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Room Document\*: **8**

## **The definition of domestic work and domestic workers for statistical purposes**

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\* This room document has not been formally edited

## **The definition of domestic work and domestic workers for statistical purposes <sup>1</sup>**

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## Abbreviations

EPH	Encuesta Permanente de Hogares (Permanent Household Survey)
ICSE	International Classification of Status in Employment
ILO	International Labour Organization
ISCO	International Standard Classification of Occupations
ISIC	International Standard Industrial Classification of All Economic Activities
LFS	Labor Force Survey
n.e.c.	Not elsewhere classified
PSOC	Philippines Standard Occupation Classification
Q.	Question/Quarter
QLFS	Quarterly Labor Force Survey
Rev.	Revision
SASCO	South African Standard Classification of Occupations
SIC	Standard Industrial Classification of All Economic Activities
WIEGO	Women in Employment Globalizing and Organizing

# 1 Introduction

1. Almost all people of working age perform some domestic work without pay, performing tasks such as household cleaning and maintenance, preparation of meals for the consumption of household and family members, household budgeting, caring for family members and a variety of other tasks for the consumption of members of their family or household, including themselves. Domestic work may also be performed without pay informally by friends and neighbours as informal direct volunteering, or more formally as organization-based volunteering.
2. The term “domestic worker,” is most commonly used, however, to refer to workers who perform domestic work for pay. These are workers who work in the homes of others for pay, providing a range of domestic services: they sweep, clean, wash clothes and dishes, shop, cook, care for children or the elderly, sick and disabled, and/or provide such services as gardening, driving and security. (ILO and WIEGO 2013)
3. Domestic workers in employment constitute a significant proportion of the national workforce in many countries, particularly in the developing world. They make a significant contribution to the global economy, playing an important role in caring for ageing populations, children, and persons with disabilities. Their work allows many workers with family responsibilities to be more fully active in the labour market than would otherwise be possible.
4. It is widely recognized that paid domestic workers are particularly vulnerable to exploitation, in part because of the nature of their relationship to employers and clients. They are among the lowest-paid of all workers and frequently do not enjoy the same social and legal protections as other workers. Many are excluded from provisions that other workers take for granted with respect to essential working conditions, such as paid annual leave, working time, minimum wage coverage and maternity protection. (ILO 2013).
5. The ILO Domestic Workers Convention, 2011 (No. 189), calls for national policies to promote fair treatment and decent working conditions for domestic workers. It defines domestic work and domestic worker for legal and policy purposes as follows:
  - (a) the term domestic work means work performed in or for a household or households;
  - (b) the term domestic worker means any person engaged in domestic work within an employment relationship;
  - (c) a person who performs domestic work only occasionally or sporadically and not on an occupational basis is not a domestic worker
6. While this definition is very broad in some ways it imposes certain limitations and is not sufficiently precise for statistical purposes. It includes paid employees of households, and paid employees of agencies. The reference to ‘within an employment relationship,’ however, implies the exclusion of workers who are not employees.
7. The Domestic Workers Recommendation, 2011 (No. 201) which supplements the Domestic Workers Convention states in paragraph 25(2) that:

*Members should, after consulting with the most representative organizations of employers and workers and, where they exist, with organizations representative of domestic workers and those representative employers of domestic workers, develop appropriate indicators and measurement systems in order to strengthen the capacity of national statistical offices to effectively collect data necessary to support policymaking regarding domestic work.*

8. Statistics on domestic work are needed to provide information not only on the total numbers of domestic employees and their characteristics, but also on shifts over time between unpaid domestic work provided by household members and paid domestic work. Similarly, there is a need for information on the trend in many developed for paid domestic work be performed workers employed by third party agencies or for profit, either as independent service providers or mediated through an agency that does not recognize them as employees. This implies 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 as employees of households.
9. In statistical surveys, paid domestic workers are most commonly measured based on the economic activity of their employers. This would generally allow the identification of workers employed directly by households but may not identify those employed through agencies or in some form of employment for profit. Several other approaches are also used for the identification of domestic workers in statistical sources. These include the 'task-based' approach measured through the classification of occupations, the 'household roster' approach based on the relationship of persons in the household to the household reference person, and as part of the measurement of status in employment.
10. The status in employment approach is commonly used in Latin American countries, many of which include a category for domestic workers in the national adaptation of the International Classification of Status in Employment (ICSE-93). Including a special category for domestic employees in the proposal for a revised ICSE would not, however, be compatible with the current proposals for subcategories of employees. An alternative approach could be to include a separate question dedicated to the measurement of domestic workers.
11. The variation in methods used means that statistics on domestic workers from different regions and different statistical sources are not always comparable, creating the need for an internationally harmonized approach to the measurement of domestic work and domestic workers.
12. The distinguishing characteristic of domestic workers is closely related to the nature of the work relationship. There is either an employment relationship or a client relationship with a private household, in which the work is performed under the control of the householder and for the most part within the household dwelling. For this reason, and also because in some countries domestic workers are a category in the national adaptation of ICSE-93, the statistical definition and measurement of domestic workers was one of the issues addressed in the work to revise ICSE-93 and to develop a new set of standards for statistics on work relationships, which are to be considered for adoption as a resolution of the 20<sup>th</sup> International Conference of Labour Statisticians (ICLS).
13. The draft resolution concerning statistics on work relationships proposes a general statistical definition of domestic work and a definition of domestic workers for use in statistics on employment. It also provides a classification of domestic workers and a method for the statistical measurement of all domestic workers. According to this proposal, domestic worker employed directly by households are identified using the industry-based approach. Self-employed domestic workers can be identified based on occupation and place of work. Domestic workers employed by agencies are identified by a combination of industry, place of work and occupation. The aim is to allow the provision of comprehensive and internationally comparable statistics on the various circumstances in which domestic work is performed, including when it is mediated through agencies or Internet applications, and when it is performed by independent domestic services providers.
14. The proposals also set a boundary between domestic workers and other workers who perform various types of work in or for households that would not usually be considered as domestic work, such as electrical maintenance or plumbing repairs performed by workers who are not employees of the household.
15. In this paper we describe and compare the main measurement practices currently used to capture domestic workers in labour force surveys and other household surveys. We describe some of the

analysis that was undertaken to assess the feasibility of the proposals for the statistical measurement of all types of domestic workers.

16. Chapter 2 describes the four most common approaches to the statistical measurement of domestic workers.
17. Chapter 3 provides examples of data sources and practices for the measurement of domestic workers at national level. It focuses on the technical issues and the capacity of the different approaches to provide estimates on domestic workers based on the different methods. Where possible it compares the results in order to test the capacity of each method to provide reliable results and to test whether the different approaches lead to consistent results.
18. In Chapter 4 we provide an overview of the deliberations on the definition and measurement of domestic workers among members of the ILO working group for the revision of ICSE-93 and describe and explain the proposals for the statistical definition and measurement of domestic work and domestic workers included in the proposed standards for statistics on work relationships.

## 2 Common approaches for the statistical identification and measurement of domestic workers

19. As discussed in the introduction there are four commonly used approaches to measuring domestic workers in household surveys: industry-based; occupation or task-based; status in employment-based; and based on the relationship to the head of the household. All of these approaches have limitations and are unlikely, on their own, to identify domestic workers in all statuses in employment
20. At the international level studies on domestic work most commonly attempt to produce estimates of domestic workers using the industry-based or task-based approach due to the availability of data on employment classified according to internationally comparable classifications of occupations and economic activities, namely the International Standard Industrial Classification (ISIC) and the International Standard Classification of Occupations (ISCO).

### 2.1 Industry-based approach

21. The industry-based approach relies on a key characteristic that most domestic workers have in common, and is a defining characteristic of domestic employees, namely being in an employment relationship with a private household. This information can be obtained from data on employment classified by the economic activity (industry) or the institutional sector of the employing unit, provided that the classification used distinguishes private households from household market enterprises.
22. A significant advantage of the industry approach is that it imposes relatively low requirements for the level of detail in statistical data. Disaggregation at the first or the second digit level of the ISIC is sufficient to identify domestic workers.
23. ISIC Revision 4 (ISIC Rev. 4) Section T, Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use, includes the following divisions:
  - 97 Activities of households as employers of domestic personnel;
  - 98 Undifferentiated goods- and services-producing activities of private households for own use.
24. The ISIC Rev. 4 explanatory notes state that Division 97, Activities of households as employers of domestic personnel, allows the domestic personnel employed by households to state the activity of their employer in censuses or studies, even though the employer is an individual. It includes activities of households as employers of domestic personnel such as maids, cooks, waiters, valets, butlers, laundresses, gardeners, gatekeepers, stable-lads, chauffeurs, caretakers, governesses, babysitters, tutors, secretaries etc. However, it excludes provision of services such as cooking, gardening etc. by independent service providers (companies or individuals). This definition is identical to that of ISIC Revision 3.1. Division 95 despite the slight modification to the title.
25. Division 98, undifferentiated goods- and services-producing activities of private households for own use is intended only for households for which it is impossible to identify a primary activity for the subsistence activities of the household. If the household engages in market activities, it should be classified according to the primary market activity carried out. This means that even if own-use producers of goods are classified as employed, their households would be very unlikely to be classified in Division 98. The activities of most subsistence goods producers are classified in ISIC Rev. 4, Section A, Agriculture, forestry and fishing. In most countries, therefore, employment in Division 98 will be negligible or non-existent.
26. For most practical purposes it can therefore be assumed that data on employment classified at 1-digit level to ISIC Rev 4. Section T, or to its equivalent in ISIC revisions 3 and 3.1, Section P, refer to employees of private households.



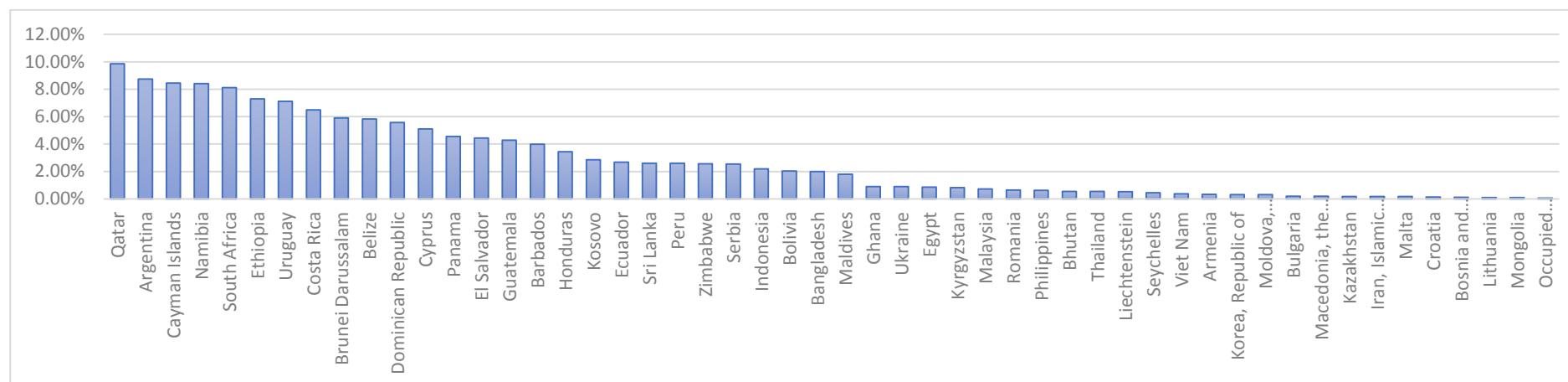
27. The main drawback of the industry-based approach that is that domestic workers who are not employed directly by households, for example those who are employed by a third party agency, are excluded from the scope of Division 95. The industry approach alone is therefore unlikely to provide comprehensive statistics on domestic workers in employment, considering the increasing tendency for domestic workers in some regions to be employed through service providers, either as employees or on a for profit basis. An approach based on activity classification may also exclude employees who provide domestic services to households when the households are indistinguishable from unincorporated enterprises, such as household farms
28. In 2013 the ILO published global and regional estimates of domestic workers based on data from population censuses and large-scale household surveys of some 117 countries and territories. The global and regional estimates presented in this report rely mainly on the industry-based approach. domestic workers are defined as workers employed by private households in the sense of ISIC Revision 3.1, Division 95. The data were mainly retrieved from ILOSTAT, the ILO's main statistical database. In some cases, different sources, based on other measurement methods, were used to compile the global and regional estimates. In total data for 117 countries were found, which comprised 88.7% of total employment outside China. In some instances, detailed employment data by economic activity were only found in census reports, dating back to the early 2000s. These data were complemented with records retrieved from LABORSTA (the ILO's former statistical database), mostly from labour force surveys. For four countries the original microdata were used to compile the number of domestic workers. To correct for the remaining data gaps, only the available information was used and corrected for the non-response of countries.
29. According to these results, there were an estimated 52 million domestic workers across the world in 2010. The great majority of them were female (81 per cent). Separate results on global trends indicate that the percentage of domestic workers in total employment across the world has been on average increasing, from 1.5 per cent in 1995 to 1.7 per cent in 2010. (ILO, 2013).
30. Table 1 shows the global and regional estimates on the numbers of domestic workers. (for more detail see ILO, 2013). In 2010, there were more than one million domestic workers in some countries, including the Philippines (almost 2 million), Mexico (1.8 million), South Africa (1.1 million), and as many as 7.2 million in Brazil.
31. Data on domestic workers can be found on ILOSTAT measured through the industry-based approach and are provided in Figures 1 and 2 for OECD and non-OECD member countries.

**Table 1: Global and regional estimates on the numbers of domestic workers in 2010**

	Domestic workers	Domestic workers as a percentage of total employment	Domestic workers as a percentage of paid employees
Developed countries	3'555'000	0.8	0.9
Eastern Europe and CIS	595'000	0.3	0.4
Asia and the pacific	21'467'000	1.2	3.5
- Excluding China	12'077'000	1.2	4.7
Latin America and Caribbean	19'593'000	7.6	11.9
Africa	5'236'000	1.4	4.9
Middle East	2'107'000	5.6	8.0
Total	52'553'000	1.7	3.6

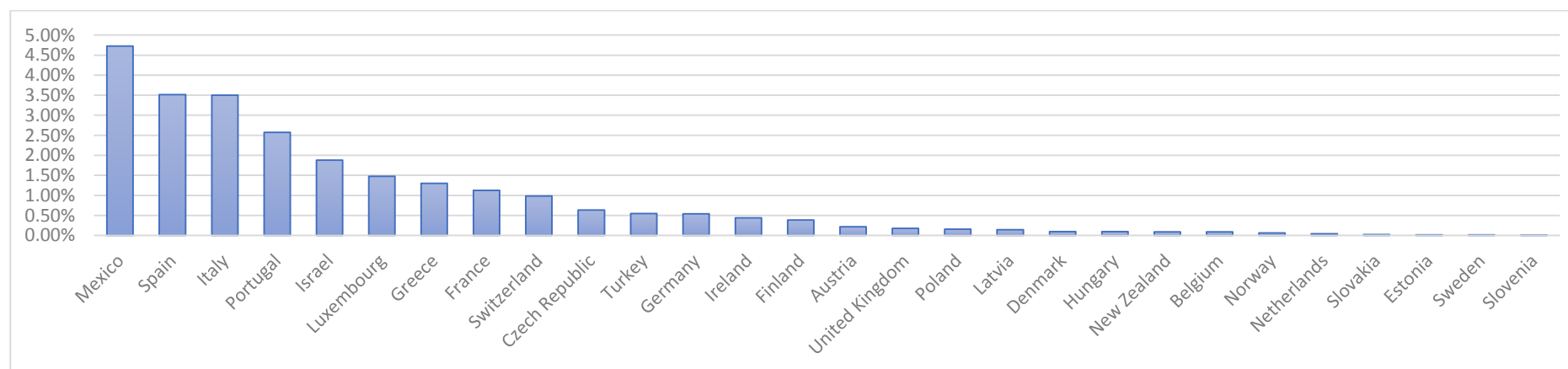
Source: ILO, 2013

**Figure 1: Domestic employees as a percentage of total employment for non-OECD countries, year 2013 or later**



Source: ILOSTAT, data for Bangladesh: LFS report 2013; data for Ghana: Ghana Living standards survey 2014

**Figure 2: Domestic employees as percentage of total employment for OECD countries, year 2013 or later**



Source: ILOSTAT

## 2.2 Task-based approach

32. Data classified by occupation are also sometimes used to identify domestic workers. Unit groups in the International Standard Classification of Occupations (ISCO-08) with typical domestic tasks are: 5152, Domestic Housekeepers; 5322, Home-based Personal Care workers, and 9111, Domestic Cleaners and Helpers. Unit Group 5311, Child-care Workers, is sometimes also included. The relevant unit groups in ISCO-88 are: 5121, Housekeepers and related workers; 5131, Child-care workers; 5133, Home-based personal care workers and 9131, Domestic helpers and cleaners.
33. Except for domestic cleaners and helpers, some workers in these unit groups may not be within the target population for domestic workers. For example, ISCO-08 Unit Group 5152, Domestic Housekeepers, includes operators of small accommodation establishments without employees, who in some countries may be more numerous than housekeepers engaged as the employees of households. ISCO-88 Unit group 5121, Housekeepers and related workers, includes workers who organize, supervises and carry out housekeeping functions in hotels, clubs, boarding schools and other institutions as well as in private households.
34. In many countries, home-based personal care workers are typically employed by health and social care providers and may have many different clients in a working week. Personal care and child care are of course commonly provided unpaid by family members and information about the balance between paid and unpaid care work is of interest to many researchers. It does not follow from this, however, that child care and personal care workers who are not employed directly by households should automatically be considered as domestic workers, especially if the work is not performed in their clients' residences.
35. The task-based approach, used on its own, also excludes occupations such as gardeners, cooks, drivers and security guards, because most workers in these occupations are not employed directly by households. The exclusion of workers in some of these occupations, in which men are more commonly employed than women, could impact on gender analysis of domestic workers, the majority of whom are women.
36. It can be concluded, therefore, that there may be problems with using occupational data alone, since many of the occupational groups commonly found in domestic work, are also be employed in non-domestic settings. The task-based approach also requires detailed data on occupation at the 4-digit level of ISCO, which are not routinely published in labour force or household survey reports but may be available in survey microdata. The use of employment data classified by economic activity is therefore likely to be more fruitful for the identification of domestic employees and as a starting point in identifying domestic workers.

## 2.3 Status in Employment approach

37. Domestic workers are included as a specific category in the status in employment variable used in some countries, especially in Latin American countries, including Argentina, Mexico and Uruguay. In some countries, they are treated as subsets of employees or are represented as a separate substantive category in the classification of status in employment. In other cases, domestic workers are represented as part of a separate variable.
38. In most of these countries the collection of information about domestic workers relies on self-identification either as part of the question on status in employment, or as part of a sequence of questions used to measure status in employment and related variables. The countries that treat domestic workers as a substantive category of the classification of status in employment, present them to respondents as a category in the question on status in employment. While this approach is very useful, and for many countries produces similar numbers as the industry-based approach, this distinction is not commonly made outside Latin America.
39. In some countries, the number of households in which domestic workers are employed has been used to classify them as self-employed or as employees, with those who work for more than one household considered as self-employed. In many countries, however domestic workers are

considered as employees, even if they work for many households. This may better reflect the nature of both authority and dependency in the relationship between households and domestic workers. During consultations on the revision of ICSE-93, however, concern was expressed about the need to identify what were thought to be growing numbers of own-account domestic workers, and domestic workers employed for profit through an intermediary.

40. The revised ICSE-18 proposed in the draft resolution concerning statistics on work relationships includes the following subcategories of employees:
  - 41 – Permanent employees
  - 42 – Fixed-term employees
  - 43 – Short-term and casual employees
  - 44 – Paid trainees, apprentices and interns
41. Since domestic employees may be employed on a permanent, fixed-term, short-term or casual basis, it would not be practical to include a fifth subcategory in ICSE-18 for domestic employees. Moreover, it would be difficult to separately identify domestic workers employed for profit if they were included as a category of status in employment. The use of a separate variable on domestic workers, would allow statistics on them to be cross-tabulated by status in employment. Such a variable could potentially be measured through self-identification as part of a sequence of questions on status in employment may be feasible, or based on information about industry, occupation and type of workplace as proposed in this paper

## 2.4 Household roster approach

42. Some countries identify domestic workers in household surveys using a question about the relationship of each person residing in the household dwelling to the head of the household asked at the beginning of the interview. With this approach, based on the household roster, it is possible to identify only domestic workers who live in their employer's household residence (see for example the case study of the Philippines in this report). Consequently, this approach will not capture live-out domestic workers, who do not reside in the same dwelling as their employer.

### 3 Case studies based on national practices

43. In chapter two we discussed the various methods commonly used to estimate and measure the number of domestic workers. In this chapter we provide examples of data sources, particularly labour force surveys, and practices for the measurement of domestic workers at national level. We focus on the technical issues and the capacity of the different approaches to provide estimates of domestic workers based on the different methods. Where possible we compare the results in order to test the capacity of each method to provide reliable results and to test whether the different approaches lead to consistent results. We also present methods that were used to compile estimates of domestic workers who are not direct employees of households.
44. For some countries, it is possible to estimate the number of workers using one single method and for some other countries, multiple ones. It is also possible for some countries to disaggregate the results and capture these different sub-categories:
- Live-in domestic employee
  - Live-out domestic employees
  - Domestic workers employed by service providers
  - Domestic service providers employed for profit

#### 3.1 Liberia

##### Industry-based approach

45. In the Liberia Labour Force Survey 2010, domestic work may be captured through the industry-based approach. Estimates from the 2010 Liberia LFS on the number of domestic workers using ISIC Rev 4, show in that the total number of domestic workers accounted for around 0.4 per cent of total employment in 2010, or only 0.1% if we consider only households as employers of domestic staff. The number of male domestic workers (593) exceeded the number of female domestic workers (438).

**Table 2. Domestic workers in Liberia, industry-based approach, 2010**

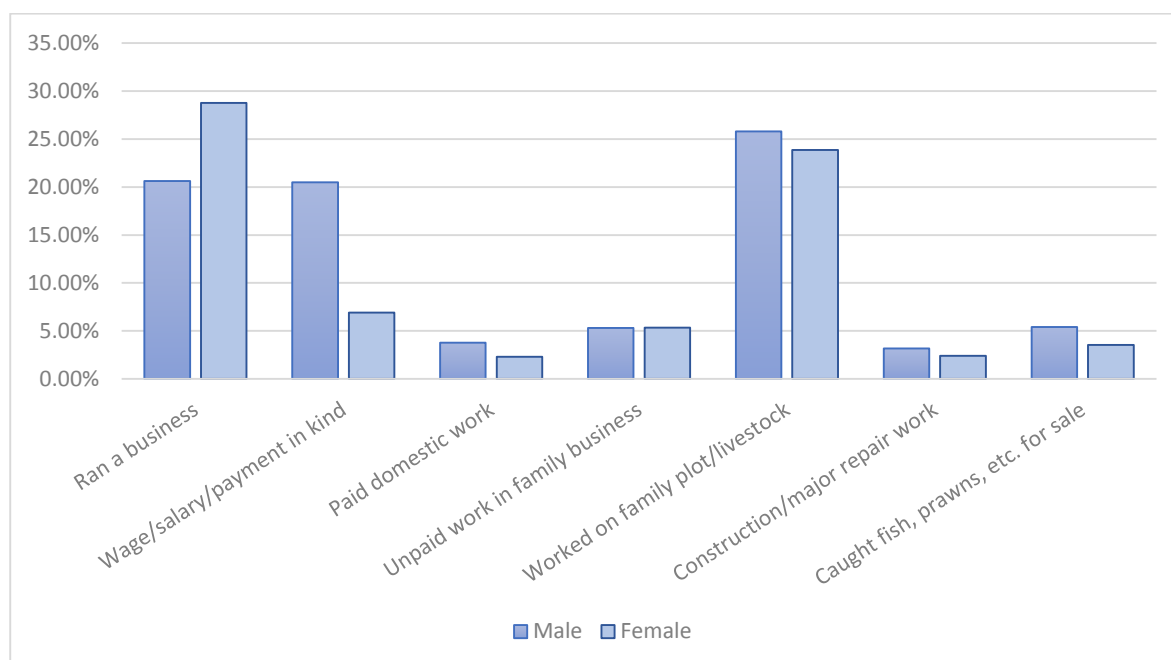
<i>Sector of economic activit, ISIC Rev 4</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>Percentage of total employment</i>
97. Households as employers of domestic staff	593	438	1031	0.10
98. Household production for own use	1524	2042	3566	0.33
T. Activities of employer hhlds	2117	2478	4595	0.43

##### Direct option proposed under the initial question on labour force status

46. In the same survey a series of questions was asked of each respondent, as a lead-in to the section on main economic activity to find out the range of activities in which they are engaged. There are seven specific questions, each requiring a yes or no answer:
- D1. During last week, did you do any of the following activities, even if only for one hour?
- a) Run or do any kind of business, big or small, for yourself or with one or more partners
  - b) Do any work for a wage, salary, commission or any payment in kind (excluding domestic work)
  - c) Do any work as a domestic worker for a wage, salary or any payment in kind
  - d) Help, without being paid, in any kind of business run by your household
  - e) Do any work on your own (or your household's) plot, farm, food garden, or help in growing farm produce for sale or in looking after animals intended for sale

- f) Do any construction or major repair work on your own farm plot or business
- g) Catch any fish, prawns, shells, wild animals or other food for sale
47. The data are published by the Liberia Institute of Statistics and Geo-Information Services in the Report of the Liberia Labour Force Survey 2010.

**Figure 3: Employed persons by economic activity by sex, 2010**



Source: Liberia Labour Force Survey Report 2010

48. Based on this question, paid domestic work represented 2.99 percent of total employment. Data in Figure 3 suggest that 3.77% of all employed men are employed in paid domestic work, while only 2.3% of employed are in paid domestic work. Paid domestic work refers to the number of workers who answered affirmatively the question “D1c. Do any work as a domestic worker for a wage, salary or any payment in kind”. This distribution was confirmed by our own analysis.
49. In view of the discrepancy with the industry-based approach, and the unexpected distribution by sex, it seems possible that the definition of ‘domestic worker’ and the understanding of the term by both respondents and interviewers in the context of question D1(c) was not clear.
50. The questionnaire also included questions on place of work and type of enterprise in which the worker is employed. These 2 questions include options on employer’s home and private households.

### Type of workplace

51. Question (E.7) asks where the person mainly undertook the work. The interviewer was given eleven different possible codes to use.

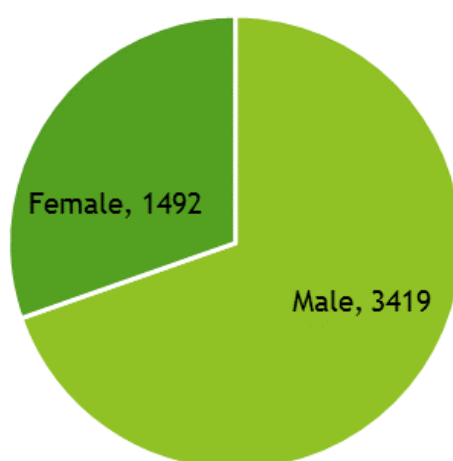
*E7. And where do you mainly undertake your work? Is it.*

- 1 In your home
- 2 Work space next to, or in front of, home
- 3 Factory, office, workshop, shop, Booth, etc. away from home
- 4 Farm or agricultural plot
- 5 Home or workplace of client
- 6 Employer’s home
- 7 Construction site

- 8 *Market or bazaar stall*
- 9 *Street stall*
- 10 *No fixed location (mobile)*
- 11 *Other (SPECIFY)*

52. Figure 3 shows the number of workers who reported ‘Employer’s home’ as the type of workplace. The total is almost equal to the number obtained using the industry-based approach (respectively 4911 and 4595).

**Figure 3. Workers reporting 'Employer's home' as type of workplace, 2010**



**Source:** Own calculations based on ILO, Labor force Survey of Liberia, ILO microdata.

53. The combination between the type of workplace and the affirmative answer to question D1(c) enabled us to check the reliability and relevance of the direct question on domestic services. Table 3 shows the distribution of those identified as ‘paid domestic workers’ in question D1, by sex and place of work.
54. According to Table 3, paid domestic workers who work at the employer’s home accounted only for 626 workers, far lower than the total number of paid domestic workers identified in question D1. The number of female paid domestic workers who work at their employer’s home is greater than the number male paid domestic workers who work at employer’s home (respectively 358 and 268) which might be expected.
55. Additionally, both male and female paid domestic workers identified using question D1 are much more likely to be working in farms and factories (almost 60 percent) than in their employers’ home (1 percent) (Figure 11). This would all tend to suggest that question D1, whilst it may be a useful way to ensure that all employment is identified, is not a good source of information on domestic work and that the term ‘domestic work’ was not well understood by respondents and interviewers in Liberia.

**Table 3. Distribution of paid domestic workers by type of workplace in Liberia, 2010**

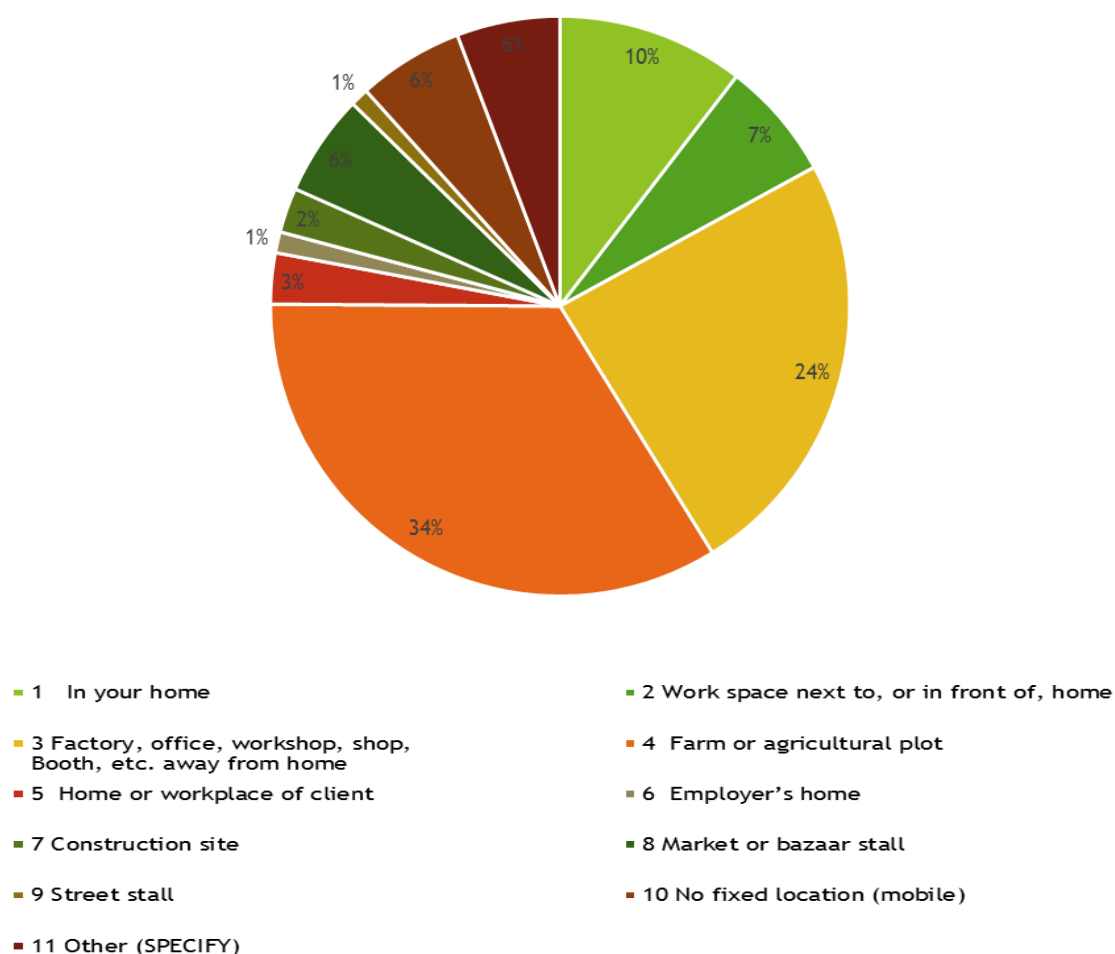
(Thousands)

<i>Place of work</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
1 <i>In your home</i>	2.665	2.940	5.605
2 <i>Work space next to, or in front of, home</i>	2.828	0.717	3.545
3 <i>Factory, office, workshop, shop, Booth, etc. away from home</i>	10.072	2.880	12.952
4 <i>Farm or agricultural plot</i>	8.992	9.218	18.210
5 <i>Home or workplace of client</i>	0.853	0.676	1.529
6 <i>Employer's home</i>	0.268	0.358	0.626
7 <i>Construction site</i>	1.155	0.187	1.342
8 <i>Market or bazaar stall</i>	0.611	2.435	3.046
9 <i>Street stall</i>	0.023	0.527	0.549
10 <i>No fixed location (mobile)</i>	2.136	1.036	3.172
11 <i>Other (SPECIFY)</i>	2.004	1.091	3.095
<i>Total</i>	32	22	54

*Source:* Own calculations based on Labour force Survey of Liberia, ILO microdata

**Figure 4. Distribution of paid domestic workers by type of workplace, Liberia, 2010**

(Percentage of all paid domestic workers)



*Source:* Own calculations based on Labour force Survey of Liberia microdata: ILO microdata



## 3.2 El Salvador

56. The Labour Force Survey Report 2011 of El Salvador provides data on domestic workers. In this case domestic workers are a category of the Status in Employment variable. The following question is asked:

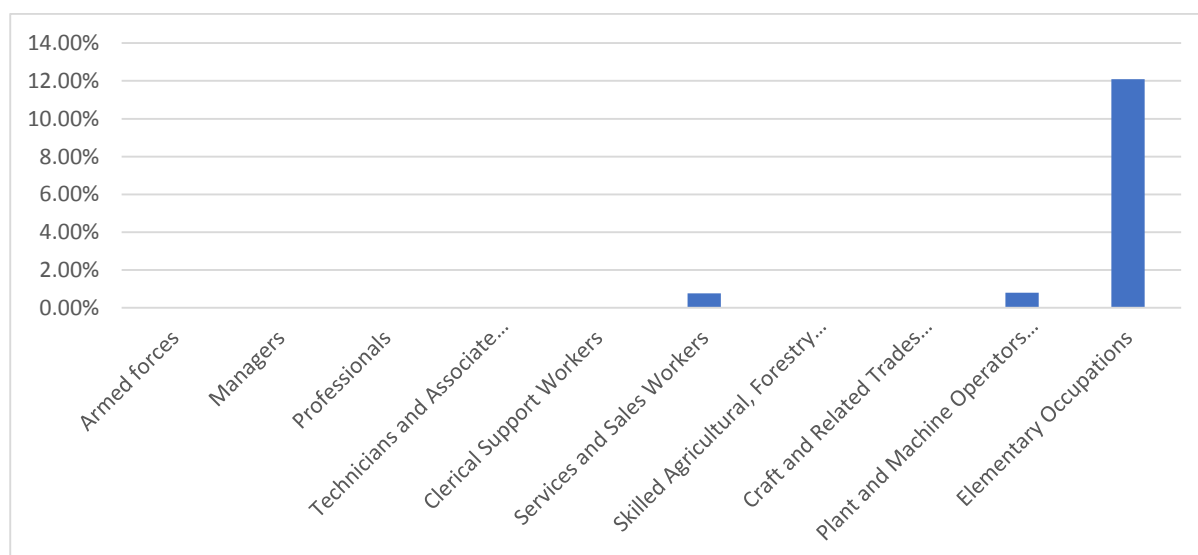
In this job ( ... ) works as:

1. Employer
2. Self-employed with employees
3. Self-employed without employees
4. Cooperative
5. Unpaid family helper
6. Permanent employee
7. Temporary employee
8. Apprentice
9. Domestic worker
10. Other (specify)

57. In total, 102,308 persons were employed as domestic workers in 2011 which makes 4,14% of all employed. These numbers show that this approach produces similar results to the industry-based approach (see Figure 1, 4,45% of all employed).

58. Cross-tabulations of domestic workers by occupation also address the problem of using the ISCO Classification to identify domestic workers. Figure 4 shows, that domestic workers can be classified in different categories of the first level occupational groups.

**Figure 5. Domestic workers as a percentage of all employed by occupation major groups (ISCO-08), 2011**



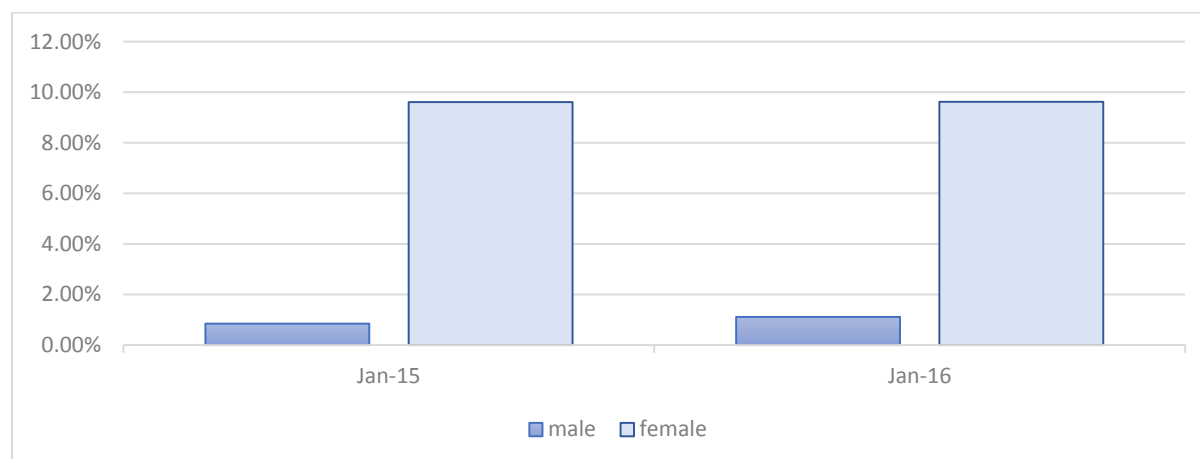
Source: Direcció General de Estadística y Censos, 2012. Encuesta de Hogares de Propósitos Múltiples 2011

59. This occupational distribution would suggest that the large majority of domestic workers in El Salvador are domestic cleaners and helpers, while small but significant numbers are employed as housekeepers, care workers or drivers. Occupation data at 4-digit level for domestic cleaners and helpers would slightly underestimate the total number of domestic workers, while nevertheless representing 12% of total employment.

### 3.3 Panama

60. The Labour Force survey of Panama provides data on domestic workers on a yearly basis. The measurement practice also follows the industry-based approach, using ISIC Rev. 4 Section T. Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use. Figure 6 presents data for 2016 (see Figure 1 for data from 2014). It is also a typical example of the distribution of domestic workers by sex, which shows that domestic workers are predominantly female. The percentages show the numbers of male domestic employees as a percentage of all employed males and of female domestic employees as a percentage of all employed females.

**Figure 6. Domestic employees as percentage of all employed by sex, 2015-2016**



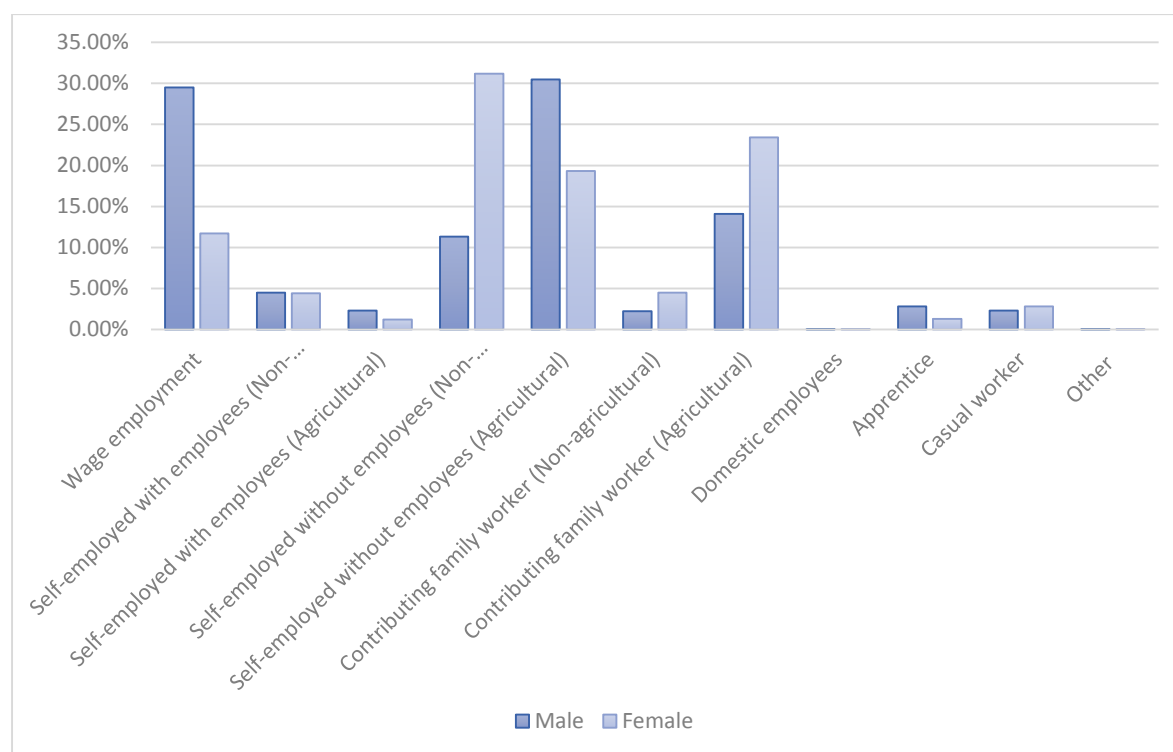
Source: Estadística del Trabajo: Encuesta de Mercado Laboral, March 2016

### 3.4 Ghana

61. The Ghana living standards survey of 2014 collected data on domestic workers in two ways. Firstly, the Status in Employment variable included a category for domestic employees.
62. The following question was asked:
20. What was the status of (Name) in this job?
    - 01 A paid employee
      - Non-agriculture
    - 02 Self-employed with employees
    - 03 Self-employed without employees
    - 04 Contributing family worker
    - Agriculture
    - 05 Self-employed with employees
    - 06 Self-employed without employees
    - 07 Contributing family worker
    - 08 Domestic employee (house help)
    - 09 Casual workers
    - 10 Apprentice
    - 11 Other (specify)

63. Figure 7 presents the data for all Status in Employment categories by sex. Domestic employees comprise only 0.02% of total employment (0.03% male and 0.02% female). Additionally, the report includes numbers of the employed population by industry group and sex, using the industry-based approach with the ISIC Revision 4. For males the percentage for activities of households as employers is 0.6%, for females 1.1% (0.9% in total).

**Figure 7. Status in Employment aged 15 years and over by sex, 2014**



Source: Ghana Statistical Service, 2014.

64. Without further analysis it is not possible to identify possible reasons for the difference between the two approaches, but in both cases the numbers are very small. One may speculate that, as in Liberia, the term ‘domestic employee’ may not have been well understood, or that when the categories for question 20 were read out, some domestic employees responded ‘yes’ to category 01: “A paid employee.”

### 3.5 South Africa

65. The Quarterly Labour Force Survey (QLFS) conducted by Statistics South Africa does not include specific questions about domestic workers. The status in employment and household roster approaches cannot be used either, as the questionnaire does not include questions or categories on domestic workers in the relevant sections.
66. However, it is possible to compile statistics on domestic workers using both the task-based and industry-based approaches. In this section, we compare the results obtained using these two approaches and provide information on methods used to identify different sub-categories such as domestic service providers employed for profit, domestic workers employed by service providers, and live-in domestic employees.

#### Industry-based approach

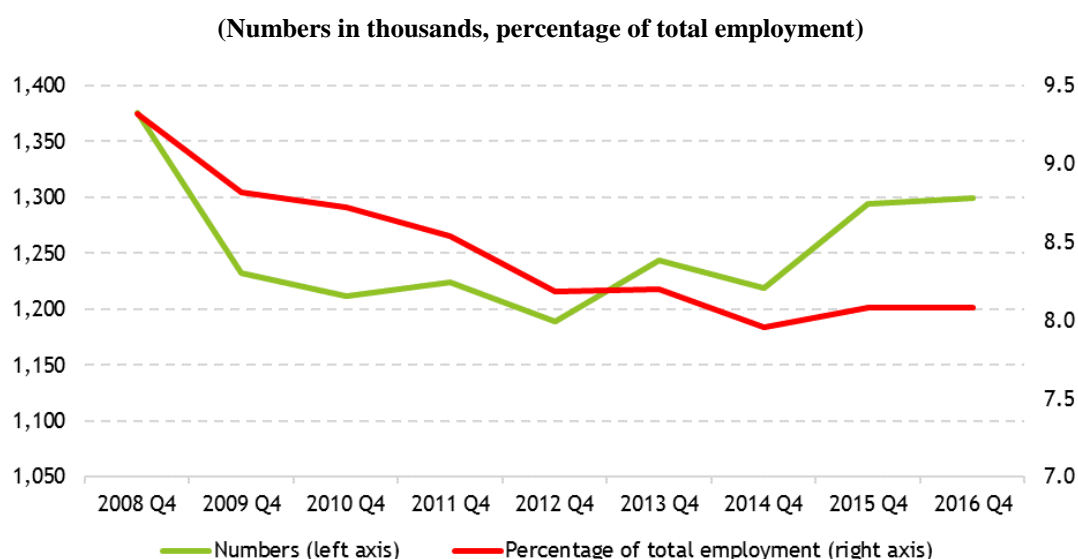
67. Information on industry of employment is collected in the QLFS using two write-in questions:

4.3.a: What is the name of the establishment / institution / business / organisation that you work for (the one that pays your salary)? For government or large organisations, give the name of the establishment and branch or division: e.g. Education Dept - Rapele Primary School; Harmony Gold Mining - Maintenance Div. For individuals who worked from home and their businesses don't have names write "Own house" **For individuals who worked in private household write "Private household"** For individuals who worked for businesses without names write "No Name".

4.3.b: What are the main goods or services produced at your place of work or its main functions? Examples: Repairing cars, Selling commercial real estate, Sell food wholesale to restaurants, Retail clothing shop, Manufacture electrical appliances, Bar/restaurant, Primary Education, Delivering newspapers to homes. **For domestic workers write "private household"**.

68. The responses to these two questions were used to assign three-digit codes derived from the South African Standard Industrial Classification of all Economic Activities (SIC), Fifth Edition, which is based on ISIC Rev. 3. The SIC category "Private households with employed persons" corresponds to the ISIC Rev. 3 Division 95, of the same name, and to ISIC Rev. 4 Division 97, Activities of households as employers of domestic personnel. (Statistics South Africa, 1992)
69. Figure 8 shows that the number workers employed in this category in South Africa was of the order of 1.2 to 1.4 million between 2008 and 2016. As a percentage of total employment workers employed by private households show a declining trend, representing 8% of total employment in the 4<sup>th</sup> quarter of 2016.

**Figure 8. Evolution of domestic workers in South Africa, industry-based approach**



### Task-based approach

70. Occupation data are derived from Question 4.2. which includes two sub-questions (4.2.a and 4.2.b) about the kind of work and tasks performed. Clear instructions and examples are given to encourage respondents to provide sufficient detail:

4.2.a: What kind of work do you usually do in the main job/business that you had during the last week (Monday to Sunday)? Work includes all the activities mentioned earlier.

Record at least two words: Car sales person, Office cleaner, Vegetable farmer, Primary School teacher, etc.

#### 4.2.b: What are your main tasks or duties in this work?

*Examples: Selling fruit, repairing watches, keeping accounts feeding and watering cattle, teaching children*

71. Data on employment by occupation from the QLFS are tabulated according to the nine major groups of the first (2003) edition of the South African Standard Classification of Occupations (SASCO), which is based on ISCO-88. An additional category “Domestic worker” is included in the relevant tables at the same level as the 9 major groups. This category represents all those whose occupation was coded to SASCO 2003 Unit Group 9131, Domestic helpers and cleaners, whose employers were “Private households with employed persons” according to the classification by economic activity. Unit Group 9131 includes domestic cleaners, domestic helpers, houseboys, housemaids, domestic workers, domestic charworkers, (informal) washing, ironing and cleaner women, and cleaners.
72. The microdata provided to ILO by Statistics South Africa includes occupation data coded to four digits based on SASCO 2003. These detailed occupation data allowed the derivation of estimates on domestic workers according to the task-based approach using Unit Group 9131 to represent domestic workers.
73. Table 4 shows the number of domestic workers and their percentage of total employment derived from applying the industry-based and task-based approaches, as well as by combining the two.

**Table 4. Domestic workers in South Africa, comparison between different approaches**

Year	Numbers (Thousands)			Percentage of total employment			Total employment 15-64
	Industry-based	Task-based	Task-based and industry 10	Industry-based	Task-based	Task-based and industry 10	
2008	1,376.0	1,110.0	1,097.0	9.3	7.5	7.4	14,770.0
2009	1,232.0	973.0	969.0	8.8	7.0	6.9	13,972.0
2010	1,212.0	950.0	947.0	8.7	6.8	6.8	13,901.0
2011	1,224.0	968.0	964.0	8.5	6.8	6.7	14,336.0
2012	1,189.0	962.0	958.0	8.2	6.6	6.6	14,524.0
2013	1,244.0	1,019.0	1,012.0	8.2	6.7	6.7	15,177.0
2014	1,219.0	957.0	943.0	8.0	6.2	6.2	15,320.0
2015	1,294.0	1,038.0	1,029.0	8.1	6.5	6.4	16,018.0
2016	1,299.0	997.0	993.0	8.1	6.2	6.2	16,069.0

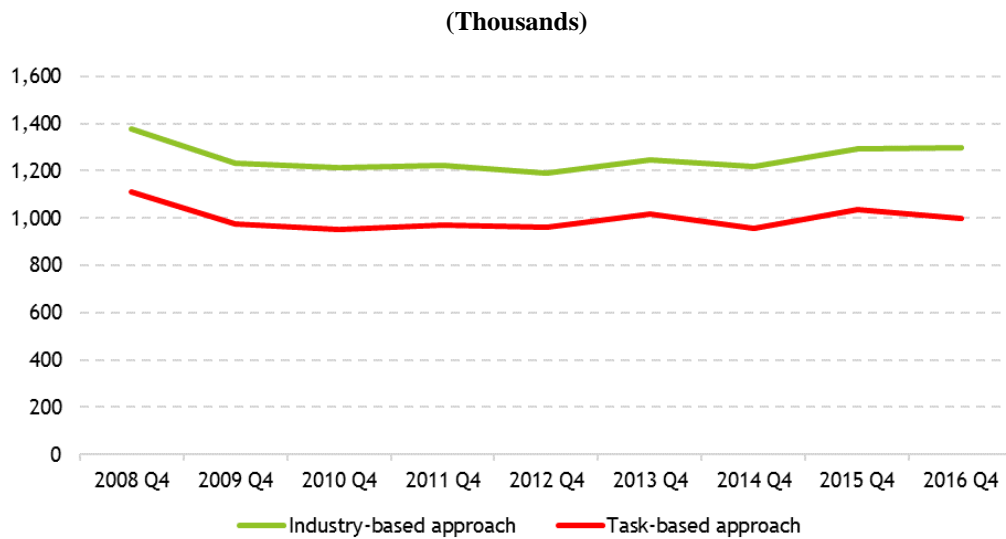
**Source:** Own calculation based on Quarterly Labour Force survey Microdata, quarter 4 of each year, ILO.

**Note:** The QLFS collects data on the labour market activities of individuals aged 15 years and above who live in South Africa. However, figures in these 2 tables cover the labour market activities of persons aged 15–64 years for comparison purposes (with official published reports).

74. The industry-based approach gives higher numbers than the task-based approach. Between 2008 and 2016, domestic workers represented between 6.2 and 7.5 per cent of the total employment<sup>2</sup> according to the task-based approach. The numbers range from 8 and 9.3 per cent according to the industry-based approach.

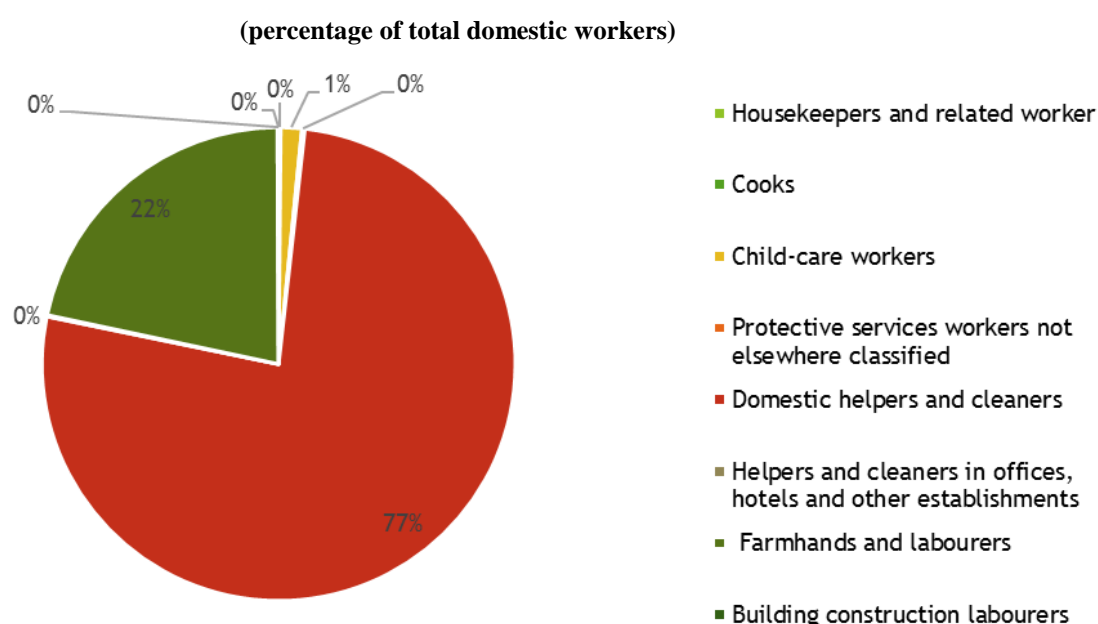
<sup>2</sup> Persons aged between 15 and 64 years

**Figure 9. Evolution of domestic workers in South Africa, industry-based and task-based approaches**



75. The figures on domestic workers in tables on employment by occupation published by Statistics South Africa correspond exactly to the figures in Table 4 in the column headed “task-based and industry which are derived from the QLFS microdata. The combination of industry-based and task-based approaches leads to very slightly different figures than the task-based approach alone. Exploring the microdata, this difference is related to employment in economic activities other than households employing domestic personnel that appeared when filtering occupation code 9131 Domestic helpers and cleaners, by economic activity. These included Educational services (920) and Business activities n.e.c. (889). Since the latter category in the SIC fifth edition includes labour recruitment and provision of staff, it is possible that part of the difference may be explained by domestic workers employed by agencies.
76. Disaggregation of the results derived from the industry-based approach by occupation (Figure 4) shows that private households employed workers in a number of occupations in addition to domestic helpers and cleaners. These include Housekeepers and related workers (5121), Home-based personal care workers (5133), Child-care workers (5131), Painters and related workers (7141), Farmhands and labourers (9211) and several others. (see Figure 4 below).
77. The two main occupations in ‘Private households with employed persons’ are domestic helpers and cleaners (77 per cent) and farmhands and labourers (22 per cent). The occupation ‘Farmhands and labourers’ is the main reason for the higher estimates obtained by the industry-based approach compared to the tasks-based approach, who would not normally be considered to be domestic workers. Detailed examination of SASCO 2003, however, shows that the occupation title “gardener” is included in code 9211, Farmhands and labourers, which provides a possible explanation.

**Figure 10. Domestic workers by occupation in South Africa, industry-based approach**



78. Table 6 disaggregates of the previous results (in Table 5) by status in employment, in order to quantify the number of domestic workers who are self-employed, or in other words the number of domestic services providers employed for profit. The task-based approach shows virtually no self-employed workers. The industry-based approach shows that in the fourth quarter 2016 almost 2 per cent of workers employed in private households with employed persons were self-employed...

**Table 5. Domestic service providers in South Africa**

Year	Number of domestic workers (Thousands)		Number of domestic services providers (self-employed) (Thousands)		Percentage of self-employed in total domestic workers	
	Industry-based	Task-based	Industry-based	Task-based □	Industry-based	Task-based
2008	1,376.0	1,110.0	13.0	3.0	0.9	0.0
2009	1,232.0	973.0	7.0	2.0	0.6	0.0
2010	1,212.0	950.0	16.0	1.0	1.3	0.0
2011	1,224.0	968.0	10.0	1.0	0.8	0.0
2012	1,189.0	962.0	6.0	5.0	0.5	0.0
2013	1,244.0	1,019.0	6.0	5.0	0.5	0.0
2014	1,219.0	957.0	10.0	5.0	0.8	0.0
2015	1,294.0	1,038.0	10.0	3.0	0.8	0.0
2016	1,299.0	997.0	22.0	1.0	1.7	0.0

**Source:** Own calculations based on Quarterly Labour Force survey, quarter 4 of each year, Microdata, ILO

**Note:** The QLFS collects data on the labour market activities of individuals aged 15 years and above who live in South Africa. However, figures in these 2 tables cover the labour market activities of persons aged 15–64 years for comparison purposes (with official published reports).

79. It may be concluded from all of this that occupation data coded to SASCO 2003 Code 9133, Domestic cleaners and helpers, seems to represent a good proxy for the measurement of domestic workers. By excluding workers such as cooks, gardeners, domestic housekeepers, child care workers and security guards, it may underestimate the total number of domestic employees.

Combining the task-based approach with an industry-based approach has the potential to improve the accuracy of the estimates. If we accept that the inclusion of significant numbers of farmhands and labourers is explained by the inclusion of gardeners, an industry-based approach alone, would provide the most accurate measure of domestic employees.

80. Very few domestic service providers are self-employed in South Africa. The slight difference between the task-based approach alone, and the combined occupation and industry approach, may indicate that a small number of domestic cleaners and helpers are employed by domestic services providers.

### **3.6 Philippines**

81. It is possible to estimate the number of domestic workers using data from the Philippines Quarterly Labour Force Survey (QLFS) according to all four approaches described in Chapter 2. We present here a comparison between the different approaches as well as disaggregation by live-in and live-out domestic workers and by status in employment.

#### **Based on status in employment**

82. In the Philippines adaptation of ICSE, called “Class of Worker”, wage and salary earners are further subdivided according to institutional sector, including a category called ‘Worked for Private Household’. According to the Technical Notes on the Labour Force Survey, these are employed persons working for pay in a private household, in cash or in kind. Examples are domestic helper, household cook, gardener, and family driver.
83. Statistics on employment by Class of Worker are published on the Website of the Philippines Statistics Authority on a regular basis. In October 2010 domestic employees (those who reported that they worked for a private household) represented 5.4% of total employment, or 1.97 million workers. By October 2018 the percentage of domestic employees in total employment was smaller (4.9%) although the total number was more than 2 million, reflecting an increase in total employment. 10.6% of employed females were domestic employees.

#### **Industry-based approach**

84. Domestic workers can be identified in the QLFS data on economic activity at the 2-digit level of the Philippine Standard Industrial Classification (PSIC). The published statistics for employment in the category “Private households with employed persons” are consistent with those compiled based on Class of Worker representing, 5.4% of total employment in October 2010. Analysis of survey microdata held by the ILO yields similar results. It is not known to the author whether the response to the Class of Worker question is used as part of the industry coding process.

#### **Task-based approach**

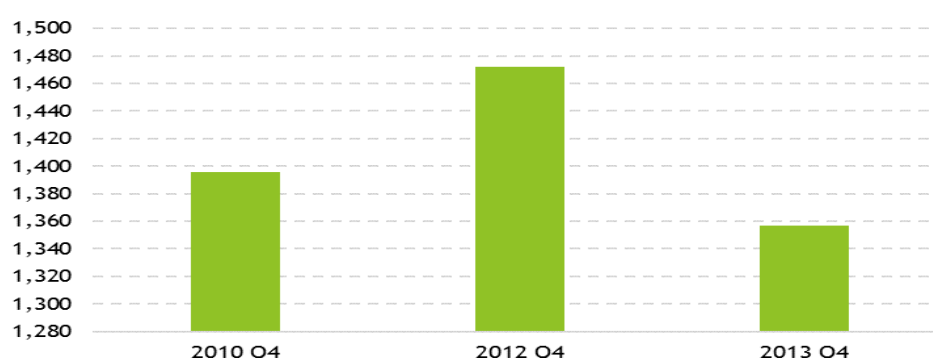
85. The QLFS microdata provided to ILO includes variables on occupation at 4-digit level for a range of years. For other years, only 2 or 3 digits are available. However, the microdata includes occupation data reported by the Philippine Statistics Authority coded to four digits (for selected years reported) on the basis of the Philippine Standard Occupation Classification PSOC 92<sup>3</sup> which is based on ISCO-88. Using these data we were able to estimate of the number of domestic workers for 2010, 2012 and 2013 at quarter 4.

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<sup>3</sup> <http://www.nap.psa.gov.ph/csd/psoc1.asp>



**Figure 11. Domestic workers in the Philippines, task-based approach**



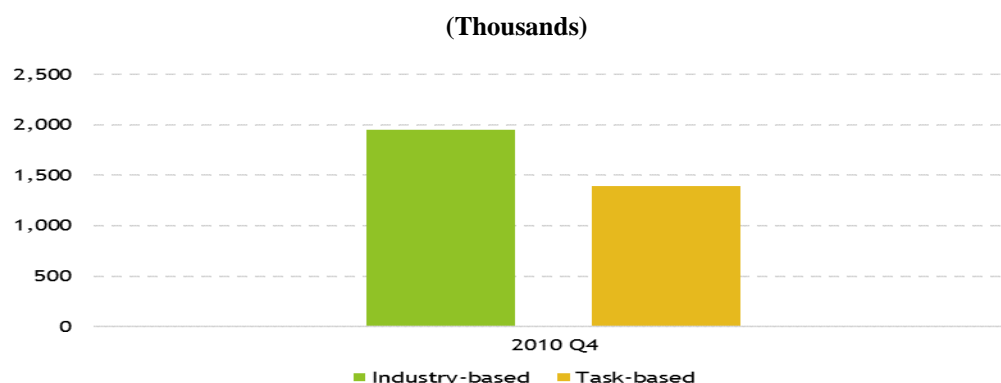
*Source:* Own calculations based on Labour Force Survey, ILO microdata.

86. The occupations of domestic workers in the Philippines used to derive the results shown in Figure 11 based on microdata held by the ILO are listed here:

- 9131 (Domestic cleaners and helpers)
- 5133 (Home-based personal care workers): Home-based personal care workers provide routine personal care and assistance with activities of daily living to persons who are in need of such care due to effects of ageing, illness, injury, or other physical or mental condition in private homes and other independent residential settings).

87. Figure 12 shows a comparison between results derived from industry-based and task-based approaches. The difference is obvious and very large. Disaggregation by occupation of this industry show that it includes more occupations than the ones cited above (task-based).

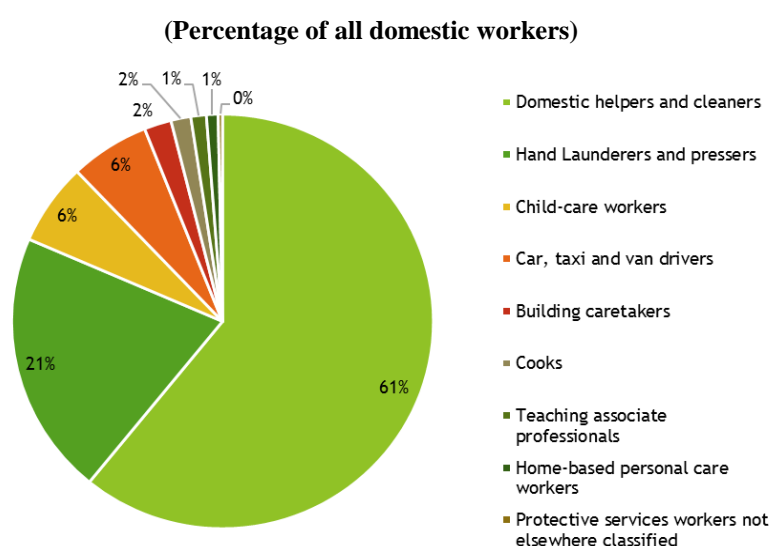
**Figure 12. Domestic workers in the Philippines, industry-based and task-based approaches**



*Source:* Own calculations based on Labour Force Survey, ILO microdata.

88. Figure 13 shows the distribution of domestic workers by occupation. Around 60 per cent are domestic helpers and cleaners. Hand Launderers and pressers account for around 20 percent of all domestic workers. There are also significant numbers of child-care workers and drivers. Using all of these occupations to measure domestic workers on the basis of occupation data alone would result in significant overestimation of the number of domestic workers, as large numbers of car, taxi and van drivers, child-care workers, and hand launderers and pressers would be employed by economic units other than domestic households.

**Figure 13. Domestic workers in the Philippines, by occupation, industry-based approach, 2010**



**Source:** Own calculations based on Labour Force Survey, ILO microdata.

### Household roster

89. It is possible to identify domestic workers who live in the household dwelling via the household roster approach using the answers to the following question in the labour force survey:

*Col 5. What is \_\_\_\_'s relationship to the HH head?*

- 01 Head
- 02 Wife/Spouse
- 03 Son/daughter
- 04 Brother/sister
- 05 Son-in-law/daughter-in-law
- 06 Grandson/granddaughter
- 07 Father/Mother
- 08 Other Relative
- 09 Boarder
- 10 Domestic helper**
- 11 Non-relative

90. Those identified as “domestic helper” were used to estimate the number of live-in domestic workers. Table 7 presents the number of live-in domestic workers as well as domestic services providers (self-employed) derived on the basis of occupation in thousands and as percentages of all domestic workers and of total employment.

**Table 6. Domestic workers in Philippines, task-based approach, live-in and self employed**

Year	Quarter	Numbers (Thousands)			Percentage of total employment	Percentage of domestic workers		Total employment 15+
		Task-based Self-employed	Live-in domestic workers	Task-based		Task-based Self-employed	Live-in domestic workers □	
2010	Q4	1,396.0	1.3	577.0	3.8	0.1	41.3	36,489.0
2012	Q4	1,472.0	0.0	601.0	3.9	0.0	40.8	37,668.0
2013	Q4	1,357.0	0.4	496.0	3.6	0.0	36.6	37,733.0

**Source:** Own calculations based on Labour Force Survey, ILO microdata.

### 3.7 Argentina

91. In the 2016 Permanent Household Survey (EPH) questionnaire in Argentina, a set of direct questions linked to domestic work was identified. The specific direct questions to collect information on domestic workers are:

*4b. What does this business / company / institution do or produce?*

*4b1. If you provide domestic services in private households, indicate*

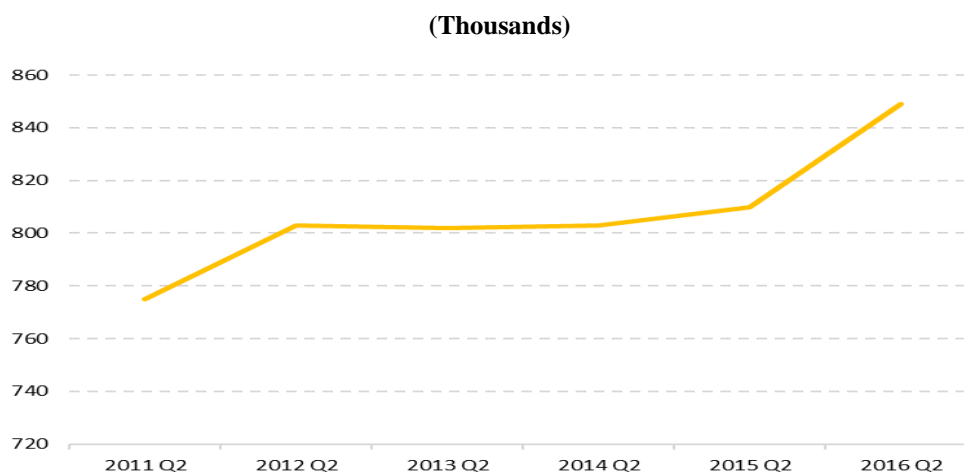
*4b2. How many houses do you work in?*

*4b3. How long have you been working there?*

*4b4. What is the name of your occupation?*

92. Figure 12 shows a growing trend in the number of persons reporting that they provided domestic services in private households in Argentina rising from 757 thousand in 2011 second quarter to almost 850 thousand in 2016 second quarter, representing 7.5 percent of total employment.

**Figure 14. Evolution of domestic workers in Argentina**



**Source:** Own calculations based on EPH microdata held by the ILO.

93. Female domestic workers represented 17.5 per cent (834 thousand) of total female employment in 2016 quarter 2. 98 per cent of all domestic workers of all domestic workers were female

**Table 7. Evolution of domestic workers in Argentina, by sex**

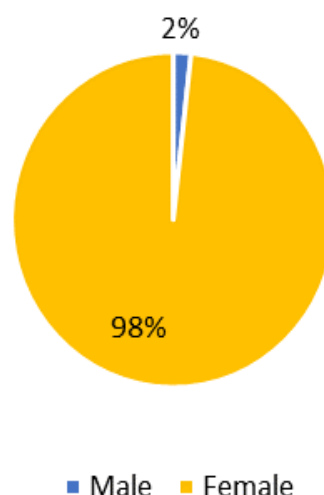
(Thousands)

	2011 Q2	2012 Q2	2013 Q2	2014 Q2	2015 Q2	2016 Q2
<i>Male</i>	12	10	14	8	19	15
<i>Female</i>	763	793	788	795	791	834
<i>Total</i>	775	803	802	803	810	849

**Source:** Own calculations based on EPH microdata held by the ILO.

**Figure 15. Female share domestic workers in Argentina, by sex, 2016 Q2**

(Percentage of total domestic workers)

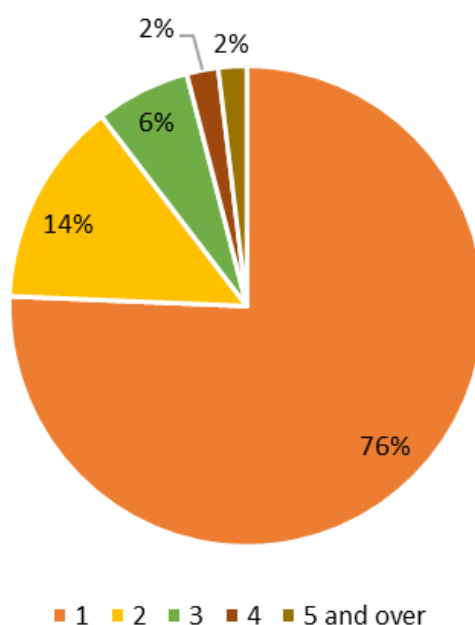


**Source:** Own calculations based on EPH microdata held by the ILO.

94. The specific question '*4b2. How many houses do you work in?*' gives information about the number of houses where the providers of domestic work in private households work. The numbers reported ranged from 1 to as many as 12 houses. Figure 14 shows the distribution of domestic workers by the number of houses. Most of the domestic workers provide domestic work in one house (76 per cent) or two houses (14 per cent) in 2016 quarter 2. About 10 per cent of domestic workers work for 3 or more houses (up to 12).

**Figure 16. Domestic workers by number of houses and status in employment, 2016 Q2**

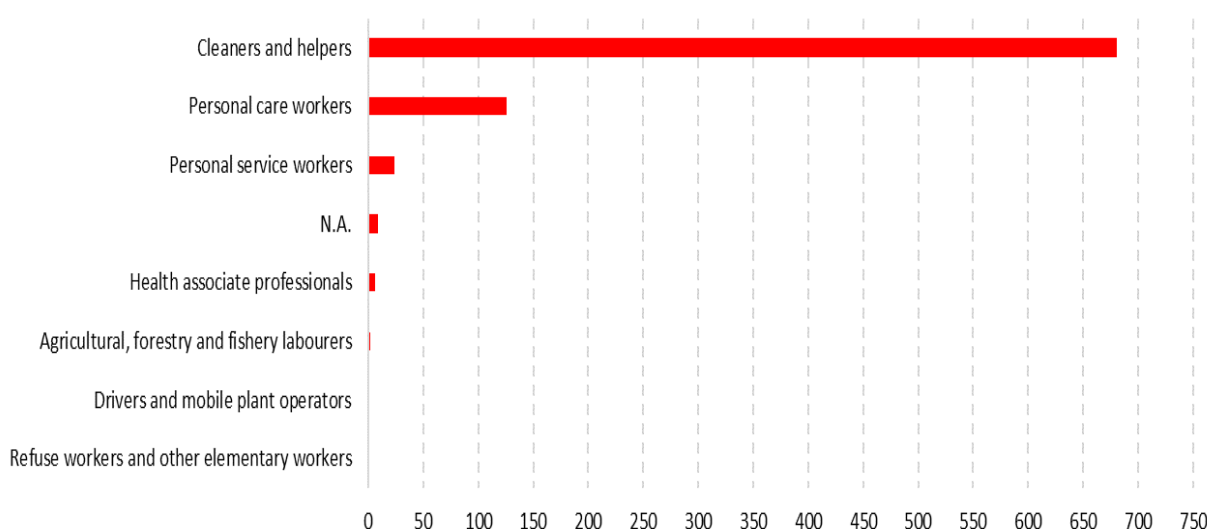
(Percentage)



**Source:** Own calculations based on EPH microdata held by the ILO.

95. When testing whether the status in employment of these domestic workers depends on the number of houses, the results show that none (0 per cent) was self-employed. All these domestic workers are employees. There is no link between status in employment as self-employed and the number of houses. However, the status 'employee' is automatically attributed to respondents who report that they provided domestic services in private households (the corresponding question is filtered and the respondents do not answer some specific questions including the question about status in employment).
96. Disaggregation of the number of domestic work providers by occupation (Figure 15) shows that there are three main occupational groups, cleaners and helpers, personal care workers and personal service workers.

**Figure 17. Domestic workers in Argentina, by occupation, 2016 Q2**



**Source:** Own calculations based on EPH microdata held by the ILO.

### Industry-based approach

97. Table 9 shows the characteristics of domestic workers using the industry-based approach. For domestic workers industry and status of employment are determined on the basis of the answers to question 4b, which is also used to identify domestic workers. Effectively Question 4b combines the industry-based and specific question approach.

**Table 8. Domestic workers in Argentina, Industry-based approach and type of workplace**

Year	Quarter	Numbers (Thousands)				Percentage of total employment		Total employment 15+
		Affirmative answer	Industry-based Self-employed	Affirmative answer to question g4, self-employed		Affirmative answer	Industry-based to question g4	
2016	Q2	877	849	0	0	7.7	7.5	11328
2012	Q2	826	803	0	0	7.6	7.4	10820

**Source:** Own calculations based on EPH microdata held by the ILO.

98. The type of workplace is captured using the following specific question:

*4g. Where do you mainly do your work?*

- 1- In a local / office / business / Workshop / farm / finca*
- 2- In a fixed stall or street kiosk*
- 3- In vehicles: bicycle, motorcycle, cars, boats, Boats (does not include transport service)*
- 4- In vehicles for the transport of persons and Goods - air, sea, land Taxis, buses, trucks, vans, transportation Fuel, moving, etc.)*
- 5- In works under construction, infrastructure, Mining or similar*
- 6- In this house (without exclusive place)*
- 7- In the partner or employer dwelling*
- 8- At the clients' residence/address*
- 9- In the street, public spaces, walking, House at home, street mobile post*
- 10- In other places (specify)*

99. Option 8 refers to workers that work at the client's residence,

### **Domestic workers employed by agencies**

100. A specific question seeks to capture agency workers:

*8k. Your employer or employer (the one who pays you) is ...*

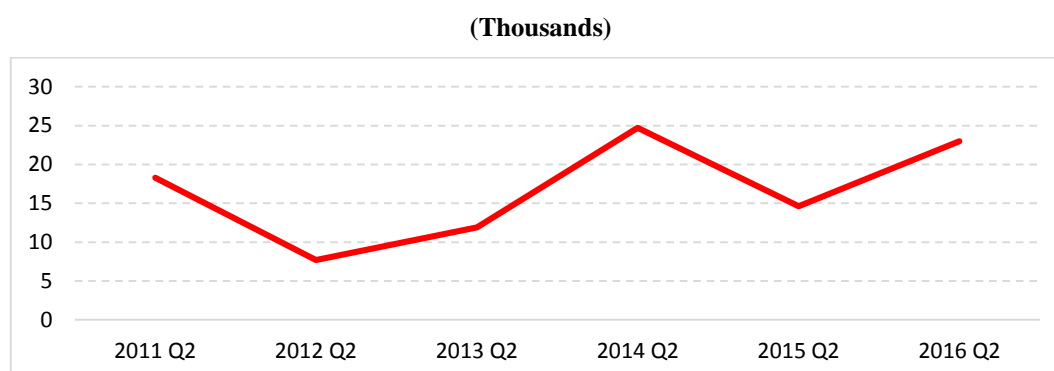
- 1... a contractor?*
- 2... an employment agency?*
- 3... an establishment / employer you work for? (Who is not a contractor)*
- 4... others? (specify)*
- 5- Employment Plan*
- 9- Ns / Nr*

101. Those who answered affirmatively to question *4b1* above, should answer the question *8k* about the agency work. Unfortunately, the data on *8k* are not available in the microdata provided by the national statistical office due to concerns about data quality.

102. However, domestic workers employed by agencies could be identified by a combination of industry, place of work and occupation: employees working in economic units in ISIC Rev 4 Section N, Administrative and support services activities (which includes both employment and cleaning activities), whose occupation is one of those in which domestic employees are commonly employed, and whose place of work is the clients' domestic residence, could safely be assumed to be domestic workers.

103. Figure 15 shows the results when applying this method to identify the number of domestic workers who are employed by agencies. While the numbers identified are relatively small, the method used demonstrates the effectiveness of this approach.

**Figure 18. Domestic workers as agency workers in Argentina**



**Source:** Own calculations based on EPH microdata held by the ILO.

**Note:** These figures were derived using the case when the place of work referred to question 4g is 'At the clients' residence/address' and ISIC Rev 4. Corresponds to section 'N' and ISCO-08 corresponds to '91, 53, 51' which include the main domestic work occupations referred in figure 11.

104. In Argentina, among those who stated they were employed in a private household in the current job, almost 25 per cent worked in more than two houses (up to 12 houses) in 2016 quarter 2. Almost 3 per cent (23 thousands) were employed by an agency.

## 4 Conclusions and proposals for the statistical definition and measurement of domestic workers

105. Workers who perform domestic work for pay are not a homogeneous group of workers. They cannot be uniquely identified as employees or as self-employed. Based on the analysis we have undertaken, however, it seems that at least in the countries included in the case studies, a large majority are employees. Most are employees of households, but growing numbers may be employed by service provision agencies or on a for-profit basis. These last two groups are relatively difficult to identify in statistical sources, but our analysis has shown that it is possible to produce estimates on them using a combination of data on occupation, industry, and place of work.
106. The wide range of approaches currently used for the measurement of domestic workers, imposes severe limitations on comparability of data on this topic from different sources and countries. There is therefore a strong need for an internationally standardized statistical definition and measurement approach to allow the production of internationally comparable statistics on domestic workers.
107. The household roster provides a useful way of measuring the particularly vulnerable group of live-in domestic workers but cannot be used to estimate the total number of domestic workers.
108. The industry-based approach generally provides a good and reliable method to identify domestic employees of households, based on data classified by economic activity or institutional sector. In some circumstances, however, it may capture additional workers who should not be counted as domestic workers. It is dependent on accurate recording and coding of the economic activity of the employer. Careful analysis including cross-tabulation by occupation should therefore be used to validate the results of the industry-based approach. In countries in which domestic workers represent a large share of total employment, the use of specific prompts or instructions for domestic workers in survey questions on industry may help to improve the accuracy of responses. ISIC Rev 4, Division 97, Activities of households as employers, is the best proxy for the identification of domestic workers based on a single variable that is widely available in statistical sources.
109. While the industry approach can provide a good proxy for the measurement of all domestic workers in some developing countries, it will not capture the growing number of workers in private households (mainly in developed countries) who are provided through intermediary parties or service agencies (Vanek, J.; Chen, M.A.; Raveendran, G., 2012). Nor will it identify domestic workers employed for profit, either as independent workers or through intermediaries. Identification of these groups requires analysis based on occupation and place of work. Since in many countries it is likely that the numbers of domestic workers with these arrangements will be very small, it may be necessary to undertake such analysis only periodically, however.
110. The task-based approach using occupation data has some limitations for the measurement of domestic workers, as on its own it may not capture all domestic workers. A large proportion of domestic workers, however, is employed in a single ISCO-08-unit group: 9111, Domestic cleaners and helpers. In some cases, this group may provide a useful proxy for the identification of on domestic workers, especially of those who are not employed directly by households. Other occupational groups frequently employed as domestic employees such as vehicle drivers, gardeners and child-care and personal care workers, are also commonly employed by institutional units other than private households, and therefore cannot be used to identify based on occupation data alone. A further limitation in the use of occupational data to identify domestic workers, is that it requires disaggregate data at the 4-digit level of ISCO and related national classifications, which may not always be available.
111. The status in employment approach has been used effectively in some countries and produces similar numbers to the industry approach. The inclusion of a special category for domestic



employees in the proposal for a revised ICSE would not, however, be compatible with the current proposals for subcategories of employees and will not allow the identification of domestic workers with employment statuses other than employee. An alternative approach could be to include a separate question dedicated to the measurement of domestic workers. This would require careful testing at national level, however, as respondents' understanding of terms like 'domestic worker' and 'private household' may not be consistent with the concept we wish to measure.

112. During the regional consultations on the revision of ICSE-93, there was agreement on the importance of measuring domestic workers and with the strategy proposed by ILO to develop an associated cross-cutting variable and guidance for their measurement. Some countries considered that all domestic workers should be considered as employees, whereas others considered that there were circumstances in which they could also be self-employed. There was a need for clarification on the treatment of domestic workers who work for more than one household, with respect to their status in employment, identification of the main job, and the measurement of working time. The proposed standards for statistics on work relationships provide clarity on these issues.
113. All domestic workers who are paid for time worked will be classified as employees. They will have as many jobs as they have employers. Those employed for profit will be classified by status in employment either as dependent contractors or as independent workers.
114. Taking all of these issues into consideration, a proposal for a general statistical definition of domestic work and a definition of domestic workers for use in statistics on employment has been included in the draft resolution concerning statistics on work relationships. This will allow the provision of comprehensive statistics on the various circumstances in which domestic work is performed, including when it is mediated through agencies or Internet applications, and through independent domestic services providers.

#### 4.1 Definition of domestic work for statistical purposes

115. Domestic work is defined for statistical purposes as "all work performed in or for a household or households to provide services mainly for consumption by household members". Domestic work is performed with payment made to employees of the household, to agencies that provide domestic services to households and to self-employed domestic service providers. Domestic work is performed unpaid by household members or by persons not residing in the household, such as family members, neighbours and volunteers.

#### 4.2 Domestic workers in statistics on employment

116. In statistics on employment domestic workers are defined as workers of any sex employed for pay or profit, including in-kind payment, who perform work in or for a household or households to provide services mainly for consumption by the household. The work may be performed within the household premises or in other locations.
117. Workers directly engaged as employees by households to provide services for consumption by household members are counted as domestic workers and defined as *domestic employees*, irrespective of the nature of the services provided. Workers in employment who provide services within or for a household or households but are not employed directly by a household, are considered to be domestic workers if the nature of the work performed mainly comprises domestic services such as cleaning, childcare, personal care, food preparation, gardening, driving and security.
118. Domestic workers do not include:
  - (a) workers employed for profit and employees of economic units other than private households who provide services to households that are not considered to be domestic services, for example, services consumed by the household related to educational training (home tuition) or related to maintenance and preservation of physical goods of the dwelling such as electrical installation and repair, plumbing, etc.;
  - (b) workers who mainly provide services to household market enterprises;

- (c) workers who provide services frequently provided by domestic employees such as laundry, childcare and personal care, when the work is performed in the workers own business premises or residence, unless the service is provided as part of a job in which the worker is engaged directly as an employee of the household.

### 4.3 Statistical measurement of domestic workers

119. Since all of the four commonly used approaches to measuring domestic workers in household surveys (industry-based; occupation-based; status in employment-based; and based on the relationship to the head of the household) have limitations and are unlikely to identify domestic workers in all employment statuses, the draft standards for statistics on work relationships propose a solution for the measurement of all domestic workers.
120. Domestic employees are identified using the industry-based approach, which may be derived from both industry and institutional sector questions in statistical surveys. Domestic service employed for profit can be identified based on occupation and place of work. Domestic workers employed by service providers are identified by a combination of industry, place of work and occupation. The occupations used for the measurement of domestic workers not employed directly by households should be those commonly held by domestic employees, identified on the basis of empirical analysis of occupation data on domestic employees in the national context. Since in many countries it is likely that the numbers of domestic workers with these arrangements will be very small, it may be necessary to undertake such analysis only periodically.
121. Domestic employees may be identified in statistical collections when the economic activity of their employer is equivalent to ISIC Rev.4 Division 97, Activities of households as employers of domestic personnel<sup>4</sup>. Other domestic workers may be identified in statistical collections if their occupation is one of those commonly held by domestic employees, and their main place of work is the client's residence. Analysis of these occupations by place of work may also allow the identification of other workers not considered to be domestic workers, but who perform services frequently provided by domestic workers (such as laundry, childcare and personal care) in settings such as their own home or workplace, or in the workplace of agencies providing such services.

### 4.4 Classification of domestic workers

122. Based on the statistical definitions of domestic work and domestic workers, the following categories of domestic workers in employment may be identified:
  - (a) domestic employees, defined as all workers engaged directly as employees of households to provide services mainly for consumption by the household members, irrespective of the nature of the services provided including:
    - (i) live-in domestic employees;
    - (ii) live-out domestic employees;
  - (b) domestic workers employed by service providers; and
  - (c) domestic service providers employed for profit.
123. *Live-in domestic employees* are employed to provide services for consumption by household members and live on the same premises as their employers. They may be identified in statistical collections on the basis of information on the economic activity of the employer, their place of work and their place of residence. They may also be identified by information on the relationship between each person living in the household dwelling and the household reference person. They do not form part of their employer's household even though they may be provided with

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<sup>4</sup> In most countries data on employment classified at 1-digit level to ISIC Rev 4. Section T, or to its equivalent in ISIC revisions 3 and 3.1, Section P, will be sufficient to uniquely identify domestic employees.

accommodation and meals as remuneration in kind. They should be treated as belonging to separate households from the households in which they are employed. (2008 SNA)

124. *Live-out domestic employees* are employees of households who provide services for consumption by household members and do not live on the same premises as their employers. They may be identified in statistical collections on the basis of information on the economic activity of the employer, the place of work and the place of residence.
125. *Domestic workers employed by service providers* are engaged as employees by economic units other than private households to provide domestic services in private households, in a multi-party employment arrangement. They may be identified in statistical collections if their occupation is one of those commonly held by domestic employees, the place of work is the client's residence and their status in employment is employee.
126. *Domestic service providers employed for profit* provide domestic services to private households as independent workers, contributing family workers or dependent contractors. They may be identified in statistical collections if their occupation is one of the occupations commonly held by domestic employees, the place of work is the client's residence and their status in employment is independent worker or dependent contractor.

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