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Report III

Report of the Conference

International
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Office

Geneva

19th International Conference of Labour Statisticians

Geneva, 2–11 October 2013

ICLS/19/2013/3

INTERNATIONAL LABOUR ORGANIZATION

Department of Statistics

Report of the Conference

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Introduction

Convocation and agenda

1. At its 313th Session (Geneva, March 2012), the Governing Body of the International Labour Organization authorized the Office to convene the 19th International Conference of Labour Statisticians (ICLS) to meet in Geneva from 2 to 11 October 2013. The main purpose of the Conference was to make recommendations on international standards on labour statistics. The Conference would also review the statistical activities carried out by the ILO since it last met in November 2008 and give advice on planned activities. The following items were placed on the agenda:

I. General report on past and planned statistical activities of the ILO and on the functioning of the ICLS.

II. Revision of the international standards on statistics of the economically active population, employment, unemployment and underemployment, including measures of labour underutilization to supplement the unemployment rate.

2. The Governing Body took note that the reports prepared by the Office would examine concepts, statistical definitions and measurement methods and, except for the general report, would provide a draft resolution for examination and adoption by the Conference. Reports for submission to the Conference covering each of these items were circulated to delegates in advance of the meeting.

Organization of the Conference

3. The Conference opened on Wednesday, 2 October 2013, and was attended by delegates from 106 member States, by five Employer and six Worker experts nominated by the Governing Body and by 31 representatives of international governmental and non-governmental organizations. In all, there were 272 participants, of which 89 were women.

4. The Director-General of the ILO, Mr G. Ryder, welcomed the participants, noting that this year marked the 90th anniversary of the ICLS. The Conference was timely as there had been increased appeals from leaders in international forums, such as the G20 and the United Nations General Assembly, concerning the need for reliable, good quality statistical data for policy-making. The need for quantifiable and measurable indicators had also been at the heart of the recent agenda-setting discussions for the post-2015 goals. All were aware that rapid changes in the world of work meant that labour statisticians had to adapt to, and cope with, many new issues. He reminded the delegates of his reform commitments stemming from his election campaign in 2012, which had recognized the need to invest in statistics. This had led to a decision to enhance the Department of Statistics as part of a new knowledge centre within the Office. He also noted the clear and encouraging convergence of priorities between the work of the Conference and the "areas of critical importance" of the ILO that currently guided the Office's work in agreement with its Governing Body.

5. The Director-General recognized the importance of the Conference's discussion on the innovative and forward-looking proposed resolution concerning work statistics, as it represented the first international definition of work in its various manifestations. He appreciated that the preparatory work included consultative regional meetings and that the draft had been discussed at a tripartite meeting of experts. The coverage of labour underutilization would be an important complement to the traditional measures of unemployment, and the highlighting of specific groups, such as youth and subsistence workers, would facilitate identification of appropriate policy measures. Information on apprenticeships, internships, traineeships and better understanding of jobs in rural areas would help close important gaps. He considered the common framework for both paid and unpaid work to be a landmark for gender justice. He believed that the decisions made by the Conference would help advance progress towards both more inclusive and sustainable, job-rich growth and the transition from macroeconomic development models to socioeconomic models that fully take into account impacts on people and their households.

6. The Conference elected Mr T.C.A. Anant (India) as Chairperson, Ms I. Senyk (Ukraine) as Vice-Chairperson, and Mr A. Mutedi (South Africa) as Reporter of the Conference. In his opening statement, the Chairperson thanked the Conference for the trust it had placed in him. Reiterating the Director-General's statement, he stressed that good statistics were indeed central to good policy-making and he reminded the delegates of the role of the Conference in giving clear guidance to the ILO in areas of its mandate.

7. The Conference set up a committee to discuss the draft resolution on work statistics and elected Ms M. Quintslr (Brazil) as the committee Chairperson.

8. The Standing Orders of the Conference were those for the International Conference of Labour Statisticians adopted by the Governing Body on 19 November 1981 at its 218th Session.

9. The reports were presented to the Conference in three languages. The working languages of the Conference were English, French, Spanish, Arabic, Chinese, German and Russian.

Decisions of the Conference

10. The Conference adopted five resolutions, which are presented in Appendix III. The first concerned technical recommendations:

- Resolution I: Resolution concerning statistics of work, employment and labour underutilization.

The second, third and fourth concerned recommendations on the future work of the Office in the field of labour statistics. These are:

- Resolution II: Resolution concerning further work on statistics of forced labour.
- Resolution III: Resolution concerning further work on statistics of cooperatives.
- Resolution IV: Resolution concerning further work on labour migration statistics.

The fifth resolution concerned an updating of the ICLS Standing Orders:

- Resolution V: Resolution concerning the functioning of the International Conference of Labour Statisticians and the updating of its Standing Orders.

Closing of the Conference

11. At the final sitting of the Conference plenary, the Reporter presented his report, highlighting that it would remain an important document to guide the work of labour statisticians for the next five years and beyond. The report was then reviewed and adopted, section by section, including the amendments to Resolution I concerning statistics of work, employment and labour underutilization proposed in the plenary sitting of 10 October. Corrections to the latter were integrated in paragraph 137 of this report.

12. The Conference report was adopted with the following amendments that were entrusted to the secretariat:

(a) paragraph 34 (new paragraph 39): to add the following text at the end of the fourth sentence, "and called for an updated manual to be completed by the 20th ICLS in collaboration with the social partners of the ILO and with the support of countries.";

(b) paragraph 38 (new paragraph 43): replace "advised" with "called on" in the third sentence;

(c) paragraph 61 (new paragraph 66): replace "family" with "age" in the first sentence;

(d) paragraph 82 (new paragraph 87): add the following text at the end of the fourth sentence, "With regard to the development of new indicators, concern was also expressed that development work and consultation should be carried out in parallel with a view to formulating guidelines that took into consideration the implications of the adoption of the resolution concerning statistics of work, employment and labour underutilization.";

(e) paragraph 129 (new paragraph 134): add the following text at the end, "This group, however, was important to support wider social analyses.";

(f) paragraph 132 was amended as reflected in new paragraph 137 and further incorporated in Resolution I concerning statistics of work, employment and labour underutilization.

13. Following the adoption of the report as a whole, the Secretary-General of the Conference addressed the Conference, expressing his deep appreciation to the delegates for the work accomplished. He believed that the 19th ICLS would be looked back upon as having adopted a landmark resolution and he looked forward to working in partnership with countries to implement the decisions of the Conference. He thanked the officers of the Conference, the coordinators and members of the Conference Secretariat, the ILO experts, and the interpreters, translators and Office document production team for their exceptional effort.

14. In closing the Conference, the Chairperson noted that resolutions that made fundamental changes to the way we view the world of work were infrequent and believed that the new resolution concerning statistics of work, employment and labour underutilization was one of those. He believed that in the future it would be viewed as path-breaking and a major improvement. There were many challenges ahead in implementing it, however, and he looked forward to working together to accomplish this. He thanked delegates for the richness of the discussions.

Conference proceedings

I. General report

Chapter 1: Statistical work of the ILO since the 18th International Conference of Labour Statisticians

1.1. Introduction

15. The Conference considered Report I: *General report* (ICLS/19/2013/1) prepared by the Office. In presenting a general overview of the report, the Secretary-General of the Conference, Mr R. Diez de Medina, explained that the activities described in the report reflected the statistical work of the ILO at headquarters and in the field in support of the international statistical community and ILO constituents since the 18th ICLS, held in 2008. He indicated that the ILO had followed the advice of the 18th ICLS in structuring the 19th ICLS sittings to focus on those topics where delegates' reflections and concrete advice were sought, rather than to share information on each item in the report. The Secretary-General emphasized that the report's scope covered a large breadth of topics, from traditional areas of labour statistics to areas related to the four pillars of the Decent Work Agenda, which were: creating jobs, guaranteeing rights at work, extending social protection and promoting social dialogue.

16. The Secretary-General presented the contents of the report, starting with topics related to developments in methods employed for specific labour statistics. Among these topics, he highlighted those to be covered during sessions of the Conference, including the measurement of employment and unemployment statistics. Special committee sittings were to be held on this topic throughout the Conference with the objective of producing a new international statistical standard related to statistics of work, employment and labour underutilization. He also introduced report contents related to data collection, estimation and dissemination; the International Classification of Status in Employment (ICSE-93); and statistics on green jobs.

17. The Secretary-General also highlighted report items related to future work of the ILO on labour statistics for which feedback was requested from Conference delegates. The future work was to be considered in the context of a strengthening of the Department of Statistics, which the ILO constituents had requested in order to deliver better services and had endorsed as part of an enhancement of the ILO knowledge base by the newly appointed ILO Director-General. The Secretary-General stressed the need to have a new quality framework in the statistical work of the ILO that followed practices currently in place for other domains of statistics, such as those implemented by the OECD, Eurostat and other organizations. Synergies and partnerships with other international organizations needed to be sought to better provide advice to countries, achieve coherence and avoid overlaps and duplications along the lines of the requests made by countries in the UN Statistical Commission. The Secretary-General recalled that the international policy agenda, including the G20 and the post-2015 development agendas, had placed new demands for statistical information that required greater coordination and collaboration. This had also been reflected in the World Bank's *2013 World Development Report: Jobs.* While jobs were taking centre stage, there were still wide gaps in labour statistics. He explained that ILO statistical capacities were limited and budget constraints were a challenging reality, recognizing that this is the situation of many countries as well. He highlighted that the report not only presented accomplishments but also the need for the ILO to strengthen its technical capacity to provide needed technical services, among others, on the topics of labour migration, rural employment, employment dynamics and establishment surveys. He reminded delegates of the call for innovative revision of the framework of employment and unemployment statistics from the 18th ICLS. Finally, he mentioned that the organization, frequency and duration of the ICLS would be discussed during the Conference.

1.2. Developments in methods employed for specific labour statistics

Millennium Development Goal indicators and the post-2015 development agenda

18. The Secretary-General introduced the topic of "Millennium Development Goal indicators and the post-2015 development agenda", from Chapter 1 of Report I and room documents 14 and 15. He reviewed the ILO's activities concerning the MDG indicators related to employment and decent work, which were only introduced in 2006, and emphasized that the ILO had worked to strengthen capacities of countries to develop these indicators, working in partnership with other international organizations. He indicated that these experiences would be beneficial in the process of establishing the post-2015 development agenda, which the ILO administration considered a very high priority. In particular, the ILO was actively engaged in the development of concrete goals in the post-2015 development agenda linked to the sustainable development goals of the Rio +20 agenda and to the areas of job creation, livelihoods and social protection floors. He briefly described the process which involved the establishment of task teams. He also highlighted that the UN Secretary-General's High-level Panel on the Post-2015 Development Agenda had called for a global partnership on development data.

19. The Secretary-General stated that the ILO had proposed general metrics taken from the decent work indicator measurement framework as an important point of departure. He also highlighted the five priority areas: improved livelihoods for the most vulnerable; increased proportion of good jobs; increased participation of women; youth in employment; and coverage and level of social protection floors. He noted the particular need to develop better statistical standards related to social protection. Furthermore, the production of labour statistics was still very weak in many countries and strengthening capacity had to be a priority in the process. He asked delegates to reflect on concrete ways of advocating for adequate employment and decent work indicators for the post-2015 development agenda.

20. In the discussion, delegates generally agreed that job creation was a priority for countries, particularly for those combating poverty, and that measuring progress on decent work was required. Many delegates highlighted the importance of involvement at the regional level and the need for the ILO to continue its efforts in providing technical and financial support to countries for data production. It was repeatedly mentioned that the ILO and other organizations would need to assist in building capacity in developing countries to produce the indicators that would emerge from the post-2015 development agenda.

21. One delegate remarked that the post-2015 agenda was linked to sustainable development, which had environmental, economic and social dimensions, and that the post-2015 indicators should reflect this. More specific indicators suggested by delegates included sustainability of small and medium-sized enterprises (SMEs), such as SMEs survival rate, labour demand, as well as indicators on social protection floors. Inequality (with disaggregation by age and gender) and impediments to labour force participation, such as care work and unpaid work, should also be measured. Indicators on youth employment and youth in education and training were also highlighted as important.

22. A Worker expert asserted that using the term "good jobs" could undermine advocacy for "decent work" and that it had neither been endorsed by constituents nor by the ICLS. He also noted that, once adopted, the draft ICLS resolution on work statistics would require revision of four of the five existing MDG indicators. He further argued that the inclusion of decent work indicators was the top priority. These indicators reflected a tripartite process established over a number of years, and should therefore be the precise expression of the development goals after 2015 from the ILO perspective.

23. In his response, the Secretary-General reiterated the strong link between the Decent Work Agenda and the post-2015 development goals and that the ILO's work to date would create an important critical mass in this regard. He reminded delegates that advocacy needed to be done at the national level as well. In closing, the Chairperson highlighted that internationally adopted indicators like the MDGs led to considerable support for statistics from governments. In order to inform targeted policy-making, UN High-level Panel had indicated that data should be available with high frequency and with a high level of disaggregation. Therefore, the post-2015 indicators would be important in deciding where to strengthen statistical capacity.

Informal employment and the informal sector

24. A representative of the Secretary-General, Ms A. Mata-Greenwood, introduced the topic and discussion points as set out in Chapter 1. She provided background information on international statistical standard setting related to the concepts of employment in the informal sector and informal employment and highlighted recent developments in the ILO's work in this area. She noted that the 2003 *Guidelines concerning a statistical definition of informal employment* adopted by the 17th ICLS represented progress towards a jobs-based concept of informality from the enterprise-based definition adopted during the 15th ICLS. Statisticians have now accepted the term of "employment in the informal economy" to include the sum of employment in the informal sector and informal employment (while not double counting groups contained in both concepts). She also highlighted that the ILO database, initially created in collaboration with the network Women in Informal Employment, Globalizing and Organizing (WIEGO) and now part of the ILO's regular data collection activities, was an important achievement to provide international statistics on this topic in a single repository. She reminded the delegates that the ILO manual, *Measuring informality: A statistical manual on the informal sector and informal employment* was published in 2013 and that regional workshops to assist countries in applying its contents were under way. Work was also moving forward on consolidating and harmonizing the existing international statistical standards, and it was recalled that the 103rd International Labour Conference (June 2014) would be considering a new international labour standard aimed at encouraging transition from the informal to the formal economy.

25. In the discussion, delegates voiced their interest in forming a working group to discuss a consolidation of measurement frameworks. In the short term, they welcomed any further work that could be done to consolidate terminology in time for the ILC discussion next June. Many delegates also expressed appreciation for the manual. It was described as having the appropriate scope, and several mentioned that they would appreciate technical assistance to use it.

26. A number of delegates shared their experiences and the challenges they had faced in measuring informal employment and the informal sector. The Republic of Moldova had been one of the first to prepare and test instruments on informal employment in 2003 and had a good experience preparing statistics on the informal economy jointly with the National Accounting Office. Several delegates from Latin American countries, including Argentina, Chile, Colombia, Mexico and Peru, described their experiences and upcoming plans relative to measuring informal employment. A group of countries in Latin America and the Caribbean were also making efforts to harmonize concept definitions.

27. Some of the challenges in providing comparable data included the differences in both the definitions of informal employment among countries and the survey methods used. In particular, several delegates described how they had attempted to capture data from micro-businesses. It was noted that employers could be sensitive to questions related to social security coverage. Therefore, querying workers about such benefits could be helpful towards understanding if they were formal or informal workers. Several delegates highlighted that variations in labour law concerning social protection and business establishment procedures were problematic in providing comparable statistics.

28. While one delegate expressed the importance of informal sector employment to help relieve pressure on governments due to unemployment, another strongly disagreed, suggesting that informality should not be considered a substitute for the goal of achieving decent work.

29. In response to the discussion, the representative of the Secretary-General recognized that it was unfortunate that the manual did not provide methods to capture specific groups in informal employment, such as street children and home-based outworkers, and hoped that more work could be carried out on this.

International Standard Classification of Occupations, 2008

30. A representative of the Secretary-General, Mr D. Hunter, outlined the current status of implementation of ISCO-08 around the world, as well as ILO activities to provide support to countries in adapting national classifications to reflect ISCO-08. These included the provision of documentation, training and technical support. In line with best practice for international reference classifications, there was a need to consider the case for a revision or update of ISCO every five years. While feedback about ISCO-08 had been very positive, some issues had begun to emerge during implementation of the classification. Some of these, primarily those related to the application of skill level as a classification criterion, would imply major revision and structural modifications. Others could be dealt with in the context a minor update that could be completed relatively quickly and would entail only changes to categories at the detailed level, with the basic structure remaining the same.

31. There was a wide range of views on the relevance, time frame and frequency of an eventual revision or update. Some delegates were in favour of an update in the short term in order to reflect economic and technological changes that had taken place over the last five years. There was also a need, however, to consider broader issues such as those related to skill level, skills underutilization, business structures, and the identification of occupations associated with green jobs. All of these implied the need for a longer term review. Many delegates felt that there had not been enough time to accumulate the experience in using ISCO-08 needed to make a deep revision, and that the costs of making changes (in terms of resources and breaks in series) were too high to justify frequent revisions. Besides, some delegates mentioned that they were not yet in a position to adopt ISCO-08 and were still using earlier versions.

32. It was stressed that the revision or update of a national classification in line with a revised or updated ISCO was a long and complex process that required the involvement of a great number of partners, institutions and agencies. There was concern that minor changes tended to end up being more significant than expected. Some felt that it was too early for any kind of change, regardless of how minor, and would cause comparability issues.

33. The need to include regional aspects of occupational patterns and for regional consultations was also raised. However, even if every effort were made to ensure the validity and appropriateness of international classifications, an international classification would never be able to satisfy all regional and national occupational particularities.

34. Some delegates stressed the importance of having the tools necessary to implement an international classification, such as the relevant publications and manuals, as well as translations soon after the classification is launched. Several delegates pointed to the need for manuals and guidelines on updating national classifications, correspondence tables or mapping procedures between classification versions.

35. A number of delegates stressed the relevance of thematic views of the classification and were particularly supportive of the proposal for identifying characteristic occupations of the tourism industries as proposed in room document 13.

36. While there was not a strong consensus on the need for a short-term update, there was also concern about the timing of a deeper revision in relation to the 2020 round of censuses. Starting the preparatory work for a revision of ISCO-08 only after the 20th ICLS might mean that few countries would be able to implement the new classification until the 2030 round. It was suggested that a useful approach might be for the ILO to establish a technical group and/or a knowledge-sharing platform to reflect the lessons learned in the implementation of ISCO-08 in order to identify common issues and document the improvements needed. A more thoroughly considered set of options for revision could then be developed in advance of the 20th ICLS.

Wage statistics

37. The representative of the Secretary-General, Ms A. Mata-Greenwood, introduced the topic on wage statistics. She noted the limited progress made since the 18th ICLS's request for the development of a harmonized framework for wage statistics that would facilitate greater progress with regard to international comparability of wage statistics. She emphasized the need for an updated manual on wage statistics since the most recent ILO manual dated from 1979 and did not correspond to realities of the world of work in the twenty-first century. She explained that a new manual would aim to: (1) interlink the six internationally agreed concepts of income generated through work; (2) address all workers, including those in the informal economy; and (3) provide examples of the application of wage statistics in a policy environment.

38. In the discussion that followed, delegates expressed strong support for the creation of a new and updated manual on the measurement of wages. Several delegates expressed their countries' interest in collaborating with the ILO in this regard. While some highlighted the 1979 manual's usefulness as a reference in years past, delegates acknowledged its present limitations and questioned its relevance in the current world of work. In particular, many delegates noted that the manual neither addressed measurement issues related to the informal economy or other forms of atypical employment, nor did it take into account different types of contracts or remuneration. One delegate underlined the importance of having a single updated and authoritative source for the measurement of wage statistics.

39. In view of the favourable support for the development of an updated manual, many delegates submitted suggestions on specific items that the new manual should address. In addition to information related to the measurement of wages in the informal economy, several delegates highlighted the importance of including information related to measuring the wage distribution. Representatives also addressed the importance of considering measurement issues specific to certain types of surveys (that is, household, establishment, administrative, etc.). Some delegates suggested that the new manual should be linked to concepts required for the calculation of the ILO decent work indicators, such as employees with low pay rates and called for an updated manual to be completed by the 20th ICLS in collaboration with the social partners of the ILO and with the support of countries. There was some concern about the wide scope of such a manual, and it was cautioned that the undertaking should initially be limited to wages and only later expanded to include income-related concepts.

Child labour statistics

40. The representative of the Secretary-General, Mr Yacouba Diallo, introduced the topic of child labour statistics, focusing on unpaid household services. He pointed out that according to the resolution on statistics of child labour adopted during the 18th ICLS, when the general production boundary is applied, "hazardous unpaid household services" is to be included in the measurement of child labour. In this context, the 18th ICLS recommended that the ILO should develop guidelines on the treatment of children in unpaid household services who work long hours with respect to age and hour thresholds and report on the progress to the 19th ICLS. Accordingly, the ILO had engaged in research to develop globally acceptable statistical measurement criteria for identifying the weekly hour threshold for classifying unpaid household services, also referred to as "household chores", as child labour.

41. The econometric analysis of survey data from 65 countries on children's engagement in unpaid household services showed no evidence of any systematic disadvantage in terms of school attendance for children involved in household chores, but children combining household chores with employment were found to be less likely to be in school than other children. Also, at an increasing level of weekly engagement in household chores, school attendance was observed to fall. The research finding suggested that, beyond a threshold of 20 hours per week, household chores have a negative effect on children's school attendance. The representative of the Secretary-General noted that this finding might possibly serve as a useful guide in the identification of hazardous unpaid household services for the purposes of child labour measurement.

42. Delegates stressed the importance of establishing a definitive weekly hours threshold for productive activities outside the SNA production boundary carried out by children, since national child labour surveys collected information on weekly hours of engagement in unpaid household services but could not further classify the data for child labour in the absence of the threshold. Delegates also noted that in developing such a threshold, data from surveys that do not focus on child labour should be used with caution, and that separate thresholds should be developed for different child age groups. The need to collect statistics on the breakdown of activities within household chores was stressed by delegates. It was agreed that establishing international thresholds to facilitate the measurement of child labour in terms of weekly hours in economic activities and, separately, weekly hours in household chores was desirable, but it was recognized that determining the working-hour threshold would be complicated for children performing both household chores and employment.

43. The difference in child labour data collection questionnaires under UNICEF–MICS and ILO–SIMPOC surveys was raised by delegates, who were informed by the ILO representative that the two agencies are collaborating to ensure that the child labour data will be better harmonized. In addition, the issue of whether the term "hazardous unpaid household services" should be replaced by "unacceptable unpaid household services" was discussed, but no conclusive view emerged. Delegates called on the ILO to continue with the research on the identification and measurement of unpaid household services that may help classify children engaged in certain of these activities as child labour, and report on the progress at the next ICLS with a view to defining a set of operational criteria.

Forced labour and human trafficking

44. A representative of the Secretary-General, Ms M. de Cock, introduced the topic of forced labour and human trafficking. She explained that the issue of how to define and measure forced labour was not discussed by the ICLS until 2003 when it highlighted the need to define more easily observable criteria that could be used as direct or indirect indicators of the existence of a forced labour situation. At the same Conference, the need for a global estimate of men and women working under conditions of forced labour was recognized. These recommendations had been taken up by the ILO Special Action Programme to Combat Forced Labour (SAP-FL), which in 2005 published the first global estimate of forced labour. In 2012, the ILO published an updated figure which put the number of persons in forced labour worldwide at an estimated 20.9 million. With the publication of these global estimates, there was a strong demand from ILO member States for country-specific information to assist policy-makers to fight forced labour.

45. The representative of the Secretary-General indicated that forced labour data at the national level usually focused on identified victims, recognized as such by the courts. As identified victims were a minority of persons in forced labour, such data was not sufficient to understand the scope and extent of the problem in a country for policy-making purposes. She stated that there were many difficulties in designing surveys, including several definitional problems around the operationalization of the sound 1930 definition of forced labour contained in the ILO Forced Labour Convention, 1930 (No. 29), into national contexts, specifically concerning the aspects of involuntariness and threat of penalty or coercion during employment. The ILO’s research on forced labour at the national level included ten pilot surveys during the period 2008–12, carried out in close collaboration with national statistics offices using probabilistic sampling. This experience established that there was interest in collecting data on forced labour and it was feasible to conduct surveys targeting this population despite the challenges. After more pilot studies, the ultimate goal would be to develop and apply a standard set of criteria, standard survey tools and sampling procedures.

46. During the discussion, delegates highlighted various challenges to data collection on forced labour, including the costly nature of surveys, the difficulty of drafting questionnaires of such a sensitive nature, finding victims of forced labour to survey, collecting data on irregular migration and finding a solution for the treatment of forced begging (as begging is not to be included in the international statistical recommendations on the definition of employment). Moreover, delegates raised the issue of the difficulties of differentiating the concepts of forced labour, trafficking and slavery and called for a common statistical definition and criteria that could be made operational in practice. One Worker expert suggested holding a tripartite meeting of experts on this topic.

47. In response, the representative of the Secretary-General outlined that preparation time to conduct a survey is important and that all stakeholders must be included in survey design to fit specific national contexts. An exchange of knowledge is essential, to continually improve and develop better tools. As surveys can be costly, most of the surveys on forced labour were added as a module to existing labour force surveys. She suggested the possibility to form a working group to harmonize the definitions and terminology used in forced labour surveys.

48. Another representative of the Secretary-General, Mr M. Ozel, highlighted the need for more countries to volunteer to pilot surveys on forced labour so as to further develop the methodology. He highlighted the need for resources and mentioned that the next ICLS can again review this issue in light of progress achieved, with a view to developing a mature measurement framework on forced labour that can be implemented throughout the world. In the plenary session of 9 October, a Worker expert submitted a draft resolution concerning further work on statistics of forced labour, the full text of which can be consulted in Appendix III, Resolution II.

Statistics on cooperatives

49. A representative of the Secretary-General, Ms A. Mata-Greenwood, introduced the topic as outlined in Chapter 1 of the general report and room document 6 entitled “Statistics on cooperatives”. After describing some of the key characteristics of cooperatives, she presented the current international efforts to measure cooperatives. Those initiatives included the ILO Promotion of Cooperatives Recommendation, 2002 (No. 193), which encouraged governments to ensure that national policies “seek to improve national statistics on cooperatives with a view to the formulation and implementation of development policies”. Another was a manual developed by the European Union to construct a satellite account related to the production activity of cooperatives and mutual societies in order to contribute to estimates of value added in national accounts. She described data items that could be measured, namely: number of cooperatives, number of members, number of workers in cooperatives, and value of production. She informed the delegates of the four possible sources to obtain statistics on cooperatives: (i) registers on cooperatives; (ii) specialized surveys on cooperatives; (iii) establishment-based surveys; and (iv) household-based surveys; and described the strengths and weaknesses of each source.

50. The representative of the Secretary-General proposed specific questionnaire design methodologies to produce more complete statistics on cooperatives based on existing establishment and household surveys. For instance, household surveys could be amended by introducing a set of questions concerning whether or not an individual was a member of a cooperative and had the right to vote, in how many such organizations the person was a member, and which type of cooperative or organization it was.

51. Another representative of the Secretary-General, Ms S. Esim, stressed the importance of the discussion considering the need among countries for accurate, reliable and relevant data to make better informed policy decisions.

52. Several delegates welcomed the inclusion of the topic of statistical measurement of cooperatives in the ICLS agenda for the first time in its history, emphasizing the role of cooperatives in their economies. Delegates expressed the need to have more comprehensive and internationally comparable statistics on cooperatives, and encouraged the ILO to introduce the topic for more in-depth discussion at the 20th ICLS. Many delegates shared examples on how cooperative statistics were already being collected through different data collection instruments, primarily registers but also surveys. Challenges related to statistics on cooperatives included inadequate questionnaires, lack of information on informal cooperatives, issues in collecting the required information through establishment surveys, difficulty of capturing cooperatives through sample surveys, and lack of internationally comparable statistics. Several delegates expressed their countries’ interest in sharing experiences and to participate in a pilot exercise to test various measurement approaches on cooperatives. At the end of the session, a draft resolution concerning further work on statistics of cooperatives was proposed and distributed by the representatives of the Secretary-General. The proposal was adopted with the following amendments:

(a) to delete in the first paragraph “for understanding the coping mechanisms of workers and the organization of new forms of entrepreneurship”;

(b) to add at the end of the third paragraph: “and the value added of cooperatives”.

53. The full text of the resolution is provided in Appendix III, Resolution III of this report.

Statistics on social dialogue

54. A representative of the Secretary-General, Ms S. Hayter, outlined the importance of having a set of reliable, valid, timely and comparable indicators on social dialogue and highlighted the methodological challenges and difficulties which this implied. She presented the ILO's latest efforts to develop a harmonized methodology for the production and dissemination of statistics on key social dialogue indicators. Based on the findings of the ILO's latest data compilations, she provided some observations regarding the methodology adopted to calculate the indicators as well as recommended data sources.

55. There was consensus among delegates on the relevance of the work conducted by the ILO in the field of social dialogue statistics, and on the importance of developing international guidelines for the compilation of such statistics. Some delegates expressed the view that social dialogue constitutes a key pillar of the Decent Work Agenda and that indicators on social dialogue were an essential component of measuring decent work.

56. Delegates agreed with the representative of the Secretary-General on the need to interpret statistical social dialogue indicators within the national legal framework. It was also important to consider them jointly with indicators of a qualitative nature, such as the degree of centralization and the scope of collective bargaining in terms of the economic activity, sector or institutional (including public service sector) coverage.

57. A number of delegates shared their country practices in the production of social dialogue statistics, which revealed both the variety of sources and methods applied and the many challenges faced. One delegate mentioned that her country's national statistical office (NSO) had failed to find reliable sources regarding the percentage of businesses that were covered by employers' associations. Another stressed the difficulties of measuring union membership due to the instability of individuals' affiliations to unions, also pointing out the need to come up with solutions to the problem of double-counting both of trade union members and of workers covered by collective bargaining agreements. Yet another delegate remarked that in her country only basic information was being collected in an employment survey based on responses from proxy respondents.

58. It was suggested that proposed collective bargaining coverage rate measures should attempt to cover informal workers who would collectively bargain on different issues from those of formal workers. It was noted that even if the remuneration of informal workers was not covered by collective bargaining agreements, such workers were sometimes covered by collective agreements which specified their working conditions.

59. It was also recalled that sometimes when collective bargaining took place in a given sector or economic activity, the outcome had a "spillover effect" as a benchmark for negotiations in other sectors or activities. However, such impacts on national labour markets were not accounted for in the statistical indicators proposed.

60. Several delegates expressed their interest in collaborating with the ILO in conducting further work on a recommended harmonized methodology for social dialogue statistics.

Gender mainstreaming in the production of labour statistics

61. The representative of the Secretary-General, Ms A. Mata-Greenwood, introduced the topic for general discussion. She described the assistance provided by the ILO to countries to take forward the 2003 guidelines to mainstream gender in labour statistics, which had included technical support to individual countries and at regional workshops.

62. While noting that there was ongoing compilation of labour statistics disaggregated by sex, she indicated that this alone was not sufficient for achieving gender mainstreaming in the production of labour statistics. She stated that there was a need to cover other non-conventional statistics, such as other forms of work, employment by hours bands, and the gender pay gap. There was also a need for disaggregation by explanatory variables such as family composition. With regard to the latter, she proposed a family context classification consisting of four groups including "single (which includes single, divorced or widowed) with small children", "single with no small children", "cohabiting (which includes married and living together) with small children" and "cohabiting with no small children"; although she recognized that perhaps such a classification would not be applicable to all countries. Unfortunately, data disaggregated by such categories was not available for all countries and moreover did not cover extended families living in the same household.

63. She described participation in work activities by the proposed family context categories, pointing out that with regard to part-time work, there were important data gaps. She presented examples of how greater detail in data disaggregation could be useful for analysis of labour market indicators. For example, disaggregating an indicator such as absence from work according to the age of young children (for example, under 7 years of age) yields powerful information not captured in a disaggregation solely by sex.

64. In addressing the gender pay gap, she noted that the UN Statistical Commission in 2013 had included this in the minimum set of gender indicators. She stressed the limitations of the gender pay gap indicator, including issues of interpretation, the fact that it was sensitive to definitions and measurement methodology (including coverage of income components, coverage of workers, median versus average remuneration and time unit), and also the fact that it was sensitive to the structure and characteristics of national labour markets.

65. During the general discussion that followed, a number of delegates shared their country experiences. They agreed that it would be of interest to them that the ILO continued work on the topic.

66. In terms of age composition and wages, it was noted that age bands and occupation groups needed to be included for analysis. In some countries, the pay gap was not significant among younger age groups as education levels and work experience were similar. However, if one looked at the entire life cycle, among older groups, men earned more than women. Occupational segregation also affected the pay gap as did the skills of men and women. In some cases there were negative pay gap values where there were few women in an occupation compared with men or in some managerial occupations. Length of service was also a factor, as men often had a 6–8 per cent experience advantage in wages because women left the labour market for an average of two years for childbirth and rearing. Another example was the number of hours worked, with older women working fewer hours than men. It was suggested to measure the pay gap according to hours worked. It was also recommended that median or average salaries be measured for the pay gap to be more comparable.

67. In relation to households and family composition, delegates expressed differences among countries. In some countries a portion of households were headed by children. There were also single parent households and same-sex households. Extended families were also an issue in cases where several generations cohabited in a household and it could not always be determined who was the "mother". The impact of polygamous marriages also needed to be considered, and the impact of family responsibilities on younger people entering the labour market was an issue in some countries.

68. The representative of the Secretary-General recalled that the groupings proposed in the presentation were just a starting point and the ILO would take all the views expressed into consideration in its ongoing work.

69. The representative of the Secretary-General, Ms C. Wieser, introduced the topic of statistics on work-related violence, drawing attention to room document 7, *Work-related violence and its integration into existing surveys*, which contained additional information on the subject. She explained that work-related violence had received little attention from labour statisticians even though it was an important topic for workers and employers. The existing statistics on the subject were scarce and not comparable between countries because there was no common definition or measurement methodology. She noted that the focus of all current definitions was on “threatening or causing physical harm”. Referring to the resolution concerning statistics of occupational injuries adopted by the 16th ICLS in 1998, she reminded the delegates that there was a partial overlap with existing statistics on work-related violence, as some occupational injuries may be due to violent acts.

70. Three types of violent acts were identified in the presentation, namely: physical, psychological and sexual, with physical acts of violence the easiest to observe and measure.

71. The representative of the Secretary-General observed that it would be difficult to establish a list of violent acts that was internationally relevant, given that perceptions of acceptable and unacceptable behaviour differed between cultures. She presented the different commonly used concepts on this topic, including work-related violence, an act of violence, and workplace violence, describing some key characteristics of each concept. She also described the various types of data items that could be collected and also data collection methodologies.

72. In the ensuing discussion, some clarifications were requested. For example, the question was asked whether violent acts perpetrated by family members who were also co-workers should be treated as work-related violence or as domestic violence. Also, given the new statistical concepts of forms of work being discussed at this Conference, should the scope be limited to violence related to employment only or violence related to all forms of work? The interest and need to link work-related violence with “economic violence” as defined by the UN as part of the statistics on violence against women [1] was also mentioned as important for the work on developing guidelines on the topic.

73. A number of points were made to improve the definition of workplace violence. These included the suggestion to exclude “strangers” from the potential perpetrators of work-related violence, and to include “acquaintances and family” as potential perpetrators.

74. A few countries shared their experience related to measuring work-related violence either through administrative sources (main source) or household surveys. One of the delegates mentioned their experience in measuring violence against migrant workers, including economic violence against women, where women would be deprived of their right to use the wages they had earned.

75. Delegates indicated that work-related violence was an important topic and deserved to be further developed, in particular the harmonization of the concept and its consistency for comparison over time and across countries. They noted that there was great a deal of work to be done in the future with respect to developing technical guidance. It was deemed

[1] Economic violence is said to occur when an individual denies their intimate partner access to financial resources, property and durable goods, access to the labour market and education, participation in decision-making, etc. Please see: http://unstats.un.org/unsd/gender/ docs/guidelines_ VAW.pdf.

necessary to gather more country experiences in survey implementation, as this was a sensitive issue that was not easy to capture in practice.

Statistics on labour migration

76. A representative of the Secretary-General, Ms M. Leighton, introduced the topic "Statistics on labour migration". She recognized that comprehensive official national and international statistics on the economically active migrant population were still lacking, in part due to varying definitions of "international migration" and "international labour migration" used by agencies collecting data, and to different approaches and methodologies in data collection efforts at national, regional and international levels. She emphasized that harmonized labour migration statistics were needed to inform labour market and migration policies and noted that the main obstacle to making international comparisons of labour migration statistics was the lack of international statistical standards and common methodologies. Given the ILO's constitutional mandate to protect migrant workers, she stressed that the ILO should play a key role in promoting the development of common methodologies and approaches on labour migration statistics. Finally, she invited delegates to express their interest to discuss this topic in more depth at the next ICLS and to volunteer to join a working group coordinated by the ILO to discuss a workplan for defining international standards on labour migration statistics.

77. Delegates voiced appreciation for the inclusion of this topic on the agenda and for the information communicated in the presentation. Several delegates described their countries' methodologies to measure migration beyond household surveys, including data collection activities on remittances, surveys at transit points, immigration records from border crossings and embassy surveys. Among the challenges cited were how to account for temporary, permanent, recurrent and seasonal migrants and to better understand the profile of migrants and their work status. Many delegates stated their interest in a more in-depth discussion on the topic of labour migration at the next ICLS. Several also volunteered to join the working group. The need for guidance from the ILO on the inclusion of a labour migration module in household surveys and censuses was also expressed.

78. In her response to the discussion, the representative expressed her appreciation for the great show of interest by delegates in the ILO proposal. She noted that, for smaller countries, the use of labour force surveys with added labour migration questions may not adequately capture a representative picture of labour migration given that there would be only a small number of migrants or migrant workers within the sampling frame, hence the need to consider alternative methods. She recognized the need to consider methodologies and standards for skills classifications, as well as methodologies to support the counting of labour migrants abroad using domestic surveys. She also acknowledged the need to coordinate the timing of work on common definitions and methodologies with the next population census round being developed at the international level. Finally, she pointed to the need to coordinate information on migrant stocks and flows with relevant employment statistics.

79. The Chairperson closed the session on labour migration by suggesting that an in-depth discussion be held at the next ICLS on promoting the development of methodologies and common approaches to statistics that could inform labour market and migration policy, and requested the secretariat to draft a resolution to that effect.

80. The full text of the proposed resolution is provided in Appendix III, Resolution IV of this report**.**

1.3. Data collection, estimation and dissemination

Dissemination of data by the ILO Department of Statistics

81. A representative of the Secretary-General, Mr E. Greising-Wildmer, provided delegates with an overview of the progress made in developing the ILO's statistical portal ILOSTAT. He described the context that was driving the demand for more up-to-date labour statistics and dissemination and highlighted the need to apply harmonized concepts and methodologies related to labour statistics. He recalled how ILOSTAT provided centralized access to official labour statistics from a unified data interface and noted its capacity to accommodate data produced by other ILO departments. In terms of the process of data collection, he stressed the ILO's country specific approach. The ILO had a special interest in compiling all available data on labour and decent work and in helping countries to boost their own information systems. Care needed to be taken to avoid overburdening countries' data reporting systems, however, which was why increasing the use of automatic data capture would be important.

82. Another representative of the Secretary-General, Ms M.-C. Sodergren, provided an overview of the functionalities of the system, recalling that it provided two regular data compilations: short-term indicators collected from official websites and yearly indicators collected from questionnaires sent to countries. In a brief tutorial of the system, she showed that there were three ways to browse – by country, subject and classification breakdown. The website also offered individual country profiles. She explained how ILOSTAT was an integral part of the ILO Knowledge and Information Gateway. Upcoming improvements to the platform included data mappers for all datasets, improved navigation and metadata, "save query" functions and expanded download formats. Other tools included an application programming interface that would facilitate development of mobile applications and third-party dissemination.

83. In the discussion, delegates welcomed the ILOSTAT and its convenience and user-friendliness and looked forward to participating in tutorials or other training. The improvement of data questionnaires to capture data in a more standardized way was also appreciated, and the importance of reaching out to the appropriate ministries for data in addition to the NSOs was stressed.

84. In response to the requests for training in the discussion, it was noted that in addition to regional workshops for NSOs, webinars were being considered. With reference to the points made about data collection, an ILO representative hoped that the current list of indicators would remain stable and progress could be made on the automatic transfer of data.

Chapter 2: Statistics on decent work

85. A representative of the Secretary-General, Ms N. Pagès, provided an introduction to the topic of monitoring and measuring progress towards decent work, as outlined in Chapter 2 of the general report and room document 4. She reviewed resolution IV of the 18th ICLS, noting that it had made a number of recommendations to the Office, namely that it should develop pilot decent work country profiles, ensure international comparability of statistical indicators used, and develop further indicators in areas recommended by the ICLS and 2008 Tripartite Meeting of Experts (TME). She outlined the conceptual framework for measuring decent work, highlighting the three types of statistical indicators (main, additional and future), the ten thematic areas related to the strategic pillars of the ILO Decent Work Agenda and the 21 qualitative legal framework indicators. Delegates were updated on developmental work on the indicators as per the recommendations of the 18th ICLS in areas such as equal opportunity and security at work, as well as recommendations by constituents for new indicators. She informed the delegates about the recently revised ILO manual *Decent work indicators: Guidelines for producers and users of statistical and legal framework indicators*, as well as capacity-building measures that had been undertaken under the ILO/European Commission project Monitoring and Assessing Progress on Decent Work (MAP).

86. Another representative of the Secretary-General, Mr N. Rogovsky, summarized the progress and outcomes of this work since 2009, highlighting in particular the publication of new decent work country profiles in Europe, Asia, Africa and Latin America. These documents had been useful in helping constituents map the decent work landscape and in informing policy-making. The profiles were grounded in a standardized, yet adaptable framework of indicators that responded to differing country needs, as well as a strong commitment to tripartite consultation and participation. He emphasized that profiles were requested by the countries and that national partners and national consultants were always engaged in the process. With regard to lessons learned, he highlighted constituent requests for enhanced national data collection instruments and the need for more detailed indicators in some countries and continued support to institutional capacity building in others in order to sustain monitoring of decent work trends. Experience had shown that the national tripartite development of decent work country profiles could boost the quality of social dialogue.

87. All delegates commended the ILO for the work carried out on implementing and further developing the decent work indicators framework. In the discussion, the status of the ILO work on developing a statistical indicator for freedom of association/collective bargaining was raised. The ILO was reminded that the 2008 TME’s recommendation had been endorsed by the 18th ICLS, which had also asked for a report to be presented at the current Conference. In March 2013, the Governing Body had noted that the work on that topic had stopped after the March 2011 Governing Body and had recommended an evaluation of that work. It was suggested that a TME be convened to examine this issue. With regard to the development of new indicators, concern was also expressed that development work and consultation should be carried out in parallel with a view to formulating guidelines that took into consideration the implications of the adoption of the resolution concerning statistics of work, employment and labour underutilization.

88. In response, a representative of the Secretary-General, Mr S. Pursey, acknowledged that the decent work country profiles include information on freedom of association, but not in the form of statistical indicators. It was recalled that a method had been envisaged to develop the requested indicator, by compiling in a concise manner the information provided by the ILO supervisory system. A pilot exercise had been undertaken, but concerns raised in the Governing Body had led the Office to put the work on this topic on hold. He agreed with the need for an independent evaluation that would look back at what had been first requested and evaluate the proposed matrix from that perspective. The topic would be taken back to the Governing Body, which would be requested for recommendations on ways forward, on how previous work could help.

89. Several delegates acknowledged the support they had received from the ILO on elaborating decent work country profiles or on the compilation of indicators. The support helped in strengthening social partnerships, in taking stock of the national situation in order to elaborate further policies. A delegate called for the decent work country profiles to remain on the ILO work agenda.

Chapter 3: International classification of status in employment

90. A representative of the Secretary-General, Mr D. Hunter, outlined the conceptual basis for the international classification of status in employment (ICSE-93), explained the categories included in this classification and the related definitions, and described the wide range of uses of statistics classified by status in employment. He exposed a number of issues and problems with ICSE-93 that reflected the need for revision. In particular, a variety of new contractual arrangements that aimed to increase flexibility in the labour market were leading to uncertainty about the boundary between self-employment and paid employment, while at the same time generating a need for statistical information to monitor the impact of these arrangements. The Conference was invited to discuss the best way to proceed with the revision, including the time frame, the scope of the classification, the issues that needed to be addressed and specific groups that should be identified in the replacement for ICSE-93.

91. There was a strong consensus on the need to revise the ICSE-93 to better account for the latest developments in labour markets. It was noted that the adoption at the Conference of the resolution on work statistics would mark an important step in rebuilding and renovating the framework for international labour statistics. Revision of ICSE-93 was an essential and urgent next step which should not go beyond the 20th ICLS.

92. The four potential options for a revised ICSE described in room document 8 were seen as a good starting point for discussion. There would be a need, however, for in-depth discussion, extensive consultations and further development work in order to determine the most appropriate conceptual approach. It was stressed that tripartite constituents needed to be involved at all stages. The Office's work to design the new version of the ICSE would need to be supported by a working group that included not only labour statisticians but also experts in national accounts statistics, and representatives of workers' and employers' organizations. This could either be established specifically for ICSE or be an adaptation of the existing Working Group for the Advancement of Employment and Unemployment Statistics.

93. A wide range of views were expressed about the scope of the future classification. Some delegates felt that it should be expanded to include some or all forms of work defined in the proposed resolution or to include all activities within the SNA production boundary. Many delegates considered it more appropriate, however, to limit the scope of the classification to employment, and to complement the data by status in employment with data for other forms of work not included in the classification. There was also a need to ensure coherence with other conceptual frameworks for related statistics including those on decent work and informal employment, the system of national accounts and the proposed 19th ICLS resolution on work statistics.

94. A number of delegates noted that enforcing a clear distinction between paid employment and self-employment was problematical, as the different uses implied the need for different definitions of paid employment and self-employment. It was difficult to satisfy the numerous and very different purposes for which ICSE was used, within a single and coherent classificatory framework. A useful approach would be to limit the categories and concepts in the classification of status employment to the most important, so as to avoid overlapping categories that would require priority rules and reduce coherence. Such a classification could be complemented by an additional set of variables to look at specific issues or dimensions of the employment relationship within a single conceptual framework.

95. Many delegates felt that it would be useful to separately identify employees on types of contract that might indicate precarious employment situations, including those with short-term, casual or seasonal contracts, and to separately identify apprentices and trainees. Since groups such as employees engaged through labour agencies would cut across several of these categories, it was thought more suitable to identify them as separate or additional variables not included in the ICSE per se. There were mixed views about the treatment of domestic employees.

96. Delegates agreed that the treatment of "contractors" required further analysis, but encouraged consultations to be held on the issue. There was a need to look more closely at particular subgroups among contractors, such as dependent contractors or "sham" contractors, who were in a grey area and displayed characteristics of both employees and self-employed. In a more general way, further work to eliminate all grey areas in the classification should be a priority. Boundary problems between the categories were a problem for many delegates. The application of the classification to informal employment situations, where written contracts were rare, presented a particular challenge. To help deal with these boundary problems, there was a need for guidelines related to questionnaire design, data collection and derivation. These would need to be relevant for a variety of data sources including household surveys, establishment surveys and administrative records. An important element of the development work would therefore involve pilot testing and investigation of national experience and best practice.

Chapter 4: Statistics on green jobs

97. A representative of the Secretary-General, Ms V. Stoevska, introduced the topic of green jobs on the basis of Chapter 4 of Report I (general report) and room document 5, entitled "Proposals for the statistical definition and measurement of green jobs" and its Appendix IV: Draft guidelines concerning a statistical definition of employment in the environmental sector. She described the policy context that was driving the demand for statistics on green jobs and on the green economy generally and highlighted the need for harmonized concepts and methodologies related to green jobs statistics. A proposal for draft guidelines on the operational definition of employment in the environmental sector and green jobs was presented, including definitions of the main concepts involved, measurement methods and potential sources of data.

98. There was consensus among delegates about the importance of developing statistical standards and methods for the relatively new concepts of green jobs, the green economy and employment in the environmental sector. Delegates appreciated the ILO's efforts in this unexplored field of statistics, and welcomed its leadership in this regard.

99. Delegates discussed the complexities and limitations of the measurement of employment in the environmental sector and green jobs, and it was agreed that there was a need to overcome these difficulties with a suitable framework for "green job" statistics.

100. The link between employment in the environmental sector and decent work in the draft guidelines was a key point of discussion. A number of delegates expressed concerns that introducing the dimension of decent work in the guidelines for employment in the environmental sector would further complicate an already complex field of statistics. Moreover, it was stressed that applying a decent work approach to the measurement of employment in the environmental sector could bring about inconsistencies with other "green" measures which did not explicitly consider decent work, such as the System of Environmental and Economic Accounting (SEEA). Hence, several delegates felt that decent work should not be a determining factor for the measurement of green jobs, but rather a complementary or additional dimension of employment in the environmental sector.

101. This view was contested in several other interventions. It was pointed out that the notion of "green" with its emphasis on sustainability intrinsically implies that both decent work and environmental dimensions of green jobs were indispensable for achieving sustainable development and that they should in no way be disconnected. It was stressed that the conclusions of the Committee on Sustainable Development, Decent Work and Green Jobs of the 102nd International Labour Conference (June 2013) specifically referred to the decent work component of green jobs.

102. The representative of the Secretary-General explained that the framework proposed allowed for progressive construction of a more complete and coherent family of indicators on employment in the environmental sector, including green jobs. It required statistical work to start by assessing employment in the environmental sector, and subsequently move towards studying the quality of such employment, and the decent work dimension.

103. Delegates agreed that definitions and measurement of both employment in the environmental sector and green jobs were still in a very experimental phase, and that intensive testing and piloting was required. It was noted that there was a need to start accumulating country experiences based on the guidelines. There was also a call for further research on methodologies for estimating the employment in the environmental sector and green jobs. On this topic, a representative of the Secretary-General mentioned ongoing work by the Office in support of green jobs assessments at the national level in a number of countries in different regions.

104. Delegates also raised the issue of the sources of data on employment in the environmental sector and green jobs, encouraging the ILO to endorse non-survey methods in the guidelines in order to take advantage of already existing data, such as the environmental expenditure accounts of national accounts. The general feeling was that much could be gained from exploiting all sources readily available, exploring indirect sources and in developing modelling techniques, rather than resorting only to surveys. Input/output tables were named as a possible alternative to survey data, especially where aggregated data are required.

105. Delegates expressed their approval of the framework that allows for identification of not just employment in the environmental sector but also other forms of work in the environmental sector, such as volunteer work and own-use production work. They also appreciated the consistency between the draft guidelines proposed and both the SNA and the draft resolution concerning work statistics being discussed in the 19th ICLS. The representative of the Secretary-General pointed out that even if the draft guidelines put forward employment in the environmental sector as a starting point, by mentioning other related concepts, the guidelines could potentially be expanded to other forms of work in the future. She did however note that further methodological work was needed in this area.

106. Delegates welcomed the inclusion of employment both in production of environmental outputs and in environmental processes. However, they suggested adding in paragraph 12.A additional guidelines for estimating employment in environmental output in non-specialist economic units that do not generate income. One delegate also questioned the 50 per cent working-time threshold in paragraph 12.B of the guidelines regarding employment in environmental processes.

107. It was suggested to use the terms "environmental" or "environmentally friendly" rather than using the term "green" wherever possible since it was believed that there was not enough information yet to have a common understanding of what "green" encompassed. The need to improve the consistency in terms of wording used throughout the draft guidelines was highlighted, particularly given that the expressions "green jobs", "green economy" and "employment in the environmental sector" seemed to be used interchangeably on some occasions.

108. It was also requested to convey more clearly in paragraph 10 of the draft guidelines that organic farming was only one example of an activity in the environmental sector that would be too restrictive as an indicator of sustainable practices in agriculture, fisheries and forestry.

109. Delegates pointed out that it would be advisable to consult workers’ and employers’ organizations in adopting and implementing these guidelines at the national level, and asked that a clear mention to this be made in the guidelines.

110. Concerns were raised about the fact that the draft guidelines combine the fields of labour statistics and economic statistics, which might render their implementation difficult.

111. Delegates agreed that the draft guidelines seemed to be a good starting point, even though substantial amounts of further work would be needed. The operationalization of the guidelines by the statistical community would prompt the implementation of “green jobs” concepts at the national level, enabling the accumulation of experience and allowing for improvements to the guidelines that could take the form of an ICLS resolution in the future. It was the strong belief of the representatives of the Secretary-General and of most delegates that waiting until the 20th ICLS for endorsement of guidelines on employment in the environmental sector and green jobs would be too late given rapid developments in this area and the demand for guidance from the ILO.

112. Regarding the structure of the draft guidelines, some delegates wished for a more pragmatic approach, which would start by a clear definition in alignment with the Environmental Goods and Services Sector (EGSS) in the SEEA, and then move on to expand it to a broader notion of green jobs encompassing the other elements, including decent work.

113. The Chairperson in his closing remarks highlighted a common understanding that the Conference was not at this point invited to adopt a resolution but endorse the guidelines as work that needs to be pursued in view of promoting a common definition for statistical purposes. Simultaneously, countries should engage and pursue efforts in testing and building experiences at the national level in accounting for jobs in the environmental sector.

114. During the plenary session of 9 October, the representative of the Secretary-General presented the amended version of the draft guidelines concerning a statistical definition of employment in the environmental sector, pointing out the changes made in response to the comments made during the plenary of 7 October. The Chairperson invited the Conference to provide further comments. An Employer expert expressed concern that the development of these guidelines had been driven by needs generated outside the statistical community. He also stressed the need to develop guidelines for estimating job creation and job losses caused by either climate change or environmental policies. This draft was adopted by the Conference without amendment. The text of the guidelines is given in Appendix I.

Chapter 5: Future work of the ILO on labour statistics

115. The Secretary-General introduced suggestions for possible future work of the ILO in consideration of the mandate for the Department of Statistics in the new Office structure. He mentioned the importance of establishing or strengthening the regional working groups to be more responsive to local needs, consolidating existing working groups as a global forum of discussion, reinforcing the global partnerships on household surveys, and applying better practices on measuring informality. The proposed resolution on work statistics coming out of the 19th ICLS, if adopted, would be implemented through capacity building and training. He further noted that an updated standard on the International Classification on the Status in Employment (ICSE-93) was urgently needed.

116. The Secretary-General also identified gaps on topics such as labour migration, rural employment, dynamics of labour markets and job flows. He also mentioned the need for further work on establishment surveys to improve coverage on topics such as productivity, labour costs, wages, conditions of work and skills. He highlighted the importance of integrating social protection standards in labour statistics, noting that this had ramifications beyond the labour domain and was important for the measurement of decent work.

Chapter 6: Organization, frequency and duration of the ICLS

117. The Secretary-General introduced the topic "Organization, frequency and duration of the ICLS" as proposed in Chapter 6. He recalled three recommendations that had been articulated in resolution VI of the 18th ICLS that aimed to make the Conference more responsive to a rapidly changing world: (1) to hold the ICLS every three years; (2) to shorten the Conference so that it lasted no more than five working days; and (3) to have the work of the Conference guided by tripartite meetings of experts and other expert groups of statisticians at international and regional levels. He noted that the first two recommendations could not be fulfilled in the preparations for the 19th ICLS due to resource constraints.

118. He believed that the third recommendation had been fully taken into account in the preparation of the 19th ICLS. In particular, preparatory activities related to the development of the draft resolution on work statistics included: (1) the establishment of an international working group, which had met several times; (2) the establishment of a virtual online platform for exchange and discussion; (3) consultations with regional offices; (4) the holding of a tripartite meeting of experts; and (5) additional consultations and research. These working mechanisms would continue to be pursued.

119. He suggested that in the future, tripartite consultations could be held in selected countries to inform standard-setting proposals. He argued in favour of making better use of UN Statistical Division mechanisms like city groups and for seeking out good partners to drive certain topics. He noted that the ICLS should retain three key features which make it unique, namely its broad consultative approach, its ownership by member States, and its high level of technical input.

120. In the discussion, most delegates strongly supported the five-year frequency for the ICLS, but nonetheless considered that mechanisms to ensure continued progress in the interim, including strengthening working groups, should be put in place. One participant suggested that, if Report II had been sent out four months ahead of the 19th ICLS with a request for written comments, participants could have had prior knowledge of its contents and resolved many issues in advance, allowing discussions during the Conference to focus on the most important issues.

121. One delegate raised concerns about the Conference schedule, asserting that the ability of countries with only one delegate attending the present Conference to contribute to the discussions in the parallel committee and plenary sessions had been significantly reduced.

122. There was considerable debate regarding the role that tripartite meetings of experts could play in the standard-setting process. One delegate suggested that the tripartite meetings could issue resolutions on more straightforward topics under well-established consultation processes, particularly for those topics that were not relevant for all countries. Several others, however, expressed the view that the process of standard setting should continue to involve the full body of international labour statisticians. One delegate remarked that the 90-year old ICLS tradition of international labour statisticians setting standards should not be altered.

123. Several delegates suggested that the structure of task forces and working groups should be further developed and certain countries would be interested in participating in specific discussion groups. One delegate noted that regional working groups, such as the one created in Latin America and the Caribbean to harmonize data on labour-related topics, had served as forums for exchanging information and monitoring indicators, and could be used to advance topics related to the ICLS.

124. At the end of the discussion, the Chairperson of the Conference introduced a resolution concerning the updating of the Standing Orders of the International Conference of Labour Statisticians. He explained that the Officers of the Conference would like to put forward a recommendation to the ILO Governing Body to revise the existing Standing Orders, which date from 1981, to bring them into line with Standing Orders of other ILO meetings.

II. Statistics of work, employment and labour underutilization

125. A representative of the Secretary-General, Ms E. Benes, provided an overview of Report II, *Statistics of work, employment and labour underutilization*. She described the main contents of the report, which included a background to the review of the existing resolution on statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th ICLS (1982), as well as a main section on the key proposals and suggested updates and the draft resolution concerning work statistics intended for discussion. The ILO mandate to carry out this work was based on a labour statistics review at the 39th Session of UN Statistical Commission and a request from the 18th ICLS. She noted that the ILO had undertaken extensive ILO preparatory work between 2009 and 2013, which included regional consultations in five major regions and a tripartite meeting of experts.

126. The representative of the Secretary-General outlined the key features of the proposed standard, indicating that it was built on existing standards and incorporated good practices developed over the past 30 years. The proposal consolidated related standards into one resolution and provided expanded guidelines for countries. Furthermore, it enabled reconstruction of existing series and promoted international comparability. The proposed standard would be relevant for policy-makers as it would improve capacity to monitor labour markets and labour underutilization and at the same time support the development and implementation of policies targeting all forms of work. It would be relevant for statistical systems since it would improve responsiveness of statistics to users and promote the integration of labour force statistics with statistics on other forms of work and other domains. She explained the key advances related to forms of work, highlighting the fact that there was a new reference concept of work, that the definition of employment had been refined, and that other forms of work were fully measured. She also highlighted various indicators which could be constructed as part of a national set. She closed by explaining that a standard on work statistics could serve as guidance for the next 20 to 30 years. It could allow for progressive implementation as well dual time series and reconstruction of components. The standard would permit statisticians to better serve future needs allowing them to inform on the broadest range of economic and social policies.

127. During the discussion, the proposals were considered timely and received general support from the delegates. They welcomed the proposed definition of employment which was seen as more refined than the existing definition and thus better able to respond to labour market policy needs. They also welcomed the new statistical concept and definition of "work" which could be used as a general framework for the measurement of other forms of work different from employment, including, for example, own-use production work and volunteer work. Delegates also recognized the usefulness of the newly proposed measures of labour underutilization to identify persons, other than the unemployed, who exerted pressure on the labour market, including those outside the labour force such as discouraged workers or other persons who wanted to work.

128. A few delegates questioned the need to enlarge the scope of the revision to include persons doing unpaid services for own final use, as this was beyond the SNA production boundary. However, the general observation of the plenary was that their coverage was essential not only given the significant impact of unpaid work on quality of life and well-being, but also because statistics on the topic would enable users to better understand labour market behaviour, as well as gender equality aspects.

129. It was suggested that in order to arrive at a useful framework, the border between the various forms of work needed to be very clear. Many delegates noted the need to further discuss the proposed inclusion of certain unpaid work activities within employment, notably of unpaid trainee work. The issue of including within the definition of employment workers who worked for very low pay or income, or none at all, and situations such as bonded labour, slavery, forced labour, etc., was also raised given the role of the ILO in promoting decent work. The need to clarify these border areas was also necessary in order to distinguish employment from volunteer work, for example, in countries where the stipend given to volunteers was higher than the local wages.

130. A few delegates expressed concern that the proposals could imply a break in statistical series. The issue of achieving international comparability by changing the national estimates or maintaining national estimates but calculating alternative estimates for international reporting was also raised.

131. A number of points were identified as requiring further clarification or discussion, including the different nature of the two classifications proposed, namely the labour force status and the main work status; the appropriate treatment of migrant workers in employment statistics; the measurement of over-employment and underemployment, whether by choice or not; the integration of labour force statistics and national accounts; and the importance of user–producer dialogue, in order to facilitate an adequate use of the statistics produced.

132. A question raised by a delegate from the Workers' group concerned the lack of participation in the process of developing the proposals by workers' and employers' organizations. The Secretary-General explained that the five regional consultations, which took place prior to the tripartite meeting of experts, were not part of the usual process of developing international statistical standards in the past, and that their objective had been to discuss operational matters with national statisticians responsible for conducting national labour force surveys and pilot cases, in order to ascertain the feasibility of the proposals. Involving social partners at that stage would have been too premature. Only after the tripartite meeting of experts it was possible to identify and define a concrete proposal for submission to the ICLS.

133. At the plenary session of Thursday, 10 October, the Committee Chairperson presented the report of their work. She noted the difficulty and complexity of the work, which had been completed on schedule. In its deliberations, the Committee had sought to bring the utmost clarity and conciseness to the revised resolution and she thanked all of the delegates for their hard work and collaborative spirit. She further recalled the work of the 18th Conference that had paved the way for the recognition of all productive activities, paid and unpaid, as work. She thanked each member of the drafting committee for their contributions, as well as the secretariat for the preparatory work and the translators and interpreters for their dedication.

134. The Committee had introduced a number of significant changes to the original draft resolution. The additions, changes and modifications were based on three main considerations: harmony with related international statistical frameworks and concepts; national good practice; and analysis of situations in countries at various stages of development and with varying levels of statistical capacity. The resolution took account of the need for statistics to support both economic and social analysis. Reflecting these needs, perhaps the most significant and innovative element of the resolution was the establishment of a framework to allow the measurement of all forms of work. A major change to this framework was proposed by the Committee, namely the introduction of a fourth form of work: unpaid trainee work. This resulted in changes to, and extensions of, several sections of the resolution. Significant adjustments had also been made to elements of the resolution concerned with labour underutilization. Most significantly those who wanted a job, but were neither available for, nor seeking, employment, were not considered to have a sufficiently strong attachment to the labour market to be included in the potential labour force, or as part of the headline measures of labour underutilization. This group, however, was important to support wider social analyses.

135. The Chairperson presented each section of the resolution separately for it to be reviewed and amended as necessary by the Conference. The Conference appreciated that the resolution provided flexibility to allow countries to produce statistics according to their national needs, which was particularly relevant for the indicators of labour underutilization. At the same time, it provided clear guidelines and standards for international reporting and comparability.

136. In discussing the section of the resolution on future work, the Conference highlighted the need for future methodological work to be undertaken in collaboration with international, regional and subregional organizations, as well as with countries and with representatives of employers and workers. The Conference stressed the need to facilitate provision of the major documents and materials to support implementation, not only in the three official languages of the ILO, but also at least in Arabic and Russian. The Secretary-General acknowledged these needs, noting that translation into various languages would require the support of national and regional agencies.

137. A number of corrections and additions of an editorial nature, including the introduction of cross-references, as well as several related to translation were noted by the Conference. The Conference's review of the full text of the resolution further resulted in the following amendments of a more substantive nature. These revisions were entrusted to the secretariat for implementation:

(a) to change the title of the resolution to match the title of Report II as follows: "Statistics of work, employment and labour underutilization";

(b) to add to the Preamble a reference to the transition from the Millennium Development Goals to the post-2015 agenda, so that the fifth paragraph was amended to:

- Calling attention to the usefulness of these standards to enhance the international comparability of the statistics, to their contribution to the measurement of decent work and of well-being of households and society in general, thereby supporting and facilitating the post-2015 development agenda, as well as the achievement of gender justice;

(c) to change the parenthetic text in paragraph 6(c)(i) to "(i.e. corporations, quasi-corporations, household unincorporated market enterprises";

(d) to make paragraph 7 consistent with diagram 1, by adding a subparagraph 7(e) *other work activities* (not defined in this resolution). Paragraph 9 would become paragraph 8 and would be amended to clarify the scope of activities included within this category ...;

(e) paragraph 8 would become paragraph 9 with no change;

(f) to amend the French version of diagram 1, so that the parenthesis clarifying employment became equivalent to the English text;

(g) to change the title of the section entitled "Statistical units" to "Statistical and analytical units" and add to this section a reference to units of time in 12(c) as per the international standards;

(h) to replace the title before paragraph 14 to "classification of the working age population";

(i) to add to paragraph 15(c) "potential labour force";

(j) to add to the beginning of paragraph 17 the words "to support further social analysis …";

(k) to include unpaid trainee work in both subparagraphs 19(a) and 19(b) and introduce in paragraph 33 reference indicating that the choice of short reference period (i.e. one week or one month) would depend on the source and intended use of the statistics;

(l) to change, in paragraph 29, the phrase "not at work for a short duration" to "not at work for a short duration as per regulations" [addressed in paragraph 29(c)(i)]; to remove the word "generally" from paragraph 29(b); and revise paragraph 29(c)(i) to make it clearer that a threshold greater than three months may be used when a return to employment after a longer period is guaranteed by national legislation. Also in paragraph 29(c), add "may require";

(m) to amend paragraph 30(a) to say as "persons who work for pay or profit" and 30(e) so that it states "continue to perform some tasks and duties of the job, excluding, however, fulfilment of legal or administrative obligations (e.g. pay taxes)";

(n) in paragraph 31(d), to add after transfers: "not related to employment";

(o) in paragraph 37(b), to add: "below one third of local wages ...";

(p) in paragraph 40(b), clarify to refer to persons not in employment, actively seeking and available for employment;

(q) in paragraph 43(a) "hours actually worked" should appear before "hours usually worked" and "short-term situations" should appear before "long-term situations" and in paragraph 43(c), to add after worked: "of all persons in employment";

(r) to start paragraph 47(b)(iv) with "registering with or contacting";

(s) to add a new paragraph 48(c): Persons "not in employment" who carried out activities to migrate abroad for work for pay or profit but who are still waiting for the opportunity to leave;

(t) after paragraph 50, to add "(entrants)" to the end of the title "Potential labour force";

(u) in paragraph 51(b), to change the label of the group to "*available not seeking*" and include reference to "but who wanted employment";

(v) to clarify in paragraph 53 that the group is not a part of the potential labour force;

(w) to add in paragraph 61, after "short-term migrants", "temporary workers";

(x) in paragraph 63, to change "whether" to "both";

(y) to amend the beginning of paragraph 69 as followed: "... economic censuses are essential to develop list and area-based frames for establishment surveys. Establishment surveys are ...";

(z) to clarify in paragraph 76(a) that measures of informality include measures of informal employment and employment in the informal sector;

(aa) to add to the end of paragraph 77 "and distribution of income";

(bb) to change at the beginning of paragraph 79 the term "labour force" to "labour market"; and in subparagraph 79(b), add last "main" job;

(cc) to replace in subparagraph 80(a), at the end of the sentence after "attachment" "for those outside the labour force";

(dd) to include text in paragraph 83 making clear the distinctions between the three subgroups listed. For example, by adding in subparagraph 83(a) "(i.e. who do not provide services for own final use)"; in subparagraph 83(b) by adding "both" before "goods and services"; and in subparagraph 83(c), by adding "(i.e. who do not produce goods for own final use)";

(ee) to add a reference in paragraph 92 to the need for producers of statistics where time series were available, to use a sufficient number of observations for evaluation before disseminating data according to the new standards;

(ff) in paragraph 93, to delete "endeavour to"; and insert "from amongst" before "(LU1 ...";

(gg) to change paragraphs 96 and 97 to the following:

96. To promote the implementation of this resolution, the ILO should carry out its work through a collaborative mechanism between countries, international, regional and subregional organizations, and workers' and employers' representatives, focused on:

(a) wide dissemination and communication of these standards, their impact and interpretation;

(b) timely development of technical manuals, model data collection instruments, to be made available in the three official languages, and in other languages with the support of partner institutions;

(c) further conduct of conceptual and methodological work, including testing;

(d) sharing good practice among countries;

(e) technical assistance through training and capacity building, especially to national statistical agencies and relevant statistical services in line ministries; and

(f) analysis and presentation of work statistics.

97. The ILO should, in collaboration with countries, interested international, regional and subregional organizations and workers' and employers' representatives, continue methodological work in reference to this resolution, on the measurement of underutilization or inadequate employment related to skills, employment-related income, and excessive working time, and report to the 20th ICLS with a view to adopting future international statistical standards.

138. Following adoption by the Conference of the resolution concerning statistics of work, employment and labour underutilization, the Chairperson of the Conference thanked the Committee and its Chairperson for the excellent work. He thanked the secretariat and the translators, without whose support the work of the committee and the plenary sessions would not have been possible.

139. The Secretary-General noted the historical significance of the adoption of this ground-breaking resolution and expressed his appreciation for the work and dedication of the team in Department of Statistics who had prepared the proposals for the Conference. He noted in particular the outstanding contribution of Ms E. Benes and Ms S. Lawrence, adviser.

Appendix I

Guidelines concerning a statistical definition of employment in the environmental sector

The 19th International Conference of Labour Statisticians (ICLS),

Acknowledging that the Rio +20 Declaration – The Future We Want – considers green economy as one of the important tools available for achieving sustainable development (paragraph 56) and promotes access to reliable, relevant and timely data in areas related to the three dimensions (environmental, social and economic) of sustainable development (paragraph 76),

Supporting the request, which was made by the International Labour Conference in paragraph 19(c) of the conclusions concerning sustainable development, decent work, and green jobs adopted during its 102nd Session (2013), that the International Labour Office should assist countries and social partners to assess the impact of greening the economy on job creation, job transition and the quality of work, including through the compilation and wide dissemination of reliable statistics,

Recalling the existing conceptual framework for the measurement of environmental activities in the System for Integrated Environmental Economic Accounting (SEEA) – Central Framework, [1] adopted by the UN Statistical Commission at its 43rd Session in 2012,

Recalling the existing international standards on statistics of employment contained in the resolution concerning work statistics adopted by the 19th ICLS (2013) *(subject to approval)*,

Acknowledging that the relevance of employment in the environmental sector and the diversity of environmentally friendly practices vary among countries and over time, and that a decision to develop statistics on them is therefore determined by national circumstances and priorities,

Recognizing further that international guidelines on the measurement of employment in the environmental sector will promote the development of these statistics and improve their international comparability;

Endorses the following guidelines, and encourages countries to test the conceptual framework on which they are based:

Objectives and uses

(1) Countries that aim to promote employment in an environmentally sustainable economy and to make production more environmentally friendly should endeavour, where practicable, to develop a comprehensive system of statistics on employment in the environmental sector that would provide an adequate statistical base for the various users of the statistics, with account being taken of specific national needs and circumstances.

(2) Statistics are needed for monitoring the transition towards a green economy, for planning, designing and evaluating environmental and labour market policies, and for assessing the extent to which the economy is responding to various public policies and initiatives.

(3) The system of statistics should:

- (i) facilitate the assessment of the contribution of the transition towards a green economy to employment, including the number of people employed and their skill levels;
- (ii) provide information on various aspects of sustainable development, especially when used together with statistics on production, value added, turnover, export and import, innovation, investments, fiscal schemes and subsidies;

[1] System of Environmental Economic Accounting – Central Framework, available at: https://unstats.un.org/unsd/envaccounting/White_cover.pdf.

(iii) inform the design and monitoring of specific support policies and assistance programmes for the environmental sector as a whole or for its subsectors; and

(iv) facilitate analysis of the economic and social situation of particular groups of workers in this sector such as women, rural and urban populations, youth and the elderly.

(4) In order to fulfil the above objectives, comprehensive, detailed and reliable statistics should, as far as possible, be compiled on:

(i) all economic units with environmental activities, classified by various characteristics to provide information on the composition of the environmental sector and its subsectors;

(ii) employment in such units, including information on the number of persons engaged by socio-demographic and other characteristics and on the conditions of their employment;

(iii) production and incomes generated through environmental activities, derived, where appropriate, from data on outputs, inputs and related transactions.

(5) In order to enhance their comparability and usefulness, statistics on employment in the environmental sector should, as far as possible, be compatible with other related economic and social statistics and with environmental accounts with respect to the definitions, classifications and reference periods used.

(6) Statistics on employment in the environmental sector should be compiled at regular intervals so that changes in its size and characteristics over time can be monitored adequately. The frequency of data collection may vary according to user needs and capacity to produce such statistics.

Concept and domain of environmental sector

(7) The environmental sector consists of all economic units that carry out environmental activities. These activities are defined in the Central Framework of SEEA as those economic activities whose primary purpose is to reduce or eliminate pressures on the environment or to make more efficient use of natural resources. These activities are grouped into two broad types of environmental activity: (a) environmental protection activities; and (b) resource *management* activities.

(a) Environmental protection activities are those activities whose primary purpose is the prevention, reduction and elimination of pollution and other forms of degradation of the environment.

(b) Resource management activities are those activities whose primary purpose is the preservation and maintenance of the stock of natural resources and hence safeguarding against depletion.

(8) Environmental activities can be carried out by all economic units, as main, secondary or ancillary activities. A distinction can be drawn between:

– specialist producers which are economic units whose main activity is the production of environmental goods and services;

– non-specialist producers which are economic units that produce environmental goods and services as secondary activity but have a non-environmental main activity; and

– own-account producers which are economic units that produce environmental goods and services or processes for their own consumption within the economic unit.

(9) These units produce, design, and manufacture at least some goods and services for purposes of environmental protection and resource management. The types of environmental goods and services include: environmental specific services, environmental sole-purpose products, adapted goods, and environmental technologies (end-of-pipe and integrated technologies). Environmental goods and services could be produced by economic units for consumption by others or for own use.

(10) Activities in agriculture, fisheries and forestry can be considered as environmental if environmentally sustainable technologies and practices are used.

Employment in the environmental sector

(11) Persons employed in the environmental sector comprise all persons who, during a set reference period, were employed (as defined in the resolution on the topic adopted by the 19th International Conference of Labour Statisticians) in the production of environmental goods and services (as defined above). In addition to persons involved in the production of environmental goods and services, this includes workers whose duties involve making their economic unit's production processes more environmentally friendly or make more efficient use of natural resources.

(12) A distinction may be made between employment in the production of environmental goods and services for consumption by other economic units (employment in production of environmental outputs) and for consumption by the economic unit in which the activity is performed (employment in environmental processes).

A. *Employment in production of environmental outputs* is defined as employment in the production of environmental goods and services for consumption outside the producing unit. It may exist in specialist or in non-specialist economic units. Employment in production of environmental output in non-specialist economic units or specialist units that have non-environmental secondary activities cannot be measured directly unless the jobs are linked with type of products produced. Linkage of this type would be costly and difficult to implement in data collection. In the absence of such information this type of employment can be approximated, using, for example, the data on the value of environmental goods and services produced as a proportion of the value of the total production. For non-market producers (for example, government units), the proportion of their employment contributing to the production of environmental goods and services can be estimated by using other relevant variables such as the share of wages and salaries or of working time spent on production of environmental output.

B. *Employment in environmental processes* is defined as employment in the production of environmental goods and services for consumption within the producing unit. It may exist in specialist economic units and in economic units that are not environmental in nature (that is, non-specialist or own-account producers). These are jobs in which workers' duties include production of environmental goods and services for use within the economic unit, but also the use of methods, procedures, practices, or technologies that make their economic unit's production processes more environmentally sustainable. [2] Where possible a distinction should be made between those workers that spend less than 50 per cent and those that spend more than 50 per cent of their working time on environmental processes.

(13) The term "green jobs" refers to a subset of employment in the environmental sector that meets the requirements of decent work (that is, adequate wages, safe conditions, workers' rights, social dialogue and social protection). The decent work dimension of jobs in the environmental sector may be measured according to relevant indicators selected from the ILO manual on decent work indicators. [3]

(14) Schematic relationships between total employment, employment in the environmental sector and decent work are shown in the annex.

[2] This includes methods, procedures, practices, or technologies that, for example, reduce or eliminate pollution, reduce consumption of water and energy, minimize waste, or protect and restore ecosystems. This type of employment also includes jobs in which workers are employed to research, develop, maintain, or use technologies and practices to reduce the environmental impact of their economic unit, or to train the unit's workers or contractors in these technologies and practices.

[3] *Decent work indicators: Guidelines for producers and users of statistical and legal framework indicators*, ILO manual, second version available at: http://www.ilo.org/stat/Publications/WCMS_223121/lang--en/index.htm.

(15) Related concepts include the following:

- Employment in the non-environmental sector created thanks to greening: This refers to employment in economic units that supply goods and services to the environmental sector. Such employment may be estimated using input–output tables and environmental expenditure data.
- Employment in low-carbon economic units and energy efficient enterprises: This refers to employment in units that have low-carbon emissions (for example, employment in green buildings) and to employment in enterprises that are more energy efficient than most of the enterprises within the same economic activity.
- "Green work": This refers to all work involved in production of environmental goods and services. It includes employment, voluntary work and own-use production work [4] to produce environmental goods and services.

Further methodological work may be needed in these areas.

Data collection programme and methods

(16) The collection of data on employment in the environmental sector should be integrated into the regular national statistical programmes. The data collection programme should provide both for the current monitoring, if possible once a year, of the evolution of employment in at least some environmental activities and the comprehensive examination of employment in all environmental activities, if possible every five years. The latter may include not only data with respect to the number of persons employed but also their characteristics, in particular, the skill levels, training received and wages. Detailed information may also be collected about the functioning, technologies used, investments, production and exports of the economic units.

(17) The comprehensive data collection programme should preferably be based on existing economic and agricultural censuses. For current monitoring and in areas of specific interest, the census data could be supplemented with data derived from establishment surveys and/or household surveys as well as national accounts data. The coverage of the sample surveys may depend on the measurement objectives, the intended uses of the data, and the availability of sampling frames and resources.

(18) The information on employment in specialist environmental establishments could be collected through existing surveys and censuses by using standard industrial classifications like ISIC that identify activities such as waste management and wastewater treatment, government activities aimed at environmental protection and resource management. For employment in non-specialized and own-account producers, the gathering of information could be undertaken through specialized surveys or expanding existing surveys. Indirect methods could also be employed. Indirect methods use existing data sources to estimate employment data, for example from environmental expenditures or data on installed capacities. For non-profit institutions, data on the number and activities of volunteers should also be collected.

(19) Employment in environmental processes may be difficult and costly to measure. Therefore, countries which have limited capacity and restricted resources may limit the measurement of employment in the environmental sector to some of its components (for example, employment in production of environmental outputs, employment in specialist environmental producers, employment in environmental protection activities, employment in production of environmentally specific services and/or environmental sole-purpose products, employment in key economic activities and/or the most significant enterprises, etc.). Where only aggregate data are required, modelling exercises, for example, based on input–output tables may be an efficient alternative to surveys.

[4] Refers to production where the output is intended mainly for consumption or use by the person producing it, or by members of that person's household or family members living in other households.

(20) When implementing the concepts and definitions and methodology for estimating employment in the environmental sector and green jobs, the agency responsible for the estimates should consult representatives of employers' and workers' organizations, as well as other users and experts.

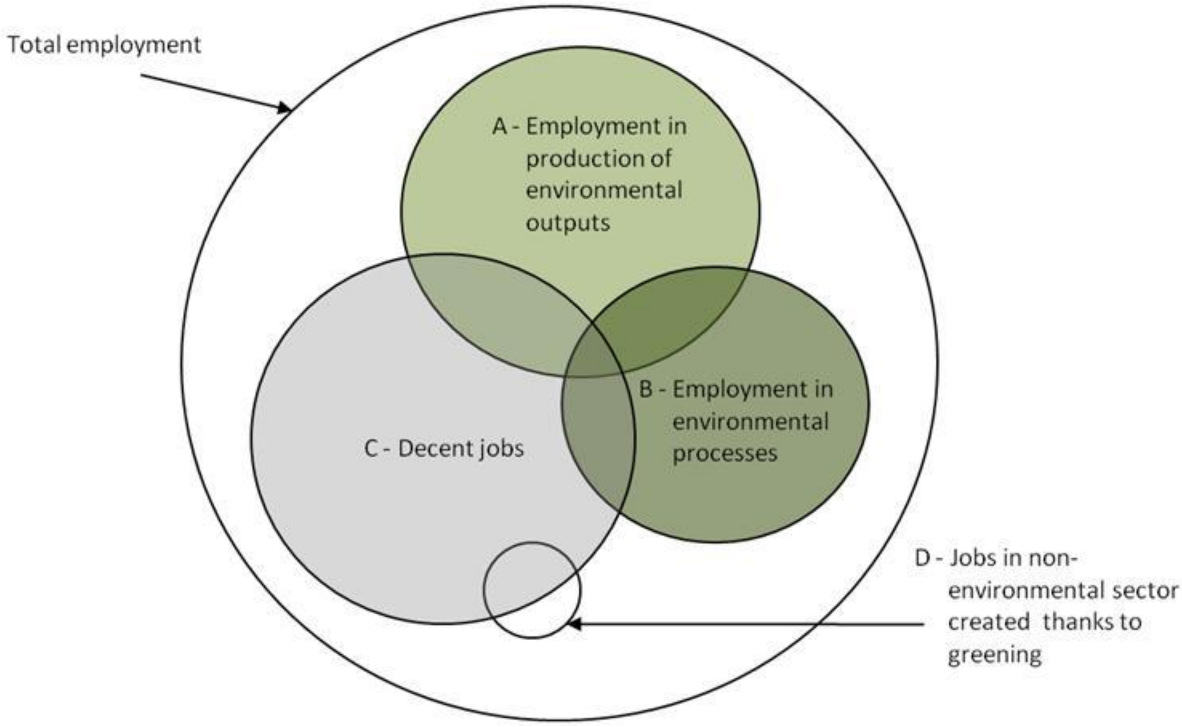
Future work

(21) The ILO, in cooperation with interested countries and organizations, should:

- arrange for testing the concepts and definitions presented in the guidelines;
- continue work on the development and refining of the concepts and the methodology for generating reliable estimates of employment in the environmental sector and green jobs.

Annex

Schematic relationships between total employment, employment in the environmental sector and decent work



- Employment in environmental sector = $A \cup B$
- Employment created thanks to greening = $A \cup B \cup D$
- Green jobs (employment in environmental sector that is decent) = $(A \cup B) \cap C$

Appendix II

Report of the Committee on Work Statistics

1. The Committee first met on the morning of Thursday, 3 October 2013, and concluded its work, after nine sessions on Tuesday, 8 October 2013.

2. The Chairperson of the Committee, Ms M. Quintslr (Brazil) introduced the first session by reminding participants of the objectives of the Committee's work: to ensure that the version of the resolution to be submitted to the Conference for approval on Thursday, 9 October was coherent, precise and was useful for countries. A drafting committee was established to ensure that the text of the amended resolution appropriately reflected the deliberations of the Committee.

3. During the discussion of the draft prepared by the Office, the participants were supportive of the general approach taken but identified a number of improvements that needed to be made. This report summarizes the discussion and the main concerns raised. A number of other improvements in terminology of a detailed nature were proposed and incorporated in the final resolution.

Preamble, objectives and scope

4. There was general agreement that the proposed Preamble, objectives and scope of the resolution provided a good explanation of the overall context and purpose of the resolution. It was proposed that the Preamble should nevertheless be extended to make reference to the resolution of the 18th ICLS concerning the development of measures of labour underutilization, and the need to provide statistics that better reflected the changing world of work.

5. Several participants were concerned that the title of the draft resolution was too narrow and did not adequately reflect the objectives and scope described in paragraphs 1 to 5. Some felt that it would be better to reflect the title of Report II by using the title "Resolution concerning statistics of work, employment and labour underutilization" or to use a term such as "Work and labour market statistics" or "Work and labour underutilization". There were related concerns about the meanings of the terms in different languages. A number of participants were concerned, for example, that the distinction between "work statistics", and "labour statistics" was not possible in some languages. There were a few suggestions to replace the term "work" with "work activities".

6. Beyond the conceptual significance of the term "work", some delegations raised the issue of the quantitative measurement and interpretation of work, in the same way as employment and unemployment could be measured and interpreted quantitatively. What would "work" represent in terms of numbers and rates, and how well would it be understood?

7. There were some suggestions that it should be noted in the section on objectives and scope that the framework for work statistics provided flexibility that would allow member States to implement the standards according to national priorities and resources. It was felt that it should be stressed that countries would benefit from implementation of the proposed standards by improving national monitoring of the labour market, as well as international comparability of statistics. It would help, for example, to avoid the current underestimation of unemployment in the context of certain developing or agricultural economies, or in the context of seasonal activities.

Reference concepts

8. The introduction of the three forms of work and the proposed concepts received general support from participants, who mostly welcomed the proposed definitions. A number of participants were concerned that the boundaries between the reference concepts were not sufficiently clear based on the definitions provided in the section alone. A potential solution to this problem would be to make reference in paragraph 6 to the relevant paragraphs in the section on operational definitions.

9. A number of participants stressed the importance of making sure that the concepts in this resolution were harmonized, to the extent possible, with those defined in other statistical systems such as the System of National Accounts (SNA). They felt that concepts such as work, labour, labour force and

employment used in this resolution needed not only to be further clarified, but also mean the same as in the SNA. A number of participants suggested indicating clearly what “aligned to SNA means”, as well as indicating that the reference was to the SNA specifically to the current version, SNA 2008. It was also suggested that there was a need, somewhere in the resolution, to define concepts such as “market” and “non-market economic units” that were mentioned in several parts of the draft. One participant suggested that inclusion in the resolution of diagram 1 of paragraph 60 of Report II “Classification of work activities by form of work”, would help clarify the relationship between the reference concepts and their relationship with the SNA.

10. It was felt by some delegates that it needed to be made clearer that household chores, whether performed by women or men, were counted as work and included in own-use production of services. Participants noted that this type of work could be performed by household members, or else contracted to be undertaken by others as paid employment. This had a significant impact on labour market supply and demand which needed to be measured.

11. A number of delegates considered that the term “employment work” was problematical. It was also felt that there was a need for clarification, in this part of the resolution, on what was meant by “for pay or profit”. There were specific concerns about the ambiguity of these terms in various languages. One proposal was to consider using the term “market-oriented work”. It was suggested that guidelines on the type, levels and thresholds of remuneration or compensation might usefully clarify the boundaries between “employment work” and other forms of work.

12. A number of participants expressed concerns about including persons of any age in work, as they did not want to include children in labour market statistics. There were also suggestions on the need for an explanation of the reasons for including illegal activities in the concept of work. The representative of the Secretary-General explained that the reference concept of “work” was intended for statistical measurement purposes in all statistical domains, including child labour, without making value judgements on the legality or appropriateness of the work performed.

13. A number of delegates indicated that there was a need for more clarity on the treatment of paid and unpaid compulsory military and alternative civilian service and on the circumstances under which they should be included in employment.

Statistical units

14. Delegates expressed satisfaction with the inclusion in the draft resolution of a section on statistical units, which they considered very useful. They appreciated the improvements made to the draft discussed at the Meeting of Experts in January 2013. The inclusion of a short introduction at the beginning of the section was suggested, to clarify that the statistical units presented aimed to measure work both inside and outside the labour market.

15. Numerous delegates stressed the need to find a more suitable term, in both French and Spanish, for the English term “job”, so that it would not be misinterpreted and confused with employment. In Spanish, in particular, it seemed inevitable that there would be a need to use a long expression rather than a single word. French-speaking participants stressed that if the current French terminology for “job” were not improved, the resolution in French would not be understandable without first reading the English version.

16. Several delegates expressed concerns about the number of jobs held by persons in self-employment being equal to the number of economic units they owned or co-owned. It was observed that a person in self-employment could not really own more than one economic unit, at least not without being in partnership with others. The measurement of all jobs held by multiple job holders in both self-employment and paid employment presented a number of challenges in data collection.

17. A number of concerns were raised regarding the nature and purpose of the concept of “activity cluster”. Several delegates held the view that it did not constitute a statistical unit, but rather an analytical concept. It was also felt that it would be very difficult and not useful to produce estimates of the number of activity clusters. The principal purpose of this concept was thought to be to provide a unit of analysis for the derivation of classificatory variables such as occupation and economic activity. Some delegates feared that this concept would rarely be used in the collection and reporting of statistics.

18. The need to clarify the definitions of some terms and concepts was highlighted, including those of "job", "employment", "single economic unit" and "activity cluster". In particular, it was pointed out that it might be helpful to indicate that the activities performed in jobs were for pay or profit and that those performed in activity clusters were not undertaken mainly for the purpose of remuneration.

19. Some delegates felt that the definition of "job" should also provide more clarity on the distinction between job and occupation. This definition also needed to be more explicit about the treatment of casual workers, who could have several jobs during the reference period, but not necessarily simultaneously. A remark was made about the need for consistent terminology, since the term "job", as it appeared, referred to persons in remunerated employment, whereas the word "jobseekers" could potentially also apply to persons looking for unpaid activities.

20. There was also a proposal to make reference to the "establishment" as a statistical unit. This would require reference, however, to the relevant standards which defined the organizational units used in economic statistics, which could be subject to change over the life of the 19th ICLS resolution. It would possibly be preferable to provide a general comment on the concept of an economic unit.

21. Some delegates mentioned the different criteria that could possibly be used to identify the main job of a person: the job with the longest hours of work, the job that requires the most qualification, the job with the highest pay or the one that could be considered the most stable. They suggested there was a need for further clarification.

22. There was a particular concern about the intention of the words "or meant to be performed" used in the paragraph in the definition of "job", which could imply that persons absent from work were still considered to have a job. It would be desirable to provide some clarification on this.

Classifications of the population

23. A number of delegates were concerned that the term "main work status" used in the classifications for forms of work would create confusion, as there were already classifications of status in employment and labour force status. Some suggested the need for a priority rule to favour employment as the main form of work. It was observed that it might be useful to note in the resolution that some people would be classified by main work status as own-use producers or volunteers but nevertheless have a labour force status of employed.

24. Some delegates questioned the reference to self-assessment and to the concept of "mainly" for persons to be classified in a form of work. Examples given included students in full-time schooling, or those who had just completed education and are looking for work, but occasionally did perform some work. The concept of main form of work could also be problematical in data collection based on self-perception, as respondents might consider, for example, that their main activity was study, rather than housework. It was confirmed, however, that the aim was to capture the main work activity and that this classification was not intended to be a substitute for the classification of labour force status or of social status. Some delegates suggested including specific guidance on students in the resolution.

25. There was also concern about the use of the term "persons not in the labour force" for a category that included persons in own-use production of goods, but who were formally included in the labour force. Others indicated that international comparisons of indicators on the labour force would be difficult when some countries started using the narrow concept of employment and unemployment, while others still used the current broader concept.

Operational definitions and guidelines

26. The members of the Committee found that the section on operational definitions and guidelines provided useful clarification and operational guidance on the application of the reference concepts in statistical collections. There were a number of areas where they felt further clarification was required and some others, particularly the statistical treatment of unpaid training work and of temporary absence from employment, where more fundamental changes were needed. A number of delegates made observations that suggested it might be useful to provide an introductory paragraph in this section, explaining that the section provided guidelines for operational measurement across a range of sources, including the labour force survey, other household surveys such as those

concerned with time use and household income and expenditure, the census, establishment surveys and administrative records.

27. A few participants felt that the order in which the concepts were presented could be reorganized. One suggested starting by presenting employment, and then other forms of work, while another included placing employment last. It was noted, however, that the resolution was intended to measure all forms of work, without giving priority to one form or the other.

28. Many participants were concerned about how to classify persons who usually engaged in various activities, some for production of goods and services for payment or profit, and some for own-use production. It needed to be made clearer that, for some people, the main work status would be own-use production work but that the labour force status would nevertheless be employment. It was felt in particular that more guidance was needed in determining the form of work, and whether or not multiple forms of work should be counted, when the same person produced different types of product, or even the same type of product, with multiple intended destinations.

Reference periods

29. Different short reference periods had been proposed for each form of work since the different types of activity tended to occur with different intensities and frequencies. Since volunteer work tended to occur relatively rarely, a somewhat longer reference period had been chosen for volunteer work to ensure that this information about this form of work could be adequately captured.

30. Some delegates felt that in order to classify persons according to main activity status it would be preferable to use a consistent reference period for all forms of work. Others indicated that it may be difficult to implement diverging reference periods in the same survey. Delegates indicated that the best way to confirm whether a form of work such as provision of services is more frequent than a form of work such as volunteer work is to use the same reference period. However, a number of delegates indicated having long experience in using different reference periods in labour force surveys, pointing out that this does not raise any problems. What was important was to use the right reference period for each form of work covered by the survey.

31. Some delegates requested guidance on the choice between the reference week and the last seven days, indicating that this may give different interpretations, and possibly different measures. It was explained that both the calendar week and the last seven days were proposed to allow for flexibility: for countries with more organized work arrangements the last week was better, while for countries with less structured working arrangements the most recent seven-day period might be preferable. Such arrangements could also depend on how field work for surveys was organized.

32. There was a need for clarification on how to choose the various 24-hour periods in one week for own-use production of services. Two different 24-hours periods in a week, for example, could be chosen such as a market and a non-market day, a weekend and a usual work day, etc. to ensure that days with different activity patterns were included.

Own-use production work

33. Delegates noted a number of possible statistical impacts in introducing the concept of own-use production work. For example, operators of small household farms in similar socio-economic circumstances might be counted differently in terms of employment, when the only differences related to the varying economic viability of their farms or the differing production structures of their respective regions. For example, some could produce crops mostly suitable for own consumption, whereas others could only produce crops mostly suitable for sale. The potential statistical impact on estimates of employment and unemployment in countries where large numbers of subsistence workers are currently classified in employment was noted by a number of delegates. It was generally acknowledged that these changes would provide a better statistical picture of the realities of work and the labour market.

34. It was also noted that it might be useful to state that information about own-use production work needed to be collected and counted with reference to groups of activities or activity clusters.

35. In defining own-use production, a number of participants suggested using a threshold or set of priority criteria to classify persons as in own-use production, for example whether it was the main activity. Some delegates noted the need for a threshold or priority rules to ensure that persons were only identified as “subsistence foodstuff producers” when this was their main activity. Subsistence

production of other goods was not separately identified as this was not associated with the same level of policy concern of subsistence food production which was essential for survival in many countries.

36. Some delegates questioned the inclusion in own-use production work of goods and services for consumption by family members living in other households, and suggested that this should be included in volunteer work rather than in own-use production work. Other delegates noted that own-use production commonly involved working together with relatives from other households was a common feature of own-use production and specifically subsistence activity in their countries.

37. It was noted that, in general, when a work activity involved hiring others for pay or profit it should not be considered as a subsistence activity. This was seen as a useful factual criterion that could be added to the definition.

Employment

38. There was general agreement that payment, in cash or in kind, was a defining characteristic of employment and that this should be clearly stated in the resolution. Moreover, the use of the criterion of payment to define employment would favour consistency throughout the resolution, since it could also be used as an element in defining temporary absences, seasonal workers and apprentices, interns and trainees.

39. A concern expressed by many delegates was that unpaid work undertaken in exchange for training should not be included in employment. Many of these delegates felt that unpaid training work should be included in a fourth form of work: either a residual form of work that included the forms identified in paragraph 9, or as a separate form of work in its own right. A smaller group of participants indicated that training was considered as a form of payment in kind in their national and regional context. This approach was adopted widely in Latin American countries where unpaid apprenticeship was seen as the first step to entering the labour market, and was counted as employment in existing statistics. The treatment of training as a form of remuneration was not consistent, however, with the 16th ICLS resolution concerning employment-related income (1998).

40. There was consensus that unpaid apprentices, trainees and interns should be separately identifiable in the statistics, as there was increasing demand for information about this group. While there was not complete agreement, and two distinct points of view were expressed the prevailing view was that this type of unpaid work should not be counted as employment. This would allow, for example, those who were actively seeking and available for paid work to be counted among the unemployed. In many countries this was an important group and its separate identification in the statistics would help to identify future jobseekers, inform policy debate on employment-creation policies and training, and facilitate the provision of data required for national accounts. It was felt that the best way to ensure separate identification would be to define a fourth form of work, namely unpaid trainee work. Countries where this group was traditionally seen as being closely linked to employment could have the option, for national purposes, to tabulate unpaid trainee work together with employment. This was seen by a large majority of participants who expressed themselves on this point, as preferable to optionally including this type of work in employment depending on national circumstances, which might compromise the international comparability of the statistics, especially on youth employment and youth unemployment. There was a need, however, for guidance on thresholds for payment, similar to the guidance provided for volunteer work.

41. Regarding the issue of persons on temporary absence, delegates agreed that the receipt of continuous or substantial payment was a key determinant, and proposed to add the phrase “unless a substantial payment exists” to paragraph 23(d)(i). There was concern that establishing a continued job attachment on the basis of an “expected return to work” left too much open to interpretation. Delegates agreed that a duration criterion should be used as an additional but subordinate criterion to the reason for the absence and to the continuous receipt of payment. Many delegates were uncomfortable with a strict three-month threshold for the duration of absence. Most of them preferred to give each country the opportunity to decide on the duration limit based on the reason for the absence and on national circumstances, especially regarding the national patterns of parental, study and sick leave supported by national labour and social protection laws. The need for flexibility in the measurement of absences was stressed, given the considerably different situations countries faced, while the need for guidance to ensure an acceptable level of international consistency was acknowledged. It would be advisable to clarify the criteria to define absences for persons in self-employment in particular, considering a longer duration period for this group. It was also highlighted that in numerous cases the person absent from work would not know the exact

duration of the absence at the time of data collection. In this case, the elapsed duration might be a useful substitute.

42. A number of remarks were made concerning the phrasing and structure of the subsections on absences due to illness and injury. There did not seem to be a good reason why own illnesses or injuries should be treated differently from occupational ones. In these paragraphs, delegates requested to delete the expressions “short duration” and “longer duration”, since the nature of the absence seemed a better determinant than its duration. In listing the examples of reasons for absence it needed to be clear that the reasons listed were not exhaustive.

43. For persons with seasonal employment, it was noted that they should continue to be included in employment during the off season if they continued to perform tasks and duties of the job, whether or not they continued to receive payments. This was a common situation in seasonal agriculture where produce might be sold only once or twice a year.

44. With respect to employment promotion programmes, delegates concluded that, given their large variety, the resolution should clearly state which kinds of programmes were included in employment. It was proposed to define this based on whether payment was made in return for work performed. Work performed as a condition for continued receipt of a government benefit was to be excluded from employment. It was mentioned that some particular programmes would be considered as part of education, while others would be closer to unemployment benefits.

Volunteer work

45. Delegates stressed the need for clarification on the threshold and the nature of compensation that could be received in exchange for volunteer work, as it may differ from country to country according to national circumstances. When compensation or stipends exceeded a certain threshold such as the minimum wage, the work should be treated as employment and not as volunteer work regardless of the intention of the activity. When meals and stipends were provided in compensation for work performed, the work should be counted as employment. For volunteer work such payments should be occasional, and not in compensation for the work done.

46. Clarification was also needed with respect to various forms of national civil or military services, including service that may be undertaken as a follow up from compulsory national service. If the service was compulsory, whether remunerated or not, it could not be considered as volunteer work.

47. There was some discussion on unpaid work for family members in other households, which was treated as own-use production work, and should not be counted as volunteer work. It was noted that it could be difficult to assess whether work done outside the household was for family members and that data collection was easier if this form of work counted as volunteer work. It was felt that it would be useful to clarify the nature of the family relationship that was to be considered, but that this should reflect what was generally considered as family in the national context. It was also suggested that there was a need for clarification that there could be volunteer work in both profit and non-profit organizations, and in both formal and informal settings.

48. A number of delegates stressed the need to clarify the meaning of the clause that noted non-compulsory was to be interpreted as without legal or administrative obligations, as well as the need to clarify the conditions in which the fulfilment of social responsibility could be considered as volunteer work.

49. It was also pointed out that a large amount of volunteer work, of both a formal and informal nature, tended to occur in response to natural or man-made disasters. While it was usually possible, through administrative sources, to measure the extent of organized volunteering, it was very difficult to measure informal or direct volunteering in these circumstances.

Measures of labour underutilization

50. An important concern raised by a number of delegates, expressed as a great disappointment by some, was the absence of recommendations on the full set of measures of labour underutilization requested by the 18th ICLS. While the conceptual and practical difficulties with measurement of skills mismatch and low pay or low productivity were acknowledged, it was stressed that these measures were not just associated with the quality of employment but also the quantity. The lack of availability of jobs in the occupation for which one was qualified, for example, was a quantitative problem.

51. Some delegates stressed the need for the Office to address this issue in its future work, and considered that the section of the resolution that introduced the measures of labour underutilization needed to reflect the need for measures of skills mismatch and low pay more strongly. The Office acknowledged the importance of developing a more complete set of measures of underutilization, and welcomed the guidance of the Committee on this issue.

Time-related underemployment

52. The issue of which working time concept should be used to determine time-related underemployment was discussed in some depth. Most of the delegates agreed that using usual hours of work would be preferable, taking into account current country practices and the fact that the measurement of time-related underemployment based on actual hours was difficult. Nevertheless, it was pointed out that, in the context of current labour market statistics and to retain conceptual coherence with the labour force framework, the most suitable concept would be hours actually worked, especially when reduced hours were worked due to economic reasons.

53. Since household-based surveys often collected both usual and actual hours of work, flexibility could be given as to what concept to apply, and it was possible to use a combination of both hours concepts depending on the reasons for dissatisfaction with the hours worked. It was noted, however, that those who usually worked part time and wanted to work longer hours on a regular basis, but actually worked longer hours during the reference week, were missed when time-related underemployment was measured using an actual hours approach. There was also a need to include guidance on the treatment of persons absent during the reference period for personal reasons (for example sick leave).

54. A number of delegates felt there was a need for more guidance on establishing an hours threshold to define time-related underemployment, in order to facilitate international comparability. Delegates questioned the usefulness of a threshold based on median or modal working time and preferred a threshold based on community norms for the distinction between full-time and part-time work. It was suggested that, when a threshold for part-time work existed in national regulations on working time, this could be used to help establish a threshold.

55. There was concern that the willingness or desire of persons to work more hours was a subjective criterion. There was a need to inquire about willingness as objectively as possible. One delegate felt that it would be preferable to restrict the measurement of time-related underemployment to persons who had taken active steps to work longer hours, using for example a job search criterion, as this would be more objective.

56. Several delegates questioned the usefulness and reliability of a criterion based on availability to work longer hours. Others felt that it added objectivity to the measure and was consistent with the approach used to measure unemployment.

57. Some delegates were concerned that the measure of time-related underemployment did not include full-time workers who wanted to work more hours, which could be an indicator of inadequate pay. It was noted, however, that full-time workers might wish to work longer hours for reasons other than low pay, especially in developed countries. It was suggested that any statistics on full-time workers who wanted to work longer hours should separately identify those where the reason was low pay from those who wanted to work longer hours for other reasons.

Unemployment

58. A common concern among a number of delegates, especially from African countries, was the elimination of the relaxed measure of unemployment. Delegates stressed that this relaxed measure was a better reflection of the realities of the labour market in their countries. In particular, they requested reconsideration of the criteria for active job search used for international comparability, which did not lead to meaningful indicators in countries where infrastructure for job search was limited or non-existent. The indicators produced using the strict definition of unemployment in these countries were not seen as comparable with those in countries with more developed economies. These delegates recommended maintaining the option to use the relaxed definition where this better reflected national labour market conditions. The Office pointed out that the former concept of relaxed unemployment was covered by the new concept of the potential labour force. There were fears, however, that the terminology would not be understood by or acceptable to politicians and the media.

59. Some delegates were uncomfortable with the use of different reference periods for employment, job search and availability as this impacted on the validity of unemployment as a current measure. Others pointed out that once a person had taken an active step to find a job there could be a delay before the results were known. A one-week reference period for availability to start work could also lead to bias against populations who might need time to make arrangements, for example for childcare. A few delegates expressed concern that a reference period of four weeks for active job search was too long for respondents to a household-based survey to answer accurately, however. It was felt by some that, where possible, reference periods should be consistent and, in particular, that all availability criteria used throughout the resolution should have a standard reference period of two weeks.

60. Delegates noted that giving the flexibility to countries to choose their reference period for availability based on national circumstances would negatively affect international comparability. Some delegates felt that using a future reference period for availability would bring about guesses from the respondents, and thought that a past or current reference period was preferable.

61. It was considered desirable to explicitly mention that the list of job search activities was not exhaustive, particularly to account for any future developments that might take place in this respect. Requests were made to add the item "for the purpose of seeking job" to the list in the subparagraph on registering with an employment service, as registration only to receive a government transfer was not a job search activity.

62. For future starters, a number of delegates recommended a clear and preferably shorter reference period for availability, and that availability criteria should be applied to all future starters. A number of delegates felt that future starters should not represent an exception to the rest of the unemployed, and hence, should also be subjected to the job search criteria, or that a three-month waiting period was too long. It was also suggested that a time limit of three months should be applied to future starters who were participants in a training or retraining scheme. One delegate noted the need to clarify the applicability and relationship of the paragraph on future starters to seasonal workers during the off season.

63. Concern was expressed that the translation of unemployment into Spanish as *desempleo* was not the most appropriate, and that it would perhaps be advisable to replace it with a longer expression such as *desocupación del mercado laboral*.

64. With respect to the measurement of duration of unemployment, some delegates felt there was a need for clarification to deal with periods when job search was interrupted other than by periods of employment. It was also suggested there was a need to add a distinction between unemployed, previously employed and first-time jobseekers.

Potential labour force

65. It was noted that the potential labour force was quite a heterogeneous group and some delegates felt there was a need for a more refined category or for recommendations on more detailed breakdowns. It was also noted that it would be useful to provide information about those who were outside both the labour force and the potential labour force and, in particular, about the group of people who were not engaged in any form of work or in education.

66. With respect to measurement issues there was concern about international comparability if it were left to countries to establish a period, based on national circumstances, for the future availability of currently unavailable jobseekers. There were also cost implications of expanding the availability and job search criteria to all those not in employment. Delegates found it desirable to add a maximum age limit to the definition of the potential labour force in order to avoid the inclusion of persons above retirement age.

67. A number of delegates expressed concerns about willing potential jobseekers. The notions of willingness or desire for employment were considered by many to be very subjective. It was acknowledged that this group was of significant policy and social interest and needed to be treated independently, but many delegates considered it preferable not to include it in the potential labour force.

68. A comment was made regarding the name "potential labour force", conveying that "potential" could imply including the actual labour force, which would be misleading to the public. An alternative would be to use the term "potential additional labour force".

Programmes of data collection

Strategies for data collection frequency and reporting

69. The delegates were supportive of the proposals on data collection programmes. They agreed that high-frequency data collection programmes with a short reference period were the ideal. There were strong concerns, however, that many countries in the developing world had neither the capacity nor the resources to do this. It was stated that only five countries in Africa had this type of programme. When frequent data collection was not possible the combination in a single survey of both a short reference period and a longer period of observation based on recall had been used successfully in a number of countries. There was a need for more guidance in the resolution to specifically note the option of combining both short and long periods of observation in a single survey.

70. Delegates noted the need for support to include both short and long reference periods in existing data collection programmes, as well as for support for the data collection programmes of countries whose statistical system was still week. The World Bank and the ILO were planning to improve collaboration in providing support to countries with less developed data collection programmes, such as in preparing clear guidance and appropriate manuals.

71. Some delegates recommended including in the resolution a paragraph related to the required support to countries from ILO, donors, partner countries and other international partners. They recommended the ILO prepare a programme of support for implementation of the resolution as soon as it was adopted.

Population coverage and age limits

72. While lower age limits would depend on data collection objectives and national circumstances, a few delegates recommended including in the resolution a threshold as the minimum age for the collection of labour force and work statistics, for example of 15 years of age, as indicated in paragraph 201 of Report II.

73. Other delegates advised aligning age limits with those used in national accounts, and were therefore agreed with recommendations not to set any upper age limit. Others were concerned about the costs of collecting labour force data for persons who, due to age, were unlikely to be participating in the labour force and on the possible impacts on comparability of the data between countries. The Office advised that, since many countries had no pension system, and that the ageing of the population meant that people in all countries were increasingly active at higher ages, it was important to provide information about the various forms of work they engaged in. However, statistics and indicators could still be compiled using specific age groups and age limits.

74. A number of delegates requested advice on how to deal with non-formal workers and non-resident and migrant workers, particularly when assessing the usually resident population. Their concerns included populations in collective accommodation and construction sites. Some requested adding a specific paragraph in the resolution on the treatment of migration status, with respect to both internal and international migrants, with specific guidance on how to measure residents working outside the country . There were also concerns about comparability of data between countries using varying concepts of the resident population.

75. It was noted that the draft resolution provided guidance in using existing international standards on population statistics. The Office would assess whether additional clarification could be added to, or recommended beyond, this resolution, such as in future manuals. The resident population referred to a statistical concept for measurement and took into account all groups regardless of their legal residence status.

Sources

76. There was a need to mention economic censuses as important sources in their own right, and which provided the frame for establishment surveys. Delegates stressed the importance of administrative records as well as the need for further guidance on how to improve their quality and consistency. It was noted that statistics on flows between various statuses were very useful and that administrative records were often a good source of information on flows. It might be useful therefore to mention this in the resolution. Others recommended noting in the resolution that administrative records were an important source of data on job vacancies classified by industry and occupation.

77. A number of delegates stressed the need for the ILO to provide model data collection instruments, such as standard questionnaires for the major data sources such as labour force surveys and establishment surveys, as well as data collection manuals reflecting the changes proposed in the resolution. There was also a need to include advice on sampling in these manuals.

Indicators

78. Delegates supported the introduction of a comprehensive set of indicators, and in particular the provision of four complementary measures of labour underutilization. Numerous delegates from developed countries with established labour markets stressed that LU1, the unemployment rate was the only indicator based on fully objective criteria and that this was the only one that should be considered as a headline indicator. Many developing countries, on the other hand, argued strongly that the indicator LU3, which included the potential labour force as well as the unemployed, was more suitable as a headline measure in their national contexts. LU3 was similar to the relaxed unemployment rate currently used by many of these countries. Many delegates reiterated the points made during the discussion on unemployment about the unsuitability of the strict unemployment rate where there was not an organized labour market or job search mechanism and proposed that LU3 should be designated as the unemployment rate.

79. Most delegates agreed that "willing potential jobseekers", that is those who wanted employment but who undertook no activities to seek employment and were not currently available for employment, should not be included in any of the labour underutilization indicators. It was felt that they did not have a sufficiently strong level of attachment to the labour market and that their inclusion introduced an unacceptable degree of subjectivity to these indicators. Removal of this element from the indicators would deal with many of the concerns about subjectivity and meant that the LU3 indicator would coincide with the relaxed unemployment rate already used by many countries.

80. There was extensive discussion on the denominators proposed for the indicators to measure labour underutilization in paragraph 59(c). Several delegates stressed that the indicators should all have the same denominator, in order to promote comparability between the different indicators. They felt it would be difficult to explain the use of different denominators to non-specialists. Some delegates wanted to use the labour force as the denominator for all four indicators as they felt this would be easier for users to compare with the unemployment rate.

81. Many delegates stressed, however, that the numerator must be contained in the denominator to avoid situations where the indicator could be higher than 100. If the potential labour force was a part of the numerator, then it should be a component of the denominator as well. Some delegates proposed to use the working-age population as the denominator for some of the indicators. Several other delegates noted the mathematical coherence of the indicators using the denominators presented in the resolution. Based on the experience of countries that had used this approach, there was not a problem in communicating the meaning of these indicators to the media, policy-makers and the general public. Indeed, in many countries in Africa, such denominator was already in common use to calculate the relaxed unemployment rate.

82. There were several proposals for additional indicators, including more indicators of volume, particularly with respect to each form of work, to volume of additional hours wanted among persons in time-related underemployed, and even among the unemployed. Indicators related to income inequality and low income were also important to enable assessments of poverty, while indicators of youth unemployment was essential to target policies aimed at improving their labour market entry.

83. Delegates strongly supported the need for a transition period during which countries would produce both the new indicators and the existing ones. Before disseminating the new indicators statistical agencies would wait until there were sufficient observations over time. It was felt that this should be stated explicitly in the resolution.

Tabulation and analysis

84. The proposals for tabulation and analysis were met with general approval. One delegate made a suggestion to put more emphasis on the promotion of trends or flows statistics rather than month-to-month or quarter-to-quarter change, which could be affected by sampling noise.

Data evaluation, communication and dissemination

85. There was a need to explicitly mention that information should always be disseminated about whether or not monthly or quarterly movements were statistically significant or not, as the media had a tendency to give significance to small movements which were more likely to be a function of sampling noise.

86. It was recommended to strengthen this part of the resolution, in order for the reader to understand that the reason behind combining evaluation with communication and dissemination was to stress the relevance of communicating information about data quality to users of the statistics.

International reporting

87. A number of questions were raised regarding the items to be reported including: the possibility of reporting only rates instead of absolute values; what to report when estimates were too small for dissemination; whether the definition used to report LU4 should be the ILO or the national definition; whether or not LU3 should be reported given its importance for many developing countries.

Future work

88. Delegates mentioned a wide range of possible items of future work that they felt should be undertaken by the ILO independently or in collaboration with other international and national agencies. Some of these were associated with work that needed to be done in order to promote the implementation of the current resolution, such as provision of technical support, materials and guidelines to the countries; methodological work, development of model questionnaires, testing the new recommendations in the field and assessing the usefulness of the newly proposed measures; organization of meetings and events to promote the new standards; and the possibility of forming an international committee to assist the statistical offices and to follow up on the work done. The need to produce and make available all the materials mentioned as soon as possible in at least English, French and Spanish was stressed.

89. Delegates also noted the need for the ILO to develop guidelines to derive measures from sources other than household surveys, in particular establishment surveys and administrative records.

90. Other areas not directly associated with implementation of the proposed resolution were mentioned for future development. These included indicators reflecting inadequate employment situations, especially those related to skills underutilization, excessive hours of work and low pay that were outstanding from the resolutions of the 16th and 18th ICLSs. Other topics suggested included labour flows, job vacancies, labour migration, labour productivity, and quality of employment.

91. The Secretary-General acknowledged the importance of the topics that had been raised, but that there was a need to establish priorities. He stressed that this resolution would have the highest priority in the Department of Statistics. The ILO had been working on various fronts to develop a plan of support for implementing the resolution, including establishing partnerships with international partners.

Appendix III

Text of resolutions adopted by the Conference

Resolution I:	Resolution concerning statistics of work, employment and labour underutilization
Resolution II:	Resolution concerning further work on statistics of forced labour
Resolution III:	Resolution concerning further work on statistics of cooperatives
Resolution IV:	Resolution concerning further work on labour migration statistics
Resolution V:	Resolution concerning the functioning of the International Conference of Labour Statisticians and the updating of its Standing Orders

Resolution I

Resolution concerning statistics of work, employment and labour underutilization

Preamble

The 19th International Conference of Labour Statisticians,

Having reviewed the relevant texts of the resolution concerning statistics of the economically active population, employment, unemployment and underemployment adopted by the 13th International Conference of Labour Statisticians (1982) and the amendment of its paragraph 5 adopted by the 18th Conference (2008); the resolution concerning the measurement of underemployment and inadequate employment situations adopted by the 16th Conference (1998), as well as the guidelines endorsed therein concerning treatment in employment and unemployment statistics of persons on extended absences from work; and the guidelines on the implications of employment promotion schemes on the measurement of employment and unemployment, endorsed by the 14th Conference (1987),

Recalling the requirements of the Labour Statistics Convention, 1985 (No. 160), and the accompanying Labour Statistics Recommendation, 1985 (No. 170), and the need for coherence with other international statistical standards, particularly regarding the system of national accounts, working time, employment-related income, child labour, status in employment and work in the informal economy,

Recognizing the need to revise and broaden the existing standards in order to enable better statistical measurement of participation of all persons in all forms of work and in all sectors of the economy; of labour underutilization; and of interactions between different forms of work; as well as to provide guidelines on a wider set of measures than previously defined internationally, thereby enhancing the relevance and usefulness of the standards for countries and territories [1] at all stages of development,

Calling attention to the usefulness of these standards to enhance the international comparability of the statistics, to their contribution to the measurement of decent work and of well-being of households and society in general, thereby supporting and facilitating the post-2015 development agenda, as well as to the achievement of gender justice,

Acknowledging that the relevance of measures of work in a given country will depend on the nature of its society, labour markets and all user needs, and that their implementation will therefore, to a certain extent, be determined by national circumstances,

Adopts this 11th day of October 2013 the following resolution in substitution for the resolutions of 1982 and of 2008, and for paragraphs 8(1) and 9(1) of the resolution of 1998, as well as for the guidelines from 1987 and 1998 cited above.

Objectives and scope

1. This resolution aims to set standards for work statistics to guide countries in updating and integrating their existing statistical programmes in this field. It defines the statistical concept of *work* for reference purposes and provides operational concepts, definitions and guidelines for:

   (a) distinct subsets of work activities, referred to as *forms of work*;

   (b) related classifications of the population according to their *labour force status* and *main form of work*;

   (c) measures of *labour underutilization*.

[1] Hereinafter referred to as “countries”.

2. These standards should serve to facilitate the production of different subsets of work statistics for different purposes as part of an integrated national system that is based on common concepts and definitions.

3. Each country should aim to develop its system of work statistics, including of the labour force, to provide an adequate information base for the various users of the statistics, taking account of specific national needs and circumstances. Such a system should be designed to achieve a number of objectives, in particular to:

   (a) monitor labour markets and labour underutilization including unemployment for the design, implementation and evaluation of economic and social policies and programmes related to employment creation, income generation, skills development including vocational education and training, and related decent work policies;

   (b) provide comprehensive measurement of participation in all forms of work in order to estimate volume of work or labour input for national production accounts, including existing "satellite" accounts, and the contribution of all forms of work to economic development, to household livelihoods and to the well-being of individuals and society;

   (c) assess participation in different forms of work among population groups such as women and men, young people, children, migrants and other groups of particular policy concern; and study the relationships between different forms of work and their economic and social outcomes.

4. To serve these objectives, the system should be developed in consultation with the various users of the statistics and in harmony with other economic and social statistics and be designed so as to provide current statistics for short-term needs and statistics collected at longer intervals for structural and in-depth analysis and as benchmark data:

   (a) choices regarding the concepts and topics covered and their different frequencies of measurement and/or reporting will depend on their national relevance and the resources available;

   (b) each country should establish an appropriate strategy for data collection and reporting, as recommended in paragraph 56, that ensures the progress and sustainability of the system.

5. In developing their work statistics, countries should endeavour to incorporate these standards in order to promote international comparability and to permit the evaluation of trends and differences for the purpose of labour market and economic and social analysis, in particular with respect to the measurement of the labour force, of labour underutilization and of the different forms of work.

Reference concepts

6. **Work** comprises any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use.

   (a) Work is defined irrespective of its formal or informal character or the legality of the activity.

   (b) Work excludes activities that do not involve producing goods or services (e.g. begging and stealing), self-care (e.g. personal grooming and hygiene) and activities that cannot be performed by another person on one's own behalf (e.g. sleeping, learning and activities for own recreation).

   (c) The concept of work is aligned with the General production boundary as defined in the System of National Accounts 2008 (2008 SNA) and its concept of economic unit that distinguishes between:

      (i) market units (i.e. corporations, quasi-corporations and household unincorporated market enterprises [2]);

      (ii) non-market units (i.e. government and non-profit institutions serving households); and

      (iii) households that produce goods or services for own final use.

   (d) Work can be performed in any kind of economic unit.

[2] That encompasses, as a subset, informal sector units.

7. To meet different objectives, five mutually exclusive **forms of work** are identified for separate measurement. These forms of work are distinguished on the basis of the intended destination of the production (for own final use; or for use by others, i.e. other economic units) and the nature of the transaction (i.e. monetary or non-monetary transactions, and transfers), as follows:

(a) *own-use production work* comprising production of goods and services for own final use;

(b) *employment work* comprising work performed for others in exchange for pay or profit;

(c) *unpaid trainee work* comprising work performed for others without pay to acquire workplace experience or skills;

(d) *volunteer work* comprising non-compulsory work performed for others without pay;

(e) *other work activities* (not defined in this resolution).

8. These “other work activities” include such activities as unpaid community service and unpaid work by prisoners, when ordered by a court or similar authority, and unpaid military or alternative civilian service, which may be treated as a distinct form of work for measurement (such as compulsory work performed without pay for others).

9. Persons may engage in one or more forms of work in parallel or consecutively, i.e. persons may be employed, be volunteering, doing unpaid trainee work and/or producing for own use, in any combination.

10. Own-use production of goods, employment, unpaid trainee work, a part of volunteer work and “other work activities” form the basis for the preparation of national production accounts within the 2008 SNA production boundary. Own-use provision of services and the remaining part of volunteer work complete the national production accounts i.e. beyond the 2008 SNA production boundary but inside the General production boundary (diagram 1).

Diagram 1. Forms of work and the System of National Accounts 2008

Intended destination of production	*for own final use*		*for use by others*					
Forms of work	**Own-use production work**		**Employment** (work for pay or profit)	**Unpaid trainee work**	**Other work activities**	**Volunteer work**		
	of services	of goods				in market and non-market units	in households producing	
							goods	services
Relation to 2008 SNA		*Activities within the SNA production boundary*						
		Activities inside the SNA General production boundary						

11. The form of work identified as employment sets the reference scope of activities for labour force statistics. The concept **labour force** refers to the current supply of labour for the production of goods and services in exchange for pay or profit. The labour force is computed as described in paragraph 16.

Statistical and analytical units

12. Different units are relevant for the production of statistics on each form of work. For compiling and reporting, three basic units are *persons, jobs* or *work activities*, and *time units*:

(a) **Persons** are the basic unit for producing statistics on the population engaged in each form of work.

(b) A **job** or **work activity** is defined as a set of tasks and duties performed, or meant to be performed, by one person for a single economic unit, as specified in paragraph 6(c):

(i) The term *job* is used in reference to employment. Persons may have one or several jobs. Those in self-employment will have as many jobs as the economic units they own or co-own, irrespective of the number of clients served. In cases of multiple job-holding, the **main job** is that with the longest hours usually worked, as defined in the international statistical standards on working time.

(ii) This statistical unit, when relating to own-use production work, unpaid trainee work, and volunteer work is referred to as *work activity*.

(c) **Time units** are used for producing statistics of volume of work in reference to each form of work or to any combination thereof. These units may be short such as minutes or hours, or long such as half-days, days, weeks or months.

13. In addition, **activity clusters** referring to sub-sets of work activities, is a useful unit for analysis of participation of persons in forms of work other than employment.

Classifications of the working-age population

14. Useful classifications of the *working-age population*, as specified in paragraph 65, may be prepared according to participation in the labour market and in different forms of work.

15. Persons may be classified in a short reference period, as specified in paragraph 19(a), according to their **labour force status** as being:

(a) in employment, as defined in paragraph 27;

(b) in unemployment, as defined in paragraph 47; or

(c) outside the labour force as defined in paragraph 16; and among these, in the *potential labour force*, as defined in paragraph 51.

16. Priority is given to employment over the other two categories, and to unemployment over outside the labour force. The three categories of labour force status are, thus, mutually exclusive and exhaustive. The sum of persons in employment and in unemployment equals the labour force. **Persons outside the labour force** are those of working age who were neither in employment nor in unemployment in the short reference period.

17. To support further social analysis, persons may also be classified according to their **main form of work** as self-declared over a short or long reference period, as being:

(a) mainly in own-use production work;

(b) mainly in employment;

(c) mainly in unpaid trainee work;

(d) mainly in volunteer work;

(e) mainly in other forms of work;

(f) exclusively in non-productive activities.

18. These categories of main form of work are mutually exclusive. Priority is given to any work activity over non-productive activity and, among the different forms of work, to the one considered as the main form.

Operational definitions and guidelines

Forms of work

19. The various forms of work are measured with respect to a short reference period. The appropriate reference period for each form is based on the intensity of participation and working time arrangements:

(a) seven days or one week, for *employment* and *unpaid trainee work*;

(b) four weeks or one calendar month, for *own-use production of goods, unpaid trainee work* and *volunteer work*;

(c) one or more 24-hour days within a seven-day or one-week period, for *own-use provision of services*.

20. To enable analysis of participation in multiple forms of work an overlap between these different reference periods is needed. In addition, these short reference periods may be combined with measurement over a long observation period, as described in paragraph 57(c).

21. A person is considered to have engaged in a given form of work when performing such form of work for at least one hour during the relevant, short reference period. Use of this one-hour criterion ensures coverage of all the activities engaged in, including part-time, temporary, casual or sporadic activities, as well as comprehensive measurement of all inputs of labour into production.

Own-use production work

22. **Persons in own-use production work** are defined as all those of working age who, during a short reference period, performed any activity to produce goods or provide services for own final use, where:

    (a) "any activity" refers to work performed in the various activities under paragraph 22(b) and (c) for a cumulative total of at least one hour;

    (b) production of "goods" (within the 2008 SNA production boundary) covers:

        (i) producing and/or processing for storage agricultural, fishing, hunting and gathering products;

        (ii) collecting and/or processing for storage mining and forestry products, including firewood and other fuels;

        (iii) fetching water from natural and other sources;

        (iv) manufacturing household goods (such as furniture, textiles, clothing, footwear, pottery or other durables, including boats and canoes);

        (v) building, or effecting major repairs to, one's own dwelling, farm buildings, etc.;

    (c) provision of "services" (beyond the 2008 SNA production boundary but inside the General production boundary) covers:

        (i) household accounting and management, purchasing and/or transporting goods;

        (ii) preparing and/or serving meals, household waste disposal and recycling;

        (iii) cleaning, decorating and maintaining one's own dwelling or premises, durables and other goods, and gardening;

        (iv) childcare and instruction, transporting and caring for elderly, dependent or other household members and domestic animals or pets, etc.;

    (d) "for own final use" is interpreted as production where the intended destination of the output is *mainly* for final use by the producer in the form of capital formation, or final consumption by household members, or by family members living in other households:

        (i) the intended destination of the output is established in reference to the specific goods produced or services provided, as self-declared (i.e. mainly for own final use);

        (ii) in the case of agricultural, fishing, hunting or gathering goods intended mainly for own consumption, a part or surplus may nevertheless be sold or bartered.

23. Essential items that need to be collected, using various sources as specified in paragraph 67, to support national accounts, and for household and sectoral analyses of own-use production work are:

    (a) the working time of own-use producers associated with each relevant activity cluster collected using short time units (such as minutes or hours according to the source);

    (b) the estimated value of the production (i.e. goods or services), and/or the amount of goods, consumed or retained by the household and by family members in other households;

    (c) the estimated amount and/or value of any part or surplus sold or bartered, where applicable; and

    (d) the expenses incurred in relation to this production.

24. **Subsistence foodstuff producers** constitute an important subgroup of persons in own-use production work. They are defined as:

    (a) all those who performed any of the activities specified in paragraph 22(b)(i) in order to produce foodstuff from agriculture, fishing, hunting or gathering that contribute to the livelihood of the household or family;

    (b) excluded are persons who engaged in such production as recreational or leisure activities.

25. For operational purposes, an important test to verify the subsistence nature of the activity is that it is carried out without workers hired for pay or profit.

26. For purposes of monitoring conditions of labour market performance as related to insufficient access to, or integration in, markets, or to other factors of production, statistics of this group should be identified and reported separately to serve policy needs, as recommended in paragraph 73(a) and (b).

Employment

27. **Persons in employment** are defined as all those of working age who, during a short reference period, were engaged in any activity to produce goods or provide services for pay or profit. They comprise:

    (a) employed persons "at work", i.e. who worked in a job for at least one hour;

    (b) employed persons "not at work" due to temporary absence from a job, or to working-time arrangements (such as shift work, flexitime and compensatory leave for overtime).

28. "For pay or profit" refers to work done as part of a transaction in exchange for remuneration payable in the form of wages or salaries for time worked or work done, or in the form of profits derived from the goods and services produced through market transactions, specified in the most recent international statistical standards concerning employment-related income.

    (a) It includes remuneration in cash or in kind, whether actually received or not, and may also comprise additional components of cash or in-kind income.

    (b) The remuneration may be payable directly to the person performing the work or indirectly to a household or family member.

29. Employed persons on "temporary absence" during the short reference period refers to those who, having already worked in their present job, were "not at work" for a short duration but maintained a job attachment during their absence. In such cases:

    (a) "job attachment" is established on the basis of the reason for the absence and in the case of certain reasons, the continued receipt of remuneration, and/or the total duration of the absence as self-declared or reported, depending on the statistical source;

    (b) the reasons for absence that are by their nature usually of short duration, and where "job attachment" is maintained, include those such as sick leave due to own illness or injury (including occupational); public holidays, vacation or annual leave; and periods of maternity or paternity leave as specified by legislation;

    (c) reasons for absence where the "job attachment" requires further testing, include among others: parental leave, educational leave, care for others, other personal absences, strikes or lockouts, reduction in economic activity (e.g. temporary lay-off, slack work), disorganization or suspension of work (e.g. due to bad weather, mechanical, electrical or communication breakdown, problems with information and communication technology, shortage of raw materials or fuels):

        (i) for these reasons, a further test of receipt of remuneration and/or a duration threshold should be used. The threshold should be, in general, not greater than three months taking into account periods of statutory leave entitlement specified by legislation or commonly practiced, and/or the length of the employment season so as to permit the monitoring of seasonal patterns. Where the return to employment in the same economic unit is guaranteed this threshold may be greater than three months;

        (ii) for operational purposes, where the total duration of the absence is not known, the elapsed duration may be used.

30. *Included* in employment are:

(a) persons who work for pay or profit while on training or skills-enhancement activities required by the job or for another job in the same economic unit, such persons are considered as employed “at work” in accordance with the international statistical standards on working time;

(b) apprentices, interns or trainees who work for pay in cash or in kind;

(c) persons who work for pay or profit through employment promotion programmes;

(d) persons who work in their own economic units to produce goods intended mainly for sale or barter, even if part of the output is consumed by the household or family;

(e) persons with seasonal jobs during the off season, if they continue to perform some tasks and duties of the job, excluding, however, fulfilment of legal or administrative obligations (e.g. pay taxes), irrespective of receipt of remuneration;

(f) persons who work for pay or profit payable to the household or family,

(i) in market units operated by a family member living in the same or in another household; or

(ii) performing tasks or duties of an employee job held by a family member living in the same or in another household;

(g) regular members of the armed forces and persons on military or alternative civilian service who perform this work for pay in cash or in kind.

31. *Excluded* from employment are:

(a) apprentices, interns and trainees who work without pay in cash or in kind;

(b) participants in skills training or retraining schemes within employment promotion programmes, when not engaged in the production process of an economic unit;

(c) persons who are required to perform work as a condition of continued receipt of a government social benefit such as unemployment insurance;

(d) persons receiving transfers, in cash or in kind, not related to employment;

(e) persons with seasonal jobs during the off season, if they cease to perform the tasks and duties of the job;

(f) persons who retain a right to return to the same economic unit but who were absent for reasons specified in paragraph 29(c), when the total duration of the absence exceeds the specified threshold and/or if the test of receipt of remuneration is not fulfilled. For analytical purposes, it may be useful to collect information on total duration of absence, reason for absence, benefits received, etc.;

(g) persons on indefinite lay-off who do not have an assurance of return to employment with the same economic unit.

32. To support job-level analyses, information should be collected on the number of jobs held by persons in employment in the short reference period. Where the number of secondary jobs in the country is significant, it may be useful to collect information about their characteristics, including industry, occupation, status in employment, type of economic unit (formal market units/informal market units/non-market units/households), working time and employment-related income.

Unpaid trainee work

33. **Persons in unpaid trainee work** are defined as all those of working age who, during a short reference period, performed any unpaid activity to produce goods or provide services for others, in order to acquire workplace experience or skills in a trade or profession, where:

(a) “short reference period” is interpreted as specified in paragraph 19, and according to the source used;

(b) “any activity” refers to work for at least one hour;

(c) "unpaid" is interpreted as the absence of remuneration in cash or in kind for work done or hours worked; nevertheless, these workers may receive some form of support, such as transfers of education stipends or grants, or occasional in cash or in kind support (e.g. a meal, drinks);

(d) production "for others" refers to work performed in market and non-market units that are owned by non-household or non-family members;

(e) acquiring "workplace experience or skills" may occur through traditional, formal or informal arrangements whether or not a specific qualification or certification is issued.

34. *Included* in unpaid trainee work are persons in:

(a) traineeships, apprenticeships, internships or other types of programmes according to national circumstances, when their engagement in the production process of the economic unit is unpaid; and

(b) unpaid skills training or retraining schemes within employment promotion programmes, when engaged in the production process of the economic unit.

35. *Excluded* from unpaid trainee work:

(a) periods of probation associated with the start of a job;

(b) general on-the-job or lifelong learning while in employment, including in market and non-market units owned by household or family members;

(c) orientation and learning while engaged in volunteer work;

(d) learning while engaged in own-use production work.

36. Essential items that need to be collected to support analysis of the characteristics and conditions of work of persons in unpaid trainee work include industry, occupation, working time, programme type and length, contract characteristics and coverage, existence of participation fees and nature of certification.

Volunteer work

37. **Persons in volunteer work** are defined as all those of working age who, during a short reference period, performed any unpaid, non-compulsory activity to produce goods or provide services for others, where:

(a) "any activity" refers to work for at least one hour;

(b) "unpaid" is interpreted as the absence of remuneration in cash or in kind for work done or hours worked; nevertheless, volunteer workers may receive some small form of support or stipend in cash, when below one third of local market wages (e.g. for out-of-pocket expenses or to cover living expenses incurred for the activity), or in kind (e.g. meals, transportation, symbolic gifts);

(c) "non-compulsory" is interpreted as work carried out without civil, legal or administrative requirement, that are different from the fulfilment of social responsibilities of a communal, cultural or religious nature;

(d) production "for others" refers to work performed:

(i) through, or for organizations comprising market and non-market units (i.e. organization-based volunteering) including through or for self-help, mutual aid or community-based groups of which the volunteer is a member;

(ii) for households other than the household of the volunteer worker or of related family members (i.e. direct volunteering).

38. *Excluded* from volunteer work:

(a) community service and work by prisoners ordered by a court or similar authority, compulsory military or alternative civilian service;

(b) unpaid work required as part of education or training programmes (i.e. unpaid trainees);

(c) work for others performed during the working time associated with employment, or during paid time off from an employee job granted by the employer.

39. Essential items that should be collected for national accounts and sectoral analyses of volunteer work include the working time associated with each relevant activity cluster, the industry, occupation, and type of economic unit (market units/non-market units/households).

Measures of labour underutilization

40. **Labour underutilization** refers to mismatches between labour supply and demand, which translate into an unmet need for employment among the population. Measures of labour underutilization include, but may not be restricted to:

(a) *time-related underemployment*, when the working time of persons in employment is insufficient in relation to alternative employment situations in which they are willing and available to engage;

(b) *unemployment*, reflecting an active job search by persons not in employment who are available for this form of work;

(c) *potential labour force*, referring to persons not in employment who express an interest in this form of work but for whom existing conditions limit their active job search and/or their availability.

41. These measures are the basis to produce headline indicators for labour market monitoring. For more comprehensive assessment they can be used with other indicators relating to the labour market, as recommended in paragraph 76, in particular skill-related inadequate employment and income-related inadequate employment as per the relevant international statistical standards.

42. Other dimensions of underutilization of labour at the level of individuals as well as the economy are skills mismatches and slack work, in particular among the self-employed.

Time-related underemployment

43. **Persons in time-related underemployment** are defined as all persons in employment who, during a short reference period, wanted to work additional hours, whose working time in all jobs was less than a specified hours threshold, and who were available to work additional hours given an opportunity for more work, where:

(a) the "working time" concept is hours actually worked or hours usually worked, dependent on the measurement objective (short or long-term situations) and in accordance with the international statistical standards on the topic;

(b) "additional hours" may be hours in the same job, in an additional job(s) or in a replacement job(s);

(c) the "hours threshold" is based on the boundary between full-time and part-time employment, on the median or modal values of the hours usually worked of all persons in employment, or on working time norms as specified in relevant legislation or national practice, and set for specific worker groups;

(d) "available" for additional hours should be established in reference to a set short reference period that reflects the typical length of time required in the national context between leaving one job and starting another.

44. Depending on the working time concept applied, among persons in time-related underemployment (i.e. who wanted and were "available" to work "additional hours"), it is possible to identify the following groups:

(a) persons whose hours usually and actually worked were below the "hours threshold";

(b) persons whose hours usually worked were below the "hours threshold" but whose hours actually worked were above the threshold;

(c) persons "not at work" or whose hours actually worked were below the "hours threshold" due to economic reasons (e.g. a reduction in economic activity including temporary lay-off and slack work or the effect of the low or off season).

45. In order to separately identify the three groups of persons in time-related underemployment, information is needed on both hours usually worked and hours actually worked. Countries using only one working time concept will cover, for hours usually worked, the sum of groups (a) and (b); for hours actually worked, the group (c), so long as the reasons for being "not at work" or for working below the "hours threshold" are also collected.

46. To assess further the pressure on the labour market exerted by persons in time-related underemployment, it may be useful to identify separately persons who carried out activities to seek "additional hours" in a recent period that may comprise the last four weeks or calendar month.

Unemployment

47. **Persons in unemployment** are defined as all those of working age who were not in employment, carried out activities to seek employment during a specified recent period and were currently available to take up employment given a job opportunity, where:

    (a) "not in employment" is assessed with respect to the short reference period for the measurement of employment;

    (b) to "seek employment" refers to any activity when carried out, during a specified recent period comprising the last four weeks or one month, for the purpose of finding a job or setting up a business or agricultural undertaking. This includes also part-time, informal, temporary, seasonal or casual employment, within the national territory or abroad. Examples of such activities are:

        (i) arranging for financial resources, applying for permits, licences;

        (ii) looking for land, premises, machinery, supplies, farming inputs;

        (iii) seeking the assistance of friends, relatives or other types of intermediaries;

        (iv) registering with or contacting public or private employment services;

        (v) applying to employers directly, checking at worksites, farms, factory gates, markets or other assembly places;

        (vi) placing or answering newspaper or online job advertisements;

        (vii) placing or updating résumés on professional or social networking sites online;

    (c) the point when the enterprise starts to exist should be used to distinguish between search activities aimed at setting up a business and the work activity itself, as evidenced by the enterprise's registration to operate or by when financial resources become available, the necessary infrastructure or materials are in place or the first client or order is received, depending on the context;

    (d) "currently available" serves as a test of readiness to start a job in the present, assessed with respect to a short reference period comprising that used to measure employment:

        (i) depending on national circumstances, the reference period may be extended to include a short subsequent period not exceeding two weeks in total, so as to ensure adequate coverage of unemployment situations among different population groups.

48. *Included* in unemployment are:

    (a) **future starters** defined as persons "not in employment" and "currently available" who did not "seek employment", as specified in paragraph 47, because they had already made arrangements to start a job within a short subsequent period, set according to the general length of waiting time for starting a new job in the national context but generally not greater than three months;

    (b) participants in skills training or retraining schemes within employment promotion programmes, who on that basis, were "not in employment", not "currently available" and did not "seek employment" because they had a job offer to start within a short subsequent period generally not greater than three months;

    (c) persons "not in employment" who carried out activities to migrate abroad in order to work for pay or profit but who were still waiting for the opportunity to leave.

49. For a structural analysis of unemployment it may be useful to collect information on the duration of the search for employment, measured from when unemployed persons began carrying out activities to “seek employment”, or from the end of their last job, whichever is shorter.

50. Among persons in unemployment, it may be useful to identify separately those in **long-term unemployment** defined as those with a duration of search for employment, as specified in paragraph 49, lasting 12 months or more, including the reference period. To monitor policies related to provision of social benefits, a shorter duration limit may be used (i.e. six months or more).

Potential labour force (entrants)

51. **Potential labour force** is defined as all persons of working age who, during the short reference period, were neither in employment nor in unemployment and:

    (a) carried out activities to “seek employment”, were not “currently available” but would become available within a short subsequent period established in the light of national circumstances (i.e. *unavailable jobseekers*); or

    (b) did not carry out activities to “seek employment”, but wanted employment and were “currently available” (i.e. *available potential jobseekers*).

52. Among those in paragraph 51(b) it may be useful to identify separately **discouraged jobseekers**, comprising those who did not “seek employment” for labour market-related reasons as listed in paragraph 80(b).

53. A separate group with an expressed interest in employment not included within the potential labour force but relevant for social and gender analysis in specific contexts is the **willing non-jobseekers**, defined as persons “not in employment” who wanted employment but did not “seek employment” and were not “currently available”.

54. In order to identify the two categories of the potential labour force as well as the willing non-jobseekers, questions on activities to “seek employment” and “current availability” should be asked of all persons “not in employment” in the short reference period. The question to determine whether persons wanted employment should only be asked to those who did not carry out activities to “seek employment”.

55. For purposes of computing indicators of labour underutilization (LU3 and LU4 as defined in paragraph 73(c)), the reference population used is the **extended labour force**, defined as the sum of the labour force plus the potential labour force.

Programmes of data collection

Strategies for data collection and reporting frequency

56. To meet the need for information to monitor labour markets and work patterns, a national data collection strategy should be established that allows for different sets of statistics to be reported, as relevant, on:

    (a) *a sub-annual basis*, main aggregates of employment, the labour force, labour underutilization, including unemployment, and subsistence foodstuff producers, in order to monitor short-term trends and seasonal variations (e.g. high and low season, quarterly);

    (b) *an annual basis*, detailed statistics of the labour force and of labour underutilization, including unemployment, that permit the structural analysis of labour markets and statistics of working time in relation to the total number of jobs/work activities contributing to production within the SNA production boundary in order to compile national accounts;

    (c) *a less frequent basis*, depending on national circumstances, for the purpose of in-depth analysis, benchmarking and comprehensive macro-socio-economic estimations, statistics on:

        (i) participation and working time in own-use production work, unpaid trainee work and volunteer work;

        (ii) particular topics, such as labour migration, child labour, transition in and out of employment, youth, gender issues in work, household characteristics, work in rural areas, the relationship between employment, income and other economic and social characteristics, etc.

Measurement over short and long observation periods

57. Statistics that support the analysis of short-term trends and of the situation of individuals and the economy over a long observation period such as a year, may be produced by means of different data collection approaches:

    (a) Measurement of the current situation during the short reference periods specified in paragraph 19, repeated over a long observation period, is recommended to achieve optimal coverage of seasonal and other temporal variations in work activity patterns for purposes of producing sub-annual and annual estimates for short-term trend and structural analyses. In particular:

        (i) repeated measurement by means either of population registers with individual-level data or household surveys with panel samples or subsamples permits the assessment of the current and long-term situation of both individuals and the economy;

        (ii) measurement by means of a one-time survey with nationally representative sample spread over the duration of the long observation period permits assessments at the level of the economy.

    (b) Where frequent data collection is not possible, the aim should be to progressively increase data collection in the year so as to provide estimates for at least the high/low seasons, rather than expanding the reference periods of measurement.

    (c) Alternatively, a one-time cross-sectional survey can be used to produce both current and annual estimates combining the recommended short reference period, as specified in paragraph 19, with retrospective recall over a long observation period. This serves to approximate levels of participation and related working time in employment, own-use production of goods, unpaid trainee work and volunteer work. In such case, the long observation period and recall method used should be chosen so as to reduce respondent burden and memory recall errors to the extent possible:

        (i) the long observation period may refer to the last 12 months, calendar year, agricultural, education or tourist season or any other season relevant to national circumstances;

        (ii) retrospective recall may relate to short, individual time periods (e.g. month-by-month) or to jobs/work activities so as to establish participation in the different forms of work based on broad categories of part-time/full-time (instead of the one-hour criterion); or to a single recall over the entire period so as to establish the main form of work of persons as recommended in paragraph 17.

58. Measurement over a long observation period, particularly the last 12 months or calendar year, is especially important for national accounts estimates and to assess the relationship of work statistics with other economic and social statistics that use a long observation period, such as statistics on household income, poverty, social exclusion and education.

59. Countries using repeated measurement or retrospective recall on a period-by-period basis should aim to:

    (a) measure gross labour market flows (on a monthly, quarterly and/or yearly basis) reflecting national policy priorities, in order to shed light on labour market dynamics, job stability and transitions between the different labour force statuses, status in employment, forms of work, etc.; and

    (b) prepare summary statistics by means of aggregation or averaging across the different periods, as appropriate, in order to describe the situation of individuals and of the economy over a long observation period, for example, long-term employment situation of persons and annual employment estimates.

Population coverage

60. In general, statistics of work should cover the resident population comprising all persons who are *usual residents* of the country, regardless of sex, country of origin, nationality, citizenship or

geographic location of their place of work. This includes usual residents who work outside the country (e.g. cross-border workers, seasonal workers, other short-term migrant workers, volunteer workers, nomads).

61. In countries with a significant in-flow of short-term or temporary migrant workers, employment statistics should be supplemented to the extent possible with information about the employment characteristics of non-usual residents working in the national territory, so as to permit analysis of their situation and impact on the labour market.

62. For complete national production accounts, volume of work should cover all forms of work performed by persons working in *resident producer units*, regardless of sex, country of origin, nationality, citizenship or place of usual residence. This comprises all jobs/work activities, whether main or secondary, including those performed by non-usual residents working in resident producer units.

63. In specifying the concepts of *usual residence* and *resident producer units*, countries should aim to maintain coherence with international standards for population statistics and the system of national accounts. In principle, therefore, the scope of the statistics includes the population living in private households and in collective living quarters, covering both the civilian population and the armed forces. Countries should endeavour to use all available sources to produce statistics with the widest population coverage.

Age limits

64. In principle, the national system of work statistics will cover the work activities of the population in all age groups. To serve different policy concerns, separate statistics are needed for the working-age population and, where relevant, for children in productive activities as specified in the international statistical standards on the topic.

65. To determine the **working-age population**:

    (a) the lower age limit should be set taking into consideration the minimum age for employment and exceptions specified in national laws or regulations, or the age of completion of compulsory schooling;

    (b) no upper age limit should be set, so as to permit comprehensive coverage of work activities of the adult population and to examine transitions between employment and retirement.

66. The lower age limit for the collection of statistics, however, may differ according to whether or not a separate programme exists for child labour statistics.

Sources

67. Statistics of work may be compiled using a single or a variety of data sources. In general, household-based surveys are best suited for collecting statistics of work and of the labour force covering the resident population, their participation in all jobs and in all forms of work – in particular, work in the informal economy, own-use production work, unpaid trainee work and volunteer work.

    (a) Labour force surveys are the main source of statistics for monitoring labour markets, labour underutilization including unemployment, and the quality of jobs and working conditions of persons in employment and in unpaid trainee work. They are also a useful source when the objective is to capture general patterns of participation of the population in different forms of work. For these purposes, short add-on modules or supplements on own-use production work, unpaid trainee work and volunteer work may be attached to labour force surveys for completion by all or a subsample of respondents on a periodic or continuous basis, as appropriate, with due regard to respondent burden and overall survey quality, including sampling and non-sampling errors.

    (b) Specialized household surveys on topics such as time-use, education and training, volunteering, agriculture, child labour and labour migration may be more appropriate for comprehensive measurement and in-depth analysis of participation in specific forms of work, or for focusing on particular subgroups of the population. Time-use surveys, in particular, are a main source of statistics on participation and time spent in own-use production work and volunteer work for purposes of individual, household and macroeconomic level analyses.

Their methodology, based on the use of detailed time diaries to record how respondents allocate their time over different activities performed during one or several 24-hour days for a given reference period, makes them particularly well-suited to capture work and non-work activities performed simultaneously or intermittently. They are thus a potentially useful source in developing estimates of total working time that cover the different forms of work. They may also be used for assessing the quality of estimates on employment and volume of work derived from other surveys, and for refining other household-based survey questionnaires.

(c) General household surveys covering related topics such as living standards, household income and expenditure, and household budget can be used to meet the need for statistics of work and of the labour force by means of the inclusion of dedicated modules, in so far as the sample permits computation of estimates with an adequate level of precision. They are a cost-effective alternative when a dedicated labour force survey is not feasible and are an important source to support analysis of the relationship between different forms of work and household livelihoods, poverty and other economic and social outcomes. Other household surveys that focus mainly on a topic not directly concerned with work, such as health and housing, may serve to produce, in particular, measures of employment, of labour force status or of main form of work in a short or long reference period, as explanatory variables.

(d) The population census is a main source of statistics for benchmarking purposes, for preparing sampling frames for household surveys and for producing estimates for small geographic areas and small groups. This is particularly pertinent in respect of non-nationals living in the country, persons living in collective living quarters and persons without fixed premises, as well as of detailed occupational groups. Questionnaire space and operational considerations, however, place a limit on the work-related topics included, so measurement may be confined to core questions establishing the labour force status and main form of work of the population and capturing essential characteristics of persons in employment, in own-use production work, and in unpaid trainee work, in accordance with the latest international recommendations for this source.

68. Administrative records, when developed for use as a statistical source, may be useful for producing frequent and detailed statistics to support analysis of flows. Registers such as those based on employment services, pension schemes, social security and tax systems, and vocational education and training programmes provide statistics for persons covered by the scheme or register concerned for reference periods of one month, quarter or year. Depending on national circumstances, the statistics may cover employed persons in formal market and non-market units, participants in employment promotion programmes, in paid and unpaid apprenticeship schemes, and in organized paid and unpaid traineeship programmes, as well as recipients of unemployment benefits. Statistics on usual residents who are cross-border workers, short-term workers or contract migrant workers abroad may be obtained from overseas employment administrations, and on work permit holders from labour offices.

69. Economic censuses are essential to develop list and area-based frames for establishment surveys. Establishment surveys are a relevant source of statistics, particularly on employees, including on non-usual residents working in resident producer units, for reference periods of a week, month, year or other pay period. Along with administrative records, they are essential for producing estimates of total jobs by industry in the country, of job vacancies, of employee earnings and of labour costs. In addition, these surveys constitute a potential source of information on apprenticeships, internships and traineeships, and on organization-based volunteering.

70. These different statistical sources should be treated as complementary, to be used in combination in order to derive comprehensive sets of statistics, where feasible. The national programme of statistics should seek to ensure the use of common concepts, definitions and classifications and of overlapping reference periods and should assess the coherence and comparability of the results.

Indicators

71. A set of indicators that serves the principal objectives of the statistics should be selected by countries for dissemination according to the relevant reporting periodicities, as recommended in paragraph 56. Indicators should be computed for the population as a whole and disaggregated by sex, specified age groups (including separate categories for youth), level of educational attainment, geographic region, urban and rural areas, and other relevant characteristics taking account of the statistical precision of the estimates.

72. To reflect national circumstances, the set should comprise selected indicators from among the three groups identified in paragraph 73 to monitor labour market performance, participation in own-use production work, unpaid trainee work, volunteer work, and for assessing volume of work.

73. The three groups of indicators for monitoring labour market performance are:

(a) headcounts of the labour force, of persons outside the labour force, of persons in employment, of persons in time-related underemployment, of persons in unemployment, of the potential labour force and of subsistence foodstuff producers;

(b) rates computed in relation to the working-age population (e.g. employment-to-population ratio, labour force participation rate, rate of subsistence foodstuff producers);

(c) measures of labour underutilization, of which more than one amongst the following headline indicators is needed so as to reflect the nature of underutilization in different settings and phases of the economic cycle:

LU1: Unemployment rate:

[persons in unemployment / labour force] x 100

LU2: Combined rate of time-related underemployment and unemployment:

[(persons in time-related underemployment + persons in unemployment) / labour force] x 100

LU3: Combined rate of unemployment and potential labour force: [3]

[(persons in unemployment + potential labour force) / (extended labour force)] x 100

LU4: Composite measure of labour underutilization:

[(persons in time-related underemployment + persons in unemployment + potential labour force) / (extended labour force)] x 100

(d) other labour underutilization measures include:

(i) long-term unemployment rate computed in relation to the labour force;

(ii) rate of volume of time-related underemployment, according to the international statistical standards on the topic.

74. Indicators for the population of working age in own-use production work, in unpaid trainee work and in volunteer work include:

(a) headcounts, participation rates and volume measures by activity cluster of own-use producers of goods;

(b) headcounts, participation rates and volume measures by activity cluster of own-use providers of services;

(c) headcounts, participation rates and volume measures by programme type of unpaid trainees;

(d) headcounts, participation rates and volume measures by type of economic unit (market units/non-market units/households) of volunteer workers.

75. Indicators of volume of work should be prepared in accordance with the international statistical standards on working time, for each form of work and for work activities:

(a) within the 2008 SNA production boundary;

(b) beyond the 2008 SNA production boundary but inside the General production boundary.

76. As part of the national indicator set, countries should include, additional measures for monitoring labour market performance relating to, in particular:

(a) work in the informal economy, especially informal sector employment and informal employment, according to the relevant international statistical standards;

[3] Replaces optional relaxation of the “seeking work” criterion in the previous standards.

(b) activities to "seek employment" by persons in employment, indicating pressure on the labour market;

(c) inadequate employment situations due to skills, income or excessive working time, according to the relevant international statistical standards;

(d) slack work among the self-employed;

(e) gross labour market flows between labour force statuses and within employment.

77. To monitor working conditions and the relationship between the different forms of work, poverty and livelihoods, countries should endeavour to compute on a regular basis indicators relating to decent work and quality of employment, in line with emerging policy needs, in particular measures of income poverty and inequality such as rates of low pay and working poor, and distribution of income.

Tabulation and analysis

78. Statistics of work should be systematically tabulated by significant characteristics, particularly sex, specified age groups, level of educational attainment and by region, including urban and rural areas.

79. For a descriptive analysis of participation in the labour market, tabulations should be prepared of:

(a) working-age population by labour force status and category of labour underutilization; and transitions (gross flows) between statuses, where possible;

(b) persons in employment, in unemployment or outside the labour force by characteristics of their current or last main job, such as industry, occupation, status in employment, type of economic unit (formal market units/informal market units/non-market units/households), institutional sector, geographic location of place of work, type of remuneration, specified bands of employment-related income and specified working-time hour bands, according to the relevant international statistical standards;

(c) persons in unemployment by duration intervals of search for employment that permit separate identification of persons in long-term unemployment.

80. For analysis of persons outside the labour force, the following alternative classifications may be used separately or in combination to shed light on specific subgroups affected by discouragement or by gender-based, economic or social barriers to employment:

(a) degree of labour market attachment of persons outside the labour force:

(i) persons "seeking employment" but not "currently available";

(ii) persons not "seeking employment" but "currently available";

(iii) persons neither "seeking employment" nor "currently available" but who want employment;

(iv) persons neither "seeking employment" nor "currently available" who do not want employment;

(b) main reason for not "seeking employment", not being "currently available" or not wanting employment: personal reasons (own illness, disability, studies); family-related reasons (pregnancy, presence of small children, refusal by family); labour market reasons (past failure to find a suitable job, lack of experience, qualifications or jobs matching the person's skills, lack of jobs in the area, considered too young or too old by prospective employers); lack of infrastructure (assets, roads, transportation, employment services); other sources of income (pensions, rents); social exclusion;

(c) main activity status, as self-declared, in the following categories: own-use production of goods; own-use provision of services; unpaid trainee work; volunteer work; studies; self-care (due to illness or disability); leisure activities (social, cultural, recreational).

81. For analysis of the characteristics and conditions of work of persons in unpaid trainee work, tabulations may be prepared by industry, occupation, specified working-time hour bands, programme type and length, contract characteristics and coverage, existence of participation fees and nature of certification.

82. For participation in own-use production work and in volunteer work and for assessments of their contribution to the economy tabulations should be presented by activity clusters and by specified working time hour bands; in the case of volunteer work, they should also be presented by type of economic unit (market units/non-market units/households).

83. Persons in own-use production work may usefully be classified as:

(a) own-use producers of both goods and services;

(b) own-use providers of services who do not produce any goods; or

(c) own-use producers of goods who do not provide any services.

84. To shed light on their integration into the labour market, tabulations of persons in own-use production work, of subsistence foodstuff producers and of persons in volunteer work are needed by their labour force status, labour underutilization category and related characteristics.

85. For macroeconomic purposes and to inform labour and other social policies related to quality of employment, tabulations of the total number of jobs in resident producer units are needed by selected characteristics, in particular by industry, specified working-time hour bands and by type of economic unit (formal market units/informal market units/non-market units/households).

86. Since participation in employment and in other forms of work often depends on family or household-level characteristics, particularly in rural areas of developing countries where work is largely organized on a household or extended family basis, it is essential to prepare tabulations for:

(a) persons in employment, by marital status and by presence of dependents or persons requiring care (young children, the elderly, others);

(b) households, by number of working-age members according to their labour force status and main form of work, by main sources of income (income from self-employment, from wage employment, from own-use production work, and other sources), by bands of household income;

(c) households without members in employment and households with members who are subsistence foodstuff producers, by size, composition, main sources of income and other relevant economic and social characteristics.

Evaluation, communication and dissemination

87. In producing work statistics, countries should adhere to statistical standards and other requirements as set out in the United Nations Fundamental Principles of Official Statistics and the Guidelines concerning dissemination practices for labour statistics endorsed by the 16th International Conference of Labour Statisticians (1998).

88. To facilitate and promote a careful interpretation of the statistical results produced as part of the national programme of statistics, procedures should be put in place to monitor the quality of the statistical production process from planning and design to data collection, processing, estimation and dissemination, and to indicate when changes in time series are of statistical significance.

89. The implementation of a sound, publicized communication strategy to disseminate official statistics involving government, social partners and the public is as important as the data collection programmes themselves. This strategy must ensure that statistics of work are made available by the official statistical agency on an impartial basis to all users of the statistics, including other government units.

90. Official statistics on different forms of work, on the labour force and on labour underutilization should be disseminated in a variety of formats, including electronic to the extent possible and permissible. They may be released in stages, with rapid, preliminary reports for main aggregates, followed by full reports of the detailed, final statistics in recommended tabulations. Existing public-use files that guarantee the confidentiality of persons and establishments (i.e. anonymized, confidentialized micro-datasets) should also be made available to analysts and other interested users.

91. To enhance the transparency of the statistics, whether produced on a sub-annual, annual or less frequent basis, countries are urged to report them accompanied by the appropriate methodological information, with particular regard to: scope and coverage; concepts and definitions; data collection methods used; sample size and design, where relevant; any estimation or adjustment methods, including seasonal adjustments or imputation procedures; and, where possible, measures of data quality and precision, including response rates, relative standard errors that account for complex survey designs, where relevant, and non-sampling errors.

92. The impact of revisions, new time series or indicators deriving from this resolution and of changes in historical series should be evaluated over a specified period of time before their release. They should be adequately indicated and documented, including through publication of dual estimates or series, for at least one year, following their implementation.

International reporting

93. For international reporting, countries should routinely report statistics of work and the labour force, in particular headline indicators of labour underutilization (from among LU1, LU2, LU3 and LU4) for the population as a whole, by sex, by urban/rural areas and, to the extent possible, by broad levels of educational attainment and by standard age ranges. Five-year age bands should be used for the main aggregates, where the lowest age bracket refers to persons aged 15–19 years and the highest age bracket to persons aged 75 years and above. Where concerns regarding the precision of the estimates impede disaggregation by five-year age bands, broader bands may be used; in all cases these should include 15–24 years, 25–34 years, 35–54 years, 55–64 years, 65–74 years and 75 years and above.

94. The classifications applied to the statistics of work and of the labour force should adhere to, or be convertible to, the most recent version of international standard classifications, such as the International Classification of Status in Employment (ICSE), the International Standard Classification of Occupations (ISCO), the International Standard Industrial Classification of All Economic Activities (ISIC), the International Classification of Activities for Time-Use Statistics (ICATUS), the International Classification of Non-profit Organizations (ICNPO), and the International Standard Classification of Education (ISCED), as appropriate.

95. To enhance and promote the transparency and comparability of statistics reported internationally, countries are urged to compile and disseminate adequate information on the source, coverage and methodologies used, including national concepts, definitions and reference periods, noting any departures from the relevant international statistical standards. Countries should, therefore, design or adjust their data collection and processing procedures so as to permit them to document fully any differences between relevant national statistical or administrative concepts and definitions and this resolution and, where possible, to compute and report main aggregates on the basis of both the national and the international definitions.

Future work

96. To promote the implementation of this resolution, the ILO should carry out its work through a collaborative mechanism between countries, international, regional and subregional organizations, and workers’ and employers’ representatives, focused on:

(a) wide dissemination and communication of these standards, their impact and interpretation;

(b) timely development of technical manuals and model data collection instruments, to be made available in the three official languages, and in other languages with the support of partner institutions;

(c) further conduct of conceptual and methodological work including testing;

(d) sharing good practice among countries;

(e) technical assistance through training and capacity building, especially to national statistical agencies and relevant statistical services in line ministries; and

(f) analysis and presentation of work statistics.

97. The ILO should, in collaboration with interested countries, international, regional and subregional organizations, and workers' and employers' representatives, continue methodological work in reference to this resolution, on the measurement of underutilization or inadequate employment related to skills, to employment-related income, and to excessive working time and report to the 20th International Conference of Labour Statisticians, with a view to adopting future international statistical standards.

Resolution II

Resolution concerning further work on statistics of forced labour

The 19th International Conference of Labour Statisticians,

Recognizing the need to improve further the existing methodologies on statistics on forced labour,

Taking note of the Forced Labour Convention, 1930 (No. 29), that calls upon member States to suppress the use of forced or compulsory labour in all its forms, and to criminalize the offence, and the Abolition of Forced Labour Convention, 1957 (No. 105), which calls for the suppression of forced labour as a means of political coercion, labour discipline, or racial, social, national or religious discrimination; as a method of mobilizing and using labour for purposes of economic development; and as punishment for having participated in strikes,

Noting that the 17th International Conference of Labour Statisticians recalled the need to define more easily observable criteria that might be used as direct or indirect indicators of the existence of a forced labour situation,

Recalling the 18th International Conference of Labour Statisticians' observation that social partners also need to be consulted in the development of indicators of forced labour,

Having reviewed the work undertaken by the ILO on the subject,

Recommends that the Office set up a working group with the aim of sharing best practices on forced labour surveys in order to encourage further such surveys in more countries.

The working group should engage ILO constituents and other experts in discussing and developing international guidelines to harmonize concepts, elaborate statistical definitions, standard lists of criteria and survey tools on forced labour, and to inform the 20th International Conference of Labour Statisticians on the progress made.

Resolution III

Resolution concerning further work on statistics of cooperatives

The 19th International Conference of Labour Statisticians,

Recognizing the need to produce statistics on cooperatives in all countries of the world;

Recalling the requirements of the Promotion of Cooperatives Recommendation, 2002 (No. 193), and, in particular, the need for national policies to improve national statistics on cooperatives with a view to the formulation and implementation of development policies;

Acknowledging that for this purpose the most relevant statistics on cooperatives relate to the number and characteristics of cooperatives, of members of cooperatives, of workers employed in cooperatives and the value added of cooperatives;

Taking note of the work already carried out in many countries, particularly as regards the development of national cooperative registers;

Having reviewed the work undertaken by the ILO on the subject,

Recommends that the Office:

(a) in cooperation with the ILO's constituents and interested national statistical offices, carry out further developmental work on the measurement of cooperatives through administrative registers, establishment or household surveys;

(b) carry out pilot studies in interested countries, to test various measurement approaches;

(c) prepares a progress report for discussion at the 20th International Conference of Labour Statisticians, in accordance with its agenda and taking account of decisions taken by the Governing Body, to provide further guidance on the subject.

Resolution IV

Resolution concerning further work on labour migration statistics

The 19th International Conference of Labour Statisticians,

Recognizing the need to promote the development of international standards, common methodologies and approaches on labour migration statistics,

Taking note of the ILO's constitutional mandate to protect "the interests of workers employed in countries other than their own" (ILO Constitution, 1919, Preamble, recital 2), and the ILO-specific international standards for the governance of labour migration and protection of migrant workers, the Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), and the ILO Action Plan for Migrant Workers, adopted at the 2004 International Labour Conference, that identifies as a priority improving the information and knowledge base on global trends in labour migration, as reaffirmed in the ILO Multilateral Framework on Labour Migration (2006), "knowledge and information are critical to formulate, implement and evaluate labour migration policy and practice" (Principle III – Global knowledge base), and the Declaration of the UN High-level Dialogue on International Migration and Development (2013) which emphasizes "the need for reliable statistical data on international migration, including when possible on the contributions of migrants to development in both origin and destination countries ...",

Having reviewed the work undertaken by the ILO on the subject,

Recommends that the Office:

(a) set up a working group with the aim of sharing good practices, discussing and developing a workplan for defining international standards on labour migration statistics that can inform labour market and migration policy,

(b) prepare a progress report for discussion to the next ICLS.

Resolution V

Resolution concerning the functioning of the International Conference of Labour Statisticians and the updating of its Standing Orders

The 19th International Conference of Labour Statisticians,

Recognizing the desirability of improving the functioning of the International Conference of Labour Statisticians (ICLS) and of updating its Standing Orders, and

Taking into account the resolution concerning gender equality and the use of language in legal texts of the ILO adopted on 9 June 2011 by the International Labour Conference at its 100th Session,

Recommends that:

The Governing Body of the International Labour Office consider: (i) assessing mechanisms to streamline the work of the ICLS and foster coordination and consultation between meetings; and (ii) amending the ICLS Standing Orders, including to reflect the practice of inviting Employer and Worker experts, and to update its text and bring it in line with the Standing Orders of other ILO meetings, such as on the inclusion of an introductory note outlining the nature, purpose and operation of the ICLS, the use of appropriate language to reflect gender equality, and the participation of additional observers.

Participants and secretariat of the Conference

- List of participants
- List of Committee members
- Members of the Drafting Committee
- Officers of the Conference
- Secretariat of the Conference

Members representing Governments
Membres représentant les gouvernements
Miembros representantes de los gobiernos

ALGERIA ALGÉRIE ARGELIA

M. Allel Amrouni, sous-directeur des études, des statistiques et des programmes, ministère du Travail, de l'Emploi et de la Sécurité sociale.

Conseillers

M. Mourad Boukadoum, conseiller, mission permanente de la République algérienne démocratique et populaire auprès de l'Office des Nations Unies à Genève et des autres organisations internationales en Suisse.

M. Othmane Mokhtari, sous-directeur de la normalisation et des méthodes, ministère du Travail, de l'Emploi et de la Sécurité sociale.

ANGOLA

Ms Ana Machado, Deputy Director-General, National Institute of Statistics.

Adviser

Mr Ezequiel Luis, Head of Division of Labour Statistics, National Institute of Statistics.

ARGENTINA ARGENTINE

Sr. Claudio Comari, Director Nacional de Estadísticas de Condiciones de Vida, Instituto Nacional de Estadística y Censos.

Consejera

Sra. Lila Schachtel, Investigadora principal de empleo y relaciones laborales, Ministerio de Trabajo, Empleo y Seguridad Social.

ARMENIA ARMÉNIE

Ms Lusine Kalantaryan, Head, Labour Statistics Division, National Statistical Service of RA.

AUSTRALIA AUSTRALIE

Ms Kirsty Leslie, Director, Labour Market Statistics, Australian Bureau of Statistics.

AUSTRIA AUTRICHE

Ms Cornelia Moser, Project Management Labour Force Survey, Statistics Austria.

Advisers

Ms Eva Auer, Adviser, Federal Ministry of Labour, Social Affairs and Consumer Protection.

Ms Melitta Fasching, Deputy Project Manager of Austrian Labour Force Survey, Statistics Austria.

AZERBAIJAN AZERBAÏDJAN AZERBAIYÁN

Ms Natella Guliyeva, Head of the Labour Statistics Department, State Statistical Committee of the Republic of Azerbaijan.

Advisers

Ms Afag Babayeva, Leading Adviser of the Labour Statistics Department, State Statistical Committee of the Republic of Azerbaijan.

Mr Ali Burjaliyev, Senior Consultant of the Department of Law and Human Resources, State Employment Service.

Mr Elchin Salimov, Head of Statistics Sector, State Employment Service.

Mr Anar Badalbayli, Chief, State Employment Service.

BAHAMAS

Ms Carmen Dawkins, Deputy Director, Department of Statistics.

Adviser

Ms Cypreanna Winters, Statistician, Department of Statistics.

BANGLADESH

Mr Nojibur Rahman, Secretary, Statistics and Informatics Division.

Adviser

Mr Kabir Ahmed, Deputy Director, Bangladesh Bureau of Statistics.

BELARUS BÉLARUS BELARÚS

Ms Alena Kuharevich, Deputy Chair, National Statistical Committee.

BELGIUM BELGIQUE BÉLGICA

Mme Virginie Vaes, attachée, direction générale Emploi et marché du travail du Service public fédéral Emploi, Travail et Concertation sociale.

Conseillers

Mme Valérie Burnel, attachée, direction générale Emploi et marché du travail du Service public fédéral Emploi, Travail et Concertation sociale.

Mme Marilyne De Spiegeleire, attachée, direction générale Emploi et marché du travail du Service public fédéral Emploi, Travail et Concertation sociale.

BELIZE BELICE

Ms Miriam Moralez, Manager, Census, Survey and Administrative Statistics Unit, Statistical Institute of Belize.

BENIN BÉNIN

M. Appolinaire Tollegbe, chef Service statistique de l’emploi, Institut national de la statistique et de l’analyse économique – INSAE.

BRAZIL BRÉSIL BRASIL

Ms Marcia Quintslr, Director of Research, Brazilian Institute of Geography and Statistics.

Adviser

Mr Francisco Figueiredo de Souza, Second Secretary, Permanent Mission of Brazil to the United Nations Office and other international organizations in Geneva.

BURKINA FASO

M. Matthieu Ouedraogo, ingénieur statisticien, Service des statistiques sociales, Institut national de la statistique et de la démographie (INSD).

Conseiller

M. Karim Bonkoungou, inspecteur du travail, ministère de la Fonction Publique, du Travail et de la Sécurité sociale (MFPTSS).

BURUNDI

M. Vénérand Nizigiyimana, chef de Cellule méthodologies et coordination statistiques, Institut de statistiques et d'études économiques du Burundi – ISTEEBU.

CABO VERDE

M. René Charles Sylva, directeur du Département des statistiques démographiques et sociales, Institut national de statistique.

CAMBODIA CAMBODGE CAMBOYA

Mr Heang Kanol, Deputy Director-General, National Institute of Statistics Cambodia.

Adviser

Mr Tith Vong, Director, Social Statistics Department, National Institute of Statistics Cambodia.

CAMEROON CAMEROUN CAMERÚN

M. Nicolas Dassi, ingénieur statisticien économiste, ministère du Travail et de la Sécurité sociale.

Conseiller

M[me] Rosalie Ndjonkam Epse, chef de Cellule du suivi des conditions de vie des ménages, Institut national de la statistique (INS).

CANADA CANADÁ

Ms Christel Le Petit, Assistant Director, Labour Force Survey, Statistics Canada/Statistique Canada.

CHILE CHILI

Sra. Alexandra Rueda, Jefa del Departamento de Estudios Laborales, Instituto Nacional de Estadísticas.

Consejero

Sr. David Niculcar Castillo, Jefe, Tercera Encuesta de Microemprendimiento, Instituto Nacional de Estadísticas.

CHINA CHINE

Mr Ruifeng Ming, Deputy Director General, Planning and Finance Department, Ministry of Human Resources and Social Security.

Advisers

Mr Qing He, Director, Centre for Statistics and Survey, Ministry of Human Resources and Social Security.

Ms Wei Chen, Director-General, Center for Statistics and Survey, Ministry of Human Resources and Social Security.

Mr Zhigang Rao, Director, Planning and Finance Department, Ministry of Human Resources and Social Security.

Ms Jianchun Yang, Director, Population and Employment Department, National Bureau of Statistics.

Mr Zhibin Zhang, Deputy Director-General, Population and Employment Department, National Bureau of Statistics.

COLOMBIA COLOMBIE

Sra. Paola Montenegro Ramírez, Coordinadora Mercado Laboral, Departamento Nacional de Estadística (DANE).

COMOROS COMORES COMORAS

M. M'soma Bastoine, chargé des statistiques sociales, Direction générale de la statistique.

CÔTE D'IVOIRE

M. Emile Kone, directeur de l'Observatoire de l'emploi, des métiers et de la formation, Agence d'études et de promotion de l'emploi (AGEPE).

CYPRUS CHYPRE CHIPRE

Mr George Georgiou, Director, Statistical Service.

DENMARK DANEMARK DINAMARCA

Mr Sven Egmose, Head of Division, Statistics Denmark.

Adviser

Ms Pernille Stender, Chief Consultant, Statistics Denmark.

EGYPT EGYPTE EGIPTO

Ms Madiha Saleh, Director of Labour Statistics Department at Statistical Sector, Central Agency for Public Mobilization and Statistics (CAPMAS).

Adviser

Ms Mona Mohamed Fahmy Mohamed, Second Information and Statistic Specialist, Ministry of Manpower and Migration.

ESTONIA ESTONIE

Ms Yngve Rosenblad, Principal Analyst, Department of Population and Social Statistics, Statistics Estonia.

ETHIOPIA ETHIOPIE ETIOPÍA

Mr Teshome Adno, Senior Statistician, Central Statistical Agency.

FIJI FIDJI

Mr Epeli Waqavonovono, Government Statistician, Fiji Bureau of Statistics – Ministry of Strategic Planning, National Development and Statistics.

FINLAND FINLANDE FINLANDIA

Mr Mikko Kauppinen, Ministerial Adviser, Ministry of Employment and Economy.

Advisers

Ms Tarja Nieminen, Senior Statistician, Statistics Finland.

Mr Pertti Taskinen, Senior Statistician, Statistics Finland.

FRANCE FRANCIA

M. Olivier Marchand, chargé de mission auprès du directeur des Statistiques démographiques et sociales, Institut national de la statistique et des études économiques (INSEE).

Conseiller

M. Claude Minni, chargé d'études, DARES – ministère du Travail.

GABON GABÓN

Mme Minette Ntsame Engonga, chargée d'études, responsable Coordination statistique, Direction générale des statistiques.

GAMBIA GAMBIE

Ms Ajara Jallow, Labour Economist, Ministry of Trade, Industry, Regional Integration and Employment.

Adviser

Mr Wally Ndow, Statistician, Gambia Bureau of Statistics.

GERMANY ALLEMAGNE ALEMANIA

Ms Constanze Quade, Division of Labour Market Observation an Analysis, Labour Market Statistics, Financial Aspects of Labour Market Policy", Federal Ministry of Labour and Social Affairs.

Mr Jürgen Warnken, Head of Division "Labour Market Observation an Analysis, Labour Market Statistics, Financial Aspects of Labour Market Policy", Federal Ministry of Labour and Social Affairs.

Advisers

Mr Dirk Richter, Department of Statistics, Federal Employment Agency.

Mr Thomas Körner, Head of Section "Labour Market, Reporting and Analysis Based on the Microcensus and the Labour Force Survey", Federal Statistical Office.

Mr Christian Wingerter, "Labour Market, Reporting and Analysis Based on the Microcensus and the Labour Force Survey", Federal Statistical Office.

Ms Martina Rengers,"Labour Market, Reporting and Analysis Based on the Microcensus and the Labour Force Survey", Federal Statistical Office.

GHANA

Dr Philomena Nyarko, Government Statistician, Ghana Statistical Service (GSS).

Adviser

Mr Johnson Kagya Owusu, Head, Monitoring and Evaluation Information Systems, Ghana Statistical Service (GSS).

Ms Vivian Asempapa, Permanent Mission of the Republic of Ghana to the United Nations Office and other international organizations in Geneva.

GUINEA GUINÉE

M. Mamady Doumbouya, conseiller du ministre, ministère du Travail et de la Fonction publique.

Conseiller

M. Sayon Oulaye, sous-directeur Statistiques économiques, Institut national de la statistique (INS).

HUNGARY HONGRIE HUNGRÍA

Mr Olivér Demkó, Senior Adviser, Ministry for National Economy.

Adviser

Ms Katalin Janák, Director of Living Conditions, Labour Market and Education Statistics Department, Hungarian Central Statistical Office.

INDIA INDE

Prof. Thirumalai Cunnavakkum Anandan Pillai Anant, Chief Statistician of India and Secretary, Ministry of Statistics and Programme Implementation.

Advisers

Mr Gurucharan Manna, Deputy Director-General, National Accounts Division, Central Statistics Office.

Mr Pramod Kumar Padhy, Principal Labour and Employment Adviser, Ministry of Labour and Employment.

Mr Rajesh Ranjan, First Secretary, Permanent Mission of India to the United Nations Office and other international organizations in Geneva.

IRAN, ISLAMIC REPUBLIC OF IRAN, RÉPUBLIQUE ISLAMIQUE D’ IRÁN, REPÚBLICA ISLÁMICA DEL

Mr Ramin Behzad, Counsellor, Permanent Mission of the Islamic Republic of Iran to the United Nations Office and other international organizations in Geneva.

Advisers

Mr Seyed Mirfallah Nassiril, Head of Cooperative, Labour, and Social Welfare/Centre for Strategic Statistics and Information, Ministry of Cooperation, Labour and Social Affairs.

Ms Kiana Malekpour, Senior Labour Statistician, Ministry of Cooperation, Labour and Social Affairs.

Mr Nariman Yousofi, Leader of Group for Manpower Statistics, Office Population, Labour Force and Census, Statistical Centre of Iran.

IRAQ

Mr Sameer Hadi, Director of Population and Labour Force Statistics, Central Statistical Organization.

IRELAND IRLANDE IRLANDA

Mr Kieran Walsh, Director of Business Statistics, Central Statistics Office.

Adviser

Mr Brian Ring, Statistician, Labour Market Analysis, Central Statistics Office.

ISRAEL ISRAËL

Mr Mark Feldman, Director of Labour Sector, Central Bureau of Statistics.

ITALY ITALIE ITALIA

Ms Linda Sabbadini, Director, Social and Environmental Statistics Department, National Institute of Statistics (ISTAT).

Advisers

Ms Antonella Baldassarini, Chief, Final Demand for Goods and Services, National Institute of Statistics (ISTAT).

Ms Cristina Freguja, Director, Socio-economic Statistics Directorate, National Institute of Statistics (ISTAT).

JAMAICA JAMAÏQUE

Ms Andrea Patterson-Morris, Director, Corporate Planning, Ministry of Labour and Social Security.

Adviser

Mr Shaine Palmer, Director, Social and Economic Research, Ministry of Labour and Social Security.

JAPAN JAPON JAPÓN

Mr Tomoaki Noguchi, Director for Review and Analysis of Statistics, Ministry of Health, Labour and Welfare.

Advisers

Mr Nobuyuki Takaoka, Senior Staff of Dissemination Section, Ministry of Internal Affairs and Communication – Labour Statistics Office.

Mr Hirofumi Uematsu, Assistant Director of Planning Section, Ministry of Internal Affairs and Communication – Labour Statistics Office.

JORDAN JORDANIE JORDANIA

Mr Mohammad Al-Khreishah, Head of Labour Statistics, Department of Statistics.

KENYA

Ms Lucy Kibiru, Senior Economist, Ministry of Labour, Social Security and Services.

Adviser

Mr Robert Nderitu, Senior Manager, Labour Statistics, Kenya National Bureau of Statistics.

KOREA, REPUBLIC OF CORÉE, RÉPUBLIQUE DE COREA, REPÚBLICA DE

Ms Misuk Kong, Director, Statistics Korea.

Advisers

Mr Pil-hun Son, Director, Ministry of Employment and Labour.

Mr Kiyoung Jang, Deputy Director, Ministry of Employment and Labour.

Mr Hyunjoon Bin, Senior Deputy Director, Statistics Korea.

Ms Hyangsook Jung, Deputy Director, Ministry of Employment and Labour.

KUWAIT KOWEÏT

Mr Hammad Alenezi, Head of Sample Unit, Central Statistical Bureau.

Advisers

Ms Alaà Ramadhan, Novice Translator, Central Statistical Bureau.

Ms Fatemah Almousa, Accountant, Central Statistical Bureau.

Kyrgyzstan Kirghizistan Kirguistán

Ms Gulnara Dzhailobaeva, Head of Labour and Employment Statistics Department, National Statistical Committee of the Kyrgyz Republic.

Latvia Lettonie Letonia

Ms Zaiga Priede, Head of Employment Statistics Section, Central Statistical Bureau of Latvia.

Lesotho

Mr Moseli Khoeli, Senior Statistician, Socio-Economic and Labour Statistics, Lesotho Bureau of Statistics.

Luxembourg Luxemburgo

Mr Jean Ries, Head of Unit, Labour Market and Education Statistics, STATEC.

Adviser

Ms Violeta Krsteva, Head of Social Statistics, State Statistical Office.

Madagascar

M. Emi-Haulain Kola, conseiller technique, mission permanente de la République de Madagascar auprès de l'Office des Nations Unies et des institutions spécialisées à Genève.

Malaysia Malaisie Malasia

Mr Kumaresan Manikam, Statistician, Ministry of Human Resources.

Advisers

Ms Saidah Hashim, Director, Manpower and Social Statistics Division, Department of Statistics.

Mr Roslan Bahari, Labour Attaché, Permanent Mission of Malaysia to the United Nations Office and other international organizations in Geneva.

Mali Malí

M. Issa Bouaré, chef de la Division d'enquêtes, Institut national de la statistique.

Conseiller

M. Modibo Koly Kéïta, chef de Département, Observatoire de l'emploi et de la formation à l'ANPE.

Mexico Mexique México

Sr. Luis Rodrigo Morales Vélez, Ministro de Asuntos Laborales en Europa, Misión Permanente de México ante la Oficina de las Naciones Unidas y otros Organismos Internacionales en Ginebra.

Consejeros

Sr. Javier Rodríguez Alarcón, Director General de Investigación de Estadísticas del Trabajo, Secretaría del Trabajo y Previsión Social.

Sra. Eloísa Pulido Jaramillo, Directora de Estadísticas de Empleo, Secretaría del Trabajo y Previsión Social.

Sr. Rodrigo Negrete Prieto, Research Fellow, Instituto Nacional de Estadística y Geografía (INEGI).

MOLDOVA, REPUBLIC OF   MOLDOVA, RÉPUBLIQUE DE MOLDOVA, REPÚBLICA DE

Ms Elena Vatcarau, Head, Labour Market Statistics Division, National Bureau of Statistics of the Republic of Moldova.

Advisers

Mr Vladimir Ganta, Deputy Head, Labour Market Statistics Division, National Bureau of Statistics of the Republic of Moldova.

Ms Natalia Kleinknecht, Head, Wages Statistics Unit of the Labour Market Statistics Division, National Bureau of Statistics of the Republic of Moldova.

MONGOLIA   MONGOLIE

Ms Oyunchimeg Dandar, Director of Population and Social Statistics Department, National Statistical Office.

Advisers

Mr Dorjgotov Uuganbaatar, Director of Monitoring, Evaluation and Internal Auditing Department, Ministry of Labour.

Ms Bavuu Purevsuren, Financial Officer, Financial Policy and Planning Department, Ministry of Labour.

Ms Sunrevtsoodol Choinorov, Director of Employment Service Center, Ministry of Labour.

MOROCCO   MAROC   MARRUECOS

M. Abderrazzak El Maqdouri, chef de service des Etudes et synthèses, Direction de l’emploi/ministère de l’Emploi et de la Formation professionnelle.

Conseiller

M. Jamal Guennouni, chef de la Division des enquêtes sur l’emploi, Haut Commissariat au plan.

MOZAMBIQUE

Mr Xadreque Maunze, Head of Department Demographic Studies, National Institute of Statistics (INE).

Advisers

H.E. Pedro Comissario, Ambassador and Permanent Representative, Permanent Mission of the Republic of Mozambique to the United Nations Office and other international organizations in Geneva.

Mr Juvenal Arcanjo Dengo, First Secretary, Permanent Mission of the Republic of Mozambique to the United Nations Office and other international organizations in Geneva.

NAMIBIA   NAMIBIE

Ms Liina Kafidi, Director for Demographic and Social Statistics, Namibia Statistics Agency.

Adviser

Mr Stephanus Sanda, Statistician for Labour Market Services Directorate, Ministry of Labour and Social Welfare.

NETHERLANDS   PAYS-BAS   PAÍSES BAJOS

Mr Arnold Jacobs, Head of Social Statistics, Central Bureau of Statistics Curaçao.

Adviser

Ms Virlène Els, Senior Policy Adviser International Labour Affairs, Ministry of Social Development, Labour and Welfare.

NIGER NÍGER

Mme Habsou Oumarou Harouna, statisticienne, Agence nationale pour la promotion de l'emploi – ANPE.

Conseillers

M. Mamane Mayaki, directeur général adjoint, Agence nationale pour la promotion de l'emploi – ANPE.

M. Sani Ali, Direction de la coordination et du développement de la statistique, Institut national de la statistique.

M. Oumarou Zakari, directeur des enquêtes et des recensements, Institut national de la statistique du Niger.

NIGERIA NIGÉRIA

Mr Christopher Archibong, Assistant Director (Statistics), Federal Ministry of Labour and Productivity.

Adviser

Mr Isiaka Olarewaju, Deputy Director, National Bureau of Statistics.

NORWAY NORVÈGE NORUEGA

Mr Helge Naesheim, Head of Division, Labour Market Statistics, Statistics Norway.

Advisers

Mr Steinar Aasnaess, Head of Department, National Institute of Occupational Health.

Mr Magne Bråthen, Head of Statistical Unit, Directorate of Labour and Welfare.

PANAMA PANAMÁ

Sr. Danis Cedeño Herrera, Director Nacional, Instituto de Estadística.

Consejero

Sr. Alejandro Mendoza Gantes, Consejero, Misión Permanente ante las Naciones Unidas y otros Organismos Internacionales.

PERU PÉROU PERÚ

Sra. Rofilia Ramírez Ramírez, Directora Técnica, Dirección Técnica de Demografía e Indicadores Sociales, Instituto Nacional de Estadística e Informática.

Consejera

Sra. Sara Alvarado, Segunda Secretaria, Misión Permanente del Perú ante las Naciones Unidas y otros Organismos Internacionales en Ginebra.

PHILIPPINES FILIPINAS

Ms María Teresa Peralta, OIC Director, Department of Labor and Employment.

Advisers

Mr Manuel Laopao, Chief, Labor and Employment Officer, Department of Labor and Employment.

Dr Socorro Abejo, Director of the Household Statistics Department, National Statistics Office.

Ms Estelita Marquez, Statistician III, National Statistics Office.

Ms Sotera de Guzman, Statistician IV, National Statistics Office.

POLAND POLOGNE POLONIA

Ms Agniezka Zgierska, Director of the Department of Research and Labour Market, Central Statistical Office.

PORTUGAL

Ms Maria Do Céu Rosa Godinho, Head of Service for the Production of Employment Statistics, Ministry of Economy and Employment.

Adviser

Sra Inês Barata Gonçalves, Head of Division, Direction of Service for the Production of Employment Information, Strategy and Study Office.

QATAR

Mr Saoud Al-Shammari, Head, Social Statistics Section, Ministry of Development Planning and Statistics.

Adviser

Mr Ghanem Al-Marri, Representative of the Ministry of Labour, Permanent Mission of the State of Qatar to the United Nations Office and other international organizations in Geneva.

RUSSIAN FEDERATION FÉDÉRATION DE RUSSIE FEDERACIÓN DE RUSIA

Mr Konstantin Laykam, Deputy Head, Federal State Statistics Service (ROSSTAT).

Advisers

Mr Stanislav Stepakov, Consultant, Department of Law and International Cooperation, Ministry of Labour and Social Protection.

Mr Vadim Rakhamtullin, Deputy Director, Department of Comprehensive Analysis and Forecasting, Ministry of Labour and Social Protection.

Ms Olga Zhikhareva, Deputy Director, Department of Labour, Science, Education and Culture Statistics, Federal State Statistics Service (ROSSTAT).

Ms Zifa Zaynullina, Director, Federal State Statistics Service (ROSSTAT).

Mr Stepan Kuzmenkov, Counsellor, Permanent Mission of the Russian Federation to the United Nations Office and other international organizations in Geneva.

RWANDA

Mr François Ngoboka, Director, Labour Research and Employment Promotion, Ministry of Public Service and Labour.

SAUDI ARABIA ARABIE SAOUDITE ARABIA SAUDITA

Mr Abdullatif Alkhamees, Director-General, Directorate of Planning and Administrative Development, Department of Statistics and Information.

Advisers

Mr Ahmed Alghorri, Legal Adviser, Ministry of Labour.

Mr Turki Alquriny, Director of Social Statistics, Department of Statistics and Information.

Mr Abdullah Alajlan, Director of Labour Statistics, Ministry of Labour.

SENEGAL SÉNÉGAL

M. Harouna Haby Ly, directeur des statistiques du travail et des études, ministre de la Fonction publique, du Travail, du Dialogue social et des Organisations professionnelles.

Conseiller

M. Ousmane Diouf, directeur des études et des statistiques, Caisse de sécurité sociale.

SERBIA SERBIE

Mr Vladan Bozanic, Head of Department for the Households Surveys, Statistical Office.

Adviser

Ms Gojka Zivkovic, Head, International Project Unit, Statistical Office.

SEYCHELLES

Ms Helena De Letourdis, Principal Statistician, Census and Survey, National Bureau of Statistics.

SINGAPORE SINGAPOUR SINGAPUR

Ms Leng Leng Yap, Director, Manpower Research and Statistics Department, Ministry of Manpower.

Advisers

Ms Jing Yi Cheng, Statistical Specialist, Ministry of Manpower.

Ms Shu Li Neo, Statistical Specialist, Ministry of Manpower.

SLOVENIA SLOVÉNIE ESLOVENIA

Mr Matej Divjak, Head of Labour Statistics Department, Statistical Office of the Republic of Slovenia.

SOUTH AFRICA AFRIQUE DU SUD SUDÁFRICA

Ms Lifina Mayekiso, Deputy-Director, Ministry of Labour.

Adviser

Mr Abrahams Mutedi, Director of Labour Market Information and Statistics, Department of Labour.

SPAIN ESPAGNE ESPAÑA

Sra. María Dolores Allona Alberich, Subdirectora General de Estadística – Secretaría General Técnica, Ministerio de Empleo y Seguridad Social.

Consejeros

Sra. Florentina Álvarez Álvarez, Subdirectora General de Estadísticas del Mercado Laboral, Instituto Nacional de Estadística.

Sr. Miguel Ángel García Martínez, Subdirector Adjunto de la Subdirección General de Estadísticas del Mercado Laboral, Instituto Nacional de Estadística.

Sr. Diego Cano Soler, Consejero de Empleo y Seguridad Social, Misión Permanente de España ante las Naciones Unidas y otros Organismos Internacionales en Ginebra.

SRI LANKA

Mr Priyadarshana Dharmawardhana, Senior Statistician, Department of Census and Statistics.

SUDAN SOUDAN SUDÁN

Mr Ali Mohamed, Second Secretary, Permanent Mission of the Republic of Sudan to the United Nations Office and other international organizations in Geneva.

SWAZILAND SWAZILANDIA

Mr Fortune Mhlanga, Statistician, Ministry of Labour and Social Security.

SWEDEN SUÈDE SUECIA

Mr Hassan Mirza, Head of Unit, Labour Force Surveys, Statistics Sweden (SCB).

Advisers

Mr Martin Johannsen, Statistician, Statistics Sweden (SCB).

Ms Cecilia Karlsson, Statistics Sweden (SCB).

SWITZERLAND SUISSE SUIZA

M. Alain Vuille, chef de section Travail et vie active, Office fédéral de la statistique – (OFS).

Conseillers

Mme Silvia Perrenoud, collaborateur scientifique, Office fédéral de la statistique – (OFS).

M. Urs Meier, collaborateur scientifique, Office fédéral de la statistique – (OFS).

M. Thierry Murier, collaborateur scientifique, Office fédéral de la statistique – (OFS).

TAJIKISTAN TADJIKISTAN TAYIKISTÁN

Mr Qulov Abduvali, Head of Demography, Employment of Population and Social Statistics, Agency on Statistics under the President of the Republic of Tajikistan.

TANZANIA, UNITED REPUBLIC OF TANZANIE, RÉPUBLIQUE-UNIE DE TANZANÍA, REPÚBLICA UNIDA DE

Mr Ephraim Kwesigabo, Director of Population, Census and Social Statistics, National Bureau of Statistics.

THAILAND THAÏLANDE TAILANDIA

Ms Patana Bhandhufalck, Minister Counsellor Labour, Permanent Mission of Thailand to the United Nations Office and other international organizations in Geneva

THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA EX-RÉPUBLIQUE YOUGOSLAVE DE MACÉDOINE EX REPÚBLICA YUGOSLAVA DE MACEDONIA

Ms Blagica Novkovska, Director-General, State Statistical Office.

TOGO

M. Kokouvi Abbey, directeur de l’Observatoire de l’emploi et de la formation, ministère du Travail, de l’Emploi et de la Sécurité sociale.

TRINIDAD AND TOBAGO TRINITÉ-ET-TOBAGO TRINIDAD Y TABAGO

Mr Bruce Spencer, Labour Market Statistician, Labour Market Information Unit, Ministry of Labour and Small and Micro-Enterprise Development.

Adviser

Ms Beverly-Ann Serrette-Hutson, Statistical Officer II, Research and Planning Unit, Ministry of Labour and Small and Micro-Enterprise Development.

TUNISIA TUNISIE TÚNEZ

M. Rachid El-Barouni, directeur général du Centre des recherches et études sociales, ministère des Affaires sociales.

TURKEY   TURQUIE   TURQUÍA

Mr Şeref Kazanci, Head of Department, Department of Employment Policies and Statistics, Ministry of Labour and Social Security.

Advisers

Ms Elif Bor, Associate Labour, Ministry of Labour and Social Security.

Ms Ceylan Çifçi, Associate Expert, Ministry of Labour and Social Security.

Mr Abdullatif Gökdere, Head of Department, Labour Market and Statistics, Ministry of Labour and Social Security.

UNITED ARAB EMIRATES   EMIRATS ARABES UNIS
EMIRATOS ÁRABES UNIDOS

Mr Abdullah Alshaer, Director of Population and Social Statistics, National Bureau of Statistics.

Advisers

Mr Mohammed Al Kaabi, Statistician, Population Section, Statistics Centre Abu Dhabi – (SCAD).

Mr Saeed Younis, Deputy Director of Labour Market Studies and Information Department, Ministry of Labour.

Mr Ali Salem Buharoon, Director of Economic Statistics Department, National Bureau of Statistics.

Mr Abdulhameed Al Wahedi, Manager, Labour Force Statistics, Statistics Centre Abu Dhabi – (SCAD).

UKRAINE   UCRANIA

Ms Inesa Senyk, Director of the Department of Labour Statistics, State Statistics Service of Ukraine.

Advisers

Mr Igor Chernyshev, Honorary Statistician of Ukraine.

Mr Igor Mantsurov, Director-General, Scientific and Research Institute of Economics, Ministry of Economic Development and Trade.

Ms Anna Daineko, FPSU Senior Consultant, Federation of Trade Unions of Ukraine.

UNITED KINGDOM   ROYAUME-UNI   REINO UNIDO

Mr Nicholas Palmer, Labour Market Division, Office for National Statistics.

Advisers

Mr Mark Chandler, Senior Labour Market Analyst, Office for National Statistics.

Mr Ole Black, Deputy Director of Public Policy Analysis, Office for National Statistics.

Mr Jamie Jenkins, Labour Market Analyst, Office for National Statistics.

UNITED STATES   ETATS-UNIS   ESTADOS UNIDOS

Ms Lisa Brodey, Political Counsellor, Permanent Mission of the United States of America to the United Nations Office and other international organizations in Geneva.

URUGUAY

Sra. Adriana Vernengo, Subdirectora de la División de Estadísticas Sociodemográficas, Instituto Nacional de Estadística.

VIET NAM

Ms Thi Xuan Mai Nguyen, Director, General Statistical Office.

Adviser

Mr Quang Vinh Dao, Counsellor, Permanent Mission of the Socialist Republic of Viet Nam to the United Nations Office and other international organizations in Geneva.

ZAMBIA ZAMBIE

Ms Nchimunya Nkombo, Principal Statistician, Central Statistical Office.

ZIMBABWE

Mr Samuel Hobwanii, Acting Deputy Director, Ministry of Labour and Social Services.

Members representing the Employers
Membres représentant les employeurs
Miembros representantes de los empleadores

AUSTRALIA AUSTRALIE

Mr Greg Evans, Chief Economist, Australian Chamber of Commerce and Industry.

BRAZIL BRÉSIL BRASIL

Mr Marcelo de Avila, Economist, National Confederation of Industry (CNI).

GERMANY ALLEMAGNE ALEMANIA

Ms Marion Eberlein, Adviser, Confederation of German Employers' Associations (BDA).

MALAYSIA MALAISIE MALASIA

Ms Goh Lea Koon, Senior Research Analyst, Malaysian Employers' Confederation.

SOUTH AFRICA AFRIQUE DU SUD SUDÁFRICA

Mr David Andreas Maree, Senior Economist, Agri SA.

Members representing the Workers
Membres représentant les travailleurs
Miembros representantes de los trabajadores

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Mr Grant Douglas Belchamber, International Officer, Australian Council of Trade Unions (ACTU).

BOTSWANA

Mr Austin Muneku, Southern Africa Trade Union Coordinating Council (SATUCC).

BRAZIL   BRÉSIL   BRASIL

Sra Lucia dos Santos García, Departamento Intersindical de Estadística y Estudios Socioeconómicos (DIEESE)

CANADA   CANADÁ

Mr Sylvain Schetagne, National Director, Social and Economic Policy and Chief Economist, Canadian Labour Congress (CLC–CTC).

FRANCE   FRANCIA

M. Pierre Concialdi, chercheur, Institut de recherches économiques et sociales (IRES).

KOREA, REPUBLIC OF   CORÉE, RÉPUBLIQUE DE
COREA, REPÚBLICA DE

Mr Park Ha-soon, Researcher.

Representatives of the United Nations, specialized agencies and other official international organizations
Représentants des Nations Unies, des institutions spécialisées et d’autres organisations internationales officielles
Representantes de las Naciones Unidas, de los organismos especializados y de otras organizaciones internacionales oficiales

African Development Bank
Banque africaine de développement
Banco Africano de Desarrollo

Mr Besa Muwele, Senior Statistician, Task Manager for Labour Statistics.

Mr William Mayaka, Consultant.

Mr Ralf Hussmanns, Consultant on Labour Force Statistics.

Economic Commission for Latin America and the Caribbean
Commission économique pour l’Amérique latine et les Caraïbes
Comisión Económica para América Latina y el Caribe

Mr Fernando Medina, Regional Adviser in Household Surveys and Employment.

Economic and Social Commission for Western Asia

Mr Ismail Lubbad, Statistician, Social Statistics Section.

European Union
Union européenne
Unión Europea

Mr Marco Ferreri, First Counsellor, Permanent Delegation of the European Union to the United Nations in Geneva.

Mr Anton Steurer, Team Leader for Monetary Environmental Accounts, Unit Environmental Accounts and Climate Change, EUROSTAT.

Mr Sammy Lauritsen, Statistical Officer, EUROSTAT.

Mr Emmanuel Joseph, Statistical Officer, Unit Employment Analysis, Directorate-General for Employment, Social Affairs and Inclusion, European Commission.

Ms Constance de Crombrugghe, Intern, Permanent Delegation of the European Union to the United Nations in Geneva.

Food and Agriculture Organization of the United Nations
Organisation des Nations Unies pour l’alimentation et l’agriculture
Organización de las Naciones Unidas para la Alimentación y la Agricultura

Ms Sangita Dubey, Senior Statistician and Team Leader, Economic Statistics.

Interstate Statistical Committee of the Commonwealth of Independent States

Ms Irina Zbarskaya, Chief of the Department of Social and Demographic Statistics.

Organisation for Economic Co-operation and Development
Organisation de coopération et de développement économiques
Organización para la Cooperación y el Desarrollo Económicos

Mr Pascal Marianna, Administrator, Directorate for Employment, Labour and Social Affairs (DELSA).

Mr Benoit Arnaud, Statistician, Statistics Directorate.

Organisation of Eastern Caribbean States

Mr Sean Mathurin, Statistician, Economic Affairs Officer.

United Nations Children's Fund
Fonds des Nations Unies pour l'enfance
Fondo de las Naciones Unidas para la Infancia

Ms Claudia Cappa, Statistics and Monitoring Specialist.

United Nations Entity for Gender Equality and the Empowerment of Women
Entité des Nations Unies pour l'égalité des sexes et l'autonomisation des femmes
Entidad de las Naciones Unidas para la Igualdad de Género y el Empoderamiento de las Mujeres

Mr Papa Seck, Statistics Specialist.

United Nations Industrial Development Organization
Organisation des Nations Unies pour le développement industriel
Organización de las Naciones Unidas para el Desarrollo Industrial

Ms Smeeta Fokeer, Associate Industrial Development Officer.

United Nations Statistics Division

Mr Gulab Singh, Statistician.

UN Volunteers
UN Volontaires
UN Voluntarios

Ms Mabel Chao, Volunteerism Policy Adviser.

United Nations Economic Commission for Europe

Mr Carsten Boldsen, Chief of Section.

World Bank
Banque mondiale
Banco Mundial

Mr Olivier Dupriez, Lead Statistician in the Data Group.

World Tourism Organization
Organisation mondiale du tourisme
Organización Mundial del Turismo

Mr Oliver Herrmann, Director, Statistics and Tourism Satellite Account Programme.

World Trade Organization
Organisation mondiale du commerce
Organización Mundial del Comercio

Mr Hubert Escaith, Chief Statistician, Economic Research and Statistics Division.

Representatives of non-governmental organizations
Représentants d'organisations internationales non gouvernementales
Representantes de organizaciones no gubernamentales

General Confederation of Trade Unions

Mr Pavel Kuzyakov, Deputy Head of the Public Relations Centre.

Mr Valentin Karasev, Head of the Department for the Protection of Workers' Social and Economic Interests.

International Organisation of Employers
Organisation internationale des employeurs
Organización Internacional de Empleadores

Ms Janet Asherson, Adviser, Environment, Health and Safety.

International Trade Union Confederation
Confédération syndicale internationale
Confederación Sindical Internacional

Ms Raquel González, Director, Geneva Office.

Ms Esther Busser, Assistant Director.

Women in Informal Employment: Globalizing and Organizing – Harvard Kennedy School

Ms Joann Vanek, Director, Statistics Programme.

Liberation Movement
Mouvement de libération
Movimiento de liberación

Palestinian Central Bureau of Statistics

Ms Rawan Abufarha, Statistician.

List of Committee members

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Slovenia	Mr Matej Divjak Statistical Office of the Republic of Slovenia

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Sri Lanka	Mr Priyadarshana Dharmawardhana Department of Census and Statistics
Sweden	Mr Martin Johannsen Statistics Sweden Ms Cecilia Karlsson Statistics Sweden Mr Hassan Mirza Statistics Sweden
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Tanzania, United Republic of	Mr Ephraim Kwesigabo National Bureau of Statistics
Thailand	Ms Patana Bhandhufalck Permanent Mission of Thailand to the United Nations Office and other international organizations in Geneva
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	Ms Joann Vanek Women in Informal Employment: Globalizing and Organizing – Harvard Kennedy School
	Mr Olivier Dupriez World Bank

Members of the Drafting Committee

Australia	Ms Kirsty Leslie Australian Bureau of Statistics
Brazil	Sra Marcia Maria Melo Quintslr Brazilian Institute of Geography and Statistics
Chile	Sr. David Niculcar Castillo Instituto Nacional de Estadísticas
France	M. Olivier François Marchand Institut national de la statistique et des études économiques (INSEE)
Mexico	Sr. Rodrigo Negrete Prieto Instituto Nacional de Estadística y Geografía (INEGI)
Morocco	M. Jamal Guennouni Haut Commissariat au plan
South Africa	Mr Abrahams Mutedi Department of Labour
Switzerland	M. Alain Vuille Office fédéral de la statistique
Employer	Mr Marcelo de Avila National Confederation of Industry (CNI).
Worker	Sra. Lucía García Departamento Intersindical de Estadística y Estudios Socioeconómicos (DIEESE)
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Bureau for Workers’ Activities	Mr F. Hoffer
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