of persons.

- **Employment (19th ICLS Resolution versus 13th ICLS Resolution)**

The new international definition of employment differs considerably from the earlier international definition adopted by the 13th ICLS in 1982. According to the earlier definition, the employed comprise all persons above a specified age who during the reference period, either one week or one day, were in the following categories:

Paid employment

- At work: performed some work for wage or salary, in cash or in kind
- With a job but not at work: Having already worked in present job, but temporary absent with formal job attachment

Self-employment

- At work: performed some work for profit or family gain, in cash or in kind
- With an enterprise but not work: With an enterprise (business, farm, service undertaking) but temporarily not at work for any specific reasons

The definition further clarifies the notions of "some work" and "formal job attachment" and specifies the statistical treatment of particular categories of persons. It should be noted that

while the definition of employment refers to “work for wage or salary, in cash or in kind” in the case of paid employment at work, it refers to “work for profit or family gain, in cash or in kind” in the case of self-employment at work. The inclusion of the term “family gain” in the definition of employment is a major difference relative to the new definition that uses the term “work for pay or profit” referring to paid or self-employment and avoids the use of the term “family gain” altogether. There are other differences in the earlier and new definitions of employment, the principal ones listed in the tabulation below.

1. Employed persons (19th ICLS versus 13th ICLS)

	Category of persons	International definition of employment	
		19 th ICLS 2013	13 th ICLS 1982
1	Persons engaged in any activity to produce goods or provide services for own final use	Not employed	Employed (If production of goods comprises an important contribution to the total consumption of the household)
2	Apprentices, interns or trainees who work without pay in cash or in kind	Not employed	Not employed (By opposition to “apprentices receiving pay in cash or in kind” are in paid employment)
3	Participants in skills training or retraining schemes within employment programmes	Not employed (When not engaged in the production process of an economic unit)	Employed (If employed by the enterprise before the training period and maintains a formal job attachment while on training) ⁵
4	Persons with seasonal jobs during off-season	Not employed (If ceased to perform the tasks and duties of the job)	Employed (If assurance of return to work with the same employer at the beginning of next season, and employer continues to pay all or significant part of wage or salary during the off-season) ⁶
5	Persons temporary absent from job for specific reasons: parental leave, educational leave, care for others, other personal absences, strikes or lockouts, reduction in economic activity, suspension or disorganization of work	Not employed (When total duration of absence exceeds threshold and/or test of receipt of remuneration not fulfilled)	Employed (If formal job attachment based on one or more of following criteria: continued receipt of wage or salary; assurance to return to work; limited elapsed duration of absence)
6	Persons on indefinite lay-off	Not employed (If no assurance to return to employment with the same economic unit)	Not employed (If no formal job attachment)
7	Contributing family workers temporary absent from work	Employed	Not employed
8	Members of the armed forces	Employed (If regular member of armed forces or on military or alternative civilian service performing this work for pay in cash or in kind)	Employed (Both regular and temporary members of the armed forces)

⁵ ILO, *Guidelines on the implications of employment promotion schemes on the measurement of employment and unemployment*, endorsed by the Fourteenth International Conference of Labour statisticians, Geneva, October-November 1987.

⁶ ILO, *Guidelines concerning treatment in employment and unemployment statistics of persons on extended absences from work*, endorsed by the Sixteenth International Conference of Labour Statisticians, Geneva, October 1998.

The statistical treatment of cases (2), (6) and (8) are essentially similar under both sets of definitions, though the scope and conditions slightly differ. In the other cases, the statistical treatments differ. Persons in cases (1), (3), (4) and (5) are not considered as employed under the 19th ICLS definition, but were under the 13th ICLS definition. Persons in case (7) are included as employed under the 19th ICLS definition but were excluded under the 13th ICLS definition. In fact, assisting family members not necessarily living in the same household are assimilated with contributing family workers and therefore this sub-category is further expanded under the new 19th ICLS definition.

4. Child labour and forms of work

Child labour may be measured with reference to each form of work, separately. Proposed definitions and terminologies are given below. Total child labour measured within the SNA production boundary or over the general production boundary may also be classified by form of work, with specification of criteria determining the main form of work engaged by the child during the reference period. The issues involved are discussed at the end of the section.

- **Child labour in employment**

The term “child labour in employment” is meant to refer to the intersection between *child labour* and *children in employment*. Under the new international definition of employment (19th ICLS), the concept of *children in employment* does not englobe all *child labour within the SNA production boundary*. Therefore, a separate term is needed to refer to the intersection of the two concepts.

Maintaining a similar structure as in the current international statistical standard on child labour, “child labour in employment” may be defined to include all children aged 5 to 17 years who, during a specified time period, were engaged in either of the following categories:

- a) *employment in an activity designated as worst forms of child labour*; and
- b) *employment below the minimum age*.

Employment in an activity designated as worst forms of child labour refers to work for pay or profit by children in an activity designated as worst forms of child labour other than hazardous work as described in Article 3 of ILO Convention No. 182, including work for play or profit by children under hazardous conditions.

Employment below the minimum age includes any work for pay or profit that is carried out by a child who is below the *minimum age* for admission to employment or work for pay or profit specified for the kind of work performed.

“Child labour in employment” excludes permissible light employment by children 12-14 years old and employment of children 15-17 years old in an activity not designated as worst forms of child labour. It also excludes child labour in forms of work other than employment. The term “permissible light employment” is meant to correspond to the term “permissible light work” in the existing international standards on statistics of child labour. The choice of the threshold on

hours of work for determining permissible light employment should in principle consider only hours of work for pay or profit in which the child was engaged during the reference period.

It should also be mentioned that “child labour in employment” does not, in principle, exclude children working without pay as contributing family workers in market-oriented enterprises operated by household members, or by family members living in other households. These children may not be directly receiving any payment for their work but are indirectly exposed to the risk and profit of the household enterprise or family enterprise in which they work. Therefore, their statistical treatment with respect to child labour should follow the same rules as others in “child labour in employment”.

- **Child labour in unpaid trainee work**

The 19th ICLS international standards on statistics of work and employment recognize “unpaid trainee work” as a separate form of work distinct from employment. *Persons in unpaid trainee work* are defined as all those of working age who, during a short reference period, performed any unpaid activity to produce goods or provide services for others, in order to acquire workplace experience or skills in a trade or profession, where

- (a) “short reference period” is interpreted as seven days or one week;
- (b) “any activity” refers to work for at least one hour;
- (c) “unpaid” is interpreted as the absence of remuneration in cash or in kind for the work done or hours worked; nevertheless, these workers may receive some sort of support, such as transfers of education stipends, or grants, or occasional in cash or in-kind support (e.g., a meal or drinks);
- (d) production “for others” refers to work performed in market and non-market units that are owned by non-household or non-family members;
- (e) acquiring “workplace experience or skills” may occur through traditional, formal or informal arrangements whether or not a specific qualification certificate is issued.

In many countries, most persons in unpaid trainee work are young people, including in some countries adolescents and children below 18 years of age. To the extent that certain types of unpaid trainee work may involve activities of hazardous nature or undertaken in circumstances likely to harm the health, safety or morals of children, hazardous unpaid trainee work should be considered as falling within the scope of child labour measured inside the SNA production boundary.

Accordingly, and for the sake of consistency with the structure of the definition of child labour in employment, “child labour in unpaid trainee work” may be defined to include all children aged 5 to 17 years who, during a specified time period, were engaged in either of the following categories:

- a) *unpaid trainee work in an activity designated as worst forms of child labour; and*
- b) *unpaid trainee work below the minimum age.*

Because the intended purpose of unpaid trainee work is to acquire skills or workplace experience, unpaid trainee work in worst forms of child labour other than hazardous work is likely

to be non-existent or very limited in most countries. Hazardous unpaid trainee work by children may be defined as unpaid trainee work in activities of a hazardous nature (i.e., designated hazardous industries and occupations) or in activities conducted under hazardous conditions, for example, long hours in tasks and duties which by themselves may or may not be of a hazardous nature for children (i.e., hazardous work conditions). The threshold for long hours of work and, the industries and occupations that make unpaid trainee work hazardous for children may be set, for statistical purposes, on the basis of similar criteria than those described in the current international standards on statistics of child labour in the context of child labour within the SNA production boundary (i.e., paragraphs 25-30 of the 18th ICLS *Resolution concerning statistics of child labour*).

Unpaid trainee work below the minimum age may be defined to include any unpaid trainee work that is carried out by a child who is below the minimum age set for traineeships, apprenticeships, internships or other types when unpaid, according to national circumstances, or set for unpaid skills training or retraining schemes within employment promotion programmes, when engaged in the production process of the economic unit. The ILO Minimum Age Convention (C138) specifies under Article 6 that the Convention “does not apply to work done by children and young persons in schools for general, vocational or technical education or in other training institutions, or to work done by persons at least 14 years of age in undertakings, where such work is carried out in accordance with conditions prescribed by the competent authority, after consultation with the organisations of employers and workers concerned, where such exist, and is an integral part of: (a) a course of education or training for which a school or training institution is primarily responsible; (b) a programme of training mainly or entirely in an undertaking, which programme has been approved by the competent authority; or (c) a programme of guidance or orientation designed to facilitate the choice of an occupation or of a line of training.”⁷

- **Child labour in volunteer work**

According to the international standards, volunteer workers are defined as all persons “of working age who, during a short reference period (four weeks or one calendar month), performed any unpaid, non-compulsory activity to produce goods or provide services for others”, where

- (a) “any activity” refers to work for at least one hour
- (b) “unpaid” is interpreted as the absence of remuneration in cash or in kind for work done or hours worked; nevertheless, volunteer workers may receive some small form of support or stipend in cash, when below one third of local market wages (e.g. for out-of-pocket expenses or to cover living expenses incurred for the activity), or in kind (e.g. meals, transportation, symbolic gifts).
- (c) “non-compulsory” is interpreted as work carried out without civil, legal or administrative requirement, that are different from the fulfilment of social responsibilities of a communal, cultural or religious nature;
- (d) production “for others” refers to work performed through, or for organizations comprising market and non-market units (i.e. organization-based volunteering) including

⁷ ILO *Convention concerning Minimum Age for Admission to Employment* (No. 138), 1973.

through or for self-help, mutual aid or community-based groups of which the volunteer is a member; or for households other than the household of the volunteer workers or of related family members (i.e. direct volunteering).

Excluded from “volunteer work” are community service and work by prisoners ordered by a court or similar authority, compulsory military or alternative civilian service; unpaid work required as part of education or training programs (i.e., unpaid trainees or interns); and work for others performed during the working time associated with employment, or during paid time off from an employee’s job granted by the employer.

In relation to children and the statistics of child labour, child labour in volunteer work may be defined to include all children aged 5 to 17 years who, during a specified time period, were engaged in either of the following categories:

- a) *hazardous volunteer work by children*;
- b) *volunteer work below the minimum age*.

Hazardous volunteer work by children may be defined as volunteer work in activities of a hazardous nature (i.e., designated hazardous industries and occupations) or in activities conducted under hazardous conditions, for example, long hours of volunteer work in tasks and duties which by themselves may or may not be of a hazardous nature for children. In the absence of other considerations, the threshold for long hours of work and, the industries and occupations that make volunteer work hazardous for children may be set, for statistical purposes, on the basis of similar criteria than those described paragraphs 25-30 of the 18th ICLS *Resolution concerning statistics of child labour*.

Similarly, *volunteer work below the minimum age* may be defined in terms of the same age limit that is set for child labour in employment. Under certain conditions depending on national circumstances, the minimum age for measuring child labour in volunteer work may be set below the age limit used for measuring child labour in employment.

When considering volunteer work by children, the notion of “volunteer” should clearly identify if the child is performing work as part of an organization-based volunteering group or the work is performed for a household other than the child’s own household or family. In the latter case, the measurement instrument should have means to strictly test the “volunteer” nature of the activity. The definition of “family” used in the context of measuring “volunteer work” should also be specified as the definition may vary from country to country.⁸

It should also be mentioned that volunteer work cut across the SNA production boundary. Volunteer work in market and non-market units (i.e. government and non-profit institutions serving households) and volunteer work in household producing of goods are within the SNA production boundary. Volunteer work in household producing services is outside the SNA production boundary but within the general production boundary. New developments in

⁸ It should be mentioned that in the earlier *ILO Manual on the Measurement of Volunteer Work* (2011, http://www.ilo.org/global/publications/books/WCMS_167639/lang--en/index.htm) no such exclusion is made and the measurement includes work for all households other than that of the volunteer worker, including, possibly, households of family members of the volunteer worker.

national accounting treats direct volunteer work as part of the third or social economy (TSE) sector.⁹

- **Child labour in own-use production of goods**

A major impact of the 19th ICLS Resolution concerning statistics of work, employment and labour underutilization is the statistical treatment of own-use production work and in particular, own-use production of goods. Persons in own-use production work are all persons of working age who, during a short reference period, performed any activity to produce goods or provide services for own final use for a cumulative total of at least one hour. “For own final use” is interpreted as production where the intended destination of the output is *mainly* for own final use (in the form of capital formation, or final consumption by household members, or by family members living in other households). The intended destination of the output is established in reference to the specific goods produced or services provided, as self-declared (i.e., mainly for own final use) and in the case of agricultural, fishing, hunting or gathering goods intended mainly for own consumption, a part or surplus may nevertheless be sold or bartered.

Own-use production of goods is regarded as falling within the SNA production boundary and covers:

- (a) producing or processing for storage agricultural, fishing, hunting and gathering products;
- (b) collecting or processing for storage mining and forestry products, including firewood and other fuels;
- (c) fetching water from natural and other sources;
- (d) manufacturing household goods (such as furniture, textiles, clothing, footwear, pottery or other durables, including boats and canoes);
- (e) building, or effecting major repairs to, one’s own dwelling, farm buildings, etc.

Subsistence foodstuff producers constitute an important subgroup of persons in own-use production work. They are defined as all those who performed for own final use any of the specified activities to produce foodstuff from agriculture, fishing, hunting or gathering that contribute to the livelihood of the household or family, even if parts or surpluses were sold or bartered. Excluded, however, are persons who were engaged in such production as recreational or leisure activities.

In many countries, children assist their parents or other family members in subsistence agriculture or other own-use production activities. Depending on the age of the child or the conditions under which the activities are performed, some of the children engaged in own-use production of goods may be considered to be in child labour. Child labour in own-use production of goods may be defined to include all children aged 5 to 17 years who, during a specified time period, were engaged in either of the following categories:

- a) *own-use production of goods by children under hazardous conditions;*
- b) *own-use production of goods below the minimum age.*

⁹ UN Handbook on Satellite Account on Non-profit and Related Institutions and Volunteer Work, 2018, https://unstats.un.org/unsd/nationalaccount/docs/UN_TSE_HB_FNL_web.pdf

Under the existing 18th ICLS Resolution on child labour statistics, own-use production of goods by children is considered employment and any activity of children below the minimum age is considered as child labour inside the SNA production boundary. To maintain consistency, the minimum age for own-use production of goods by children should be set at the same age as that for determining employment below the minimum.

Hazardous own-use production of goods refers to such activities of a hazardous nature (i.e., designated hazardous industries and occupations) or undertaken under hazardous working conditions such as work underground, under water, at dangerous heights or in confined spaces; work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads; work in an unhealthy environment and work for long hours in own-use production of goods. The statistical treatment of children combining own-use production of goods and other forms of work during the specified reference period is addressed later on in this section as part of classification of child labour by form of work.

- **Child labour in own-use provision of services**

Own-use production of services or own-use provision of services are activities considered beyond the SNA production boundary but within the general production boundary. They cover:

- (a) household accounting and management, purchasing and/or transporting goods;
- (b) preparing and/or serving meals, household waste disposal and recycling;
- (c) cleaning, decorating and maintaining one's own dwelling or premises, durables and other goods, and gardening;
- (d) child care and instruction, transporting and caring of the elderly, dependent or other household members and domestic animals or pets, etc.

These activities are referred to as “unpaid household services” in the 18th ICLS Resolution concerning statistics of child labour. They are defined as production of domestic and personal services by a household member for consumption within their own household, commonly called “household chores” (paragraph 13). “Hazardous unpaid household services” is recognized as an element of child labour, applicable where child labour is measured within the SNA general production boundary (paragraph 36).

Child labour in own-use provision of services may be defined along the same lines as “hazardous unpaid household services by children,” that is, “household chores” performed in the child's own household under hazardous conditions, such as (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 of own-use provision of services of children, relative to their age, may differ from the one applied in respect to children in employment or children engaged in other forms of work within the SNA production boundary. The effect on a child's education should also be considered when determining what constitutes long hours.

Own-use provision of services below minimum age is not considered as child labour if performed below the threshold for long hours of work in own-use provision services, and in general, if performed under non-hazardous conditions.

- **Child labour by form of work**

The calculation and presentation of the statistics on child labour measured separately for each form of work as described above (Section 4) may differ from the calculation of child labour within the SNA production boundary or the general production boundary (Section 2), and the classification of the result by form of work. It is convenient to distinguish three cases:

- (a) Children engaged in a single form of work considered as child labour during the specified reference period;
- (b) Children engaged in multiple forms of work considered as child labour during the specified reference period;
- (c) Children engaged in multiple forms of work none considered as child labour on their own during the specified reference period, but considered as child labour when examined cumulatively.

In case (a), the classification of child labour by form of work would lead to identical results as the calculation and presentation of child labour for each form of work separately.

In case (b), the two sets of results may differ. The *classification of child labour by form of work* should specify the criterion to be used for mutually exclusion classification. One possibility would be to classify children in child labour by main form of work performed during the specified reference period. “Main” could refer to the form of work performed with the longest hours actually worked or usually worked, as defined by the international standards on working time.¹⁰ Child labour may also be classified by form of work in terms of all or some combinations of forms of work, e.g., children engaged in both child labour in employment and child labour in own-use production of goods, children engaged in child labour in employment as well as child labour in own-use production of goods and child labour in own-use provision of services, etc.

Case (c) may happen for children not engaged in any form work considered as child labour who were working cumulatively long hours of work in different forms of work. In this case, the statistics of child labour measured for each form of work separately would be zero, but non-zero in the measurement of child labour by form of work where the hours of work are cumulated over the different forms of work. For these statistics, the main form of work may be defined as the form of work with the longest hours of work during the specified reference period.

5. Amending the 18th ICLS Resolution on child labour statistics

The review carried out in the previous sections indicates that the 18th ICLS Resolution concerning statistics of child labour may be amended in line with the 19th ICLS Resolution concerning statistics of work, employment and labour underutilization by (a) harmonization of terminologies and definitions; and (b) introduction of new items of data collection and classification.

¹⁰ ILO, *Resolution concerning the measurement of working time*, adopted by the 18th International Conference of Labour Statisticians, Geneva, 2008. http://www.ilo.org/global/statistics-and-databases/standards-and-guidelines/resolutions-adopted-by-international-conferences-of-labour-statisticians/WCMS_112455/lang--en/index.htm

- **Harmonization of terms and definitions**

In order to harmonize the international standards on statistics of child labour with those on work and employment while maintaining the existing measurement framework, it is proposed to reword the following terms, where appropriate:

Term	Rewording
Children in productive activities	Working children
Employment	Employment and other forms of work within the SNA production boundary

It is also proposed to amend the corresponding definition of employment and explicitly refer to the definitions of the various other forms of work:

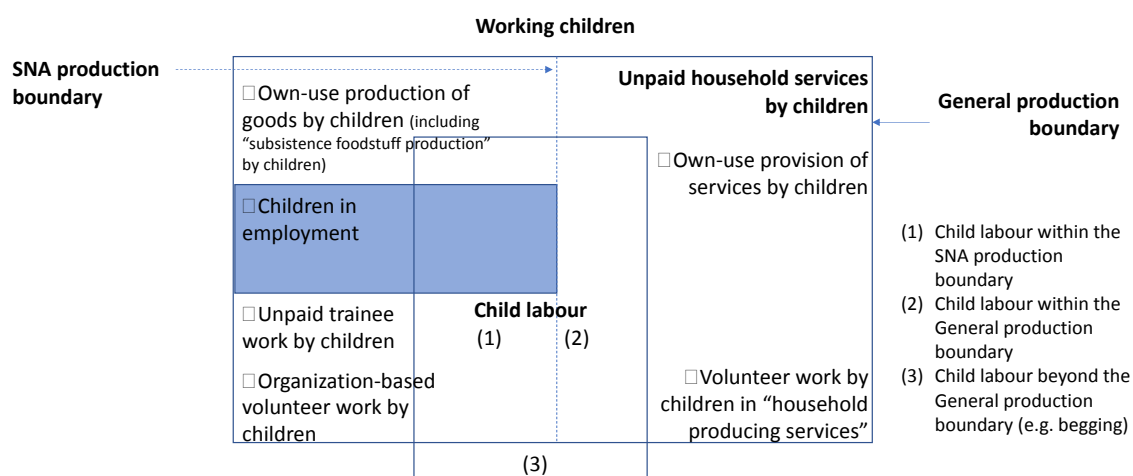
Term	Definition
Employment	Any activity to produce goods or provide services for pay or profit
Own-use production work	Production of goods and services for own final use
Unpaid trainee work	Work performed for others without pay to acquire workplace experience and skills
Volunteer work	Non-compulsory work performed for others without pay

Finally, it is proposed to expand the definition of unpaid household services to include that part of volunteer work that is not within the SNA production boundary but included in the general production boundary:

Term	Expanded definition
Unpaid household services	Own-use production of services, or equivalently, production of domestic and personal services by a household member for consumption within their own household, commonly called “household chores”, as well as volunteer work in household producing services for others

The implications of the proposed rewordings and definitions are implemented on the relevant paragraphs of the text of the 18th ICLS Resolution as shown in the Annex of the present room document. The resulting measurement framework may be schematically represented as in diagram 2 below. It can be noted that child labour measured within the SNA production boundary includes part of children in employment as well as parts of each of the other forms of work. It can also be noted that when child labour is measured within the general production boundary, it includes in addition parts of own-use provision of services and of volunteer work in household producing services, together labelled as “unpaid household services by children.”

2. Measurement framework of working children, children in employment and child labour in line with the 19th ICLS Resolution concerning statistics of work, employment and labour underutilization



The measurement of child labour outside the general production boundary (3) corresponds to the existing provision in paragraph 18 of the 18th ICLS Resolution concerning statistics of child labour where activities by children such as begging and stealing need to be considered in the context of the worst forms of child labour.

• New items of data collection and classification

To take advantage of the information that can be obtained from the differentiated forms of work introduced by the 19th ICLS Resolution concerning statistics of work, employment and labour underutilization, it is proposed to amend the 18th ICLS Resolution concerning statistics of child labour with new statements encouraging countries to develop methodologies, such as those described in Section 4, for:

- measuring child labour with respect to each form of work separately; and
- classifying by form work, the overall child labour measured within the SNA production boundary or over the general production boundary

Statements to this effect are drafted and proposed for addition at the end of paragraph 53 of the amended 18th ICLS Resolution, as shown at the end of the Annex of the present document.

6. Annex

Draft Amendment to the 18th ICLS Resolution concerning statistics of child labour

The 20th International Conference of Labour Statisticians,

Having been convened at Geneva by the Governing Body of the International Labour Office and having met from 10 to 19 October 2018,

Taking into consideration the relevant parts of the Resolution concerning statistics of work, employment and labour underutilization, adopted by the 19th International Conference of Labour Statisticians, 2013,

Recognizing the need to harmonize the international statistical standards for the identification and classification of children in productive activities and child labour adopted by the 18th ICLS with those on work and employment adopted by the 19th ICLS,

Adopts this ... day of October 2018 the following amendment to the Resolution concerning statistics of child labour, adopted by the 18th International Conference of Labour Statisticians, 2008. The headings, paragraphs 11-16, 28, 32, 36-37, 53 and the Annex of the Resolution are substituted with the following headings, paragraphs and Annex:

Working children

11. The broadest concept relating to the measurement of child labour is working children, that is, children engaged in any activity falling within the general production boundary as defined in the 2008 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 forms of work*.
12. *Children in employment* are all children below 18 years of age who were engaged in any activity to produce goods or provide services for pay or profit for at least one hour during the reference period. They include children working without pay as contributing family workers in market-oriented enterprises operated by household members, or by family members living in other households.
13. *Children in other forms of work* include children engaged in own use production work, children in unpaid trainee work, children in volunteer work and children in other work activities such as unpaid community service. Own-use production work comprises production of goods and services for own final use. Unpaid trainee work comprises work performed for others without pay to acquire workplace experience and skills. Volunteer work comprises non-compulsory work performed for others without pay. Own-use production of goods, unpaid trainee work, volunteer work in market and non-market units (i.e. government and non-profit institutions serving households) and volunteer work in household producing of goods, along with employment, are forms of work within the SNA production boundary. Own-use production of services and volunteer work in

household producing services are forms of work outside the SNA production boundary but within the general production boundary.

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 work activities either on the basis of the general production boundary, or on the basis of the SNA production boundary, in line with the concepts and definitions specified in the 19th ICLS Resolution concerning statistics of work, employment and labour underutilization, 2013. 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; and
 - b) *employment and other forms of work within the SNA production boundary performed by children below the minimum age*, as described in revised paragraphs 32 and paragraphs 33 to 35.
 - c) *hazardous unpaid household services by children*, as described in revised paragraphs 36 and 37.

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 at other forms of work in SNA and non-SNA production 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.

Long hours of work and night work by children

28. A child is considered to be working *long hours of work* if the number of hours actually worked at all jobs and work activities with the SNA production boundary 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.

Employment and other forms of work in SNA production below the minimum age

32. Employment and other forms of work in SNA production 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 the 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.

Hazardous unpaid household services by children

36. The concept of *unpaid household services* as an element of child labour is applicable where the general production boundary is used as the framework for measuring child labour. It encompasses own-use production of services, or equivalently, production of domestic and personal services by a household member for consumption within their own household, commonly called "household chores", as well as volunteer work in household producing services for others.
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 or children engaged in other forms of work within the SNA production boundary. The effect on a child's education should also be considered when determining what constitutes long hours.
53. Statistics on working children should distinguish between 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. National statistical systems are also encouraged to develop methodologies for measuring child labour with respect to each form of work, distinguishing at least between child labour in employment, child labour in own-use production of goods, and, where applicable, child labour in own-use provision of services; and classifying by form of work, the overall child labour measured with respect to the SNA production boundary or the general production boundary.

Annex

Framework for statistical identification of child labour

Age group	General production boundary					
	SNA production				Non-SNA production	
	(1a) Light work in SNA production ¹	(1b) Regular work in SNA production ¹	Worst forms of child labour		(3a) Hazardous unpaid household services ²	(3b) Other work in non-SNA production
			(2a) Hazardous work in SNA production ¹	(2b) Worst forms of child labour other than hazardous work		
Children below the minimum age specified for light work (for example, 5-11 years) ³	Employment and other forms of work below the minimum age for light work	Employment and other forms of work below the general minimum working age	Work in industries and occupations designated as hazardous, or work for long hours ⁴ 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	Own-use production of services or volunteer work in household producing services for long hours ⁵ ; involving unsafe equipment or heavy loads; in dangerous locations; etc.	
Children within the age range specified for light work (for example, 12-14 years) ³						
Children at or above the general minimum working age (for example, 15-17 years) ³						

¹ Work within SNA production boundary includes employment work, own-use production of goods, unpaid trainee work, volunteer work in market and non-market units and volunteer work in household producing of goods, in line with 19th ICLS *Resolution concerning statistics of work, employment and labour underutilization*, 2013.

² Category (3a) is applicable where the general production boundary is used as the measurement framework for child labour.

³ Age-group limits may differ across countries depending upon the national circumstances.

⁴ The threshold for long hours of work in SNA production should take into account the age of the child and the cumulative hours worked at employment and at other forms of work in SNA production.

⁵ The threshold for long hours of work at unpaid household services should take into account the age of the child and the cumulative hours worked at employment and at other forms of work in SNA and non-SNA production.



Denotes child labour as defined by the amended resolution



Denotes activities not considered child labour