Department of Statistics


Report of the meeting
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1 All references to paragraphs in the report of the meeting, refers to the Appendix: Draft 21st International Conference of Labour Statisticians resolution concerning statistics on the informal economy.
1. The Tripartite Meeting of Experts in Labour Statistics on the Revision of the Standards for Statistics on Informality took place between the 7th of February and the 9th of February 2023 in Geneva. Participants included representatives from twelve countries, six representatives from respectively workers’ and employers’ organizations, observers from intergovernmental and non-governmental organizations and International Labour Organization (ILO) representatives (a full list of participants is provided in the Annex).

2. The Tripartite Meeting of Experts is an integral part of the consultation process to establish and update international standards in labour statistics. Its main role and mandate is to provide expert advice to the Office in order to prepare proposals for consideration by the International Conference of Labour Statisticians (ICLS). The objective of the meeting is to seek input on the proposed new Resolution concerning statistics on the informal economy as developed by the ILO Working Group that was established in 2019 and which had its last meeting in 2022. The new standard that will be discussed at the forthcoming ICLS in October 2023 are intended to replace the existing standards concerning statistics on informality i.e. the Resolution concerning statistics of employment in the informal sector adopted at the 15th ICLS and the Guidelines concerning a statistical definition of informal employment, adopted at the 17th ICLS.

1 Opening of the meeting

3. The Director of the ILO Department of Statistics, Mr. Rafael Diez de Medina, opened the Tripartite Meeting of Experts in Labour Statistics on the Revision of the Standards for Statistics on Informality. He welcomed the experts nominated by Governments, and social partners: Workers and Employers, as well as the observers from the various intergovernmental agencies and non-governmental organizations. He underlined the role of the tripartite meeting of experts and the importance of the meeting as part of the preparation for the 21st ICLS in 2023.

4. After giving a brief history of the development of the current statistical standards, he recalled the importance of measuring informality in the achievement of the overarching goals of decent work and sustainable development, the formalization of the informal economy and for women’s economic empowerment. He explained that the ILO had received a strong mandate to initialize the work of revising the current statistical standards on informality and through that address some flexibilities, gaps and inconsistencies in the current framework which hamper countries capacity to produce comprehensive, coherent, and internationally comparable data on informality. In addition, it is also strongly needed to align the framework on informality with the important changes that have taken place during the last two ICLSs with the adoption of the Resolution concerning statistics on work, employment and labour underutilization at the 19th ICLS as well as adoption of the Resolution concerning statistics on work relationships at the 20th ICLS.

5. Mr. Diez de Medina stressed that the ILO working group had been highly successful in developing a sound and comprehensive proposal. This proposal has formed the foundation of the guidance note developed by the Informal Economy Task Team lead by United Nations Statistics Division (UNSD) and International Monetary Fund (IMF) as part of the upcoming revision of the SNA in 2025 and has also been discussed in a series of preparatory regional consultations of labour statisticians, that have been conducted in all regions of the world throughout 2022 to further widen the consultation.

2 The Meeting of Experts was planned to take place between the 7th to 10th of February, but the meeting was concluded at the 9th of February.
6. Mr. Diez de Medina introduced the chair for the meeting Tara Davis, head of the labour market and earnings statistics analysis division, Central Statistics Office of Ireland. Ms. Davis has a long experience in official statistics, having worked for over 20 years in the Central Statistics Office of Ireland, and has not taken part of the work within the working group, thus fulfilling the condition of the standing orders of meeting of experts that the chair should be an independent person with expertise on the matters selected by the Office.

7. Finally, Mr. Diez de Medina explained that according to the standing orders of the meeting there is the possibility to in addition, have three vice chairs. However, considering the character of this particular meeting the Office believed that this would not be necessary unless the participants required this.

8. The governments, employers’ representatives, and workers representatives agreed that it would not be necessary to use vice chairs at the meeting.

9. Ms. Davis thanked the participants for being appointed as chair of the meeting. She went through some of the technical aspects of the meeting. Ms. Davis asked the participants for approval for observers to provide their comments during the meeting as they have been taking part in the work with the revision of the standards. This was approved by the Governments, Employers representatives and Worker’s representatives.

10. The participants adopted the agenda without any comments.

2 Background

11. Ms. Davis gave the floor to Michal Frosch, Department of statistics, ILO to give an introduction to the work that had been carried out so far to develop the new statistical standards concerning statistics on the informal economy. Mr. Frosch briefly outlined the different concepts provided by the 15th ICLS resolution concerning statistics on employment in the informal sector as well as in the 17th ICLS guidelines concerning a statistical definition of informal employment. While these standards have been essential for countries as guidance for measuring the informal sector and informal employment, there are several issues that need to be addressed to ensure better and stronger recommendations for countries to improve the statistics on informality and the comparability between countries. In addition, there is a strong need to align the standards to the changes that have taken place during the last two ICLSs to ensure coherence between the standards on labour statistics.

12. Based on the mandate received at the 20th ICLS the ILO established a working group to support the work to develop a new proposal. The working group met four times between 2019-2022 and managed to make substantial progress in developing a proposal to be discussed at the meeting of experts. The proposal has previously been discussed at the UN statistical commission in March 2022 as well as in a series of regional preparatory meetings conducted in all regions, between July to October 2022. The proposal has in general received strong support through these consultations and was now being presented for discussion by the meeting of experts.

13. In parallel, there has been a close collaboration between the ILO and the UNSD, IMF and its Informal Economy Task Team. This has been essential as it ensures a high degree of alignment between the proposed resolution developed by the ILO working group and the guidance note developed by the Informal Economy Task Team that will form part of the 2025 update of the System of National Account 2008.
In addition, there is also ongoing work to develop improved data collection tools and recommendations for the collection of statistics on the informal economy. Two different ongoing projects are contributing to this. Within the ongoing informality statistics, funded by the Bill & Melinda Gates Foundation, a series of qualitative and quantitative tests have been conducted and data is currently being analysed. The project aims at ensuring the gender relevance of the framework and of data collection methods to allow gender differences to be properly understood. It includes a central element of developing and improving questions used to identify informal employment and the informal sector, as well as developing additional modules that can provide further statistics on the situation of informal workers and enterprises. The second project is supported by the Ford Foundation and aims at improving the harmonization and quality of measurement of informal employment among the Arab states. Pilot tests are expected to take place in two different countries in the region during 2023 and the results will also contribute to the development of improved data collection tools and methods which will be published in advance of the ICLS.

The participants welcomed the work that has been conducted, no further comments were made.

3 Overview, Objectives and scope, Reference concepts (paragraphs 1-21)

Mr. Frosch gave an overview of the conceptual framework of the draft resolution concerning statistics on the informal economy. This included the preamble, that recognizes and creates a linkage to other relevant statistical standards and key policy documents, the objectives and scope of the proposed resolution and the different reference concepts used to ensure alignment to the SNA as well as the 19th ICLS resolution concerning statistics on work, employment and labour underutilization and the 20th ICLS resolution concerning statistics on work relationships.

The session continued with the proposal to introduce the underlying concept of informal productive activities which sets the boundary of the framework and creates links between the different statistical components, and with the overarching concepts of informal economy and informal market economy. The overarching encompassing concept of informal economy is aligned to the SNA general production boundary and the concept of work, while the more restricted concept of informal market economy captures the framework’s core statistical concepts.

The participants expressed a general support for paragraphs 1-21. It was proposed that reference could be added in para 11d to freedom of association and rights to collective bargaining as examples of relevant formal arrangements likely to be legally established in countries. This point was agreed in principle.

The explicit exclusion of illegal and illicit activities from the scope of the informal economy was commented upon by several participants. While recognizing that illegal activities can share key characteristics of informal productive activities it was nonetheless argued by multiple participants that they do need to be excluded from the informal economy as the policy interest or potential

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3 All references to paragraphs in the report of the meeting, refers to the Appendix: Draft 21st International Conference of Labour Statisticians resolution concerning statistics on the informal economy, in Report for discussion at the Tripartite Meeting of Experts in Labour Statistics on the Revision of the Standards for Statistics on Informality.
responses would differ substantially between illegal activities and informal productive activities. The exclusion of illegal activities is in line with the scope of the informal economy as defined in paragraph 2 of Recommendation 204 concerning the Transition from the Informal to the Formal Economy. In addition, it was noted that differences in laws across countries may impact comparability. However, while recognizing this other participant noted that impacts of changes in the law would in fact be interesting to observe and would impact both the formal and informal sectors. In addition, it was argued that genuine differences in legal contexts should be expected to lead to differences in results but should not be seen as incompatibilities or inconsistencies if the same definitions have been applied.

20. Several participants raised questions and suggestions about the treatment of partly informal productive activities carried out within the formal sector. It was generally supported that it is important to recognise that, when looking from the perspective of the worker, informal productive activities can be performed persons with formal jobs. However, the more complex point was whether the production of formal enterprises should by default be considered formal as proposed, or if it would be of relevance to allow for the identification of partly informal production by formal enterprise within the framework. This latter approach could allow the estimation of the value added of the production in formal enterprises based on informal labour input, which for example has been done in Mexico. There are clearly practical challenges in attempting to separate productive activities within a formal unit between formal and informal, and this becomes even more complex if the aim is to separate the value added from that production between formal and informal, as the proportion of informal labour would not necessarily be a good basis to assign the proportion of value added to be considered informal. This issue has been extensively discussed in the Informal Economy Task Team working on the revision of the SNA and, recognising the complexities involved, it has been strongly preferred to assign all production of formal sector units as formal.

21. Given the importance of trying to achieve consistency between the informality statistical standards and the forthcoming SNA it was agreed to continue to maintain contact with the SNA revision process and keep this issue under consideration, although the current proposed treatment in the resolution will be retained for now.

22. **Implications for the draft resolution:**

- There was general support for the preamble, reference concept and proposed definitions of informal productive activities, informal economy, and informal market economy.

- A reference to freedom of association and rights to collective bargaining in paragraph 11d would be included.

- Bilateral discussion would continue around the possibility to estimate the value of the production of formal economic units using informal labour input.
4 Conceptual definition of the informal sector, formal sector, household and community sector and operational definitions of the formal and informal sector (paragraphs 26, 28, 40, 37-39, 42-43, 47-48)

23. Mr. Frosch presented the proposal to introduce the two underlying dimensions of the intended destination of the production and the formal status of the economic unit as a starting point for the definitions of the formal sector, informal sector and the household own-use community sector. The two underlying dimensions contribute to create clarity around the conceptual and operational definitions and ensure the creation of three mutually exclusive definitions. Further on the proposed operational definitions of the formal sector and informal sector respectively were presented. This included the proposal to define the production by formal enterprises by default as formal production, and the production by informal unincorporated household market enterprises by default as informal productive activities. The proposal also implies that agricultural activities are recommended to be included within the scope of the definition informal sector, and the current explicit possibility to exclude agricultural activities from the informal sector is to be removed.

24. The paragraphs were in general supported by the participants. During the discussions it was clarified that under the new proposal the default expectation is that agricultural activities would be identified as taking place within the informal sector, given the prevalence of informality within agriculture in many countries. Considering the size of the sector in a large number of countries ensuring this was measured and reported is of high importance.

25. The issue of the possibility to value the formal production by formal economic units using informal labour input resurfaced. The conclusion was that while there seem to be reasonable arguments as to why the production by formal economic units should be considered formal, the possibility of valuing the production based on informal labour input in the formal sector should not necessarily be disregarded and should be further investigated.

26. Implications for the draft resolution:
   - No changes required to the paragraphs

5 Criteria to define the formal status of economic units (paragraphs 30-36)

27. Mr. Frosch continued the session by presenting the proposed criteria to define the formal status of the economic unit. The criteria are essential to distinguish between the informal sector and the formal sector. The proposal is to a large extent built on the current criteria already established in the 15th ICLS resolution concerning statistics on employment in the informal sector, with some proposed changes. These include: providing better and stronger recommendations for how countries can operationalize the different criteria, particularly in relation to the key criterion of registration; strengthening the criteria to better reflect that they should capture a formal recognition of the economic unit in relation to the legal administrative framework of the country; removing the current criterion of size as a main criterion for defining the formal status; and adding a new criterion that engaging at least one formal employee defines the economic unit as having a formal status and therefore should form part of the formal sector.
28. The discussions included several reflections around the different proposed criteria for defining the formal status of the economy unit. The example of public private partnerships was raised underlining that care should be taken to assume that an enterprise is formal solely because the government might own a small share in an enterprise as they could potentially be in partnership with an informal enterprise. However, according to the proposed criterion the government needs to have controlling ownership and hence have a majority share holdings which should limit or exclude such situations. If the government holds a more minor ownership the other proposed criteria should be used to identify the informal or formal status of the economic unit.

29. The criterion related to accounting practices as a basis for classification of economic units, including implications of permitting simplified accounts to substituted for full accounts, was raised as an issue. Here it was clarified that the reference to the existence of simplified accounts for tax purposes would only be relevant in countries where the option of simplified accounts exists and where this is directly linked to registration. Simplified accounts for tax purposes can therefore be viewed as a potential proxy for registration in these countries.

30. The criterion that employing a formal employee defines the economic unit as formal was also discussed. The criterion was found important as it contributes to clarify the framework and removes the possibility of having formal employees in the informal sector. Country examples were given where enterprises are not required to engage employees on formal terms unless the enterprise had more than a fixed number of employees such as 10 employees or 5 employees. The criterion would, however, still be relevant in these countries as existence of formal employees in these countries would indicate that the economic unit would be registered, would contribute to social insurance on the behalf of the employee etc.

31. Implications for the draft resolution:
   - No changes required to paragraphs 30-36.

6 Multiple informal household unincorporated market enterprises (paragraphs 45-46 of the draft resolution)

32. Mr. Frosch presented the issue of multiple informal household market enterprises and multiple job holdings among informal independent workers. The proposal is to retain the current treatment to allow for multiple informal household market enterprises within a single household if different persons are carrying out different types of activities. But in addition, if relevant and feasible, allow for one person carrying out different types of activities (different industries, different occupations) to have separate economic units and hence separate jobs. The proposal is a pragmatic solution to the complexity of separating between different informal activities of independent workers while still meeting the requirements of labour statistics.

33. The proposal was welcomed by the participants and the discussions focused on the separation between main jobs and second jobs which can be challenging. It was underlined that while it would be useful to provide statistics on informality in relation to main jobs as well as secondary jobs, countries typically restrict the measurement to main jobs only to reduce the response burden.

34. Implications for the draft resolution:
   - No changes required to paragraphs 45-46.
7 Household own-use and community sector (paragraphs 49-52 of the draft resolution)

35. Mr. Frosch presented the definition of the household own-use and community sector that completes the categorization of economic units into three mutually exclusive sectors.

36. The sector includes production within and outside the SNA production boundary but all within the SNA general production boundary (e.g., own-use provision of services). It includes households engaging employees (e.g., domestic workers) as well as households not employing employees. It also includes households and non-formal non-profit organizations. Due to the different types of activities and economic units in the sector, the proposal is to recognize the possibility to further divide the sector in the following three dichotomous subsectors if feasible and depending on the statistical objective:

- **Households producing for own final use versus non-profit organizations that are not formally recognized by the legal administrative framework of the country.**
- **Household own-use and community sector within the SNA production boundary versus household own-use and community sector outside the SNA production boundary.**
- **Households with employees versus households producing for own final use without employees.**

37. The definition of the household own-use and community sector and the three possible sub-sectors was supported by the meeting. It was viewed as a good pragmatic solution to a challenging issue that still meets the different needs of countries and depending on the specific objectives with a given measurement.

38. **Implications for the draft resolution:**

- No changes required to paragraphs 49-52.

8 Informal work (paragraphs 52-53)

39. The overarching definition of informal work was presented by Mr. Frosch. The concept reflects the informal economy from the perspective of persons, jobs, and work activities. Informal work should be viewed as an overarching concept that recognizes that all activities defined as work, within the SNA general production boundaries are within the scope of the informal economy. Informal work is proposed to be defined as all productive activities carried out by persons that are – in law or in practice – not covered by formal arrangements. It therefore includes informal employment as well as informal productive activities in relation to forms of work other than employment such as in relation to own-use production work or volunteer work. The overarching concept of informal work is not intended to be measured in its totality by countries. The focus would rather be on the core concept of informal employment. However, the recognition that informal productive activities also exist in relation to forms of work other than employment is an important recognition itself and also enables the identification of the essential categories of informal work to complement the core concept of informal employment and creates the possibility to analyse informality within a given form of work (e.g. in relation to caring for family members) or in relation to a specific type of activity that goes across multiple forms of work (e.g. agriculture or care work) if there is such a need.
40. The participants supported the proposed definition. The general use of in law or in practice as well as in law and in practice as part of the definitions of informal work and informal/formal employment were discussed. In relation to defining informal work and informal employment using the or would be of importance as this captures the two different situations that can generate informality (i.e., either a lack of legal coverage or a legal coverage but no effective coverage). To create a dichotomy, it would therefore be necessary to use and in relation to defining formal employment and formal jobs. It will be ensured that the language used in this regard is consistent throughout the resolution.

41. Some clarifications were made regarding the treatment of volunteer work and the distinction between direct volunteer work and organizational based volunteer work in table 2. Informal productive activities by persons in the informal economy. It was clarified that direct volunteer work implies that one household is carrying work for a different household without the intention to generate an income or profit and that the activities are not carried out through an organization. Direct volunteer work could therefore only be carried out in the household own-use and community sector.

42. Implications for the draft resolution:

- It will be ensured that the language used regarding “in law and in practice” versus “in law or in practice” is consistent throughout the resolution.

9 Informal and formal employment (paragraphs 55-65)

43. Mr. Frosch presented the proposed definitions of informal and formal employment. These definitions are similar to the current definition of informal employment found in the 17th ICLS guidelines but aligned to ICSE-18. For independent workers (owner operators of corporations and independent workers in household market enterprises as defined in ICSE-18), the formal or informal status of their job is determined by the formal status of the economic unit that they own and operate. This creates a direct link between the categorization of the sector (informal or formal) and the definition of informal or formal employment for these workers.

44. However, for dependent workers (dependent contractors, employees, contributing family workers), the formal status of the economic unit is not necessarily sufficient to define whether a job is informal or formal. Additional criteria are needed to reflect the fact that the job has formal recognition within the legal and administrative framework of the country, which provides effective access to formal arrangements. Dependent workers can therefore have either formal or informal jobs when categorized in the formal sector, however, with the proposed changes dependent workers in the informal sector must have informal jobs by definition, as the existence of at least one formal employee within the enterprise would define the unit as a formal unit. Finally, employees are the only categories of employed persons that can have a job (informal or formal) in the household own-use community sector. This is due to the alignment with employment as defined by the 19th ICLS resolution concerning statistics on work, employment and labour underutilization.

45. The participants welcomed the proposal and supported the definitions.

46. Implications for the draft resolution:
10 Independent workers: informal and formal jobs (paragraphs 66-67)

47. Mr. Frosch introduced the operational definition to distinguish between informal and formal jobs held by independent workers. This definition is directly linked to the operational definitions of informal household market enterprises and formal economic units, which had been discussed in the previous session. Independent workers who own and operate a formal economic unit are defined as having formal jobs, while those who own and operate an informal household market enterprise have informal jobs. The criteria used for defining the formal status of the economic unit therefore determine the definition of informal and formal jobs for the independent workers.

48. Furthermore, the operational definition includes a link to the detailed categories of ICSE-18. Owner operators of corporations are considered to have a formal economic unit by default as they run an incorporated enterprise. The jobs held by these workers are therefore also formal by default. Independent workers in household market enterprises, however, may have a formal or informal economic unit. If their economic unit is formal, then the job they hold is also formal. However, if their enterprise is informal, then the job held by the independent worker is considered informal as well.

49. The meeting supported the definition of informal and formal jobs for independent workers.

50. Implications for the draft resolution:

- No changes required to paragraphs 66-67.

11 Dependent contractors: informal and formal jobs (paragraphs 68-75)

51. Mr. Frosch outlined the proposed integration of dependent contractors in the framework of the informal economy starting with describing the statistical definition of dependent contractors and providing examples of situations that would fall within its scope.

52. The unique status of dependent contractors i.e., that they are workers with a commercial agreement that are dependent on another entity that exercises operational and/or economic control over the worker, calls for a unique treatment of the categorization of the sector of these workers, as well as for how to define informal and formal jobs for this category. It creates a need for an approach that can be applicable for dependent contractors in a range of different situations stretching from dependent contractors that only provide their labour on similar terms as employees, to dependent contractors that own and operate their own registered formal enterprises.

53. For categorizing the sector of dependent contractors, the proposal is therefore to expand the notion of an “enterprise” and recognize that dependent contractors may or may not have their own economic unit in the form of an enterprise: and if not then the “worker” as such can be considered as constituting the economic unit. The categorization of the sector will then depend on the formal status of the economic unit of the dependent contractor, either in terms of an enterprise as more
commonly understood; or in the sense of “the worker” if the economic unit and the person is the “same”.

54. Dependent contractors categorized in the informal sector i.e., they do not have a formal enterprise and are not registered for tax, are proposed to have informal jobs by default as these dependent contractors and their activities would not be recognized by the legal administrative framework of the country.

55. Dependent contractors in the formal sector i.e., those that have a formal enterprise or are registered for tax, would, according to the proposal, be considered to have a formal job, if they have an effective access to formal arrangements that can reduce their economic risk.

56. In countries where there is a direct link between registration and a coverage of formal arrangements such as, for example, mandatory contribution to social insurance, registration would be a sufficient criterion as being registered comes with formal arrangements that reduces the economic risk.

57. In countries where this is not the case the additional criterion of contribution to voluntarily statutory social insurance can be used to ensure that a minimum level of formal arrangements come with having a formal job. This could either be used for all dependent contractors in the formal sector or only for those registered in relation to tax on profits (if for example it is deemed that there is a sufficient degree of formal arrangements by having a formal enterprise registered in for example the national business register). This choice could be taken based the national context.

58. The proposal, which has received support within the working group and during the regional consultations seems to be able to take the unique situation of dependent contractors into account and to ensure a similar outcome between countries independent of the specific country system.

59. The discussions highlighted the need for and importance of countries providing statistics on both the formal and informal status of dependent contractors, as this will contribute to the ongoing debate around this category of workers.

60. Representatives from the workers' side recognized the importance of this statistical category but underlined that recognizing the existence of dependent contractors de-facto does not necessarily mean an acceptance of this category of workers. However, they noted that data on the prevalence and situation of dependent contractors is necessary to work towards legally changing their status.

61. Some clarifications were made regarding the definition of dependent contractors and the measurement of this category of workers. It was pointed out that the proposed definition of informal and formal jobs for dependent contractors does not necessarily relate to the job held by the dependent contractors, as this is defined by the relationship between the dependent contractor and the entity on which they depend. It was clarified that this is a consequence of the unique status of dependent contractors who are dependent workers but with a commercial agreement. It was acknowledged that identifying operational criteria that capture the informal and formal status of this relationship would be challenging.

62. The meeting also discussed the legal versus statistical perspective of dependent contractors. Participants expressed concern that the statistical category of dependent contractors might include workers who, in a court ruling, are recognized as employees and therefore have coverage by labour regulations due to the characteristics of their work relationship. However, these workers could potentially be classified as formal dependent contractors according to the proposed definition. At the same time, it was recognized that ICSE-18 is a statistical classification based
on the de-facto characteristics of the work relationship. It therefore does not necessary capture the work relationship as it “ought to” be according to national law but rather how the de-facto work relationship is between the person carrying out the work and the entity for which the work is done, across countries. In addition, it was also recognized that countries will have different legislations surrounding the legal classification and that the statistical categorization needs to rest on the de-facto characteristics of the work relationship.

63. The proposal for countries to use social insurance contributions as part of defining formal jobs for dependent contractors was also questioned by some participants, as this would not be mandatory for the dependent contractors. Others argued that the intention is to ensure that dependent contractors have access to formal arrangements, regardless of the country's system, and that this proposal reflects that the outcome for dependent contractors would be the same, regardless of whether it is a coverage of mandatory or voluntary social insurance schemes.

64. Overall, the proposed categorization of the sector and the proposed definitions of formal and informal jobs were supported. It was deemed to be a well-balanced approach taken into account the challenges inherent in the statistical category of dependent contractors.

65. **Implications for the draft resolution:**
   - No changes required to paragraphs 68-75.

12 Employees: informal and formal jobs (paragraphs 76-88)

66. The proposed definitions of informal and formal jobs for employees were presented by Mr. Frosch. The definitions build upon the approach currently used in the 17th ICLS guidelines concerning a statistical definition of informal employment but has been aligned to ICSE-18. It captures that the formal or informal status of the job, for employees, is closely related to the extent to which an employer recognizes the employee's work relationship in relation to the legal administrative framework of the country and provides them with access to formal arrangements such as labour laws, social insurance, and employment benefits. The definitions do, however, require further operationalization to determine the specific criteria to use and how to combine them.

67. Based on country practices and discussions in the working group, the conclusion has been that the employer's contribution to statutory social insurance is the most important criterion to prioritize. This is the most used criterion by countries and provides a strong indication of whether a job is formal. If an employer contributes to a social insurance program that is anchored in national legislation or social security laws, then the job is highly likely to be considered formal. In contrast, a lack of contributions is a defining characteristic of informal jobs. Other relevant criteria include access to paid annual leave and paid sick leave, either as part of the main criteria or as a supplement when information on social insurance contributions is insufficient.

68. Additional criteria may be necessary to further support the definition, depending on the country context. These could include the existence of a written contract, income taxation, access to maternity leave and other supporting characteristics.

69. The proposed recommendations aim at providing countries with greater clarity on the criteria to use, while allowing for some flexibility based on national context.
70. The discussions focused on the degree and range of job-based required for a job to be considered formal. The criterion of social insurance was identified as a key factor that indicates the job's formal recognition within the legal administrative framework. However, the range and degree of social insurances and employment benefits can vary based on the job and need to be captured through additional information.

71. The discussion also touched on the treatment of different groups of employees, including outsourced employees, agency workers, and migrant workers. It was suggested that the conceptual framework should include clarifications on, temporary agency workers, digital platform employment, day labourer and other related topics discussed during the meeting to improve the framework's understanding.

72. To improve the current definition, it was proposed to add advanced notice of dismissal in paragraph 86, as it is linked to severance pay. This was supported by the meeting.

73. The participants also discussed the challenges of categorizing the sector for employees based on the criteria incorporation, registration and bookkeeping practices of their employer. To address this, the ILO is conducting research to improve data collection methods, considering experiences from other countries, and is assessing the possible impact due to proxy interviewing and don't know responses.

74. Additionally, the ILO Harmonized Approach or model questionnaire, which provides guidelines for collecting labour force data, was mentioned during the discussions. The questionnaire and related materials are available online at https://ilostat.ilo.org/resources/lfs-resources/ and are being updated to reflect findings from recent pilot testing. A revised version will be published before the 21st ICLS in October.

75. Overall, the proposed definitions of informal and formal jobs for employees were supported, and the office will conduct further work on the conceptual framework to reflect the discussions and clarifications made during the meeting.

76. **Implications for the draft resolution:**

- Advanced notice of dismissal will be added in paragraph 80 and 86.

13 **Contributing family workers (paragraphs 89-91)**

77. Jessica Gardner, ILO Department of Statistics, outlined the proposal to define formal and informal jobs for contributing family workers. Currently, contributing family workers are considered to have informal jobs by default. This is because the 17th ICLS guidelines for a statistical definition of informal employment assume that these workers would not typically be covered by any formal arrangements in countries, and their work relationship would be of an informal nature. However, some countries across regions have established formal arrangements, such as social protection schemes, for contributing family workers. Recognizing the existence of formal jobs for contributing family workers in official statistics would acknowledge these policy measures and stimulate discussion around the situation of these workers. However, as many countries still lack such arrangements, a definition of informal and formal jobs for contributing family workers must also be relevant to these countries.
78. The proposed definition permits countries to continue defining jobs held by contributing family workers as informal by default in the absence of formal arrangements. In countries with formal arrangements, the job may be considered formal if the family business is a formal economic unit, and the contributing family worker is registered and covered by some formal arrangements, such as access to job-related social insurance.

79. The proposal to allow contributing family workers to have formal jobs in countries where such arrangements exist has been recognized as an important change that can lead to better data and a more focused approach towards contributing family workers. This is particularly significant as it has important gender implications.

80. During the discussions, the distinction between own-use production work and contributing family workers was addressed. It was emphasized that contributing family workers provide labour in the form of employment for a family business and do not include, for instance, the people engaged in the provision of services for personal or family use.

81. It was also noted that identifying contributing family workers poses a challenge, especially in enterprise-based surveys, but that it might also be difficult in labour force surveys. Care must be taken to ensure that contributing family workers are acknowledged and included in the measurement of employment.

82. The proposed definition of informal and formal jobs for contributing family workers was supported without requiring any changes.

83. Implications for the draft resolution:
   - No changes required.

14 Persons in formal employment carrying out partly informal activities (paragraphs 89-91)

84. Mr. Frosch presented the concept of persons in formal employment carrying out partly informal productive activities intended to complement the concept of informal employment. This acknowledges that informal productive activities may not only exist in relation to informal jobs but also in relation to formal jobs. The concept aims to include situations where an individual has a formal job, but where part of the work may be informal, for example when some hours and activities are undeclared while others might be declared. Partly informal productive activities in relation to formal jobs would be particularly relevant in countries where the proportion of informal employment may be relatively low but where partly informal productive activities are significant.

85. It should be noted that the concept is proposed to be limited to paid hours only, as unpaid hours for non-employees are not relevant since all hours worked are intended to generate income and profit. Including unpaid hours for employees in the concept would be problematic, as they may not be agreed with or known by the employer, and in some cases, may already be indirectly compensated for in their salary or other forms of compensation.

86. The concept of partly informal productive activities was considered by participants to be a crucial aspect of the framework, particularly in increasing the relevance of the standards in high-income countries.
87. Given its importance, there may be a need to strengthen and clarify paragraphs 92-96. For instance, a separation between non-employees and employees could be introduced, or the placement of these paragraphs could be reconsidered.

88. There was a proposal to change the word "may" to "should" in paragraph 96 to indicate a stronger recommendation. However, it was acknowledged that the relevance of this paragraph would still depend on national context and need.

89. It was clarified that the concept of partly informal productive activities is not intended to be included in the concept of informal employment, which is directly linked to the dichotomy of informal and formal jobs. Adding partly informal productive activities to this concept would significantly impact the indicators related to informal employment.

90. During the discussion, a proposal to include underpayment in paragraph 96 was raised. However, the complexities that would arise from this proposal were also recognized, and further investigation is needed.

91. Implications for the draft resolution:
   - The office will reflect further on how to strengthen paragraphs 92-96 considering the points made.
   - The word “may” in paragraph 96 will be changed to “should”.

15 Informal productive activities and forms of work other than employment (Paragraphs 97-113)

92. Mr. Frosch presented the proposed integration of the various forms of unpaid work, such as own-use production work, unpaid trainee work, volunteer work and other work activities within the framework of informal economy. The recognition that informal productive activities exist in relation to different forms of unpaid work is a significant step forward, as it allows for the assessment of any formal arrangements put in place to facilitate and protect specific types of unpaid work, depending on the country context and need.

93. The aim of including these forms of work within the framework is not to obtain estimates on all informal work and its components, but rather to identify essential groups of informal unpaid work, such as subsistence food-stuff producers and informal unpaid trainees, which would be of importance for countries to regular measure as a complement to the concept of informal employment. Moreover, recognizing informality in unpaid forms of work would help distinguish informal from formal work in domains that involve both paid and unpaid forms of work, like care work or digital platform work.

94. In addition to the more overarching definition of informal work in relation to the unpaid forms of work, the proposal is to also provide operational definitions of informality for the different forms of unpaid work. These operational definitions are intended to be flexible and linked to the underlying concept of informal productive activities. They rather point in the direction of how informality/formality can be statistically understood in relation to the different forms of unpaid work than providing the specific criteria to be used. This will allow data producers to start to measure the aspect of informality within these forms of work without pre-empting the possibility to further improve the operational recommendations once more experience has been gained.
95. The participants welcomed the proposal. The recognition of informality in relation to all forms of work, and the proposed flexibility in defining informality for work other than employment, was deemed important and in line with the intentions of the 19th ICLS resolution I. The proposed definitions for the different unpaid forms of work were seen as a good solution to a challenging issue. Although the definitions provide input on the conditions and criteria that can potentially be used to distinguish between informal and formal work, they are still flexible enough to allow data producers to tailor their understanding and measurement of informality based on specific objectives and data needs, thus gaining valuable experience.

96. The participants discussed the boundary between own-use production work and employment. It was clarified that the proposed resolution’s framework for statistics on the informal economy would not alter any of the boundaries or definitions provided in the 19th ICLS resolution I, as the proposed resolution aligns with it. For instance, domestic workers would still be considered employed, despite being engaged by a household and therefore placed in the household own-use community sector.

97. During the meeting, some participants suggested adding a reference to social insurance in paragraph 98, as identifying informality and formality in forms of work other than employment could help achieve this development goal. Additionally, it was proposed that work activities not recognized by the general government should be considered informal by default, including forced labour unless those activities are in fact illegal in which case they are excluded by definition from the informal economy. Therefore, the word "can" in the last sentence of paragraph 108 should be changed to "should be". Both proposals were supported by the meeting.

98. **Implications for the draft resolution:**
   - Social inclusion will be referenced in paragraph 98.
   - The word “can” in paragraph 108 will be changed to “should be”.

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16 Data sources and guidelines for data collection (Paragraphs 114-123)

99. Florence Bonnet, ILO Inclusive Labour Markets, Labour Relations and Working Conditions Branch, presented the section in the draft resolution on data sources and guidelines for data collection. The sources and data collection methods will depend on national priorities, measurement objectives and the relevant reference unit, and the broad scope of the framework will require the use of different sources depending on the specific reference unit and objective with a given measurement.

100. As all sources have their unique possibilities and limitations it will be important to pay close attention to the population coverage and sample size to ensure representativeness and to ensure that an adequate level of precision of the estimates is met. Countries are therefore encouraged to be transparent with any methodological limitations and ensure that these are reported clearly in the meta data describing the statistics, independent of the specific source used.

101. Household surveys and particular labour force surveys will be important data sources for producing statistics using persons and jobs as reference unit. Labour force surveys would be the
typical recommended source of statistics for monitoring the extent of informal and formal jobs, assessing levels of informality and formality, identifying persons most exposed to and most represented among informal jobs and assessing working conditions of both workers with informal jobs and workers with formal jobs. Other household surveys, such as surveys on poverty and living standards, or household income and expenditure surveys, and specialized surveys might be useful to assess links between informality and poverty, social protection beyond job-related social security and living standards and more generally to identify drivers of informality beyond the world of work. Other specialized household-based surveys on agriculture, education and training, or specialized surveys on digital platform employment and labour migration, may be better suited for the measurement of specific forms of employment, or for focusing on specific subgroups of the population. The population and housing census could be a relevant source for creating estimates for small geographic areas and population groups, and administrative records can be used for indirect estimation of informal employment by estimating formal employment.

102. Different enterprise-based sources including mixed surveys, establishment surveys and economic censuses are the main sources for producing statistics on the informal sector and formal sector economic units, their production and contribution to GDP, and their characteristics. The scope of activities and type of economic units covered by the source of data (in terms of size, place of work, economic activity, and institutional sector) must, however, not imply an exclusion of economic units likely to be informal for the source to be able to effectively capture enterprises in the informal sector.

103. During the discussions the employers’ representatives and workers’ representatives emphasised the importance of including the social partners in the entire process of designing data collection, conducting surveys, and validating data. This was strongly supported and already reflected in paragraph 115 which underlines the importance to include the main users of data as well as other relevant institutions and organizations in relation to the production of statistics on the informal economy.

104. The paragraph describing the need for providing meta data and reporting quality issues (paragraph 116) was discussed. Some participant raised concerns that this paragraph does not sufficiently describe the type of metadata that needs to be produced and should be further strengthened to better underline the need for countries to report this in order to ensure transparency of estimates relating to the informal economy. This is of particular importance as multiple data sources can be expected to be used. The Office will reflect on how the current paragraph can be further improved to reflect these points.

105. It was suggested to include labour inspections as a potential source of information for specific forms of informality. However, it was stressed that care needs to be taken for regarding comparability between countries and that it may have limited application at the global level.

106. It was noted that a lack of enforcement of labour standards is not currently reflected as a source of informality in the resolution even though this might be an important cause of informality. While the purpose of the resolution is not to define drivers behind informality it was concluded that it might be relevant to assess the proposed resolution and add the aspect of lack of enforcement where relevant. It was also noted that some indicators related to the scope and extent of legal coverage are included in the supporting indicator framework.

107. Some participants raised the challenges with integrating different data sources to produce coherent statistics covering the totality of the informal economy. The Office stressed that the focus of this section is not on data integration but rather to highlight that a range of data sources
are relevant and will be needed to measure different aspects and components of the informal economy. The standards will therefore provide a foundation for harmonization between these sources with a common language around concepts and definitions that can be applied across data sources.

108. There was discussion around the use of establishment surveys and the need for them to use area-based sample to be useful for measuring of the prevalence of informality. The discussions underlined a potential need to further expand in paragraph 122 to provide slightly more details on the use of respectively enterprise-based surveys, mixed surveys and economic censuses.

109. Some participants raised the need to update Convention 160 on Labour Statistics as the convention makes references to some outdated terms and concepts. The Office took note of this request, acknowledging the need while underlying the complexity of revising a convention.

110. It was noted that the discussion on data sources goes beyond the scope of informality statistics. There is a need, and important benefits to be gained, from collaboration between stakeholders in the production of national statistics, as well as between agencies in the international statistical system supporting the development and use of statistical standards. It was noted that the implementation of standards is an evolving process, and collaboration needs to be ongoing.

111. Implications for the draft resolution:

- Paragraph 116 regarding quality issues and metadata reporting will be strengthened.
- Paragraph 122 will be reviewed to reflect the discussion on establishment surveys.
- The Office will consider how the lack of enforcement of labour standards could be reflected in the resolution.

17 Indicators (Paragraphs 124-138)

112. Ms. Bonnet presented the indicator section in the resolution. The indicators are structured to provide information on the following six dimensions: (a) the extent of informality; (b) the composition of informality; (c) the exposure to informality; (d) working conditions and level of protection; (e) contextual vulnerabilities; and (f) other structural factors.

113. The indicators capturing the six dimensions are further organized according to indicators relevant in relation to: informal employment; essential categories of informal work other than employment; informal sector; and contribution of the informal economy to GDP.

114. The indicators referring to informal employment use persons and jobs as reference units. The indicators reflecting the dimensions of extent of informality, composition of informality and exposure to informality in relation to informal employment are defined as headline indicators due to their importance. These indicators would be expected to be produced with a relatively high frequency. While the indicators capturing the dimensions of working conditions and level of protection, contextual vulnerabilities and other structural factors can be produced with less frequency.

115. The indicators describing the essential categories of informal work other than employment aim at providing information on the prevalence of informal subsistence food stuff producers and informal unpaid trainees. These indicators would be an important complement to the concept of informal employment and would contribute to provide a more comprehensive picture on the
The structure of informality in the given country. In addition, assessing the prevalence of informal subsistence food stuff producers allows to ensure a certain level of comparability with informal employment defined on the basis of the 13th ICLS employment definition.

116. The indicators referring to the informal sector are organized around the reference units of economic units. The included indicators reflect the extent and the composition of informal household unincorporated market enterprises, the exposure to informality and productivity.

117. The indicators referring to the contribution of the informal economy to GDP are organized around the reference units of economic units and productive activities of persons. The aim is to provide statistics on the extent of the informal production and the productivity of informal unincorporated household market enterprises.

118. The indicators should be provided for the overall target population and for specific categories of workers and economic units. The resolution also underlines the importance of the gendered dimension of informality, which beyond a systematic disaggregation by sex also includes specific gender indicators in the supporting indicator framework such as those related to the gender pay gap and time spent on unpaid domestic and care work.

119. The indicators referring to jobs and persons should be disaggregated by sex and other relevant socio-demographic characteristics. In addition, they should be disaggregated by employment-related characteristics. The indicators referring to economic units should be disaggregated by the characteristics of the economic unit and the production carried out. In addition, it should also be disseminated by the socio-demographic characteristics of the owner(s).

120. The indicators included in the resolution will be supported and complemented by the informal economy indicator framework. The supporting framework will serve multiple purposes according to the needs of countries and includes additional indicators that can further support the analysis of the informal economy depending on the specific national priorities and stage of policy and strategy development in the county.

121. The participants expressed strong support for the indicators included in the resolution. It was viewed as forward looking and an important tool to ensure the user relevance of statistics on the informal economy. Even though some indicators might be challenging for countries to produce, their visibility and recognition by being included in the resolution was deemed to be important. The structure of the section, however, ensures a clear focus on the most essential indicators for countries to produce. The supporting indicator framework was viewed as a good approach to support the indicators that form part of the resolution while ensure sufficient flexibility so that continuous work can be done on this part.

122. It was proposed to include definitions of the different concepts included in the headline indicators in the indicator section as users of statistics might only read this part. However, it was also pointed out that care should be taken with providing multiple definitions for the same concepts in the resolution. The conclusion was to instead include references to the definitions, where relevant, and by that avoid any risk of inconsistencies or overlaps.

123. Some participants proposed to also include indicators that cover areas that are not yet addressed in the indicator section. This includes potential indicators in relation to partly informal productive activities and in relation to informal second jobs. The Office took note of this and will assess this possibility further.
124. It was also proposed to add some more details regarding the feasibility to generate the indicators in paragraph 135 as the feasibility to generate these indicators with the proposed disaggregation would differ substantially between countries.

125. Some more detailed proposals were made and agreed this included:

- Add “who are” living…” in paragraph 130a, 130b
- Add an indicator on informal employment and place of work (by adding “place of work” in para 128iii)
- Add reference to collective bargaining in para 128b vii
- Replace the words “by sex and” with “also” in paragraph 137 as disaggregation by sex is already mentioned in para 136

126. **Implications for the draft resolution:**

- References to the definitions will be added as relevant.
- Paragraph 130a, 130b: “who are” living will be added.
- Paragraph 128(b) iii: “place of work” will be added.
- Paragraph 128(b) vii: a reference to collective bargaining will be added.
- Paragraph 136: the words “by sex” will be replaced with “also”
- The office will reflect if and how more details can be provided regarding the feasibility of providing the indicators in paragraph 135.
- The office will assess the possibility to include indicators related to respectively partly informal productive activities and informal second jobs.

18 **Main outcomes of the meeting and next steps**

127. As all agenda items had been discussed and concluded, it was decided to spend the planned fourth day on presenting and discussing some preliminary results from the pilot tests conducted within the engendering informality project. The meeting of experts therefore closed on Thursday the 9th of February.

128. The chair, Tara Davis, concluded that in general there were a strong support for the proposal. The discussions at the meeting have identified the need for some updates and revisions of the proposal. The chair went through the main outcomes of the meeting including the proposed amendments and areas that needs further clarifications included above under the headings: **Implications for the draft resolution.** The meeting agreed on the main conclusions with a few adjustments.

129. The office will update the draft resolution and the supporting documents taking into account the comments made and input received from the meeting. The updated documents will then be put forward to the ICLS for discussion, amendment, and adoption. The participants were strongly
encouraged to continue to contribute to this process and to actively engage in the forthcoming ICLS.

130. The participants thanked the office for the preparation of the meeting and for the work carried out. It was expressed that the proposal is well developed, and the Office, with the inputs of the working group, has managed to find good solutions on some challenging and complex issues. The new resolution will be an essential statistical standard for statistics on the informal economy for many years ahead.

19 Closure of the Meeting

131. Kieran Walsh closed the meeting on the behalf of Mr. Diez de Medina. He thanked the participants for the very constructive and active discussions during the meeting. The willingness to find solutions has really contributed to improve the proposal. The members of the Office contributing to the meeting and the Chair were also thanked as their work have been essential to ensure the good outcome of the meeting. Finally, the excellent work carried out by the interpreters during these days were recognized. In general, it can be considered that the proposed resolution is in a good position for the upcoming discussions at the ICLS, being well developed and having been further improved thanks to the discussions taken place at this meeting. This not only contributes very tangibly to that immediate objective but also acts as a strong reminder of the value of the extensive consultative processes undertaken to develop statistical standards for discussion at the ICLS.
Annex 1: List of participants

Chair of the meeting

Ireland
Ms Tara Davis, Central Statistics Office of Ireland

Representing Governments

Chile
Mr David Niculcar, National Statistics Institute of Chile

China
Ms Tingting Kang, Ministry of Human Resources and Social Security
Mr Sen Dong, Ministry of Human Resources and Social Security

Colombia
Ms. Liliana Castañeda, Departamento Administrativo Nacional de Estadísticas - DANE

India
Mr Amit Nirmal, Ministry of Labour & Employment, Directorate General of Employment

Italy
Ms Federica Pintaldi, Istituto Nazionale di Statistics (ISTAT)

Jordan
Ms Jehan Mousa, Department of Statistics

Mexico
Ms Adriana Pérez Amador, Instituto Nacional de Estadística y Geografía (INEGI)
Sr. Jose Antonio Hernandez Vega, Permanent Mission Mexico
Montenegro
Ms Ivana Tanjevic, Statistical Office of Montenegro - MONSTAT

Morocco
Mr Mohammed Mghari, Haut Commissariat du Plan

Poland
Ms Hanna Strzelecka, Statistics Poland

South Africa
Ms Desiree Manamela, Statistics South Africa

Uganda
Ms Sharon Apio, Uganda Bureau of Statistics - UBOS

Representing the Employers
Mr Vincent Kouete, Groupement Inter-Patronal du Cameroun (GICAM)
Ms. Harsh Juneja, Employers' Federation of India (EFI)
Mr Odur Benard, Federation of Uganda Employers (FUE)
Ms Evelyn Logose, Federation of Uganda Employers (FUE)
Mr Opeyemi Alaran, Nigeria Employers' Consultative Association (NECA)
Mr Olusola Ayodele, Nigeria Employers' Consultative Association (NECA)

Representing the Workers
Mr Grant Belchamber, Australian Council of Trade Unions (ACTU)
Mr Sylvain Schetagne, Fédération des médecins résidents du Québec (FMRQ)
Mr Pierre Concialdi, Institut de recherches économiques et sociales

Mr Lawrence Kazembe, Labour Resource and Research Institute (LaRRI)

Ms Jyotibala Shashikant Macwan, Self Employed Women’s Association (SEWA)

Ms Clair Siobhan Ruppert, CUT-Brasil

Observers

AFRISTAT

Observatoire Economique et Statistique d’Afrique Subsaharienne

Mr Djabar Adechian

Mr Madior Fall

EUROFOUND

European Foundation for the Improvement of Living and Working Conditions

Mr Franz Eiffe

EUROSTAT

Mr. Riccardo Gatto

FAO

Food and Agriculture Organization

Mr Pietro Gennari

OECD

Organization for Economic Cooperation and Development

Ms Mariya Aleksynska

UNSD

United Nations Statistics Division
Mr Jonathan Gessendorfer
Mr Herman Smith

UN WOMEN
Ms Cecilia Tinonin

WIEGO
Women in Informal Employment: Globalizing and Organizing
Ms Francoise Carre
Ms Joann Vanek
Ms Gayatri Koolwal
Mr Rodrigo Negrete Prieto

WORLD BANK
Ms Amparo Palacios-Lopez,
ILO

Department of Statistics

Ms Lara Badre
Mr Michael Frosch
Ms Jessica Gardner

Bureau of Employers’ Activities

Mr Samuel Asfaha

Bureau of Workers’ Activities

Mr Michael Watts

Inclusive Labour Markets, Labour Relations and Working Conditions Branch

Ms Florence Bonnet

Decent Work Team for South Asia - India

Mr Peter Buwembo

Decent Work Team for the South Cone - Chile,

Ms Marcela Cabezas

Decent Work Team for West Africa - Senegal

Mr Yacouba Diallo

Regional Office for Asia and the Pacific - Thailand

Mr Tite Habiyakare

Regional Office for Africa – Ivory Coast
Ms Nadia Touihri

Regional Office for the Arab States - Lebanon

Ms Grace Eid