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INTERNATIONAL LABOUR ORGANIZATION

Department of Statistics

Report III

Report of the Conference

20th International Conference of Labour Statisticians
(Geneva, 10–19 October 2018)

Geneva, 2018

INTERNATIONAL LABOUR OFFICE, GENEVA

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The list of participants is available at: <https://www.ilo.org/global/statistics-and-databases/meetings-and-events/international-conference-of-labour-statisticians/20/lang--en/index.htm>.

Final report of the discussion

Introduction

Convocation and agenda

1. At its 330th Session (Geneva, June 2017: GB.330/INS/9), the Governing Body of the International Labour Organization authorized the Office to convene the 20th International Conference of Labour Statisticians (ICLS) to meet in Geneva from 10 to 19 October 2018. 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 October 2013 and give advice on planned activities. The following items were placed on the agenda by the Governing Body:
 - I. General report on past and planned statistical activities of the ILO.
 - II. Revision of the International Classification of Status in Employment (ICSE-93).
 - III. Examination of concepts, statistical definitions and measurement methods of issues relevant for decent work, including the indicators identified under the ILO's custodianship in the Global Indicator Framework set up for monitoring the 2030 Agenda for Sustainable Development.
2. The documents prepared by the ILO would examine concepts, statistical definitions and measurement methods. The ILO would provide draft resolutions and guidelines for examination and adoption by the Conference. Documents 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, 10 October 2018, and was attended by delegates from 135 member States, five Employer and six Worker experts nominated by the Governing Body, and 42 representatives of the UN agencies, international governmental and non-governmental organizations. In all, there were 374 participants, compared with 272 at the 19th ICLS. Women comprised 47.6 per cent of all participants, a notable increase compared with 32.7 per cent at the previous ICLS. Among heads of delegations, women comprised 43.3 per cent.
4. The Deputy Director-General for the Policy Portfolio of the ILO (DDG/P), Ms D. Greenfield, welcomed the participants, noting that the ICLS is one of the oldest standard-setting mechanisms in statistics, which, while hosted by the ILO, is owned by the participants who shape the proposals adopted. The Conference is happening at an important point in the history of the ILO, as the ILO Centenary will take place in 2019. The preparation for the Centenary is focusing on discussions on the future of work, which is being advanced by a Global Commission which will report in January 2019. There is strong coherence between the future of work discussions and the topics for discussion at the ICLS.
5. There is ever clearer recognition that data is critical for policymaking by helping us identify where we want to go, not just to understand the past. Rigorous and new measures are required to monitor emerging trends such as new forms of work, as well as improving our understanding of many other existing phenomena such as labour underutilization, the impact of ageing among the population and many others. Only by capturing these phenomena fully

can we inform policymaking adequately. The G20 Ministers recently recognized the significant changes in the labour market being driven by many factors such as technological development, migration and the ever increasing diversity of work relationships. These changes require new skills among the population, new approaches to work and innovative social policies. The goal of leaving no-one behind in the labour market in the face of these changes needs to be achieved while also tackling many other long-standing challenges such as the development and implementation of effective policies on child labour and forced labour. There was a recognition among the G20 of the need to foster cooperation to develop effective labour market information systems to deliver comparable data to cover the varied domains touched upon by these challenges and changes. In this context, the ICLS discussions on ways to create improved and more comprehensive data are timely and necessary.

6. The DDG/P noted that the Sustainable Development Goals (SDGs) agenda sets a large number of targets which require metrics, and contains many indicators related to the Decent Work Agenda. While the ILO is custodian for 14 of the SDG indicators, more than 30 of them can be related to the Decent Work Agenda. The achievement of this strong presence of decent work in the SDG framework has been enabled by the major body of standards and guidelines previously developed at the ICLS. She noted the Conference would also work on the definition of indicators relating to labour rights and youth employment and thanked the participants for their work on this important front.
7. The DDG/P went on to highlight the importance of gender within the discussions of the Conference, in particular discussions covering unpaid workers. The important framework approved at the previous ICLS emphasized the need to focus on paid and unpaid work, making unpaid work visible statistically. The measurement of unpaid work is critical to enable the accurate measurement and understanding of the contributions of women and men to household well-being. It is important that this work is now being followed through with work on a classification of status at work which will cover all unpaid forms of work such as the provision of household services and volunteer work.
8. The DDG/P looked forward to the conclusions of the Conference, noting the high relevance of the work to many policy areas in the ILO, and expressed her confidence that the work would be completed to the same high standards as previous conferences. She also thanked the delegates for the hard work they undertake in their national contexts, all of which is critical to ensure discussions at the international level have real impact for countries and their populations.
9. The Conference elected Ms L.G. Bersales (Philippines) as Chairperson, Mr R. González-Hernández (Dominican Republic) as Vice-Chairperson, and Mr B. Ang (Singapore) as Reporter of the Conference. In her opening statement, the Chairperson thanked the Conference for her election and the trust the Conference was placing in her. She noted that the purpose of the Conference is to provide guidance to the international statistical system in the area of labour statistics, an area of critical importance. She looked forward to the support of all delegates in providing input to the discussions essential to develop the proposals and guidance needed.
10. The programme of the Conference was adopted without amendment.
11. 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.
12. 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

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

- Resolution I: Resolution concerning statistics on work relationships

The second and third resolutions concerned recommendations on international definitions of two indicators in the SDG Global Indicator Framework. These are:

- Resolution II: Resolution concerning the methodology of the SDG indicator 8.8.2 on labour rights.
- Resolution III: Resolution concerning the methodology of the SDG indicator 8.b.1 on youth employment.

The fourth resolution concerned an updating of the 18th ICLS resolution concerning statistics of child labour:

- Resolution IV: Resolution to amend the 18th ICLS resolution concerning statistics of child labour.

14. The Conference adopted four sets of guidelines, which are presented in Appendix IV. These included:

- Guidelines concerning statistics on international labour migration.
- Guidelines concerning the measurement of forced labour.
- Guidelines concerning measurement of qualifications and skills mismatches of persons in employment.
- Guidelines concerning statistics of cooperatives.

Closing of the Conference

15. At the final sitting of the Conference plenary, the Reporter provided his observations of the Conference. He noted with appreciation the collaborative and respectful nature of the tripartite discussions that took place throughout the Conference. He also thanked the dedicated staff of the ILO for their efforts during the Conference and for the technical support that the ILO provides to countries on an ongoing basis. He concluded by underscoring the need for countries to implement the resolutions and guidelines agreed during the course of the Conference.
16. The Secretary-General of the Conference, Mr R. Diez de Medina, addressed the delegates, expressing his sincere appreciation to the officers and delegates, including Worker and Employer representatives, for the work accomplished and the collaborative spirit in which the Conference was carried out. He believed that the resolutions and guidelines adopted at the 20th ICLS would be critically important for improved statistical measurement of new and emerging forms of work, for SDG monitoring and for promoting more and better labour statistics worldwide. He thanked the coordinators and members of the Conference Secretariat, the ILO experts, and the interpreters, translators and Office document production team for their outstanding efforts.
17. The ILO Director-General, Mr Guy Ryder, stated that the resolutions and recommendations agreed upon during the 20th ICLS would bring important improvements in the measurement

of key concepts in the emerging world of work. He noted the importance of the ICLS in the broader context of the 2030 Agenda for Sustainable Development, stating that the statistical standards adopted by the Conference would resonate deeply in headline indicators, leading to better measurements of contract work, crowd work, agency work, and the informal economy. He added that measurement of unpaid work, the care economy and different forms of women's work will also benefit from the improved standards. Ultimately, better measurement and data leads to more effective policies at the country level and have important impacts on the lives of people. He concluded by thanking the Secretary-General, the officers and delegates for the successful outcomes achieved.

18. In closing the Conference, the Chairperson thanked the ILO Director-General as well as the officers of the Conference and expressed her belief that the Conference had been a major success, building importantly on the 19th ICLS resolution concerning statistics of work, employment and labour underutilization. She noted the excellent spirit of cooperation which led to the adoption of important resolutions and guidelines, stating that these guidelines do not represent the conclusion of the work, but rather the beginning of much more work to be done. She expressed satisfaction in the near gender-parity achieved during the Conference, with women comprising nearly 48 per cent of the delegates. She concluded by thanking delegates for the richness of the discussions, and thanking the ILO staff and other support staff for the smooth functioning of the Conference.

Conference proceedings

I. General report

1. Introduction

19. The Conference considered Report I: General report (ICLS/20/2018/1) prepared by the Office. In presenting a general overview of the report, the Secretary-General, Mr R. Diez de Medina, highlighted key points and tasks from the report which would shape the discussions during the Conference. The report gives a background on the statistical work within the ILO. Statistics have achieved a high profile within the ILO for many reasons, notably the emergence of the 2030 Sustainable Development Agenda and a push for an improved empirical base for policy work across the four decent work pillars. This has created a focus on the need to fill data gaps and the support needed by countries to fill these gaps while applying the latest standards and guidelines agreed at the ICLS.
20. A related important development in recent years was the adoption in 2014 of the UN Fundamental Principles of Official Statistics, followed by the development of the Principles Governing International Statistical Activities adopted by the Committee for Coordination of Statistical Activities. These have created much progress in coordination at the international level in the statistical domain. The ILO's global technical team has been strengthened to provide stronger support to countries in meeting the many demands facing countries. Much remains to be done but the progress is notable. Reflecting this progress, we have seen a major increase in the availability of data through the ILO's Statistical Database, ILOSTAT, which has been built on work within the ILO and by the countries.
21. The Secretary-General also outlined how the discussions within the ICLS touch very directly on the ILO's Future of Work Initiative. The ILO welcomes the inputs already provided from all parties to the Future of Work discussions. The outcomes from the Future of Work discussion will represent a major challenge for the ILO and its constituents. The topics for discussion at the ICLS directly address the key topics in the Future of Work discussions such as new and emerging types of employment. It is understood there are dramatic ongoing

changes in the world of work and the developments from this ICLS will hopefully position us well to measure and understand some of those changes, for example through the development of a new classification on work relationships.

22. The Secretary-General went on to give a brief overview of the different main topics to be presented and discussed over the course of the Conference, all of which are of high importance. The delegates would be presented with updates on ILO work across all of the topics and feedback and guidance for future work will be sought. Among the many topics to be covered, he highlighted the follow-up activities to the 19th ICLS, proposals on labour migration, forced labour, child labour, draft guidelines on skills mismatch, work on statistics on multinational enterprises and informality. All of these topics require expert input from the delegates to ensure the Conference can fulfil its purpose and provide guidance both for the countries and the ILO for the future. He highlighted the many links between this work and other areas of development such as the SDG Agenda.
23. The Secretary-General noted the important role of the Conference in enabling knowledge-sharing across regions and countries. The ILO regional statisticians would give a brief overview of developments in each region and countries would be invited to share their experiences and priorities for ILO work which will inform planning at the ILO.
24. Finally the Secretary-General outlined the different side events which would take place during the Conference, covering many topics of high relevance to countries such as a high-level panel on the future of labour statistics.

2. Decent work and the SDGs

25. The Secretary-General introduced the topic of the SDG Global Indicator Framework under the 2030 Sustainable Development Agenda from Chapter 2 of Report I, paragraphs 19–29. He reviewed the roles of the Inter-Agency Expert Group (IAEG) on the SDGs, the High-level Group for Partnership, Coordination and Capacity building for Statistics, and the UN Statistical Division. He then presented an overview of ILO activities related to the SDG Global Indicator Framework and subsequent work to report on the 14 indicators in the Global Framework for which the ILO is the custodian, as well as on additional indicators for which the ILO is an involved agency in global monitoring.
26. The Secretary-General noted that in contrast to the Millennium Development Goals, labour issues and the Decent Work Agenda are at the heart of the SDG Agenda and the Global Monitoring Framework. Decent work features most prominently in SDG 8, but the four pillars of decent work – employment, social protection, social dialogue and rights at work – also feature in other Goals within the SDG Agenda. He emphasized that the existence of international standards in the field of labour statistics have facilitated the adoption of numerous labour-related indicators in the SDG Global Indicator Framework and have also enabled comprehensive national and international data reporting and regular monitoring of the SDG labour-related indicators.
27. The Secretary-General discussed the 2014 UN Secretary-General’s report *A World That Counts: Mobilizing the Data Revolution for Sustainable Development*, noting that statistics and measurement of indicators are a central pillar of the SDGs. At the same time, the ambitious set of indicators, the universality of the SDG Agenda, applying to all countries and all stages of development, and the degree of disaggregation called for in indicator monitoring, all pose a great challenge to national statistical systems and to international monitoring of progress towards achievement of the Goals. He noted that coordination and consultation between national, regional and international bodies is a defining characteristic of SDG monitoring, and stressed that further efforts are needed to enhance coordination,

including through the use of new technologies, which have the potential to reduce the burden of data reporting.

28. The Secretary-General concluded by presenting SDG indicators 8.8.2 and 8.b.1, so-called “Tier III” indicators, which do not have an internationally agreed methodology and for which data have not yet been reported for SDG global monitoring. He proposed the establishment of a committee at the 20th ICLS with the main objectives of reviewing the proposed methodologies, making recommendations on refinements as needed and recommending adoption of the proposed methodologies to the IAEG on SDG indicators.
29. In the discussion, one delegate raised concerns regarding SDG indicator 8.6.1 – the proportion of youth (aged 15–24 years) not in employment, education or training – noting that related research in Mexico has revealed that this indicator needs to be analysed in view of particular groups, such as women, the elderly, jobseekers and others. The delegate noted that this indicator did not contain clear criteria on the time required to stay in this situation in order to be counted as such. This fact would lead to an overestimation and seasonal fluctuations and therefore she suggested reviewing the classification of the SDG indicator to allow further discussion. Another delegate highlighted difficulties in identifying the precise concepts and definitions to be used in SDG indicator reporting and also noted the significant challenges faced by national statistical offices to produce data with the levels of disaggregation called for in the Global Monitoring Framework.
30. In his response, the Secretary-General acknowledged the difficulties faced by national and international reporting agencies related to disaggregation in the Global Indicator Framework. In terms of the specific disaggregation by migrant status, he indicated that new proposed guidelines will be presented at the ICLS. He stated that countries have a large degree of freedom in terms of the indicators reported for national SDG monitoring and that discrepancies between national and international definitions in data reporting are inevitable. As global reporting is complementary to national reporting, metadata accompanying the data must clarify the underlying methodologies used in deriving indicators. He concluded by noting that the ILO’s new guidebook on SDG labour market indicators: *Decent Work and the Sustainable Development Goals: A Guidebook on SDG Labour Market Indicators*, is intended to be a main resource for data producers and users to better understand the underlying concepts and definitions, limitations and uses of the labour related indicators in the Global Monitoring Framework.
31. The Conference established a committee to review the proposed methodology of SDG indicators and elected Minister L.R. Morales Vélez, Representative of Mexico to the United Nations in Geneva, as the committee Chairperson.

3. Specific topics of labour statistics: Methodological and other developments

3.1. Rural–urban labour statistics

32. A representative of the Secretary-General, Ms M. Castillo, provided delegates with an overview on the topic of rural–urban labour statistics, as outlined in Chapter 3 section 1 of General report I and in room document 3. She noted that decent work challenges exist in both rural and urban areas and that a scarcity of labour statistics disaggregated by geographic region poses challenges for monitoring labour markets comprehensively. She highlighted the lack of international statistical standards defining urban or rural areas and on rural–urban labour statistics which has important consequences for international data comparability. She discussed the high degree of heterogeneity in the criteria used by countries to define urban areas, with rural areas defined as a residual. She also underscored the importance of rural–urban labour statistics at the national level to inform decisions concerning programme

implementation or resource allocation at the subnational level as well as their importance for geographically disaggregated statistics linked to international indicator frameworks such as the Decent Work Measurement Framework and the decent work-related SDG indicators.

33. The representative of the Secretary-General, Ms. M. Castillo, shared information on ILO's work on rural–urban labour statistics, particularly within the context of the promotion of decent work in the rural economy. The ILO's work falls under three broad areas: data collection and analysis, methodological development, and capacity building to support national partners. She noted that room document 3 served as a point of departure for discussion about methods for developing rural–urban labour statistics. She covered selected topics from this document including a proposal for linking work statistics concepts and variables with rural or urban areas, a proposal for an urban–rural classification used in labour statistics and for work statistics concepts by rural–urban area, and the key challenges and issues identified. She presented the proposed conceptual framework involving a dual approach to produce labour statistics by rural–urban areas using household-based surveys involving a “residence location approach” and a “workplace location approach”.
34. In the discussion, a Workers' delegate supported an internationally agreed definition of urban and rural areas, noting however that the ILO is not the appropriate international body to decide or lead the development of this definition, but rather that this should be coordinated at the level of the United Nations Statistical Division (UNSD). Several delegates stated that although a standard international classification is desirable, a simple dichotomous classification of urban and rural areas is insufficient for many countries. Many countries indicated that the disaggregation of various labour-related indicators by urban/rural areas is already a part of their regular statistical programmes, but that internationally comparable statistics and international definitions would be desirable for comparisons. Accordingly, to enable effective policymaking at the national level, national definitions and classifications must be maintained alongside any new international classification. Several delegates expressed their support for the work done by the ILO to date on this topic and encouraged the ILO to continue working with the international community towards defining an international definition of urban and rural areas and expressed support for continued ILO work to process national household survey microdata sets to help inform these efforts.
35. The representative of the Secretary-General, Ms M. Castillo, responded that countries should continue to utilize national definitions, but for the purpose of international reporting, a standard international definition, used in parallel with national definitions, is desirable. She noted the significant heterogeneity in terms of definitions of rural and urban areas across countries, stressing that this is understandable and desirable given the variety of national circumstances. She thanked participants for their comments and support and indicated that the ILO would continue to work with national and international partners to promote labour statistics disaggregated by geographic areas.

3.2. Gender mainstreaming in labour statistics

36. A representative of the Secretary-General, Ms M. Castillo, presented information regarding the ILO's work on the topic of gender mainstreaming in labour statistics. She explained that this topic requires an understanding of the work-related issues that affect women, men, girls and boys and ensuring that labour statistics accurately measure the identified topics and inform the public and policymakers. Within the Decent Work Agenda, she noted that there should be emphasis given to the issue of achieving gender equality and eliminating discrimination in the world of work. She highlighted the ILO's work programme related to gender mainstreaming in labour statistics, which focuses on three key areas: data collection and microdata processing; capacity building and training videos; and ILO collaboration in support of gender-relevant labour statistics and analysis. She discussed the types of statistical information collected that support gender equality and decent work for all, such as the SDG indicator, “Female share of employment in managerial positions”.

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37. She noted that the 2015 edition of the Labour Market Statistics and Analysis Academy placed a strong emphasis on training related to gender mainstreaming in labour statistics, and that the topic has since been mainstreamed throughout the Academy. She explained that training videos on this topic were developed and available on the ILO website. She also indicated that collaboration between different ILO departments has focused on analysis of how women have progressed in the world of work compared with men over the last 20 years; integrating the standards of the 19th ICLS resolution on work statistics in the production of gender-relevant statistics; and closing data gaps related to paid and unpaid forms of work, including care work and care jobs.

3.3. Measurement of quality of employment and decent work

38. A representative of the Secretary-General, Ms M. Castillo, shared information regarding the ILO's work on two separate but complementary indicator frameworks: the ILO Decent Work Measurement Framework (DWMF) and the United Nations Economic Commission for Europe (UNECE) Framework on Measuring Quality of Employment (FMQE). She described the key characteristics of the DWMF which was launched in 2008, intended to assist ILO constituents in member States to assess progress towards decent work and offer comparable information for analysis and policy development. She noted that the ILO continued to assist countries with the implementation of the DWMF based on the ILO manual *Decent work indicators: Guidelines for producers and users of statistical and legal framework indicators*, and to provide training on the topic in various capacity-building activities.
39. She explained that the ILO had continued to collaborate on the UNECE-led initiative related to Measuring Quality of Employment, working to ensure coherence with the DWMF and indicators. The purpose of the FMQE is to provide a structured and coherent system for measuring quality of employment. The representative of the Secretary-General shared the key characteristics of the FMQE and noted that the ILO was actively involved in the UNECE Expert Group on Measuring Quality of Employment which produced a *Handbook on Measuring Quality of Employment* in 2015. She remarked that while there are similarities between the two frameworks, they are marked by important differences which data producers and users should be aware of, including labour force classification and worker scope differences, topic areas and statistical indicator content, and types of indicators. She concluded by affirming that the differences between the two frameworks served to highlight their complementarities.

3.4. Introduction to Report II: From ICSE-93 to statistics on work relationships

40. A representative of the Secretary-General, Mr M. Frosch, provided an overview of the current international standard for statistics on the employment relationship (ICSE-93) and the main reasons why a revision was initiated as well as the structure and organization of the revision process. He noted that during the revision process, a working group of national as well as international experts was established to contribute to the development of a new framework for statistics on work relationships. The framework had been shared and discussed at a series of regional meetings in order to allow countries from all regions to provide inputs as well as with different regional and global coordination meetings on labour market statistics and classifications. In addition, a number of countries had conducted tests of specific essential parts of the new proposed classification. Mr Frosch also outlined the proposed resolution concerning statistics on work relationships, which included the revised International Classification of Status in Employment (ICSE-18), the two different hierarchies of status in employment, the broader International Classification of Status at Work (ICSaW), a set of complementary cross-cutting variables, data collection guidelines and the proposed indicators.

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41. The Conference established a committee on statistics on work relationships and elected Ms H. Sutela (Finland), as the committee Chairperson.

3.5. Implementation of 19th ICLS resolution concerning statistics of work, employment and labour underutilization

42. Representatives of the Secretary-General, Ms E. Benes and Mr K. Walsh presented a summary of the work undertaken by the ILO to support the implementation of resolution I of the 19th ICLS. The ILO was mandated by the ICLS to undertake methodological work to support the development of guidance for countries on appropriate methods to implement the 19th ICLS standards. In addition, countries requested support through capacity building and technical assistance. The ILO Department of Statistics has engaged in a wide range of activities to fulfil that mandate, including a series of pilot studies which have been used to develop an extensive set of reports covering methods appropriate to measurement and reporting in line with the 19th ICLS. The ILO is launching a toolkit which will include model questionnaires developed on a modular basis, along with supporting guidance. This toolkit is intended to be a key resource for countries. In addition, the ILO has been updating and delivering training programmes aligned with the latest standards. Methodological work will continue and existing guidance will be updated based on new experiences. The ILO has engaged in partnerships to foster collaboration in the development of methods in different types of surveys and is seeking to broaden its partnerships to disseminate the standards and promote their implementation as widely as possible. The Conference was asked to provide feedback on the work completed to date and to provide inputs on future priorities.
43. In the discussion, several delegates expressed their gratitude to the ILO for the technical support provided during the 19th ICLS pilot survey activities, indicating that these activities have increased confidence at the national level in applying the new standards. Some delegates raised concerns related to the interpretation and communication of results from new surveys that incorporate the 19th ICLS concepts and definitions, indicating that further support would be needed from the ILO at both the national and international levels to assist in communicating the results to policymakers and the general public. Two delegates stressed that ILO guidelines and manuals related to the 19th ICLS concepts and survey methodologies should be designed to be as simple and straightforward as possible. Additionally, two delegates requested ILO advice on how to concurrently produce and communicate indicators based on both the 13th and 19th ICLS definitions. This is a major challenge for countries where economic monitoring can have explicit targets for labour market indicators based on the prevailing level of indicators before implementation of the new standards. This can lead to difficulties in securing support and resources to implement changes even where a high level of understanding of the benefits of the standards exists.
44. One delegate asked how the new standards can best be applied in countries with small agricultural sectors and whether a different survey questionnaire would be appropriate in these cases. The question of how to accurately capture seasonal workers in agriculture as well as secondary activities was also raised. Another delegate asked the ILO for guidance on deriving labour productivity estimates after implementing the new standards. An Employer representative noted that the new standards could potentially lead to confusion and called on the ILO to provide training to the social partners to help facilitate better understanding of changes resulting from the new standards. A Worker representative noted the importance of adequately localizing new survey instruments to specific national circumstances and called on governments, particularly in less developed economies, to invest more in labour market information systems, including in survey-related activities. A number of delegates welcomed the ILO call for partnerships and expressed support for the planned activities of the ILO to further support implementation of the standards.
45. In response to the discussion, the representatives of the Secretary-General thanked the delegates for their support for the work programme. The ILO recognizes the need for support

on communications at different points and for different groups. The ILO will work to generate guidance and, to the extent allowed by resources, provide direct support to countries and other constituents. This will be targeted to provide technical support for those tasked with implementing the standards, on analysis, dissemination and interpretation of statistics and to deal with special topics such as inevitable breaks in time series which are of great concern to users. While efforts can be made to provide good information to understand breaks in series, the breaks will still occur and a good communications strategy will be needed. In addition, changes will need to be timed carefully and implemented transparently.

46. The representatives of the Secretary-General went on to note that a major challenge for countries is to implement a system of surveys and other sources to provide the information needed across time. It will not be appropriate to plan for a single survey which captures all information generated from the 19th ICLS on each occasion. The best system will depend on national socio-economic context, resources and interest. Countries should gather evidence to inform choices on how frequently to measure different phenomena. For activities with low prevalence nationally the data could be collected less frequently. Other sources may also be used but this requires national assessment. A modular, flexible labour force survey (LFS) which covers different topics over time is one feasible means to deliver a wide range of information efficiently, but other approaches could also be chosen. However, it is unlikely that any other combination of sources would yield sufficient information to fully replace a well-designed LFS.
47. An important consideration when designing a survey is the critical need to ensure that important activities in the national context are measured and reported. There is a clear risk that the exclusion of activities from employment (e.g. subsistence work) could lead to a gap in information on people engaged in these activities. This must be avoided by capturing and separately reporting on these activities. The representatives of the Secretary-General indicated that the ILO notes these issues and the need to continue methodological work in some areas such as measuring the activities of seasonal workers. Finally, the demand for capacity building in general is well recognized. They stated that the ILO will work actively to meet this demand, but noted the need for partnerships and support from others, as the demand is too high to be met by one agency alone. The existing capacity-building activities will be continued and the ILO will strategically review these activities to seek opportunities to extend the range of users reached.
48. The representatives of the Secretary-General, Mr K. Walsh and Ms E. Benes, gave an overview of the results of a recent survey of countries related to their national LFS practices and work to implement the standards from the 19th ICLS. Activities to implement the new standards have been increasing over time but implementation has not yet taken place in the large majority of countries with lack of resources most regularly being stated as the main reason for non-implementation.

3.6. Measurement of labour migration

49. The representatives of the Secretary-General, Ms N. Popova and Mr M.H. Ozel, presented draft guidelines concerning statistics on international labour migration. International labour migration is an important policy priority and there is a need to respond equitably to the interests of countries of origin and countries of destination, as well as to the interests of migrant workers. To be effective, policies must be based on strong evidence, including the number of international migrant workers involved, their characteristics and their employment patterns. They highlighted the need to define the following three concepts: international migrant workers, for-work international migrants and return international migrants. They then presented a conceptual framework for statistics on international labour migration, along with classifications, core indicators, data collection and measurement issues. The Conference was invited to evaluate and endorse the draft guidelines, and express

views concerning future actions in developing relevant international statistical standards on this topic.

50. In the discussion, delegates broadly welcomed the guidelines developed and work completed by the ILO. The high degree of importance of the topic and the urgent need to fill data gaps were noted. In this regard, the development of the guidelines was highly important. A number of delegates sought clarification on different elements of the guidelines. One delegate proposed to change the term “international migrant worker” to “international migrant and foreign resident worker” as this term would be more meaningful and consistent with definitions of migrants. However, the delegate did not have any issue with the details of the definitions presented. Other delegates noted the need for review of some of the labels being used for concepts to avoid some confusion. For example, the definitions create the possibility that some international migrant workers would not be considered international migrants. These types of issues could lead to problems and cause confusion. It was also noted that the term “labour mobility” is unclear and it was suggested to be removed from the draft guidelines. A request was made to review some of the draft guidelines to ensure conceptual consistency, specifically between guidelines on duration of stay and guidelines on the permanent or temporary nature, which are currently separately defined. An Employer representative noted that the capture of information of main characteristics of work, such as occupation, is critical to enable meaningful analysis. For this reason, it will be important that international classifications can also be applied to any data sources.
51. Some delegates sought clarification on issues surrounding duration and intention, and their relation to the definitions of different groups. For example, it was noted that the guidelines suggest that tourists whose main purpose was not to work would not be identified as international migrant workers; however, this could be problematic as those people would in fact be working and contributing to the GDP in the country. Some delegates also raised concerns about the exclusion of those who migrate for less than three months, for example in countries with large numbers of transit migrants who need to work while in transit but would not be covered under the proposed definitions, despite being of substantial policy interest.
52. Other delegates noted that while the guidelines are valid, there are many measurement difficulties associated with implementing them and sought guidance from the ILO. Some specific issues referenced included; capturing the intention of migration at the time of entry; ensuring coverage of migrants, particularly short-term migrants who may not stay in housing units covered by household surveys; the appropriate reference period to use; appropriate data collection periods; and the possibility to capture intention to remain permanently and how to capture those who may not migrate for work purposes but do perform work in the recipient country. A risk for many of these measurement issues is that without measurement guidance, collection practices may vary substantially or collection may be impossible in some cases, for example to capture intention where administrative data is used. Given these various measurement difficulties, the ILO was requested to provide guidance for measurement and provide a plan for data collection, covering different sources such as administrative registers and the census round of 2020. Some specific guidance was sought on the treatment of particular groups, such as workers required to move within multinational enterprises, those displaced by war or natural disasters, and those in the military required to serve outside their home country.
53. In response to the discussion, the representative of the Secretary-General, Ms N. Popova, noted the critically important nature of the guidelines to promote wide measurement of this topic for which there is a very high demand among policymakers. The representative of the Secretary-General Mr H. Ozel clarified that a number of the concepts and definitions mentioned by delegates are defined to be consistent with existing texts and legal instruments or use existing Conventions as inspiration, for example the ILO’s Migration for Employment Convention (Revised), 1949 (No. 97), and the Migrant Workers (Supplementary Provisions)

Convention, 1975 (No. 143), and the UN Convention on the Protection of Rights of All Migrant Workers and Members of Their Families. He also provided specific clarifications as sought by the delegates. The proposals for changes to terminology were noted and would be considered further. The need for practical measurement guidance was fully acknowledged and would be an area of ongoing work for the ILO, with support being sought from countries and other international agencies.

54. Reflecting on the feedback received, the Chairperson requested the ILO to work on an updated draft of the guidelines to be provided to the delegates in advance of the follow-up discussion later in the Conference.

3.7. Measurement of volunteer work

55. A representative of the Secretary-General, Mr V. Ganta, informed the Conference about the progress made by the ILO Statistics Department in promoting the implementation of the 19th ICLS resolution I, concerning the statistical measurement of volunteer work. He offered an overview of the activities performed since the previous ICLS. Mr Ganta informed the Conference about the partnership established by the ILO with UN Volunteers (UNV) and its role in achieving progress on tasks set out by the 19th ICLS. Main results and conclusions of the global review of national practices in measuring volunteer work, conducted in 2018, were presented. The results of the review were used to develop two experimental survey modules as well as to identify areas requiring further conceptual clarity and methodological development. Finally, he presented the objectives set for the next phase of the ILO–UNV partnership (2019–21) and planned activities, and sought expressions of interest in collaboration from countries.
56. The Employer and Worker representatives and country delegates welcomed the work done, noting the importance of the topic, as volunteer work is a mechanism to achieve social justice and progress. A Worker representative also noted the importance of ensuring good collaboration with international and regional agencies towards the goal of coherent global estimates on the topic. A number of delegates informed the Conference of their activities to measure volunteer work and confirmed the need for updated practical guidance including draft questionnaires and technical guidance covering topics such as appropriate reference periods, measurement frequency and how to identify skills used. The issue of integration with household surveys such as LFSs and administrative data sources was also raised, with some question about the possibility to integrate a long set of questions with an LFS, or whether a standalone survey is preferable. One delegate remarked on the need to widen the scope of work to ensure that any guidance developed is relevant to a wide range of countries and contexts. Another delegate noted the importance of thinking of ways to promote measurement in countries in which this form of work is not recognized officially and is not believed to be common.
57. In response, the representative of the Secretary-General, Mr V. Ganta, expressed the intention for the ILO to continue to work on measurement approaches covering the varying topics raised by the Conference. The ILO will continue to work in partnership with UNV and other interested agencies and countries to ensure this guidance can be developed over the coming years based on appropriate testing. He also noted that choices about reference periods, frequencies and integration with other sources will depend on national demand and the intended use of the data. The ILO will also seek to develop guidance to support countries in making appropriate choices for their national purposes.

3.8. Consumer price indices (CPI)

58. The representative of the Secretary-General, Ms V. Stoevska, informed the Conference about progress of work on updating the 2004 CPI Manual. The manual is being updated by a Technical Expert Group, under the auspices of the Inter-Secretariat Working Group on

Price Statistics. The main purpose of the update is to reflect methodological and practical developments since 2004, and to provide clear and more prescriptive recommendations where possible. The update does not include fundamental or comprehensive changes. Draft updates of the chapters are available from the website: <https://www.imf.org/en/Data/Statistics/cpi-manual>. There will be a formal consultation with countries before submitting the finalized manual to the UN Statistical Commission for endorsement.

3.9. Statistics on employment in the environmental sector and green jobs

59. A representative of the Secretary-General, Ms V. Stoevska, provided delegates with an overview of ILO activities concerning statistics on employment in the environmental sector and green jobs, as outlined in Chapter 3, section 9 of General report I. She described the ILO's work in the development of statistical tools for collecting information on employment in the environmental sectors for inclusion in ongoing household-based and establishment-based surveys, the testing of relevance and suitability of the conceptual framework of the 19th ICLS guidelines, the development of methodologies for measuring and modelling the impact of climate change or environmental policies on employment and income, and capacity-building activities.
60. One delegate noted that measurement is difficult given the need to distinguish environmental activities from non-environmental activities, which may be difficult to observe in practice, for example to identify appropriate sectors and jobs. This is an important barrier for countries seeking to develop green policies and action plans, as well as those trying to assess impact of policies. Updated guidance and support from the ILO would be very welcome.
61. In response, Ms Stoevska recognized the difficulties faced by countries in measurement of green jobs and assessment of policy impact. The boundaries between green jobs and non-green jobs and green activities and non-green activities at the establishment level can be difficult to identify, in particular as the environmental nature of the work is not built into existing standard classifications of industry (ISIC) or occupation (ISCO). Existing guidance covers methods and a possible phased approach to measurement which can be used to develop statistics incrementally. She stated that the ILO acknowledges the need for further support and will provide technical assistance to interested countries to the extent possible.

3.10. Disability statistics

62. The representative of the Secretary-General, Ms V. Stoevska, presented section 3.4 of the General report dealing with statistics on the labour force characteristics of persons with disabilities. She highlighted the need for comprehensive data on the employment situation of persons with disabilities for establishing and monitoring the effectiveness and impact of national legislation, programmes or policies to promote equal employment opportunities and treatment in employment for people with disabilities. The comprehensive review of the available sources of data and statistics in each country showed significant variation in the concepts and definitions of disability, which affects comparability across countries, as well as a lack of information on obstacles persons with disabilities face in the labour market. The need to improve the availability of disability data, to standardize the concepts by adopting the recommendations of the Washington Group on disability statistics, to cross-tabulate labour market indicators against disability status, and to collect information concerning barriers and facilitators in the labour market were highlighted. The Conference was invited to express its views and endorse: (i) the use of the Washington Group short set of six questions in existing data instruments allowing the identification of persons with disabilities and disaggregation of SDG indicators related to decent work by disability status; and (ii) further methodological development and testing of a module on obstacles faced by persons with disabilities in the labour market.

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- 63.** A number of delegates remarked on the need to consider how best to use or combine different sources of information (LFS, detailed disability surveys, administrative data) and sought guidance from the ILO and countries on good practices. There was recognition of the importance of measurement of disability for many purposes and that the Washington Group approach offers a relatively efficient manner of achieving this, albeit with some methodological concerns. Delegates noted the challenge of covering a sensitive topic of this nature in household surveys, particularly if a long set of questions is required. One delegate noted that the policy need for information requires more detailed and dedicated surveys. Reference was made to inconsistency between the estimates based on Washington Group questions and those based on the WHO guidance which can make the development of a consistent series of data difficult if both approaches are used over time. One delegate described their experience of testing the Washington Group questions, which showed some important comprehension difficulties with at least one of the domains covered. To address these challenges, more guidance and direct technical support is needed.
- 64.** In response, Ms Stoevska reminded the Conference of the critical need to enable disaggregation by disability status as required for multiple indicators in the SDG framework. The Washington Group questions have been widely tested and implemented and offer a route to efficiently capturing disability status. It is recognized that the Washington Group short set of questions may not capture some forms of disabilities such as socio-emotional difficulties. Nonetheless, it remains the best available option for regular or periodic measurement in statistical surveys and for disaggregation of labour market indicators by disability status. Although standalone disability surveys may serve this purpose as well, in many countries they may not be conducted at regular intervals. With regard to other sources such as administrative sources, they can play an important role, for example for national monitoring, however for labour market monitoring they would not provide a coherent set of statistics covering employment and unemployment, as required for SDG monitoring. As such, measurement through household surveys will remain important.

3.11. Inter-Secretariat Working Group on Household Surveys

- 65.** A representative of the Secretary-General, Mr K. Walsh presented a summary of the background and work to date of the Inter-Secretariat Working Group on Household Surveys. The overall purpose of the Working Group, which was initially mandated by the United Nations Statistical Commission in 2015, was to fill gaps in the availability of cross-cutting guidance and standards for the implementation of household surveys covering different topics. A very important focus of the Working Group is to foster cooperation among international agencies and ensure that support from the international community is organized efficiently to maximize effectiveness for countries. Work has been ongoing through a number of subject matter-specific task forces including one on labour which the ILO leads. Progress was reported to the United Nations Statistical Commission in 2018 and countries have emphasized the need to work on cross-cutting topics rather than relatively narrow subject matters, which are naturally within the remit of individual agencies. The Working Group is now developing proposals for additional task forces to work on challenges of wide interest such as disaggregation within the context of SDG indicators. In addition, to enable progress to be made more efficiently, the Working Group has developed proposals to secure and dedicate additional resources to the tasks, with the ultimate goal of incrementally providing guidance which can support countries in the implementation of an efficient household survey system.

3.12. Child labour

- 66.** A representative of the Secretary-General, Mr F. Blanco Allais presented the draft amendment of the 18th ICLS resolution concerning statistics of child labour. The existing international standards on child labour statistics were adopted in 2008 (18th ICLS) based, at the time, on the latest concepts and definitions regarding statistics of the economically active

population, employment, unemployment and underemployment (13th ICLS). These concepts and definitions have since been replaced with new international standards on statistics of work, employment and labour underutilization (19th ICLS). The representative of the Secretary-General presented the key implications of the new standards on work employment and labour underutilization on child labour, and how to align the 18th ICLS resolution concerning child labour statistics with the framework provided by the 19th ICLS resolution. He highlighted the advantages of this amendment, mentioning the possibility for a better identification of neglected forms of work by children, better elements for the design of programmes and policies to address the specific policy challenges of child labour within each form of work, enhanced understanding of the interactions between different forms of work performed by children and a more accurate assessment of the true workload faced by children. The presentation was followed by a technical discussion of the draft amendment of the 18th ICLS resolution concerning statistics of child labour for consideration by the 20th ICLS.

67. Workers', Employers' and country delegates supported the changes being introduced to the 18th ICLS resolution to harmonize with the definitions of forms of work from the 19th ICLS resolution. Among other things, this promotes the measurement of all forms of work of children which is of high value to policymakers and makes visible activities which have previously been hidden even where child labour surveys were taking place. While inclusion in LFSs is considered useful, it was noted that proper evaluation of child labour may require a dedicated survey. A range of comments were made about the importance of thresholds for different elements of the definitions, including the application of time thresholds, how they relate to different forms of work (i.e. lower threshold for hazardous work than non-hazardous), and age thresholds. Delegates referenced the potential value of establishing standard thresholds for application across countries to improve international comparability and enable countries to put in place meaningful thresholds not entirely subject to national policies.
68. In response, the representative of the Secretary-General, Mr F. Blanco Allais, noted that the definitions have been developed to achieve consistency with other frameworks, notably different existing Conventions. The Conventions explicitly state that child labour is directly linked to national standards and legislation which may set age and hours thresholds and specify which work is considered hazardous. It is important to achieve consistency between the resolution and those other frameworks. However, efforts can be made to share some practices to supplement existing guidelines and methodological materials and promote a greater degree of consistency across countries.
69. In follow-up interventions, delegates shared their measurement experiences and confirmed the importance of the updated resolution to support more detailed measurement of children's work. One delegate proposed that some minimal content could be added to make the resolution stand alone, specifically by introducing additional details in definitions of forms of work so that readers would not need to also refer to the 19th ICLS resolution to understand definitions fully. Other delegates welcomed the updates to the resolution but noted the ongoing need for further guidance development and technical support.
70. The representative of the Secretary-General thanked all delegates for their comments and agreed to take on board suggestions to update the resolution. The need for further guidance and support was also noted and he stated that the ILO will continue its work towards that objective.

3.13. Forced labour

71. A representative of the Secretary-General, Ms M. de Cock outlined the history of the work on the measurement of forced labour. A definition was established in the ILO's Forced Labour Convention, 1930 (No. 29), establishing the key aspects of the involuntary nature

and the threat of penalty or menace. These aspects have informed the statistical development work and represent key measurement challenges. Statistical work on the topic has been ongoing for many years but has accelerated in recent years following the adoption of a resolution on future work on the topic at the 19th ICLS. A working group was established to advance the work and has undertaken a significant body of development and testing to generate the guidelines now before the Conference. The objective of the guidelines is to promote measurement which will in turn provide further evidence upon which to update the guidance and definitions. Measurement objectives are broadly along three lines, namely prevalence of the activity, nature of the activities and the clustering of activities in certain sectors or among certain population groups. A range of methodological issues are covered by the guidelines such as sampling approaches, the use of different data sources, methods of data collection and data analysis. A specific focus is placed on the special case of children, which is particularly important and can be extremely difficult to measure well.

72. Delegates noted the high importance but also the high measurement difficulty related to the topic. Creative and adaptive sampling methodologies need to be used to achieve appropriate levels of coverage as standard probabilistic methods would be insufficient. Delegates outlined some of the challenges they had faced when undertaking surveys on this topic. The importance of engagement with multiple stakeholders was discussed, including different government agencies, social partners and those engaging forced labour such as plantation owners. It is very important to raise awareness and support before undertaking measurement. In addition, great care is needed in measuring such a sensitive topic, use of the words “forced labour” should be avoided and indirect questioning methods need to be adopted, plus special approaches to reaching relevant respondents where security issues can exist. While recognizing the many measurement challenges, many delegates noted the importance of the work done in promoting more widespread measurement and welcomed the guidelines as an important starting point, while also calling for ongoing support and the development of tools by the ILO.
73. An Employer representative expressed overall support for the work, but expressed concern at the listing of activities which may be considered involuntary (paragraph 5(c) of the draft guidelines). These activities were in cases ambiguous and may not benefit either measurement or interpretation of the results. There was a danger that many non-involuntary situations could be identified if those examples were followed. One delegate provided a range of specific comments on different aspects to improve the draft guidelines such as the need to specify that bonded labour could include cases where excessive fees are charged by recruiters, the need to specify that threat or menace may also apply to close associates (not just family members) and other issues.
74. In response Ms M. de Cock welcomed the broad support noting her agreement that measurement of forced labour is both challenging and necessary. The definitions are statistical in nature, rather than legal. While they work from legal definitions as a starting point, they are required to go beyond legal definitions to create a definition which is measureable. In relation to the types of work which may be involuntary, it was emphasized that these were provided to illustrate cases which may be involuntary and that in all cases the involuntary nature of the work would have to be confirmed before classifying it as forced labour. It was recalled that involvement of national stakeholders to ensure the survey design and implementation was adapted for the national context was essential, and that national adaptation of any tool is critical. However, some tools could be developed to support measurement. The need to work further on topics such as appropriate means to measure forced labour among children was accepted and will be a priority. She noted that the ILO will continue to work on guidance and provide technical support to countries to promote good measurement practices. It will also be important that countries and the ILO share experiences and practices over the coming years.

3.14. Labour statistics Conventions and Recommendations

75. A representative of the Secretary-General, Ms R. Gammarano, spoke briefly about the existing types of international standards on labour statistics: Conventions and Recommendations adopted by the International Labour Conference and resolutions and guidelines adopted by the International Conference of Labour Statisticians. She put an emphasis on the former, expanding on the relevance and characteristics of the Labour Statistics Convention, 1985 (No. 160), and the Labour Statistics Recommendation, (No. 170), 1985, highlighting that Conventions are the only legally binding international standards on labour statistics. Regretting that only 50 countries have ratified Convention No. 160 to date, she presented the main arguments for ratification and informed the floor of the call by the Standards Review Mechanism Tripartite Working Group on the Office to make intense efforts in this regard. In September 2018, this group recommended that Convention No. 160 and Recommendation No. 170 be considered up-to-date and fit for purpose, and the Convention concerning Statistics of Wages and Hours of Work, 1938 (No. 63), be abrogated.
76. During the discussion a Worker representative discussed the high importance of ratification of Convention No. 160 as a means to promote higher data availability and called on countries to ratify the Convention. One delegate also spoke of the relevance of Convention No. 160 as confirmed by the Standards Review Mechanism, highlighting that it is not out of date despite being established in 1985.
77. In response, Ms R. Gammarano thanked the Conference for the comments received. The Secretary-General reiterated the call for additional countries to ratify Convention No. 160, and stated the need to raise awareness of the existence and relevance of the Convention which may not be acknowledged nationally. The existence and ratification of Conventions does influence the level of data availability and this is particularly important given the many demands now being faced by countries, including providing data for SDG monitoring. The Governing Body has given the ILO a mandate to promote ratification of the Convention so that the ILO will continue to work on this.

3.15. ILOSTAT data collection, production and dissemination

78. Two representatives of the Secretary-General, Mr S. Kapsos and Ms M. Sodergren, provided an overview of recent initiatives to enhance the ILO's central statistical repository, ILOSTAT. They highlighted improvements to the user interface, data tools and resources, the introduction of new indicators and methods of data collection. They described recent changes made to the annual ILOSTAT questionnaire in order to facilitate data reporting and presented an overview of the current response rate. They concluded by providing different data channel options to reduce the reporting burden faced by national statistical offices and other data providers.
79. Delegates welcomed the work done and highlighted the importance of closing gaps in the availability of information on ILOSTAT over time. A representative of Public Services International (PSI) noted the major data gaps which exist in relation to local and regional government and also more generally in some regions. The level of availability of information highlighting the workers in subnational government is very low and this creates major difficulties in assessing the performance of subnational governmental organizations. In addition, it makes it difficult to assess progress under the SDGs and the Decent Work Agenda. Given the mutual interest in this topic, the representative of PSI called on the ICLS to place a high priority on closing data gaps in this area over the coming years and proposed to undertake collaborative pilot studies and report back to the 21st ICLS on progress achieved.

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- 80.** In response, the representative of the Secretary-General, Mr S. Kapsos noted that while gaps remain, the trend in data availability has been positive, although much further work must be done. Regarding coverage at a subnational level, such as local and regional government, this is a major challenge as it requires a level of harmonization in the type of information captured across countries. This is an additional challenge beyond filling the many gaps which continue to exist at the national level. The ILO will continue to work on this and consider means to improve coverage, noting that improved access to household-survey microdata is one possible route to fill subnational data gaps.
- 81.** Two representatives of the Secretary-General, Ms M. Villarreal-Fuentes and Mr Y. Perardel, provided an overview of the work of the ILO concerning microdata processing for ILOSTAT. They detailed the work that had been completed, from the acquisition of the microdata to data processing and dissemination of the results. They highlighted the benefits of working directly with microdata: it increases data and metadata coverage, it reduces the burden for member States to respond to the annual questionnaire and it ensures a higher level of compliance with internationally agreed concepts. They emphasized that the microdata processing was possible thanks to the decision made by national statistical systems to widely and freely disseminate labour force and other household survey anonymised datasets. They concluded by encouraging countries to share anonymised microdata with the Department of Statistics.
- 82.** Some delegates, particularly those from countries with small populations, noted the challenge of sufficient anonymisation of microdata sets to meet confidentiality requirements of countries. There are some regional initiatives to develop methodologies for this and the ILO was requested to collaborate with those initiatives to provide input and support. Other delegates raised the question of what happens when estimates generated by the ILO (either from microdata or modelling) differ from those generated by the country themselves and asked how the ILO handles revisions to existing data.
- 83.** Mr Y. Perardel, replied to the issues raised, in particular noting that in case of any differences between national and ILO-generated estimates, the ILO communicates with the country to understand the source of any differences and decides how to proceed. With regard to revisions, the ILO always seeks to work with the latest available data and incorporates revisions where available. Finally, he noted that the ILO already works extensively through its regional network to provide support and will continue to do so.

3.16. ILO estimations and projections

- 84.** Two representatives of the Secretary-General, Mr S. Kapsos and Mr R. Gomis, provided an overview of the work of the ILO concerning modelled estimates. They detailed the work that had been completed to date, including the production of modelled estimates of the labour force, unemployment, and employment by economic class, status, economic activity and occupation. They noted the benefits of producing modelled estimates, including making global and regional aggregates available, enhancing international comparability and ensuring high data quality standards. They emphasized that the global and regional estimates facilitate timely and accurate SDG reporting.
- 85.** During the discussion, delegates spoke of their own national activities in the areas of estimation and projections. There was a strong demand for sharing of information from the ILO on the estimation and projection methods used, to enable countries to apply good practices to meet national demands for information. Technical assistance to apply the methods was also called for. There was also a clear recognition of the need for capacity building among different stakeholders to build support for the provision of labour statistics. This support needs to reflect the fact that many stakeholders can be involved in the process but are not necessarily well coordinated. Cross-cutting support and advocacy will help to improve quality and availability of data, and in turn reduce the need for imputation by the

ILO and other agencies. Delegates also noted the need for the ILO to use its regional network to support countries at different stages of the process. One delegate observed the need to reflect the use of administrative data in any guidance provided, as current methods were generally based around LFSs and their microdata.

- 86.** The representative of the Secretary-General, Mr S. Kapsos, noted that the ILO is working in cooperation with other agencies on an ongoing basis to ensure consistency of activities and estimates, for example working closely with the World Bank on data for indicator 1.1.1 of the SDG framework. Various efforts are being made to build better tools to support countries, some of which were being highlighted during the ICLS. He noted that for the time being, the ILO bases its estimates on the 13th ICLS standards as the majority of countries have been applying this to date. At some point when sufficient data is available, the global estimation and projection processes will include estimates based on the latest standards; however, this will be a major challenge for some time. Regarding sharing of estimation and projection methods, he noted that information is available through the ILO website but observed that the ILO models would not necessarily be designed to meet national demands for disaggregated estimates. The ILO does provide support for this type of national level work when demanded. The ILO also uses administrative data when appropriate and will continue to invest in the provision of guidance for the use of administrative data going forward.
- 87.** The Secretary-General, Mr R. Diez de Medina, reflected on the major communications challenge facing countries, both in introducing changes and managing breaks in series, and in advocating for the availability of labour statistics. Through the Labour Market Statistics and Analysis Academy, the ILO has provided training both on the technical methods needed to apply standards, but also the understanding of those standards and how to communicate them. However, in the end, breaks will occur and good communications will be needed to manage expectations and outcomes. The UN system is aware of the need to agree on common guidelines for the provision of SDG indicators and is working to that end. Regarding, coordination within national statistical systems, he identified this as a critical success factor in labour statistics and other statistical domains. The aim of the international system is to foster national coordination and to strengthen the role of national statistics offices as coordinators and custodians of standards. This is a longstanding challenge and the international community recognizes the need to address it to avoid duplication of efforts while improving the availability of statistics.

3.17. Skills mismatch

- 88.** A representative of the Secretary-General, Ms V. Stoevska, presented draft guidelines concerning measurement of qualifications and skills mismatches of persons in employment. She highlighted increasing policy interest in skills development and skills utilization in both developed and developing countries, and the use of a variety of concepts and definitions related to skills. The need to precisely define and clarify various forms of mismatches was stressed as was the need to make a distinction between qualifications and skills mismatches. After presenting the main purposes of the work and the statistics on various forms of mismatches, a proposal for a conceptual framework for statistics on qualification and skills mismatches of persons in employment was presented. In addition, guidelines on best practices in the measurement of various types of mismatches were also presented.
- 89.** Several delegates voiced their support for the ILO's work to date in this area, stating that the draft guidelines provided a solid starting point to identify and measure qualifications and skills-related mismatches. They encouraged the ILO to continue to further develop the guidelines through additional analytical assessments. An Employer representative echoed this support and highlighted the need for the derived indicators to be cross-tabulated with other indicators such as industry, occupation and formal/informal employment. To this end, the use of existing international classifications, particularly with regard to industry and

occupation, was strongly encouraged. Given the fact that job satisfaction is influenced by many factors, it was suggested that it may not be suitable for cross-tabulation purposes. A Worker representative voiced much agreement with the statements made by the Employer representative, adding that strong social dialogue should underpin further methodological development. Some delegates raised potential conceptual problems, including whether on-the-job training and other learning activities could be taken into account alongside measures of traditional educational qualifications. Additional methodological questions were raised regarding how to derive estimates for multiple job holders and for holders of multiple qualifications and how to ensure that the guidelines would remain relevant given future changes in forms of work.

- 90.** In response, the representative of the Secretary-General, Ms V. Stoevska, noted that the guidelines presented were only a starting point for further development of standards on this topic. She noted that the guidelines provide an overview of the best practices and approaches in the measurement of various types of mismatches, and that over time they will evolve, for instance in terms of the types of skills measured. She acknowledged that although the level of education has been widely used as a screening factor in recruitment processes, skills are gaining importance. She also noted that skills are increasingly being acquired and developed outside the formal education system. Therefore, the level of education is only a crude proxy for the skills, knowledge and competencies mastered at the time of completion of an educational programme. She expressed agreement regarding the importance of cross-tabulating the two proposed indicators with additional indicators in order to identify the groups most susceptible to skills- and qualification-related mismatch. In addition, she noted that ILO work to date suggested mismatch by level of education is strongly correlated with unemployment, underscoring the need to view the derived mismatch indicators alongside unemployment and underemployment indicators. In terms of the types of skills to be measured, she stated that the draft guidelines are not exhaustive and that countries will have to identify which sets of skills are most relevant and suitable at the national level.
- 91.** The representative of the Secretary-General, Ms V. Stoevska, presented advantages and disadvantages of various approaches for measuring qualifications and skills mismatches of persons in employment. She then provided a comparison of estimates based on different approaches. The Conference was invited to evaluate and endorse the draft guidelines, and to express views concerning future steps in developing relevant international statistical standards on this topic.
- 92.** A number of delegates noted potential comparability issues when analysing mismatch estimates across age cohorts. This would arise, for instance, in countries where changes to the national educational system occurred over time, but also where educational requirements have increased over time, which could inhibit comparability across different age cohorts. Some delegates expressed some concern regarding whether questions related to skills would be well understood. The ILO was encouraged to carefully consider draft questions developed for inclusion in household surveys, including to account for national specificities in concepts and terminology. In line with the concerns on national specificities, two delegates expressed doubts that these indicators would be well-suited for international comparisons. A number of delegates expressed preference for a normative approach in measurement of skills- and qualification-mismatch, taking into account national laws and practices. One delegate raised the question of whether big data could provide another potential source to measure skills- and qualification-related mismatch, and several delegates raised the need to explore the administrative records as a source of information. Several delegates encouraged the ILO to conduct further methodological testing at the national level and expressed interest in working on related piloting activities together with the ILO.
- 93.** In response, the representative of the Secretary-General, Ms V. Stoevska, acknowledged the difficulties in obtaining standardized qualifications and skills across countries. She noted that the draft guidelines are not prescriptive and give freedom to countries to decide on the

measurement approaches to be used. She concurred that the preferred approach is to measure the qualification mismatch by using the normative approach, but in cases where this is not possible, either a statistical approach or self-identification approach would be needed. She highlighted the importance of regular data compilation of the related estimates, ideally to be produced on an annual basis. Regarding the potential use of big data, she indicated that the ILO is exploring the use of big data sources in which jobs and qualifications are jointly identified. She concluded by acknowledging with gratitude the support expressed by delegates for the work done to date and noted the expressions of interest by several countries to work with the ILO on further national testing and methodological development.

3.18. Statistical data and metadata exchange (SDMX) and global data structure definition (DSD)

- 94.** A representative of the Secretary-General, Mr E. Greising, provided an overview of the SDMX standard for data exchange and explained why its adoption creates significant advantages for data reporting and dissemination. He highlighted the importance of defining global SDMX artefacts in the statistical community to facilitate the inter-operability between reporters and collectors of data. He concluded by providing details on the participation of the Department of Statistics in different working groups in charge of the definition of global artefacts for the exchange of labour data and the SDGs indicators, and invited the Conference to express their views regarding the relevance of the development of SDMX global artefacts, and to the implementation of the SDMX standard to facilitate data reporting activities.
- 95.** One delegate asked whether the SDMX and the DSD developed by the ILO would be used by all countries for data transmission. In response, the representative of the Secretary-General, Mr E. Greising, noted that SDMX is an ISO standard and has been widely adopted over the past five years, and that SDMX is already widely used to exchange national accounts data. He indicated that the ILO anticipates that more and more countries will develop national platforms for exchange of data and metadata using SDMX. He went on to note that a global DSD for labour statistics will facilitate understanding and inter-operability, enhancing data exchange and that SDMX will serve as a means to validate the structure of the data transmitted.
- 96.** The Secretary-General briefed delegates that an SDG Global Indicators Platform has put in place a system to lower the burden of countries for reporting to the SDG Global Indicators Database. He further noted that the development of a DSD for SDGs is a major priority internationally and that a working group has been formed to develop it. He indicated that the ILO is very involved in this process to help ensure that the ICLS standards and concepts are embedded in the SDG DSD.

3.19. Labour market information systems (LMIS)

- 97.** A representative of the Secretary-General, Mr E. Greising, provided an overview of the work of the ILO to support the implementation of labour market information systems (LMIS) among member States. After introducing the main functions and components of an LMIS, he focused on data collection and repository of information, and described the toolkit offered by the Department of Statistics for those member States implementing LMIS. He then reviewed an “implementation checklist” for LMIS projects and concluded with an overview of three ongoing projects for LMIS implementation, i.e. Caribbean Community (CARICOM), Chile and Montenegro.
- 98.** A delegate from one country that had recently worked with the ILO to set up an LMIS using the “.Stat” platform thanked the Office for the support provided and stated that while developing an LMIS can entail significant start-up costs, the long-term benefits are significant. Several delegates stated that developing an LMIS system was a priority in their country and requested related ILO technical support. Specific support was requested in the

areas of sharing best practices, promoting international standards and classifications, strengthening analytical capacity and using administrative records for labour market monitoring. One delegate sought clarification as to whether the indicators to be included in an LMIS had been predefined by the ILO. Another asked which institution at the national level should be responsible for the national LMIS. An additional question was raised on data integrity and reliability, requesting ILO support to develop an “early warning” system to detect potential manipulation of national labour market information for political purposes.

- 99.** In response, Mr E. Greising stated that the set of indicators in an LMIS is not predefined, but rather should be decided by countries based on national circumstances and priorities, but that the ILO can help to define an initial set. He acknowledged that there are start-up costs, but that once an LMIS is set up and a DSD is defined, data flows are automated, which leads to efficiencies and cost savings. In terms of overall resource needs, he stated that these largely depend on national circumstances and the scope of the desired LMIS, but that the ILO has been developing tools to try to reduce the amount of resources needed. Human resources are often the most resource-intensive aspect of LMIS development, followed by computer servers. He noted that institutional arrangements related to an LMIS can be very difficult to negotiate and that success in this respect is essential for the overall success of LMIS development.
- 100.** The Secretary-General stated that the decision of where LMIS should be hosted institutionally is a national decision, requiring effective coordination among involved agencies. With regard to the issue of data quality and integrity, he noted that improved governance and supervision is essential and that some existing tools are available to help detect potential problems, including tools developed by the International Monetary Fund (IMF). Regarding labour statistics, the standards defined by the ICLS provide a strong basis to promote best practices for ensuring the reliability of labour statistics.

3.20. Social protection

- 101.** A representative of the Secretary-General, Mr F. Duran Valverde, presented background information on the ILO’s activities to collect and produce social protection statistics through the Social Security Inquiry (SSI) for publication in the World Social Protection Database and for reporting on SDG indicator 1.3.1. He noted that the SSI is the main data collection tool, but the World Social Protection Database includes other input data sources from repositories maintained by Eurostat, the Organisation for Economic Co-operation and Development (OECD), the IMF, the World Bank, the Economic Commission for Latin America and the Caribbean (ECLAC), the Asian Development Bank (ADB), and the African Development Bank (AfDB). He provided details on the SSI process, including planning and programming, revision and validation, data collection follow-up and statistical processing. He presented developments in data compilation, including increased country coverage, a simplified questionnaire design to improve quality control, and increased field staff involvement. He then provided an overview of SDG indicator 1.3.1, noting the indicator’s complexity owing to the nine different social protection components embedded within the indicator and showing data availability of the indicator on effective coverage. He concluded by presenting key challenges and opportunities, with the main challenges of indicator complexity and fragmentation of information underlying the indicator. In terms of opportunities, he noted the increased global interest in this area owing to the SDGs and the adoption of new technologies that are facilitating more and better social protection data.
- 102.** Several delegates requested ILO technical support for their countries to assist them in producing social protection statistics. A number of delegates also noted that other international agencies, such as UNICEF and the Food and Agriculture Organization (FAO) are engaged in related activities and requested clarity on the respective roles and responsibilities of the different organizations.

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- 103.** The representative of the Secretary-General, Mr F. Duran Valverde, acknowledged the requests for support and indicated the ILO's eagerness to support countries in compiling and reporting on social protection related indicators. He noted that the ILO coordinates its activities in these areas closely with other UN and related international agencies, and that within the UN system, the Inter-Agency Social Protection Board is a key mechanism for exchanging information. He indicated that the SDG indicator 1.3.1 was defined by the UN and that the ILO has been involved in proposing concepts and definitions for the components that comprise the indicator.

3.21. Multinational enterprises

- 104.** A representative of the Secretary-General, Mr T. Sparreboom, provided an overview of the work of the ILO concerning statistics on multinational enterprises (MNEs). He explained that such statistics should enable governments to assess the effects of multinational enterprises on labour markets and the achievement of decent work in accordance with the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration). Mr Sparreboom noted that several studies have been undertaken by the ILO to assess methodologies to collect data on MNEs. Discussion of these studies in workshops highlighted the need for clearer statistical definitions of MNEs, as well as the need for methodological guidelines. He then presented several options for future work, including the identification of good practices and the development of new guidelines for the collection of data on MNEs.
- 105.** A Worker representative noted their appreciation of the importance of statistics on MNEs and requested that the next ICLS would include an expanded discussion of the topic. The representative also stated that the ILO's work in this area should be coordinated along with other international organizations and requested an update on progress as future related work unfolds. One delegate questioned the need to capture statistics specifically on MNEs. Another stressed the importance of ensuring that business registers have comprehensive information at the national level to facilitate better understanding of developments related to MNEs.
- 106.** The Secretary-General noted the complexity of the topic and the difficulty in deriving related statistics. He stated that while at the national level, national statistical offices and labour ministries work primarily on national employment-related issues, the mandate of ILO in the field of MNEs covers different MNE activities across different countries. Accordingly, efforts to obtain statistics on this topic goes beyond the mandate of national statistical offices and requires global coordination, also bringing in the Decent Work Agenda.
- 107.** The representative of the Secretary-General, Mr T. Sparreboom, noted that with respect to statistics obtained at the national level, countries often use multiple data sources among which business registers are an important source. He indicated that countries that are in the position to provide information on MNEs are usually those with very advanced statistical systems with a high level of coordination at the national level. The challenge now is how to bring the practices that have been developed in these countries to countries with less developed statistical systems. He concluded by noting that MNEs can be fundamental in achieving national and international goals and targets, underscoring the importance of capturing statistics related to them.

3.22. Wages

- 108.** The Secretary-General provided an update on ILO activities related to the development of a manual on wage statistics, which was mandated by the previous ICLS. He indicated that unfortunately the ILO is not in a position to share a draft manual as the process has been more demanding than originally anticipated. There is now a close partnership between the Department of Statistics and the Department on Conditions of Work and Equality to ensure

that the first draft of the manual will be ready next year. Tripartite consultations are to follow shortly thereafter.

3.23. Social dialogue

- 109.** A representative of the Secretary-General, Ms R. Gammarano, presented the work carried out by the ILO in the field of social dialogue statistics, including unionization statistics, collective bargaining coverage statistics and statistics on strikes and lockouts. She spoke about the ILO's data compilation efforts and noted the significant data availability challenges. She showed how the data compiled was used for analytical purposes in both ILO and external documents, and highlighted the ILO's activities to build the constituents' capacity to produce and use social dialogue statistics effectively.
- 110.** One delegate noted that their country's main source of information for social dialogue statistics is the LFS and that obtaining related statistics from administrative records has proven to be problematic. The delegate requested that the ILO disseminate methodological guidance on best practices on this topic.

3.24. Occupational Injuries

- 111.** A representative of the Secretary-General, Ms R. Gammarano, spoke briefly about occupational injuries statistics, pointing out their relevance in ensuring occupational safety and health, a key part of decent work. She recalled the international standards in force on occupational injuries statistics and presented the ILO's data compilation activities in this regard. She also mentioned the main challenges in the compilation of occupational injuries statistics, and introduced SDG indicator 8.8.1 on occupational injuries.
- 112.** A number of delegates noted the complexity of collecting comprehensive information on occupational injuries. Administrative data is often of limited coverage which is a major problem for countries with large informal sectors. Sources such as administrative data from social security schemes are useful but do not necessarily identify risks or provide timely or frequent data. It was also observed that sources can vary substantially across countries, which creates a barrier to comparability of the statistics generated. Some clarifications were sought on definitions from the 16th ICLS and some updates were also proposed. One delegate noted the need for household surveys in countries with large informal sectors, with a possible need to target sectors of activity where risks are highest. There were a number of requests for technical assistance and guidance on compilation methods and the use of different sources, in particular administrative records to generate statistics.
- 113.** In response, Ms R. Gammarano affirmed the challenges noted by the delegates. The provision of comprehensive statistics will most likely require the combination of different sources of information, including household surveys and different administrative sources. The requests for support were noted.

3.25. Technical assistance and capacity building in labour statistics

- 114.** The representatives of the Secretary-General, Mr Y. Diallo (Africa), Mr T. Habiyakare (Asia and the Pacific), Mr D. Glejberman (Latin America and the Caribbean), Mr N. Keyrouz (Arab States) and Mr D. Mosler (Europe and Central Asia) gave updates on the various activities being supported across the regions, noting in particular the widespread capacity building and technical assistance activities supported in the years since the 19th ICLS, along with future planned activities. Across all regions, the ILO has engaged in strategic partnerships with other active agencies and stakeholders to promote the provision of labour statistics and improvements in comparability and harmonization of data. The ILO has also supported the publication of a wide range of analytical reports, technical manuals and

guidance on a range of topics. The regional statisticians have also been actively involved in fundraising activities to support countries in capacity building and implementing of surveys in line with latest standards. In addition, the ILO has participated in working groups across different regions and promotes collaboration and information sharing across countries within regions. Topics of high importance for continuing work include: implementation of the 19th ICLS, measurement of SDG indicators, informality, child labour, labour migration, ratification of Convention No. 160 and labour market information systems, among others. In addition, promotion and implementation of new standards adopted by the 20th ICLS, in particular the new International Classification of Status in Employment (ICSE-18) will be an important area of support for the coming years.

- 115.** Many delegates across all regions noted the value added by ILO technical support in the regions, particularly in the implementation of the 19th ICLS. Delegates requested that existing technical assistance and capacity-building efforts be continued and scaled up to provide as much support as possible to countries across many topics. A common issue raised was the increasing demand for labour statistics both nationally and internationally which has put pressure on compilers of labour statistics. This does not just relate to the need for higher frequency data, but also data to illustrate many important phenomena characterizing the state of play in the labour market, society and economy in many countries. A number of delegates from countries who had collaborated with the ILO pilot study project acknowledged its important role in enabling and building capacity at the national level and encouraged the ILO to continue with activities of that nature.
- 116.** Delegates from African countries noted a range of issues of particular concern within the region, including the need to increase training activities and national-level capacity-building events, the need to assess the impact of capacity-building activities and low technical capacity in different stages of the statistical process, in particular analysis and dissemination. The focus on support for analysis and dissemination was repeated by delegates from other regions. Other delegates noted the need to ensure materials and support are provided in additional languages other than the official languages. Multiple delegates requested support to utilize technology more effectively in their processes, notably computer assisted interviewing. Another point of note was the need to support countries in communication of changes, in particular those arising from the 19th ICLS, to policymakers, others stakeholders and users in general including the public, given the high sensitivity and importance of key labour market indicators. A particular challenge in this regard was the need to handle inevitable breaks in series when changes in methods or definitions are introduced.
- 117.** Delegates from different regions requested support in the implementation of establishment surveys to cover topics such as job vacancies and wages. In addition, delegates pointed to the need for support in the use and integration of other data sources, most notably administrative data on different topics, which can be very useful, but are often inconsistent with standards and have incomplete coverage among other issues. Delegates also requested support for activities to establish effective labour market information systems. Other topics touched on included the need for further work on skills mismatch and forced labour, the measurement of green jobs, child labour and the need to ensure good collaboration across regional and international agencies. In relation to the SDGs, one delegate noted that support on measurement of the indicators was of high importance, and this also serves the purpose of enhancing the capacity of countries to achieve the goals themselves.
- 118.** In response, the representatives of the Secretary-General noted the strong demand from delegates for ongoing support across a wide range of topics and activities. The Secretary-General, Mr R. Diez de Medina, highlighted the importance of ongoing collaborative mechanisms to support progress. In this regard, he noted good examples of regional working groups within the UN economic regional commissions such as the ECLAC, for sharing knowledge and promoting harmonization, which could usefully be

replicated in other regions. The ILO will continue to build its support activities both nationally and regionally to provide optimal support to countries.

- 119.** A representative of the Secretary-General, Mr S. Verick, provided the Conference with an overview of activities of the International Training Centre (ITC) of the ILO in the area of labour statistics. A variety of activities have been delivered in recent years. In addition to running the Labour Market Statistics and Analysis Academy, the ITC has provided training on topics such as the measurement of informality and the use of Stata to analyse the labour market. Additional topics will be covered in forthcoming training activities. The ITC has been updating the modes of delivery to include distance training and adapting courses to other languages subject to demand.

3.26. Measuring Informality

- 120.** A representative of the Secretary-General, Mr M. Frosch, provided an overview of the current statistical framework of informality as well as country practices for measuring employment in the informal sector as well as informal employment. The overview highlighted that the prevalence of direct measurement of informality is relatively low among developed countries and that the operational definition of informal employment and employment in the informal sector could be adjusted to more closely reflect country practices. In addition, Mr Frosch identified the main impact of new standards, particularly those from the 19th and 20th ICLSs, on existing resolutions and guidelines relating to informality from the 15th and 17th ICLSs. This highlighted the fact that the current statistical framework of informality needs to be aligned to recent changes in labour statistics and related standards. Mr Frosch then presented several options showing how a revised framework could be structured and the potential scope of such a framework, as well as how a process of revision could be organized. Subject to approval of the Conference, a new draft resolution could be presented to the 21st ICLS.
- 121.** Many delegates noted the high importance of this topic and the increasing demand for information by many users. Delegates described current practices in their countries, highlighting the different measurement approaches and sources used. The existence of the two frameworks (informal sector and informal employment) creates some difficulty for measurement and communication, and the proposal to develop a clearer and more consistent framework was widely welcomed. Delegates confirmed the need to ensure consistency with the 19th and 20th ICLSs resolutions covering work, employment and work relationships. Another delegate noted the potential complexity created by the fact that the concept of work from the 19th ICLS includes work both within and outside the System of National Accounts (SNA) production boundary, which can create inconsistency between the scope of the informal sector identified through an LFS and the SNA creating difficulties in productivity measurement. Other delegates noted the high priority of development of guidance on the measurement of the value of the informal sector and its contribution to GDP, as well as the need for more general guidance and support for measurement for many countries. Multiple delegates stated the need for new concepts and related measurement guidance as a means to promote harmonization and comparability of statistics, which is currently at a low level.
- 122.** Delegates noted potential complexities which require special consideration in any work to generate an update. Of very high priority is the need to consider the appropriate concepts and measurement practices for work in agriculture, as some countries currently experience great difficulty in measuring informality in this sector. Another potentially complex issue to consider is the existence of social security schemes with voluntary contributions or workers who may pay taxes and be registered, but not pay social security contributions. Further guidance was sought on cases of this type. Appropriate criteria that can be applied consistently need to be identified and this can best be achieved through the formation of a working group. Expressions of interest in participation in a working group on the subject

were made by several delegates, and there was a wide acceptance that many of the issues highlighted could only be dealt with through extensive work on the topic.

- 123.** In response, Mr M. Frosch highlighted the need for consistency between the SNA informal employment statistics, which could take the form of guidance on the measurement of the contribution to GDP of the informal sector and how to align the measurement of production and labour input for productivity measurement. The high priority topics identified by the delegates, including measurement of informality in agriculture and the need to update to be consistent with the 19th and 20th ICLSs were noted and could be addressed by a working group. He also identified the requirement to review country practices as a means to generate guidance on measurement, as many countries are currently measuring in line with current guidelines and resolutions. The need to review the two current frameworks and improve clarity through a new structure was also acknowledged. Mr Frosch also expressed the necessity to advance work on the development of measurement guidance and tools in parallel with work on new conceptual frameworks in order to ensure that timely guidance can be provided. Finally, he observed the need to consider the indicators required to meet policy needs as a guiding point in any conceptual discussion.
- 124.** The Secretary-General welcomed the support received from the Conference for the formation of a working group. He indicated that regional consultations would be organized if a working group is formed, to ensure regional specificities are reflected in the process. He commented that the need to measure informal employment is identified through an SDG indicator, meaning that in the short term, work is needed to ensure estimates can be provided in line with the latest resolutions and guidelines. He concluded that the ILO will continue to work to support this.

3.27. Time-use statistics

- 125.** A representative of the Secretary-General, Ms E. Benes, provided an overview of the activities of the ILO concerning statistics on time use and the relevance of this topic in the international agenda (Decent Work Agenda, Beyond GDP, Future of Work). She recalled that resolution I adopted at the 19th ICLS provides a framework for forms of work and a system for work statistics. In this regard, the 19th ICLS resolution identifies time-use surveys as the main data source for specific forms of unpaid work. Ms Benes highlighted ILO participation in different Inter-Agency Expert Groups on Time-Use Statistics to promote coherence with the 19th ICLS standards, most notably the revision of the International Classification of Activities of Time Use Statistics (ICATUS-16) endorsed by the UN Statistics Commission in 2017 and the UNECE *Guide on valuing unpaid household service work*. She also presented the main results of the ILO review of national practices in time-use survey methods. She underlined that there are severe data gaps and that the variety of survey designs and methods hampers international comparability. Ms Benes also focused on key features of time-use surveys needed for accurate measurement of productive activities, such as simultaneous activities and context variables. She highlighted the increased use of time-use modular approaches and discussed missed opportunities in implementing cost-effective methods. She then presented ILO plans for future work, including the testing of light time-use diaries attached to LFSs to inform the development of evidence-based guidance for measuring productive activities in official statistics.
- 126.** Delegates widely welcomed the work done to date and highlighted the critical need for guidance and methodological development related to time-use methods. Related to this, there is an ever-increasing demand on countries to generate statistics on unpaid work activities. Multiple delegates recounted their experiences in time-use measurement and the many challenges they faced, both with full time-use surveys and the inclusion of modules on time-use in questionnaires. The development of standardized methodologies and guidance would be of great benefit and should cover methods of data collection, but also analysis and use of the data generated which have also proven to be complicated. A Worker

representative, supported by other delegates, noted the value of time-use measurement to understand linkages between activities and labour market engagement. While modular approaches can be useful to address resource constraints, they should be seen as a supplement to full time-use surveys, rather than a replacement. The Worker representative also asked the ILO to consider studying methods to measure decision making within households as a related topic to time-use measurement.

127. Delegates also observed the need to be careful to avoid impacting key labour market indicators through expanding the scope of LFSs. The LFSs in many countries already contains significant detail and many demands from data users and policymakers. However, other delegates noted some successful experiences with this type of approach with increased burden on the LFS needing to be balanced against low response rates which can be experienced for full time-use surveys. Careful study and review of country experiences will be needed to provide evidence-based guidance and to identify sustainable measurement approaches. Delegates reminded the ILO of the need to translate developed materials into multiple languages and to ensure different regional specificities were taken into account in order to maximize relevance. In addition, the need for technical assistance to countries on different aspects of time-use measurement was expressed.

128. In response, the representative of the Secretary-General, Ms E. Benes, described the interaction of the ILO work with broader international developments in this area. The ILO will continue to contribute to those developments but is not advocating the replacement of full time-use surveys with modular approaches. Both measurement approaches will serve a purpose and the ILO is focusing on the development of testing approaches to measurement of key indicators related to productive activities through modular approaches. There is clear evidence that different measurement approaches generate different results. In this context, there is a need to test modular approaches which can achieve acceptable quality while minimizing burden, without impacting on headline indicators from an LFS. She noted that the ILO is looking at a range of possible approaches and thanked delegates for the expressions of interest in collaboration, which would be followed up after the ICLS.

3.28. International Standard Classification of Occupations (ISCO-08)

129. A representative of the Secretary-General, Mr D. Hunter, introduced the room document on this topic prepared by the Office. He explained that while the current version of the International Standard Classification of Occupations (ISCO-08) had been widely adapted for national and regional use, changes driven by technological developments meant that a significant number of occupational groups were no longer appropriately classified in ISCO. Some were classified at the wrong skill level; there was convergence between occupations previously at different skill levels, especially in relation to repair and maintenance of machinery, and new occupations and skills were emerging. Issues with the definition and application of skill level as a classification had become a major concern. These issues were already having a significant impact on the use of the classification for measurement and analysis purposes as well as in the wide range of non-statistical applications in which occupational classifications are used. This highlighted the need for work to start on the revision of ISCO-08 as soon as possible, through the establishment of an expert working group, so that a revised classification could be in place in time for the 2030 round of national censuses.

130. There was a wide range of views on the relevance and time frame for updating ISCO-08, though the majority of country interventions expressed support for establishing a technical working group for the revision, which was also supported by both Worker and Employer representatives. Many delegates were in favour of an update before the 2030 round of population censuses in order to reflect economic and technological changes that had taken place since ISCO-08 was developed. Some delegates stressed that the revision or update of

a national classification in line with ISCO-08 was a long and complex process that required the involvement of a great number of partners, institutions and agencies. They also felt that there was a need to accumulate the experience and lessons learned in using ISCO-08 to inform any future revision, and that the costs of making changes (in terms of resources and breaks in series) should be taken into consideration before a final decision for updating ISCO-08 is taken. A number of delegates expressed concerns about any major changes in the ISCO structure because of the break in the series it may create. The need to analyse the results of the ongoing population censuses before undertaking a revision of ISCO-08 was also highlighted. A number of countries pointed to various difficulties in implementation of ISCO-08, especially with the non-English versions, and expressed the need for better translations as well as the need to put significant resources into the adaptation of ISCO-08 to meet national needs. To this end, several delegates highlighted the importance of involving regional bodies in a future working group. Some delegates stressed the importance of having the tools necessary to automatically implement an international classification. Given financial and resource constraints, it was proposed to explore additional new sources of data such as big data to inform any future revision. The need to include major users of occupational information for both analytical and administrative purposes in the consultation process was strongly supported by several delegates.

- 131.** In response, the representative of the Secretary-General, Mr D. Hunter, noted the general support for establishing a technical working group towards the revision of ISCO-08. He raised concerns regarding the technical and financial resources that would be needed for this work, noting that the ILO alone does not have sufficient resources for this major undertaking. To facilitate the adoption and use of a revised ISCO, he stressed the importance of developing an index of occupations in different languages for local adaptation. Regarding the technical working group, he emphasized the need to have representation from all regions and from countries at different stages of economic development, while also endeavouring to keep the group sufficiently small to facilitate efficient and productive working arrangements.
- 132.** The Secretary-General emphasized that revising ISCO-08 would be a major challenge, notably from a resource perspective. Partnerships would be essential and new sources of funding to support the work would be needed in order to complete the work before the 2030 census round.

3.29. Statistics on cooperatives

- 133.** A representative of the Secretary-General, Mr T. Sparreboom, provided an overview of the work of the ILO concerning statistics of cooperatives. He explained that reliable and comparable statistics are essential to measure the contribution of cooperatives in terms of employment and the economy, and to inform the formulation and implementation of appropriate policies. This has been highlighted in the ILO's Promotion of Cooperatives Recommendation, 2002 (No. 193), and was reaffirmed in a resolution that was adopted by the 19th ICLS in 2013. In line with the resolution, the ILO Department of Statistics, in collaboration with the Cooperatives Unit of the Enterprises Department and the Committee for the Promotion and Advancement of Cooperatives (COPAC), established a Technical Working Group on Cooperative Statistics, and prepared a series of studies. In turn, these activities constituted the basis for the draft guidelines on statistics of cooperatives tabled at the current ICLS. Mr Sparreboom subsequently provided an outline of the new guidelines, highlighting operational definitions, the classification of cooperatives and work in cooperatives.
- 134.** Delegates expressed widespread support and appreciation for the ILO's work to promote statistics on cooperatives, noting the importance of related international statistical standards for improved comparability. Several delegates underscored the need for pilot testing activities to validate the proposed concepts, also highlighting that household surveys, in particular LFSs, are an important potential data source. Several delegates also noted the need

for statistics on cooperatives to be consistent with the pending revised International Classification of Status in Employment. A number of delegates stated that statistics on cooperatives must be conceptually broad enough to capture information not only on formal cooperatives, but also informal collective arrangements.

135. In response, the representative of the Secretary-General, Mr T. Sparreboom, thanked delegates for their supportive and constructive comments. He mentioned that in broader socio-economic terms, new emerging forms of work organization are important, and in these, cooperatives play a key role, thus making it crucial to measure them accurately. On the issue of data sources, he expressed that the different possible sources would be a core part of future pilot testing. He stated that the terminology used in the draft guidelines, which was reviewed for consistency with the SNAs, would be reviewed again as needed. He concluded that further work would include efforts to capture information on informal cooperatives.

II. Standing Orders of the ICLS

136. The Secretary-General, Mr R. Diez de Medina informed the Conference of the decision to withdraw the draft proposal for updated Standing Orders from the programme of the ICLS. This was being done to allow sufficient time for consultation and reflection which had not been possible in preparation for the 20th ICLS. Updated Standing Orders will be presented to the 21st ICLS for discussion and adoption.
137. The Worker and Employer representatives expressed their agreement with the decision to withdraw the proposal. The importance of the update was acknowledged given the outdated language in the current Standing Orders. A new set of Standing Orders needs to maintain the unique nature of the ICLS as an independent technical forum with appropriate tripartite involvement. This should be brought back to the 21st ICLS as proposed by the Secretary-General, following consultation.
138. The Chairperson recorded that the Conference agreed to the removal of the proposal from the programme.

III. Discussion and adoption of guidelines

139. The representatives of the Secretary-General, Mr H. Ozel and Ms N. Popova presented the changes introduced to the draft guidelines concerning statistics on international labour migration following the earlier discussion during the Conference.
140. A representative of the Secretary-General, Ms V. Stoevska, outlined the changes introduced to the guidelines on skills mismatch based on feedback received from the Conference.
141. The guidelines on forced labour were presented by Ms M. de Cock. Updates had been introduced to seven paragraphs within the draft guidelines.
142. Mr T. Sparreboom, representing the Secretary-General, described the amendments to the guidelines based on discussion in the Conference. Delegates noted the need for further work on this topic with the purpose of generating updated operational guidelines. The Chairperson noted that there had been support by multiple countries and that the guidelines were an excellent starting point for improving the availability of statistics on cooperatives and the work within them, with the possibility to undertake further work to generate future updates. This was supported by delegates.

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- 143.** For each set of guidelines, editing proposals were put forward by delegates. Subject to these changes, the Conference adopted all guidelines presented.

IV. Discussion and adoption of resolutions

- 144.** The Chairperson of the Committee on Statistics on Work Relationships, Ms H. Sutela, thanked all those who had participated in the Committee and those in the ILO who had provided support. She gave an overview of each section of the resolution and invited comments from participants in the Conference.
- 145.** The Chairperson of the Committee on the Review of the Methodology of Tier III SDG indicators, Minister L.R. Morales Velez, presented the draft resolutions covering indicators 8.b.1 (youth employment) and 8.8.2 (labour rights).
- 146.** A representative of the Secretary-General, Mr F. Blanco Allais gave an overview of the updated draft of the resolution to amend the 18th ICLS resolution concerning statistics of child labour.
- 147.** Delegates provided observations and proposals for further changes across a range of issues on the resolutions presented. Subject to amendments to reflect a variety of these issues, all four resolutions were adopted by the Conference. The Chairperson thanked all participants in the committees for the excellent work completed and now adopted by the ICLS.

Appendix 1

Report of the Committee on Statistics on work relationships

1. The Committee first met on the morning of Thursday, 11 October 2018, and concluded its work, after eight sessions on Tuesday, 16 October 2018.
2. The Chairperson of the Committee, Dr H. Sutela (Finland) welcomed the participants and asked the Secretary-General of the Conference, Mr R. Diez de Medina and representative of the Secretary-General, Ms M. Castillo to provide an overview of the purpose of the Committee's work. The main purpose of the Committee was to review the draft resolution concerning statistics on work relationships presented in the Appendix to Report II and to ensure that the amended version of the resolution to be submitted to the Conference in the plenary for approval on Friday, 19 October was coherent and useful for countries that wish to measure work relationships. A drafting committee was established to ensure that the text of the amended resolution correctly reflected the deliberations of the Committee.
3. Another representative of the Secretary-General, Mr D. Hunter, introduced the sections of the resolution concerning its objectives and scope and the proposed reference concepts, classifications and cross-cutting variables. The variables related to the measurement of social protection and informal employment, as well as the section on data sources and guidelines for data collection, were introduced by a further representative of the Secretary-General, Mr M. Frosch. Ms Castillo introduced the proposed indicators and text concerning future work.

Preamble, objectives and scope

4. There was general agreement that the proposed Preamble, objectives and scope of the resolution provided a good outline of the overall context, the purposes of the resolution and of uses of statistics on work relationships.
5. Participants stressed that the nature of the changes that were taking place in the labour market differed significantly between countries, and that the new statistical standards needed to reflect the labour market transitions that were taking place in countries at all stages of development.

Reference concepts

Statistical units

6. In discussing the proposed refinements to the definition of the statistical unit job/work activity, delegates acknowledged the challenge of capturing multiple job holdings, emphasizing the need to collect data on secondary jobs in labour force surveys, as well as using other data sources, such as time-use surveys, to identify all forms of work occurring simultaneously.
7. Concerns were raised regarding the identification of multiple jobs when dependent contractors took on similar activities for different platforms in the gig economy. It was recognized as a minor issue, however, given the small percentage of workers likely to be in this particular situation.
8. There were also concerns about the use of longest hours as the determinant of a person's main job, as specified in the 19th ICLS resolution concerning statistics on work, employment and labour underutilization, since some data sources such as administrative records would not have information on hours worked. It was agreed that the resolution should note that earnings could be used as a proxy for determining the main job if information on hours worked was not available in a particular data source.

Type of authority and type of economic risk

9. Participants supported the use of the concepts of type of authority and type of economic risk to delineate the categories in the classification of status in employment. There were concerns, however, that the proposed definitions of the concepts associated with type of authority were not sufficiently clear to reliably distinguish between dependent and independent workers. In particular, the definition of independent workers needed to be more precise and comprehensive, since terms like “make the most important decisions” could be interpreted in different ways.
10. There was agreement that it was important to note that independent workers in the classification of status in employment provided the best starting point for the statistical identification of entrepreneurs. It was felt, however, that it was preferable to include the definition of entrepreneurs in the section of the resolution on cross-cutting variables and categories.

Status in employment

11. There was general support for the use of two parallel classification hierarchies based on type of authority and type of economic risk and appreciation that both should be prioritized.
12. Some delegates expressed concern about the ability of national statistical offices to capture the various categories using administrative sources, especially dependent contractors. Moreover, it was felt that it may not be appropriate to include additional questions in household surveys to measure categories of workers that were very small or insignificant in a particular country.
13. One suggestion to address these concerns was to include dependent contractors as a subcategory of own-account workers. This would result in them being represented as independent workers, however, undermining the utility of the two parallel hierarchies. It was concluded that further guidance could be added to note that if it was known that particular groups were statistically insignificant or could not be obtained from a particular data source, it may not be appropriate to compile statistics about them. These groups would therefore be aggregated in output with other categories.
14. Concerning the removal of the ICSE-93 category members of producers’ cooperatives, the importance of producing statistics about employment in cooperatives was stressed. It was recognized, however that workers employed in cooperatives could have a range of statuses in employment, and that members of producers’ cooperatives were generally enterprises rather than persons. Delegates noted that draft guidelines for statistics on cooperatives were to be presented during the conference for discussion and possible adoption.

Independent workers in employment

15. Some delegates expressed concern about the proposal to distinguish between employers and independent workers based on the reference week and two of the three weeks preceding the reference week. Issues with this proposal centred on potential problems with its operational implementation but also in terms of consistency with the reference period used to identify employment and to capture information regarding other job characteristics.
16. For other delegates the notion of regularity in hiring employees was important, in order to exclude from the definition of employers those who may hire workers only on a very occasional basis, which was a common situation in some countries. There was also concern that the current proposal was not sufficiently clear, as it could be interpreted as requiring the person to engage employees throughout the proposed period. Some delegates were concerned that using the reference week alone could lead to important changes in the classification of workers, for example from dependent contractor to employer, depending on when the interview or survey took place. Other delegates, particularly from developed countries, indicated that the proposal would not lead to many differences as hiring employees on an occasional casual basis was not commonplace. If this was known to be the case, it may not be necessary to add additional questions to assess regularity.
17. A number of delegates requested clarification regarding the treatment of independent workers who hired dependent contractors and those who fully outsourced their workforce and whether these two groups would be classified as employers or not. Since neither group took on the responsibility of being an employer, it was preferable to classify them as independent workers without employees. Concerning the inclusion among employers of those whose employees were temporarily absent in the

reference week, it was noted the concept of “temporary absence” was defined in the 19th ICLS resolution on statistics of work, employment and labour underutilization.

18. It was concluded that the proposal prepared by the ILO struck the right balance in attaching the definition employer to the survey reference period while capturing the notion of engaging employees on a regular basis, by including two of the three weeks preceding the reference period. There was a need to further refine the text to make it clearer that employers included those who regularly engaged employees on a casual basis for short periods and that in countries where engagement of employees on an occasional basis was rare, it might not be necessary to test for regularity in survey questionnaires.

Dependent contractors

19. A large majority of the Committee delegates expressed support conceptually for the inclusion of a category of dependent contractors, while a small number of participants felt that inclusion of such a category was premature. Delegates supporting the proposed category represented a wide range of countries. Several countries stated that the group was important in their country, noting that commercial contracts were on the rise. Outworkers were a common type of dependent contractor in developing countries, with increasingly longer production supply chains resulting in a high degree of dependency at the bottom of the chain.
20. It was generally agreed that there was a need to define the group in terms of both economic and organizational dependency, and various delegates highlighted the testing which had been underway in their countries. It was noted that for analytical purposes it could be useful when possible to separately identify the subgroups in organizational dependency and economic dependency, for example to understand if there are differentiated trends during economic downturns.
21. While there was general consensus about the value of the category of dependent contractors, it was agreed that the proposed definition needed to be refined, striking a balance between being sufficiently precise while not being so detailed as to limit future testing work. The definitions of certain characteristics associated with the group were not sufficiently clear. Since the boundary between paid employment and self-employment was already unclear, there was a need to avoid creating new grey areas in the boundaries between different categories by bringing in this new category. It was agreed that the language should indicate that the activity of a dependent contractor would be at risk without the relationship with another economic unit on which she or he was dependent. Testing in one country had suggested this notion could potentially be an effective operational criterion for measurement.
22. There was a need to clarify whether dependent contractors could be considered as workers who were paid for time worked. It was agreed that while some workers in the category may tend to quote a price for their work in terms of expected time worked, or payment might be specified in a commercial contract based on time worked, dependent contractors should not be considered as being paid for time worked, but rather on the basis of a commercial contract for the provision of goods or services.
23. Clarification was sought regarding how this group related to informal employment, and in particular informal employees, since one of the proposed characteristics of dependent contractors was that the worker was responsible for arranging his or her own social contributions. The intention had been to use responsibility for payment of social contributions as a potential method to differentiate dependent contractors from self-identified employees. Since the entity responsible for paying taxes and social insurance on behalf of workers differed across countries and in some cases within countries, however, it was noted that such criteria should be used with caution.
24. There was a need for further clarification in the resolution, however, on the conceptual and operational boundaries between dependent contractors and informal employees. The issue of how dependent contractors could be integrated into the framework on measuring informality needed to be addressed separately during future discussions on the measurement of informal employment.
25. Many franchisees ran a business with employees and would therefore be excluded from the category of dependent contractors, even though they were dependent on a franchisor. Some franchisees without employees would nonetheless be defined as dependent workers, since the business would cease to exist without the franchisor.
26. Some participants expressed concerns regarding how to measure the category, suggesting it was still an experimental group. They noted that the overlap between identified groups had not been very large when testing different measurement approaches and criteria. In a number of countries, the group was

considered to be quite small and it was suggested that in such cases there should be flexibility to encourage measurement by countries but allowing a lower frequency of measurement as relevant for national circumstances, bearing in mind the potential increases in respondent burden. It was noted that a low incidence of dependent contractors could be seen as a positive characteristic of certain labour markets, but that this should not be a reason to prevent measurement, especially in countries where the group was known to be significant.

27. In some countries, mainly farmers had been captured when testing the criterion of whether dependent on another entity for setting the price of goods or services produced. Whilst in some countries this was seen as a problem, in others it was considered to reflect a common reality for agricultural producers.
28. It was stressed that testing should continue to allow development of good practices for improved guidance and that qualitative interviewing could help determine which operational approaches to measurement might best identify the group. Testing of the dependent contractor concept in different countries had also suggested the need to take into account the industry context when testing different approaches and criteria. Thus, for example, agriculture could be treated differently from other sectors.
29. Some delegates noted that while the group was important, such workers were difficult to capture in administrative records or establishment surveys. A few participants indicated that they were using web-based surveys and that guidelines on how to measure the group through such types of surveys would be needed.
30. It was concluded that dependent contractors were an important group that needed to be measured in most countries, including those at all stages of development, while recognizing that further testing was needed. Nonetheless, there should be flexibility of measurement when the group was known to be small, and in such cases less frequent measurement might be appropriate.

Employees

31. Committee delegates expressed broad agreement with the proposed category of employees and the four component groups, i.e. permanent employees; fixed-term employees; short-term and casual employees; and paid apprentices, trainees and interns. It was noted that such differentiation among employees would help to better monitor non-standard and new and emerging forms of employment. There were nonetheless questions for clarification and some concerns raised by participants.
32. Clarification was sought by delegates on the question of permanent employees, specifically on how to interpret “employed on an ongoing basis”. The concern was whether the job itself was on an ongoing basis, with the possibility of renewal of contract by an employee, or whether the job was of a temporary nature. It was clarified that if there was a specified end date of the employment agreement, then the job should not be included in the permanent employee category. There was a need to clarify, however, that an employee who had an ongoing contract with a particular employer, at the same time as a temporary contract to work for the same employer in a different or more senior job, should be classified as a permanent employee.
33. The issue of how to handle probation periods in measuring the duration of employee jobs was raised, with delegates explaining that sometimes there were trial periods of different lengths depending on the degree of professional skills required. It was clarified that if a person had just started a job on probation which was expected to continue indefinitely, the job would be considered permanent. It was agreed nonetheless that the treatment of employees on probation should be clarified further in the resolution.
34. Some delegates from developing countries expressed concern about grouping together workers remunerated by the piece, with employees paid for time worked, since piece-rate workers were often in precarious employment situations. There were some suggestions that such workers should be considered as dependent contractors rather than as employees. There was a need to modify the text in the draft resolution regarding payment by the piece to provide more clarification regarding in what types of situations one should classify workers paid by the task or piece as employees, and in what cases they should be considered as dependent contractors.
35. In developing countries, the challenge was to create a clear boundary between informal employees paid by the piece and dependent contractors. In the case of a street vendor of goods owned by someone else, who did not make social insurance contributions on behalf of the worker, the worker would be considered as a dependent contractor if paid only by commission or directly by clients. Some types

of agricultural workers (for example in coffee harvesting) often worked as whole families, did not have fixed hours or even set days, and were paid by the piece to the head of the family. There was a need for clarity on whether such workers should be classified as employees, own-account workers, dependent contractors, or contributing family workers.

36. It was agreed that the resolution should note that employees should exclude workers without a formal, informal or implicit contract of employment if they are paid only by the piece or commission. Workers without a written contract working alongside and on similar conditions to employees with formal contracts of employment would be considered to have an implicit contract and therefore be classified as (informal) employees.
37. It was further noted that some employees may be in situations of underemployment or be associated with precarious situations and that this may need to be separately measured. In such situations, information on duration of employment could be used to identify those with very short-term arrangements. Working time arrangements as defined in the 18th ICLS resolution concerning the measurement of working time should be considered in some situations involving intermittent work arrangements.
38. There was also a need for clarification in the definition of employees, that those paid by an intermediary such as a temporary hiring agency were employees of the temporary agency and not of the organization for which the work was performed. The section of the draft resolution on workers in multiparty work relationships, indicated that the intermediary was the employer which was consistent with the approach taken in business surveys and national accounts.
39. There was a suggestion to separate the category of short-term employees from occasional and casual employees, as short-term employees might have a more stable employment situation than occasional and casual employees. Since short-term employees tended to have characteristics that were closer to those of occasional and casual employees than to fixed-term employees, and as short-term employees in some countries comprised a very small group, it was considered preferable to retain a single category that countries could split into its two components if relevant for national purposes.
40. Although the draft resolution made it clear that paid apprentices, trainees and interns should not be classified as fixed-term employees, it was not clear where paid apprentices, trainees and interns with short-term arrangements should be classified. Regarding a question raised as to whether apprentices paid by social security programs were employees, it was noted that such workers were counted as being in employment according to the 19th ICLS Resolution on statistics of work, employment and labour underutilization, since they received money in return for work performed. They were to be considered paid apprentices, and thus were employees. It was also noted that the cross-cutting variable on multiparty work relationships provided a category for workers in employment promotion schemes.
41. In summary, there was widespread agreement among delegates about the employees category and its subcomponents. Various issues of clarification were discussed, some of which it was felt should be reflected by updating selected texts of the resolution as noted above.

Contributing family workers/family helpers

42. Delegates agreed with the definitions of contributing family workers and family helpers in own-use production work but requested clarification on how to identify contributing family workers when the entire family was contributing without being paid individually. It was noted that the boundary between contributing family workers and own-account workers and employers was established by the statement that contributing family workers did not make the most important decisions affecting the enterprise or have responsibility for it.

International classification of status at work (ICSaW)

43. Delegates agreed that the proposed ICSaW-18 provided a coherent and consistent set of categories and definitions for statistics on workers classified by status, covering all forms of work in a conceptually exhaustive way. It was flagged that the current proposal did not distinguish between direct volunteers producing goods and direct volunteers providing services, which had limitations for the identification of labour inputs within and beyond the production boundary in the System of National Accounts. There were also concerns about the feasibility of distinguishing persons responsible for own-use provision of services from those helping with those activities. It was noted

that more guidance should be provided to countries in the implementation guidelines to be developed by the ILO.

44. Clarification was also sought regarding whether the order of the categories was meant to indicate different degrees of dependency. Since testing in at least one country had suggested that contributing family workers tended to have greater independence than employees and dependent contractors, it was suggested that it might be more appropriate to list family helpers before dependent contractors. It was noted, however, that the order of categories was not intended to rank the groups by assumed level of dependency and that in practice workers in a given category had greater or lesser degrees of authority and dependence. It was agreed that it would be useful to include additional text in the resolution to that effect.

Cross-cutting variables and categories

Purpose and typology

45. Participants expressed support for the cross-cutting variables and categories and accepted the proposed text on their purpose and typology with a few suggested changes. It was agreed to include two new cross-cutting variables, namely *institutional sector* and *ownership of machinery, vehicles and premises*.
46. *Institutional sector* was considered to be essential and was already defined for the purposes of business statistics. It was noted, however, that there might be a need for advice on the adaptation of the institutional sector classification when detailed guidelines on statistics on work relationships were developed. In particular, there would be a need to reflect on issues such as the treatment of quasi-corporations.
47. The new variable *ownership of machinery, vehicles and premises* was potentially valuable for the assessment of dependency and was considered suitable for inclusion in the list of a recommended cross-cutting variables. A detailed definition of this variable and its categories would need to be included in the detailed guidelines.

Duration of job or work activity and working time

48. Participants generally agreed with the proposals on duration of job or work activity and working time.
49. On *duration of work agreement*, there was a need for clarification when detailed guidelines are developed regarding situations where a worker has a temporary agreement to work in a particular role, for example during the extended absence of a superior, at the same time as holding a permanent or long-term contract in a different role in the same economic unit. It was agreed that the resolution should note that this variable could also apply to dependent contractors.
50. Regarding *duration of employment in the current economic unit*, it was noted that if a worker was running a business even just employing themselves, for example as a building contractor or subcontractor, one needed to know for how long they had been working in the business, regardless of the number of clients served. Thus, for independent workers, duration of employment in the current economic unit related to the length of time since the person started to work in their own business.
51. In the case of dependent workers, if an employer stopped paying contributions to social insurance, or re-engaged former employees on commercial contracts, this could result in the workers' status in employment changing from employee to dependent contractor. In this case too, it was the length of time they had been with that economic unit that should be considered, regardless of different access to social contributions paid by the employer or to any change in status in employment.
52. It was agreed to keep the language regarding a gap between engagements of one month, recognizing also the special cases allowing a gap of up to three months. Regarding the gig economy or platform economy involving work for short tasks, it was noted that this was an evolving area that needed further study. It was suggested that one could perhaps consider how long the person had been registered with a particular platform.
53. There was a question specifically regarding fixed-term employees whose employment ended when a project ends, and whether a new category should be added such as: "don't know how long the job will last". It was concluded, however, that for jobs defined by projects or for seasonal jobs, when the exact end date was not known, it would be preferable to ask respondents to provide an estimate.

Reasons for non-permanent employment and type of employment agreement

54. Participants were in agreement with the proposed cross-cutting variables on reasons for non-permanent employment and type of employment agreement.
55. There was a need for clarification when detailed guidelines are developed of what was to be understood by the category “period of service required before permanent contract” noting that this refers to cases where permanent contracts are only granted after a certain period of employment with a particular economic unit. Regarding contracts without limit of time, it was clarified that jobs with such contracts should be considered as permanent even if there is a possibility to terminate them after a short trial period.
56. It was noted that the category for trainees, apprenticeships, or internships referred to employees (since it was under the heading of reasons for non-permanent employment) and was intended to capture why a contract wasn’t permanent. To better clarify, it was agreed to introduce the word “paid” to the name of this category.

Form of remuneration

57. Delegates agreed with definitions and categories for the proposed variables forms of remuneration and main form of remuneration. They suggested adding “(including wages and salary)” to the category “for time worked”.

Seasonal workers

58. Delegates agreed with the text on seasonal workers proposed by the ILO.

Type of workplace

59. In discussion of the categories for type of workplace, clarification was requested with regard to what constitutes a market, and potential overlap with other categories. It was noted that the definition provided in room document 5 stated that a market was a formally or informally designated space for the sale of goods or services and that goods for sale were generally removed at the end of each working day. It was agreed that it would be useful to group the categories together for analytical purposes, as shown in the correspondence between these categories and the census type of workplace categories provided in room document 5.

Home-based workers

60. Delegates agreed with the proposed definition of home-based workers.

Domestic workers

61. Delegates provided strong support for the proposals on domestic workers. Since the intention of the statistical standards was to inform the development of policy and provide information about the reality regarding domestic workers in various types of situations, it was considered appropriate that the text refers to a broader concept than that covered by the ILO Domestic Workers Convention, 2011 (No. 189). Delegates stressed the importance of measuring unpaid domestic work as well as domestic work performed for pay or profit.
62. Some participants sought clarification about the proper identification and classification of persons that were “hired” and paid by the household. It was clarified that all workers employed directly by domestic households are to be considered domestic employees, regardless of the type of work performed. If the worker was not employed directly by a household but provided services to households, they were to be classified as a domestic worker if the occupation was one commonly held by those directly employed by households, based on empirical analysis of the occupations of the latter group.
63. It was noted that domestic workers who served multiple households, should not automatically be classified as independent workers. Those who had a formal or informal contract of employment with

six households for example, had six different employers, and therefore six jobs. If, however, they were clearly employed for profit, they could be considered as dependent contractors or independent workers.

Multi-party work relationships

64. There was agreement on the need for categories for multi-party work relationships, with some delegates noting that it was an important employment group in their countries. There was strong support for the distinction between workers who are supplied by an agency to work for another enterprise and those engaged to provide specific services their employer had contracted to provide at the premises of its client.
65. However, there were a number of concerns with the terminology used, which delegates felt made it difficult to distinguish between the proposed groups of labour hire employees and employees providing outsourced services. There were concerns that the proposed wording covered many diverse types of employment relationships. There was a risk that some of the terminology used could lead to the unintended inclusion of particular groups such as subcontracted construction workers. There was a preference to use the term “agency workers” rather than “labour hire employees”.
66. There were also concerns about alignment of the terminology with the Private Employment Agencies Convention, 1997 (No. 181), while it was acknowledged that the purpose of the resolution was to define standards for measurement and that it should not therefore be a direct reflection of the convention. Various amendments were made to the wording of the resolution to reflect the concerns of participants.

Variables related to the measurement of social protection and informal employment

67. Delegates stressed the importance of measuring informality and acknowledged that the purpose of this resolution was to capture related variables rather than attempt to measure informal employment which required a more comprehensive approach.
68. There was general agreement that the three variables on job-dependent protection, access to paid annual leave and access to paid sick leave were suitable for understanding the degree of social protection coverage. Delegates also agreed that the purpose of these variables should be to measure effective rather than legal coverage. It was agreed that the title of this section should refer specifically to social protection, given that these variables go beyond the measurement of informality.

Data sources and guidelines for data collection

69. There was broad agreement with the proposed data sources and data collection guidelines for the new classifications. Some delegates expressed concern that references were primarily focused on data collection for ICSE-18. It was agreed that reference to data collection for ICSaW-18 should be strengthened, by including reference to the various sources that would be relevant for data collection on different forms of unpaid work.
70. Clarification was sought on whether the current data collection guidelines were aligned with the 19th ICLS standards. In particular, there was interest in whether different data collection strategies were needed in household surveys to capture information on labour force participation and participation in forms of work other than employment, in particular own-use production work and volunteer work. It was clarified that the guidelines were based on recent findings from the ILO pilot testing and were aligned with the 19th ICLS standards.
71. Some delegates raised concerns with how to reconcile differences in results across surveys or other sources within a country. It was agreed that the ILO should provide technical assistance, tools, materials and a set of guidelines to help countries produce comparable statistics aligned with ICSE-18 and ICSaW-18.

Indicators

72. There was general agreement among delegates on the proposed set of indicators. There were a few suggested additions, including an indicator related to informality, whilst understanding that the aim of this resolution was not to measure informal employment. It was agreed that an indicator on workers with access to job-dependent social protection should be added.
73. Delegates suggested refinements to the terminology to clarify the measurement of average hours rather than total volume and the measurement of all additional jobs, not just the second job. A few delegates raised the issue of counting all jobs, and the associated length of the questionnaire. They suggested an upper limit be specified in the resolution, in order to promote comparability. In view of the complexity and costs of asking about multiple jobs, it was agreed that this determination should be made within the national context, since the prevalence of multiple job-holding, and the number of jobs typically held, varied widely between countries. An upper limit might not therefore improve comparability.
74. The ILO was asked to provide a tool to derive the proposed indicators consistently across countries, based on a model data collection instrument.

Future Work

75. There was general agreement on the proposed items for future work. Delegates noted the need for the ILO to provide technical assistance, tools, materials and manuals to support countries to adopt the new resolution.
76. It was stressed that further work to measure both multi-party work relationships and dependency was needed, especially with respect to dependent contractors.
77. A number of delegates highlighted that there would be a need to align the statistical framework on the measurement of informality to the resolution on work relationships. It was acknowledged that this would need to be addressed as part of a revision of the statistical framework for the informal economy.
78. It was proposed that a set of guidelines with concrete practical examples including those discussed during the Committee sessions should be produced to help countries implement the standards. Moreover, the development of a correspondence between ICSE-93 and ICSE-18 was suggested to facilitate countries' transition to the new standards.

Appendix 2

Report of the Committee on Reviewing the Methodology of Tier III SDG Indicators

1. The Committee first met on Friday, 12 October 2018, and concluded its work after two sessions on the same day.
2. The Chairperson of the Committee, Mr L.R. Morales Vélez (Mexico), opened the session by reminding participants of the objective of the Committee's work: to propose draft resolutions to the Conference for adoption on the methodology of two tier III SDG indicators, namely indicators 8.8.2 and 8.b.1.¹
3. The Secretary-General of the 20th ICLS, Mr R. Díez de Medina, briefly presented the Sustainable Development Goals (SDG) Agenda, the SDG Global Indicator Framework, and the tier classification of indicators. In this regard, he highlighted the role of custodian agencies of each SDG indicator, noting that for Tier III indicators, custodian agencies were mandated to lead the development work to have an internationally-agreed methodology. Once the methodologies were agreed upon, the United Nations Inter-Agency Expert Group on Sustainable Development Goal Indicators (IAEG-SDG) would reclassify the indicators to Tier II or Tier I depending on the availability of data.
4. He spoke about SDG indicator 8.8.2 regarding the process which led the IAEG-SDG to request the ICLS to adopt an internationally-agreed methodology for this indicator and to express support to the ILO as a custodian agency of the indicator, in view of its reliance on and use of ILO textual sources. In this regard, he recalled that the original wording of the indicator on labour rights mentioned three sources (not just ILO textual sources), and that ILO warned that it would only be in a position to be custodian if official ILO textual sources were used exclusively. He emphasized the importance of the series of informal consultations with constituents that had been organized by the ILO prior to the ICLS with a view to obtaining tripartite support for the methodology. The consultation process had included three rounds of bipartite discussions in 2017 with representatives of employers and workers, and a subsequent tripartite consultation in April 2018 with representatives of governments, employers and workers. The consultations had resulted in a number of amendments to the initially proposed methodology, which were set out in room document 1.

SDG indicator 8.8.2.

5. In their presentation, representatives of the Secretary-General, Mr D. Kucera and Ms D. Sari explained the key amendments to the methodology agreed by ILO constituents through the bipartite and tripartite consultations held in 2017–18; the main elements of the methodology (i.e. key premises of definitional validity, inter-coder reliability, reproducibility and transparency); the 180 evaluation criteria constructed for the coding of violations of freedom of association and collective bargaining rights; difference of treatment between countries that have ratified ILO Convention Nos 87 and 98 and those that have not ratified these conventions; the six ILO textual sources used for the coding; the coding rules; the manner in which weights are applied and the coding is converted to country scores; and the process of the actual coding. They explained how the Delphi method (a survey-based method of assessment and review by a panel of experts anonymous to one other with particular knowledge of the international labour law and the ILO and its supervisory system) had been used to construct evaluation criteria weights for the normalization of the indicators, with a view to ensuring a higher degree of objectivity in the construction of the overall weights.
6. In the discussion that followed, several delegates, including employer and worker representatives expressed their gratitude to the ILO for the work undertaken, and the clarity and transparency of the

¹ Indicator 8.8.2: “Level of national compliance with labour rights (freedom of association and collective bargaining) based on ILO textual sources and national legislation, by sex and migrant status”. Indicator 8.b.1: “Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy”.

report. They also stated their support for ILO custodianship of indicator 8.8.2. Several delegates indicated that the main statistical challenges for the calculation of the indicator (such as the possible double-counting of violations, lack of transparency in coding, and inter-coding variability) had been sufficiently addressed by the proposed methodology.

7. Several delegates found it reassuring that the methodology was expected to operate for a test period before undergoing an assessment in 2020 to revise and improve it as needed, based on experience. There was also wide support for the ILO to coordinate a tripartite committee to consider further improvements to the method.
8. Some delegates expressed concerns about the different treatment for countries having ratified the corresponding ILO conventions and those not having ratified them, and whether this imbalance may discourage countries from ratifying these legal instruments. In their reply, the representatives of the Secretary-General noted that there were several means of balancing information between ratifying and non-ratifying countries. For example, the cases of the Committee on Freedom of Association (CFA) covered both ratifying and non-ratifying countries. In addition, to further improve the balance, the respective provisions of national legislation would be coded, but only for non-ratifying countries given that for those countries there was no information available through the ILO supervisory mechanism. The coding of national legislation would be undertaken in close collaboration with the ILO. Addressing the concern that certain countries are more active in relying on the ILO supervisory mechanism than others, and thus that they may be over-represented in ILO textual sources, the representatives of the Secretary-General highlighted that the frequency of cases did not impact the scores, but rather what mattered were the issues themselves, precisely to avoid punishing countries using the ILO supervisory system. Moreover, where the same issue was raised in several different cases or by several supervisory bodies, it would only be counted once by design. Regarding the additional evaluation criterion for complaints under article 26 of the ILO Constitution, it was clarified that those cases would only be counted when the Governing Body had taken the decision to establish a Commission of Inquiry.
9. Another challenge arose in dealing with countries for which little information was available. The representatives of the Secretary-General explained the variety of ways in which such cases would be addressed, including establishing a list of countries to be dropped from the database due to lack of information, based on comparisons with externally-produced indicators (such as the Freedom House index) and in consultation with ILO constituents.
10. In response to a question concerning the measures taken to reduce human error to a minimum, the representatives of the Secretary-General recalled that the coding process contained multiple checks and self-checks, including selected countries being coded by several coders for testing inter-coder reliability. The possibility could be considered of developing a system in which coding could be compared for all countries. Other checks included the comparison of the final figures with those of previous years. With reference to a question concerning the possibility of exchanges between national statisticians and officials and the ILO, they noted that the ILO supervisory system was based on dialogue and offered multiple opportunities for governments and other constituents to address errors by the supervisory bodies. It was hoped that the development of this indicator would encourage constituents to make greater use of the supervisory system.
11. Data disaggregation by sex and migrant status was perceived as a major challenge, as in the data sources used there was almost no mention of these specificities. Preparatory work was needed to improve on this aspect for the 2020 revision.
12. Several delegates noted that the production of the indicator was a complex task that would involve the allocation of considerable resources by the ILO, as well as a decision by the Governing Body to convene the tripartite committee.
13. Overall, delegates supported the methodology proposed and suggested it be presented to the plenary for adoption in the form of a resolution, after minor amendments.²

² These amendments included inserting a reference in subparagraph (a) to room document 1, which in section 8 called for the ILO to coordinate a tripartite committee to consider further improvements to the method. Similarly, a reference would be included in subparagraph (c) to the allocation of resources, and a new section would be added calling on the Governing Body to consider the convening of a tripartite committee to address further improvements to the methodology.

SDG indicator 8.b.1.

14. The representative of the Secretary-General, Ms S. Dasgupta, presented the proposed methodology for SDG indicator 8.b.1 as set out in the ICLS room document 2. She provided detailed information on the building blocks of the methodology, describing in detail the data collection and compilation activities planned as well as the expected timeline and the method of computation. She noted that the indicator was based on “The Youth Employment Crisis: A Call for Action” resolution adopted by the International Labour Conference in 2012 and the “Recovering from the crisis: A Global Jobs Pact” policy instrument adopted by the International Labour Conference in 2009. Moreover, the methodology drew from the experience of two policy databases maintained by the Office: EmPol and YouthPOL.³ ILO was developing a survey instrument to gather information directly from governments every two years (even though the reporting on the indicator to the UN Statistics Division would be annual). She noted that as governments may have de facto national strategies for youth employment while lacking an officially-adopted de jure document, the proposed methodology for determining operationalization of youth employment policies would consider only de jure documents.
15. The ILO would start by testing the proposed methodology and data compilation process in a few pilot countries. The pilot countries would be based on the 28 countries that have prioritized to work on youth employment in the ILO’s biennial Programme and Budget. Additional countries may be part of the pilot survey on a voluntary basis.
16. There was overall support by delegates to ILO custodianship of indicator 8.b.1 and to the proposed methodology, but some considerations were made on the definitions of the main terms used. Several delegates expressed concerns about which policies would be deemed to be “operationalized” and the fact that this would not reflect the effective implementation or positive results of the policy. The representative of the Secretary-General, Ms S. Dasgupta, took note of these concerns but pointed out that policy evaluation was out of the scope of indicator SDG 8.b.1, though she recognized the need to build in elements of evaluation of policies into the methodology, for future improvement.
17. Some delegates raised the issue of the differences across countries in the age band used to define youth. The representative of the Secretary-General responded that for the purposes of international reporting and monitoring of this SDG indicator, the international standard would apply, that is, ages 15 to 24 inclusive. Although at the national level, countries have the freedom of applying the age band that they deem most appropriate, for reporting on the indicator by the ILO, only the age band 15 to 24 would be considered.
18. The Worker representative highlighted the need to ensure that the strategies for youth employment in question promoted decent work, and the representative of the Secretary-General, Ms S. Dasgupta, conveyed that this was embedded in the methodology which was based on the ILO’s Global Jobs Pact, 2009. The worker and employer representatives inquired if the social partners would be involved in the process and the representative of the Secretary-General confirmed they would have an important role to play in policy development and operationalization, especially at the national level.
19. Delegates agreed that the proposed methodology should be presented to the ICLS plenary for adoption in the form of a resolution, to which the detailed methodology would be provided in an annex.

³ EmPol contains information on national employment policies. YouthPOL contains specific information on youth employment policies and legislation at the national level

Appendix 3

Adopted resolutions

I. Resolution concerning statistics on work relationships

Preamble

The 20th International Conference of Labour Statisticians,

Having reviewed the relevant texts of the resolution concerning the International Classification of Status in Employment (ICSE), adopted by the 15th International Conference of Labour Statisticians (January 1993),

Taking into consideration the resolution concerning statistics of work, employment and labour underutilization adopted by the 19th International Conference of Labour Statisticians (ICLS) (2013), and the resolution concerning the measurement of working time adopted by the 18th ICLS (2008), as well as the Home Work Convention, 1996 (No 177), Private Employment Agencies Convention, 1997 (No 181) and the Domestic Workers Convention, 2011 (No 189) adopted by the General Conference of the International Labour Organization,

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 with regard to the system of national accounts, working time, employment-related income, and work in the informal economy,

Recognizing the need to revise and broaden the existing standards for statistics on status in employment in order to enable better statistical measurement of various aspects of the relationships between workers and the economic units for which their work is performed; to adequately monitor changes in employment arrangements and forms of employment; to extend the scope of statistical standards on work relationships to cover all forms of work; and 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 (hereinafter referred to as “countries”) at all stages of development,

Calling attention to the usefulness of these standards to enhance the international comparability of statistics on workers’ contractual situations, to their contribution to the measurement of decent work and of well-being of households and society in general, thereby supporting and facilitating the 2030 Agenda for Sustainable Development, as well as to the achievement of gender justice,

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

Adopts this 19th day of October 2018 the following resolution in substitution for the resolution of 1993 and for paragraph 25 of the resolution of 2013 cited above.

Objectives and scope

1. The standards set by this resolution aim to guide countries in updating, harmonizing and further developing their statistical programmes that include information on work relationships. Statistics on work relationships are concerned with: (a) the authority relationships between persons who work and the economic units in which or for which the work is performed; and (b) the economic risks that follow from the contractual or other conditions under which the work is performed. These statistics can relate to all forms of work, including own-use production work, employment, unpaid trainee work, volunteer work and other forms of work.

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2. These standards should facilitate the production of national statistics on work relationships for various purposes as part of an integrated national system of work statistics based on common concepts and definitions that are aligned with the current international standards and guidelines for statistics on work adopted by the International Conference of Labour Statisticians (ICLS).
 3. In order to promote the coherence and integration of statistics from different sources on multiple characteristics of work relationships, the resolution provides:
 - (a) an overarching conceptual framework for statistics on work relationships;
 - (b) a revised International Classification of Status in Employment (to be designated ICSE-18);
 - (c) an International Classification of Status at Work (to be designated ICSaW) as a reference classification covering all forms of work;
 - (d) a set of cross-cutting variables and categories that are not reflected in the status at work categories, in order to provide information on characteristics associated with the degree of stability and permanence of a particular work arrangement, and allow the identification of particular groups of policy interest; and
 - (e) operational concepts, definitions and guidelines for the collection and compilation of statistics on status in employment and the cross-cutting variables.
 4. The characteristics of jobs and work activities that are relevant and of interest for statistics on work relationships vary depending on the form of work and on the analytical purposes of the statistics. Some of the concepts, variables, classification schemes and categories described in these standards are relevant, therefore, only for certain forms of work. Others should be applied to all forms of work.
 5. Each country should aim to develop its statistics on work relationships in order to provide an adequate information base for a wide range of descriptive and analytical purposes, taking account of specific national needs and circumstances, in order to provide information on:
 - (a) the nature of the economic risks and authority experienced by workers, the strength and nature of their attachment to the economic unit in which they work, and the impact of economic and social changes on their work;
 - (b) the impact of government policies in relation to employment creation, promotion of enterprise, and labour market regulation on the nature of jobs and the quality of employment;
 - (c) the impact of government policies and regulation in relation to unpaid forms of work;
 - (d) the extent to which engagement in employment and participation in other forms of work provide access to social protection and income security;
 - (e) wages, earnings and labour costs;
 - (f) the fiscal impact of employment in various types of work relationships;
 - (g) socio-economic status;
 - (h) the volume of work or labour inputs for national production accounts, separately for workers employed for pay and workers employed for profit;
 - (i) participation in different types of work relationships among population groups such as women and men, young people, children, migrants and other groups of particular policy concern; and
 - (j) the relationships between different forms of work arrangements and their economic and social outcomes.
 6. In developing statistics on work relationships, countries should endeavour to apply these standards to assess trends and structural changes for the purpose of labour market, economic and social analysis and to facilitate international comparability.

Reference concepts

Statistical units

7. The units that are relevant for the production of statistics on work relationships are persons, jobs or work activities and economic units.

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8. 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:
 - (a) The term *job* is used in reference to employment. This statistical unit, when relating to own-use production work, unpaid trainee work and volunteer work is referred to as *work activity*.
 - (b) Persons may have one or several jobs during a given reference period. In statistics on employment, the **main job** is that with the longest hours usually worked, as defined in the current international statistical standards on working time. In the absence of information regarding hours usually worked, other information such as income from each job could be used as a proxy for identifying the main job.
 - (c) Those employed as independent workers have as many jobs as the economic units they own or co own, irrespective of the number of clients served.
 - (d) For those employed as dependent workers the set of tasks should be considered to be performed for the economic unit on which the worker is dependent. Where a worker is dependent on more than one economic unit a separate job is defined for each economic unit on which the worker is dependent.
 - (e) Separate work activities are defined when a person is engaged in both own-use production of goods and own-use provision of services for the same household. This allows the identification of work activities within and beyond the production boundary in the System of National Accounts (SNA).
 9. Since statistics on work relationships refer primarily to characteristics of jobs or work activities in specific economic units, persons may have as many work relationships as they have jobs or work activities in economic units. Since some types of work relationship and some forms of employment may be more prevalent in secondary activities than in the main job, statistics on work relationships in secondary and other jobs or work activities are necessary to gain a full understanding of the extent of all types of work relationship, including those associated with non-standard forms of employment and new and emerging forms of work.
 10. Two characteristics of jobs and work activities are relevant to differentiate them according to status at work and status in employment, and to arrange them into aggregate groups. These are the type of authority that the worker is able to exercise in relation to the work performed and the type of economic risk to which the worker is exposed.

Type of authority

11. The *type of authority* refers to the nature of the control that the worker has over the organization of his or her work, the nature of authority that he or she exercises over the economic unit for which the work is performed (including its activities and transactions), and the extent to which the worker is dependent on another person or economic unit for organization of the work and/or for access to the market. The type of authority is used to classify workers as *dependent* or *independent*. Since workers within each of these broad categories may, in practice, have greater or lesser degrees of authority and dependence, there is to a certain extent a continuum between dependent and independent work.

Independent workers

12. Independent workers own the economic unit for which they work and control its activities. They make the important strategic and operational decisions about the economic unit for which their work is performed and the organization of their work, are not accountable to or supervised by other persons, nor are they dependent on a single other economic unit or person for access to the market, raw materials or capital items. They may work on their own account or in partnership with other independent workers and may or may not provide work for others. The category of “independent workers” in the classification of status in employment provides the best starting point for the identification and compilation of statistics on entrepreneurs.

Dependent workers

13. Dependent workers are workers who do not have complete authority or control over the economic unit for which they work. If they are in employment for profit they have no employees, and do not make the most important decisions about the activities of the economic unit for which they work.

Type of economic risk

14. *Type of economic risk* refers to the extent to which the worker may: (1) be exposed to the loss of financial or other resources in pursuance of the activity; and (2) experience unreliability of remuneration in cash or in kind or receive no remuneration.
15. Economic risk may be measured operationally by considering:
 - (a) the existence and nature of remuneration for the work performed;
 - (b) the degree of stability or permanence of the job or work activity; and
 - (c) the extent to which the worker is protected in the event of sickness, accident, or termination of the job.
16. In statistics on employment, the type of economic risk is used to classify workers as *in employment for profit* or *in employment for pay* based primarily on the nature of the remuneration for a particular job. The aspects of the nature of the remuneration taken into consideration include whether or not remuneration is received or expected:
 - (a) in the form of profit (and therefore also entails the risk of loss);
 - (b) based on time worked;
 - (c) by the piece for the goods produced or services provided; or
 - (d) as a fee for the production of goods or provision of services.

Workers in employment for profit

17. *Workers in employment for profit* are employed persons whose remuneration is directly and entirely dependent on the profit or loss made by the economic unit in which they are employed, including remuneration in cash or in kind by way of a commercial transaction for goods produced or services provided. They do not receive a wage or salary in return for time worked.
18. Owner-operators of corporations are excluded from workers in employment for profit. While they are exposed to economic risk related to the potential for loss of investments made in the corporation, the risk is mitigated due to limitations of liability when corporations are separate legal entities from the persons who own them. They may receive a wage or salary whether or not the corporation is making a profit and may also be in receipt of payments deriving from profits.

Workers in employment for pay

19. *Workers in employment for pay* are employed persons who receive, or expect to receive, remuneration in cash or in kind, in return for time worked or for each piece or service produced. They include both employees and owner-operators of corporations who hold a job in an incorporated enterprise which they own and control.

The International Classification of Status in Employment (ICSE-18)

20. The International Classification of Status in Employment (ICSE-18) classifies jobs in employment for pay or profit into ten detailed categories based on the concepts of type of authority and type of economic risk described above. These categories may be aggregated according to two alternative classification hierarchies: the *International Classification of Status in Employment according to type of authority (ICSE-18-A)* and the *International Classification of Status in Employment according to type of economic risk (ICSE-18-R)*.
21. Both hierarchies for status in employment, based on economic risk and authority, should have equal priority when producing statistics. Statistics from labour force surveys and, when possible from other relevant sources, should be compiled on a regular basis according to both hierarchies.

International Classification of Status in Employment according to type of authority (ICSE-18-A)

22. ICSE-18-A provides, at its top level, a dichotomy between independent workers and dependent workers in which:

Independent workers are classified into the following groups:

- A. Employers
 - 11 – Employers in corporations
 - 12 – Employers in household market enterprises
- B. Independent workers without employees:
 - 21 – Owner-operators of corporations without employees
 - 22 – Own-account workers in household market enterprises without employees

Dependent workers are classified into the following groups:

- C. Dependent contractors:
 - 30 – Dependent contractors
- D. Employees:
 - 41 – Permanent employees
 - 42 – Fixed-term employees
 - 43 – Short-term and casual employees
 - 44 – Paid apprentices, trainees and interns
- E. Contributing family workers:
 - 51 – Contributing family workers

23. ICSE-18-A is suitable for various types of labour market analysis, including analysis of the impact of economic cycles on the labour market, and of government policies related to employment creation and regulation. It is also the most suitable hierarchy for use as an input variable in the compilation of statistics classified by socio-economic status.

Classification of Status in Employment according to type of economic risk (ICSE-18-R)

24. ICSE-18-R provides, at its top level, a dichotomy between employment for pay and employment for profit. This latter dichotomy is analogous to the traditional distinction between paid employment and self-employment, used for example in the SNA.

Workers in employment for profit are classified into the following groups:

- F. Independent workers in household market enterprises:
 - 12 – Employers in household market enterprises
 - 22 – Own-account workers in household market enterprises without employees
- C. Dependent contractors:
 - 30 – Dependent contractors
- E. Contributing family workers:
 - 51 – Contributing family workers

Workers in employment for pay are classified into the following groups:

- G. Owner-operators of corporations:
 - 11 – Employers in corporations
 - 21 – Owner-operators of corporations without employees

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- D. Employees:
- 41 – Permanent employees
 - 42 – Fixed-term employees
 - 43 – Short-term and casual employees
 - 44 – Paid apprentices, trainees and interns

25. ICSE-18-R is suitable for the provision of data for national accounts, for the identification of wage employment and its distribution, for the analysis from the perspective of economic risk of the impact of economic cycles and government on the labour market, and for the production and analysis of statistics on wages, earnings and labour costs.

Definitions and explanatory notes for categories in the two hierarchies of the International Classification of Status in Employment

A. Employers

26. *Employers* own the economic unit in which they work and control its activities on their own account or in partnership with others, and in this capacity employ one or more persons (including temporarily absent employees but excluding themselves, their partners and family helpers) to work as an employee on a regular basis. *If there is a need to test for regularity, this 'should be interpreted as having at least one employee during the reference period and at least two of the three weeks immediately preceding the reference period, even if one or more employees were engaged only for a short period.* In statistics on employment, they include:

- 11 – Employers in corporations
- 12 – Employers in household market enterprises

11 – Employers in corporations

27. *Employers in corporations* are workers who are owner-operators of corporations in which they employ one or more persons (including temporarily absent employees but excluding themselves, their partners and family helpers) to work as an employee on a regular basis.

12 – Employers in household market enterprises

28. *Employers in household market enterprises* are workers who, alone or with one or more partners, operate an unincorporated market enterprise for profit, and who, employ one or more persons (including temporarily absent employees but excluding themselves, their partners and contributing family workers) to work in that enterprise as an employee on a regular basis.

B. Independent workers without employees

29. *Independent workers without employees* operate an economic unit alone or in partnership with others, and do not employ any persons other than themselves, their partners, and contributing family workers to work in the economic unit on a regular basis as an employee. In statistics on employment they include:

- 21 – Owner-operators of corporations without employees
- 22 – Own-account workers in household market enterprises without employees

21 – Owner-operators of corporations without employees

30. *Owner-operators of corporations without employees* are workers who hold a job as owner-operator of a corporation in which they do not employ any persons (other than themselves, their partners and contributing family workers) to work in the enterprise on a regular basis as an employee.

22 – Own-account workers in household market enterprises without employees

31. *Own-account workers in household market enterprises without employees* are workers who operate an unincorporated market enterprise for profit, alone or with one or more partners or contributing family workers, and do not employ any persons to work in the enterprise on a regular basis as an employee.

F. Independent workers in household market enterprises

32. *Independent workers in household market enterprises* are workers who operate an unincorporated market enterprise for profit, alone or with one or more partners or contributing family workers. They may or may not be able to provide a complete set of accounts for the activities of the enterprise. They include:

12 – Employers in household market enterprises

22 – Own-account workers in household market enterprises without employees

G. Owner-operators of corporations

33. *Owner-operators of corporations* are workers who hold a job in an incorporated enterprise (such as a limited liability corporation or limited partnership,) in which they:

- (a) hold controlling ownership of the enterprise alone, or together with other members of their families and/or one or a few partners; and
- (b) have the authority to act on behalf of the enterprise with respect to contracts with other organizations and the hiring and dismissal of employees, subject to national legislation regulating such matters and the rules established by the elected or appointed board of the corporation.

“Controlling ownership” should be interpreted as having a decisive vote or veto on the appointed or elected board of the corporation or in meetings of shareholders, rather than necessarily holding an absolute majority of the shares.

34. Owner-operators of corporations include:

11 – Employers in corporations

21 – Owner-operators of corporations without employees

C. Dependent contractors

35. *Dependent contractors* are workers who have contractual arrangements of a commercial nature (but not a contract of employment) to provide goods or services for or through another economic unit. They are not employees of that economic unit, but are dependent on that unit for organization and execution of the work, income, or for access to the market. They are workers employed for profit, who are dependent on another entity that exercises control over their productive activities and directly benefits from the work performed by them.

- (a) Their dependency may be of an operational nature, through organization of the work and/or of an economic nature such as through control over access to the market, the price for the goods produced or services provided, or access to raw materials or capital items.
- (b) The economic units on which they depend may be market or non-market units and include corporations, governments and non-profit institutions which benefit from a share in the proceeds of sales of goods or services produced by the dependent contractor, and/or benefit when the work performed by dependent contractors may otherwise be performed by its employees.
- (c) The activity of the dependent contractor would potentially be at risk in the event of termination of the contractual relationship with that economic unit.

36. A defining characteristic of dependent contractors is that they are employed for profit and paid by way of a commercial transaction. They are therefore usually responsible for arranging their own social

insurance and other social contributions. Depending on national circumstances, the entity on which the worker is dependent does not withhold income tax for them. One or more of the following characteristics may be relevant for their identification in statistical collections, depending on the national context:

- (a) their work is organized or supervised by another economic unit as a client, or as an entity that mediates access to clients;
 - (b) the price paid for the goods produced or services provided is determined by the client or an intermediary;
 - (c) access to raw materials, equipment or capital items is controlled by the client or an intermediary;
 - (d) their actual working arrangements or conditions closely resemble those of employees.
37. Included among dependent contractors are dependent workers who do not have a contract of employment, and:
- (a) are paid only by the piece or commission, and do not benefit from social contributions paid by the economic unit paying for the work; or
 - (b) are paid only by gratuities (tips) from clients.
38. Excluded from dependent contractors are workers who:
- (a) have a contract of employment (formal, informal, or implicit) with the entity on which they are dependent; or
 - (b) are paid a wage or salary for time worked; or
 - (c) employ one or more other persons to work for them on a regular basis as an employee; or
 - (d) operate an incorporated enterprise.
39. Two subgroups of dependent contractors may be identified if feasible and relevant in the national context:
- (a) workers who provide their labour to others but have contractual arrangements corresponding to those of self-employment; and
 - (b) workers who have committed significant financial or material assets to the unincorporated enterprise which they own and operate, but do not have full control or authority over their work or the activities of the enterprise.
40. Identification of the two subgroups of dependent contractors requires additional information on the nature of the financial or material resources committed by the worker.

D. Employees

41. *Employees* are workers employed for pay, on a formal or informal basis, who do not hold controlling ownership of the economic unit in which they are employed. They are remunerated in cash or in kind in return for time worked or, in some cases, for each task or piece of work done or for services provided including sales (by the piece or commission). Payment for time worked is the typical mode of remuneration. Payment in kind is generally received in the form of goods. Where payment is received in the form of services, this is generally complementary to payment in cash.
42. Employees may be employed in market units, non-market units and households producing goods and/or services mainly for own consumption. They may hold shares in the economic unit in which they are employed, or have authority over aspects of the operations of the economic unit as employees with management responsibilities but do not hold controlling ownership of the enterprise. They are accountable to a third party within the economic unit such as a person or board.
43. Employees include the following specific groups among others:
- (a) workers who have been engaged on terms corresponding to those of paid employment when the employing organization has entered into a contract only with an intermediary such as a crew leader or organizing agent, and not with the individual worker who is an employee of the intermediary;
 - (b) worker-members of cooperatives who are paid for time worked or for each task or piece of work done; and

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- (c) informally employed workers without a commercial contract who are paid for time worked.
 - 44. Employees exclude workers without a formal, informal or implicit contract of employment (or in the absence of information about the nature of the contract) who are:
 - (a) paid only by the piece or commission; or
 - (b) paid according to a commercial contract for the provision of goods or services.
 - 45. Employees may be further disaggregated according to the nature of the contractual arrangements for employment, the degree of permanency of the employment relationship and the stability of the working time available to the employee, to form the following groups:
 - 41 – Permanent employees
 - 42 – Fixed-term employees
 - 43 – Short-term and casual employees
 - 44 – Paid trainees, apprentices and interns

41 – Permanent employees

- 46. *Permanent employees* are employees who are guaranteed a minimum number of hours of work and are employed on an ongoing or indefinite basis. They are full-time or part-time workers employed for pay, in formal or informal jobs, who have employment arrangements whereby:
 - (a) there is no specified date or event on which employment in a particular economic unit will be terminated other than any age or time for retirement that may apply in that economic unit;
 - (b) the employer agrees to provide work and pay for a specified number of hours or to pay for the number of goods or services produced in a set period; and
 - (c) the worker agrees to work for at least the specified number of hours, or for the time required to produce a specified number of goods or services.
- 47. This group includes recently appointed employees with jobs that are subject to an initial trial period but are expected to continue indefinitely.

42 – Fixed-term employees

- 48. *Fixed-term employees* are employees who are guaranteed a minimum number of hours of work and are employed on a time-limited basis for a period of three months or more. They are full-time or part-time workers employed for pay, in formal or informal jobs, who have arrangements whereby:
 - (a) there is a specified date, other than any age or time for retirement, on which the employment will be terminated, or an event such as the end of the harvest or completion of a construction or other project, which will lead to termination of employment;
 - (b) the total duration of the employment is expected to be at least three months from the first day of employment to the expected final day of employment;
 - (c) the employer agrees to provide work and pay for a specified number of hours, or to pay for the number of goods or services produced, in a set period; and
 - (d) the worker agrees to work for at least the specified number of hours, or for the time required to produce a specified number of goods or services.
- 49. Fixed-term employees include:
 - (a) employees with fixed-term contracts of employment with a duration of three months or more; and
 - (b) employees without formal arrangements or contracts when it is understood that the employment will have a duration of at least three months but not of an indefinite nature.
- 50. Paid apprentices, trainees and interns with fixed-term employment arrangements are excluded from this group.

43 – Short-term and casual employees

51. *Short-term and casual employees are employees* with short-term employment arrangements and/or without a guaranteed minimum number of hours of work per pay period. They are workers employed for pay, in formal or informal jobs, who have arrangements whereby:
- (a) there is no guarantee to offer work or to perform work during a set period; or
 - (b) the arrangement is of a short-term nature, with a duration of less than three months from the first day of employment to the expected final day of employment.
52. This category includes two groups which may be separately identified if relevant in national circumstances: *short-term employees* and *casual and intermittent employees*:
- (a) *short-term employees* are those who are guaranteed a minimum number of hours of work and are employed on a time-limited basis with an expected duration of less than three months. They include:
 - (i) employees with contracts of employment with a duration of less than three months;
 - (ii) employees without formal arrangements or contracts when it is understood that the employment will be of a duration of less than three months; and
 - (b) *casual and intermittent employees* are those who have no guarantee of employment for a certain number of hours during a specified period but may have arrangements of an ongoing or recurring nature. Depending on national circumstances and specific contractual arrangements pertaining to the job, this group includes employees engaged on a casual or intermittent basis, workers on zero-hours contracts, employees who are only paid when called in to work, and workers hired on a day-to-day basis.
53. Unless the total duration of the employment arrangement is less than three months, short term and casual employees exclude:
- (a) workers with on-call working-time arrangements who are guaranteed a specified amount of employment per pay period; and
 - (b) workers who are guaranteed to be offered work and to be paid for at least one hour per week.
54. Paid apprentices, trainees and interns with short-term employment arrangements are excluded from this group.

44 – Paid apprentices, trainees and interns

55. *Paid apprentices, trainees and interns* are employees who perform any activity to produce goods or provide services for others, in order to acquire workplace experience or skills in a trade or profession and receive payment in return for work performed. Acquiring “workplace experience or skills” may occur through traditional, formal or informal arrangements whether or not a specific qualification or certification is issued. They are usually remunerated at a reduced rate compared to fully qualified workers. They include persons involved in:
- (a) paid formal or informal traineeships, apprenticeships, internships or other types of programmes, according to national circumstances; and
 - (b) paid skills training or retraining schemes within employment promotion programmes, when engaged in the production process of the economic unit for which they work.
56. They exclude workers who are:
- (a) undergoing periods of probation associated with the start of a job;
 - (b) undertaking general on-the-job training or life-long learning while in employment;
 - (c) working without pay; and
 - (d) contributing family workers who are undertaking training while working in an enterprise operated by a family or household member.

E. Contributing family workers

57. *Contributing family workers* assist a family member or household member in a market oriented enterprise operated by the family or household member, or in a job in which the assisted family or household member is an employee or dependent contractor. They do not receive regular payments, such as a wage or salary, in return for the work performed, but may benefit in kind or receive irregular payments in cash as a result of the outputs of their work through family or intra-household transfers, derived from the profits of the enterprise or from the income of the other person. They do not make the most important decisions affecting the enterprise or have responsibility for it.

International Classification of Status at Work (ICSaW-18)

58. The International Classification of Status at Work (ICSaW-18) provides an organizing framework for statistics classified by status at work from various sources. It is not expected that all of its categories will be collected with the same frequency or used for the presentation of statistics from any particular source. It covers all jobs and work activities in all forms of work, including own-use production work, employment, unpaid trainee work, volunteer work and other forms of work. It comprises, at its most detailed level, 20 mutually exclusive categories, defined on the basis of the type of authority that the worker is able to exercise and the type of economic risk to which he or she is exposed in a particular job or work activity.
59. The detailed status at work categories may be aggregated, based on the type of authority exercised by the worker, to form eight broad groups which may be further aggregated to form a dichotomy between independent workers and dependent workers, according to the following hierarchy.

Independent workers

1. Employers
 - 11 – Employers in corporations
 - 12 – Employers in household market enterprises
 - 13 – Employers in own-use provision of services
 - 14 – Employers in own-use production of goods
2. Independent workers without employees
 - 21 – Owner-operators of corporations without employees
 - 22 – Own-account workers in household market enterprises without employees
 - 23 – Independent workers in own-use provision of services without employees
 - 24 – Independent workers in own-use production of goods without employees
 - 25 – Direct volunteers

Dependent workers

3. Dependent contractors
 - 30 – Dependent contractors
4. Employees
 - 41 – Permanent employees
 - 42 – Fixed-term employees
 - 43 – Short-term and casual employees
 - 44 – Paid apprentices, trainees and interns
5. Family helpers
 - 51 – Contributing family workers
 - 52 – Family helpers in own-use provision of services

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- 53 – Family helpers in own-use production of goods
 - 6. Unpaid trainee workers
 - 60 – Unpaid trainee workers
 - 7. Organization-based volunteers
 - 70 – Organization-based volunteers
 - 9. Other unpaid workers
 - 90 – Other unpaid workers
 - 60. Each of the detailed status at work groups in ICSaW-18 relates to only one form of work. The groups that relate to employment have the same definitions as in ICSE-18. The aggregate groups that include both employment and other forms of work, have a broader scope in ICSaW-18 than in ICSE-18-A and in some cases are assigned a different name.
 - 61. Subsets of the detailed categories in ICSaW-18 may be used to present statistics on work relationships in own-use production work, employment, volunteer work, child labour and time-use on a conceptually consistent basis, regardless of the scope and source of the statistics. The categories for own-use production work and volunteer work may be aggregated according to the form of work as follows:
 - (a) Workers in own-use production:
 - (i) Workers in own-use provision of services:
 - 13 – Employers in own-use provision of services.
 - 23 – Independent workers in own-use provision of services without employees.
 - 52 – Family helpers in own-use provision of services.
 - (ii) Workers in own-use production of goods:
 - 14 – Employers in own-use production of goods.
 - 24 – Independent workers in own-use production of goods without employees.
 - 53 – Family helpers in own-use production of goods.
 - (b) Volunteer workers:
 - 25 – Direct volunteers.
 - 70 – Organization-based volunteers.

Definitions of the categories in ICSaW-18 that are not included in ICSE-18

13 – Employers in own-use provision of services

62. *Employers in own-use provision of services* are workers who perform any activity to provide services mainly for own final use and employ one or more persons (including temporarily absent employees but excluding other members of their household) on a regular basis as a domestic employee.

14 – Employers in own-use production of goods

63. *Employers in own-use production of goods* are workers who perform any activity to produce goods for own final use and employ one or more persons on a regular basis in return for payment in cash or in kind (including temporarily absent employees but excluding other members of their household) to produce goods mainly for consumption by the employer's own household. A part or surplus of the goods intended mainly for own consumption may be sold or bartered.

23 – Independent workers in own-use provision of services without employees

64. *Independent workers in own-use provision of services without employees* are workers who perform any activity to provide services for own final use, but do not employ any persons to work on a regular basis as a domestic employee.

24 – Independent workers in own-use production of goods without employees

65. *Independent workers in own-use production of goods without employees* are workers who, on their own account or with one or more partners, perform any activity to produce goods for own final use who do not employ any persons on a regular basis to produce goods for pay in cash or in kind. A part or surplus of the goods intended mainly for own consumption may be sold or bartered.

25 – Direct volunteers

66. *Direct volunteers* are workers who, on their own account or in partnership with others, and independently of any organization or community group, perform any unpaid, non-compulsory activity to produce goods or provide services for other households. Excluded from this group are workers who produce goods or services for consumption by members of the worker's own household or family.

5. Family helpers

67. *Family helpers* are workers who assist a family or household member in the production of goods or provision of services for household consumption, in a market-oriented enterprise operated by that person, or in a job held by that person as an employee or dependent contractor. They do not make the most important decisions affecting the economic unit and do not have responsibility for it. They may benefit from the outputs of their work in cash or in kind through intra-household transfers but do not receive an agreed wage or salary.

52 – Family helpers in own-use provision of services

68. *Family helpers in own-use provision of services* assist a family or household member in the provision of services for household consumption.

53 – Family helpers in own-use production of goods

69. *Family helpers in own-use production of goods* assist a family or household member in the production of goods for household consumption.

6. Unpaid trainee workers

70. *Unpaid trainee workers* are persons in unpaid trainee work as defined in the most recent international statistical standards concerning work, employment and labour underutilization (Currently the 19th ICLS resolution 1, paragraphs 33 to 35).

7. Organization-based volunteers

71. *Organization-based volunteers* are workers who perform any unpaid non-compulsory activities to produce goods or provide services for others through or for any type of organization or community group, including market and non-market units.
- (a) Included in this group are workers who produce goods or provide services for others through or for self-help, mutual aid, or community-based groups.
 - (b) Excluded from this group are:
 - (i) unpaid trainee workers;
 - (ii) workers performing unpaid compulsory activities;
 - (iii) direct volunteers.

9. Other unpaid workers

72. *Other unpaid workers* are workers who cannot be classified in any other groups in the International Classification of Status at Work. They include workers performing activities such as unpaid community service and unpaid work by prisoners, when ordered by a court or similar authority, and unpaid military or civilian service.

Cross-cutting variables and categories

73. To provide complete and coherent statistics on work relationships, information is needed on characteristics of jobs and work activities that are not measured in the classifications of status at work and status in employment. This information should be presented through a set of variables and categories based on characteristics associated with the degree of risk, stability and permanence of a particular employment or work arrangement and provide definitions for situations that may be represented in several categories of the classifications by status. They may be used for the generation of statistics in their own right, or combined in output with relevant status categories to construct output classifications relevant for national purposes.
74. The following cross-cutting variables are required to compile statistics on the detailed categories in ICSE-18:
- (a) duration of work agreement;
 - (b) type of employment agreement;
 - (c) contractual hours of work;
 - (d) forms of remuneration.
75. While not required for the compilation of statistics on status in employment, the following variables and categories are essential for the compilation of coherent statistics on work relationships or for the identification of important groups of interest:
- (a) duration of employment in the current economic unit;
 - (b) hours usually worked;
 - (c) full-time/part-time status;
 - (d) reason for non-permanence of job;
 - (e) preference or not for a non-permanent job;
 - (f) seasonal workers;
 - (g) type of workplace;
 - (h) domestic workers;
 - (i) home-based workers;
 - (j) multi-party work relationships;
 - (k) job-dependent social protection coverage;
 - (l) paid annual leave;
 - (m) paid sick leave
 - (n) institutional sector.
76. The following additional cross-cutting variables and categories are recommended:
- (a) number of employees in the economic unit in which the worker is employed;
 - (b) main form of remuneration;
 - (c) reasons for preferring a non-permanent job;
 - (d) entrepreneurs;
 - (e) ownership of machinery, vehicles and premises.

Duration of the job or work activity

77. Since many of the detailed categories in ICSE-18 include jobs which differ significantly in their capacity to provide ongoing and full employment, statistics classified by status in employment, and particularly the subcategories of employees, should be complemented by information on the duration of the work arrangement. Two variables on the duration of the job or work activity are necessary to provide a full understanding of the temporal stability of work relationships and to assess the extent to which workers without permanent employment relationships have ongoing employment and income security. These are *Duration of work agreement* and *Duration of employment in the current economic unit*.

Duration of work agreement

78. *Duration of work agreement* refers to the period of time from the beginning to the end of a written or oral work contract, or in the absence of a contract specifying the duration, to the date on which it is expected the employment will terminate. If the agreement does not specify the duration of the employment and there is no expected date or event on which the employment will terminate, other than the age or time for retirement, the duration is considered to be “without stated limit of time”. This variable is required for the derivation of the subcategories of employees but may also apply to dependent contractors, unpaid trainees and volunteers.
79. When a worker has had a series of ongoing renewed temporary contracts with the same economic unit, the duration of work agreement should be based on the duration of the current (most recent) contract.

Duration of employment in the current economic unit

80. *Duration of employment in the current economic unit* refers to the time elapsed since the worker started work with a particular economic unit and can be applied to all statuses in employment. It provides a measure of the stability and continuity of employment, including in cases where a worker has had a series of contracts with the same economic unit. The concept of the duration of work in the current economic unit can also be applied to activities in forms of work other than employment.
81. When a worker has had a series of renewed temporary engagements with the same economic unit, the duration of employment in that economic unit should be based on the total duration since the first engagement, unless the gap between engagements was one month or longer. In some special cases, for example when substitute or probationary teachers are typically engaged from the beginning to the end of the school year, a longer gap of up to three months may be applied.
82. When a worker has been transferred between different establishments or locations within an enterprise, or enterprise group, or between different ministries or departments within the same government, duration in the current economic unit should be based on the highest level institutional unit considered as a single economic unit. For workers employed through agencies, for example in multi-party employment arrangements, the duration of employment should be with the agency not the client of the agency.

Categories for the presentation of statistics on duration of the job or work activity

83. The following categories should be included in standard statistical outputs for the two variables describing the duration of the job or work activity:
- less than one month;
 - one to less than three months;
 - three to less than six months;
 - six to less than 12 months;
 - 12 to less than 18 months;
 - 18 to less than 24 months;
 - 24 to less than 36 months;

- three years or more;
- without stated limit of time.

84. The category for “without stated limit of time” should also be included in data collection and statistical outputs on duration of work agreement. To facilitate analysis of the data collected, it is preferable to collect information for the duration variables using questions that do not include predefined categories other than “without stated limit of time”.

Working time

85. Information on full-time/part-time status, hours usually worked, and contractual hours of work should be collected in accordance with the most recent international standards for statistics on working time (currently the 18th ICLS Resolution concerning the measurement of working time). Information on contractual hours of work is required to determine whether employees have arrangements that provide a guaranteed minimum number of hours of work and is essential for derivation of the subcategories of employees.

Reasons for non-permanent employment

86. Employment of a temporary or casual nature may be associated with characteristics of the job or of the labour market, the preference of the person, and the need for the person to balance employment with other responsibilities. Statistics on these different dimensions of non-permanent employment may be compiled using the following three variables:

- reason for non-permanence of job;
- preference or not for a non-permanent job;
- reasons for preferring a non-permanent job.

87. *Reason for non-permanence of job* refers to the characteristics of the job that are reasons for it being of a temporary or casual nature. These statistics should be collected for all jobs of employees other than permanent employees. Such statistics should also be collected for dependent contractors if relevant for national purposes. Depending on the measurement approach, information on the reason for non-permanence of job may be used to identify both seasonal jobs and paid apprentices, trainees and interns.

88. Statistical outputs on *reason for non-permanence of job* should include at least the following categories:

- seasonal work;
- paid trainee, apprenticeship or internship;
- substitute work;
- completion of a project;
- employment creation programme;
- period of service required before permanent contract;
- other reasons.

Reasons such as “usual in industry or occupation” are included in the category “other reasons” but could be identified separately if relevant in the national context.

89. Statistics on whether non-permanent employment is the person’s preference should be compiled as a separate variable: *Preference or not for a non-permanent job*. This refers to whether the person took a non-permanent job because he or she did not want a permanent job.

90. Statistics on the *reasons for preferring a non-permanent job* refer to the situation of the person which may have resulted in the preference for taking a non-permanent job. They may be compiled when relevant for national purposes. Such reasons may include among others:

- combining employment with education;
- combining employment with a pension;

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- combining employment with unpaid care for children;
 - combining employment with other family responsibilities.

Type of employment agreement

91. A variable *type of employment agreement* is needed to provide information on whether an employee has a written contract or an oral agreement. A question on type of employment agreement is required for sequencing questions and also provides an indication of the stability of the arrangement.
92. Type of employment agreement should not be used directly to measure informality, since workers with oral agreements can be subject to social protection, and workers with written contracts may or may not meet the criteria for formality.
93. At a minimum, categories for “written contract” and “oral agreement” should be used in statistical outputs. Statistics indicating whether the agreement is collective or individual should also be compiled from relevant statistical sources.

Form of remuneration

94. *Form of remuneration* refers to the basis on which a worker is paid, rather than to the form of payment (e.g. cash or in kind). It should specify the information relevant to understand the nature of the employment relationship, but not necessarily other aspects of remuneration. The variable “forms of remuneration” is required to assist with identification of the status in employment categories and should include information about all forms of remuneration received by the worker in a particular job. A separate recommended variable on “main form of remuneration” provides additional information that may be collected by adding an additional question.
95. At a minimum, the following categories are needed:
 - for time worked (including wage and salary);
 - by the piece;
 - commission;
 - fee for services;
 - determined by profit or loss;
 - tips from clients;
 - other.

Entrepreneurs

96. *Entrepreneurs* are persons who own and control an enterprise and seek to generate value through the creation of economic activity by identifying and exploiting new products, processes or markets. In doing so, they create employment for themselves and potentially for others. Additional information relevant to the national context, such as the size, age and other characteristics of the enterprise, is needed to provide complete statistics on entrepreneurship and to accurately identify those workers who are creating employment opportunities for themselves or for others.

Seasonal workers

97. *Seasonal workers* are those with jobs or work activities whose timing and duration are significantly influenced by seasonal factors such as climatic seasons, holidays and agricultural preparations or harvests. For non-permanent employees and dependent contractors, seasonality should be measured as part of the reasons for non-permanent employment. For independent workers and contributing family workers, information is needed on whether the business operates all year round or only during a certain season of the year. When ongoing contracts for employment only at particular times of the year are common in a country or region, information about seasonality may need to be collected using dedicated questions for workers in relevant industries or occupations. For accurate measurement of seasonality, data collection is required at different times during the year, covering all active and inactive seasons.

Type of workplace

98. *Type of workplace* provides information on the type of location where the work is usually performed. When work is regularly performed in more than one type of location, this variable should be based on the main type. Thus, if a worker teleworks from home on an occasional basis, but spends most working time at the employer's premises, the main type of workplace should be the employer's premises.
99. Information on type of workplace is needed to identify workers such as home-based workers, domestic workers and workers in multi-party employment relationships. For workers in multi-party work relationships the type of workplace recorded should be the place where the work is actually performed, not the employer's place of work, for example in the case of those working for temporary employment agencies. As a variable in its own right it is relevant for the identification of workers whose place of work may expose them to risk, such as on the street, or of home-based workers of all statuses in employment.
100. Statistics on the following categories are required at a minimum to assist in the identification of the groups mentioned above and for analysis of employment relationships.
- Work at home:
- own home (or area outside);
 - own household farm;
- No fixed place of work:
- water, air or land-based vehicle;
 - door-to-door;
 - street or other public space;
 - market;
- With a fixed place of work outside the home:
- client's or employer's home;
 - employer's workplace or site;
 - own business premises;
 - client's workplace or site;
 - no single type of location.
- Other type of location.
101. Countries may choose to add questions or categories for their own analytical purposes. Where there is a need for information on work through Internet platforms this should be captured as a separate variable rather than as a category of place of work, which would refer to the type of place where the Internet is usually accessed.
102. When the place of work is a business premises such as a retail shop or repair workshop attached to the residence but is not an integral part of the residence (if, for example, it has its own entrance) then the place of work should be considered as business premises. When the place of work is a room or rooms within the residential premises which would normally be used for residential purposes, the place of work should be considered as "own home".

Domestic workers

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

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104. In statistics on employment, *domestic workers* are defined as workers employed for pay or profit, including in-kind payment, who perform work in or for a household or households to provide services mainly for consumption by the household. The work may be performed within the household premises or in other locations.
105. Based on the statistical definitions of domestic work and domestic workers, the following categories of domestic workers in employment may be identified:
- (a) domestic employees, defined as all workers engaged directly as employees of households to provide services mainly for consumption by the household members, irrespective of the nature of the services provided including:
 - (i) live-in domestic employees;
 - (ii) live-out domestic employees;
 - (b) domestic workers employed by service providers; and
 - (c) domestic service providers employed for profit.
106. Workers in employment who provide services within or for a household or households but are not employed directly by a household, are considered to be domestic workers if the nature of the work performed mainly comprises domestic services such as cleaning, childcare, personal care, food preparation, gardening, driving and security.
107. Domestic workers do not include:
- (a) workers employed for profit and employees of economic units other than private households who provide services to households that are not considered to be domestic services, for example, services consumed by the household related to educational training (home tuition) or related to maintenance and preservation of physical goods of the dwelling such as electrical installation and repair, plumbing, etc.;
 - (b) workers who mainly provide services to household market enterprises;
 - (c) workers who provide services frequently provided by domestic employees such as laundry, childcare and personal care, when the work is performed in the worker's own premises; however, if the service is provided as part of a job in which the worker is engaged directly as an employee of the household the worker is classified as a domestic employee.
108. *Domestic workers employed by service providers* are employees of economic units such as agencies that provide domestic services to households. *Domestic service providers employed for profit* provide domestic services to private households as independent workers or dependent contractors.
109. Domestic employees may be identified in statistical collections when the economic activity of their employer is equivalent to ISIC Revision 4 Division 97, Activities of households as employers of domestic personnel. Other domestic workers may be identified in statistical collections if their occupation is one of those commonly held by domestic employees, and their main place of work is the client's residence. Analysis of these occupations by place of work may also allow the identification of other workers not considered to be domestic workers, but who perform services frequently provided by domestic workers (such as laundry, childcare and personal care) in settings such as their own home or workplace, or in the workplace of agencies providing such services.

Home-based workers

110. *Home-based workers* are workers whose main place of work is their own home. Among workers in employment, they may be employers, independent workers without employees, dependent contractors, employees or contributing family workers.

Multi-party work relationships

111. *Multi-party work relationships* exist when a third party is involved between a dependent worker and the enterprise for which the work is performed. Workers in this category may be employees of the third-party enterprise or they may be dependent contractors whose access to raw materials, clients or the market is controlled by the third party economic unit.

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112. In the case of employees, multi-party arrangements are mediated by an enterprise that acts as the employer and makes the worker available, on a temporary or permanent basis, to work for another enterprise while paying the wage or salary of the employee.
113. Two main groups of employees with multi-party employment arrangements can be identified:
- (a) agency workers
 - (b) employees providing outsourced services.
- In some countries, a third group may also be identified:
- (c) Workers in employment promotion schemes.
114. *Agency workers* are supplied by an agency to work for another enterprise under the supervision of the user enterprise. They are employed by private employment agencies, such as labour hire agencies, temporary employment agencies, or other labour providers (labour brokers, labour despatchers), that supply and employ the workers but are not involved in supervision of the work
115. *Employees providing outsourced services* are engaged as employees by one enterprise to provide, on a regular basis, specific services that their employer has contracted to provide to another enterprise or to a household, at the premises of and usually under the partial supervision of the client. Their employers include but are not limited to service provision agencies such as nursing agencies, domestic or office cleaning service providers, security service providers and information technology services providers.
116. *Workers in employment promotion schemes* are workers provided by a government agency and paid by that government agency to perform work for another economic unit as part of a government-funded employment promotion programme. Excluded from this group are workers who are required to work as a condition of continued receipt of social benefits.
117. In all of these cases, the work is not mainly performed at the premises of the enterprise that pays the employee. The place of work is usually the premises of the client but may be some other place.
118. In the case of dependent contractors, multi-party work arrangements exist when an intermediary supplies raw materials and receives the goods produced by the dependent contractors, or else access to clients or work is controlled by an intermediary, typically using the Internet. The dependent contractor may be paid directly by the client, or payment may be received only through an intermediary that benefits from the work performed.

Variables related to the measurement of social protection and informal employment

119. Three variables related to the measurement of informal employment are required to understand the degree of social protection available to employed persons and the extent of economic risk to which they are exposed in the event of absence from work:
- (a) job-dependent social protection;
 - (b) access to paid annual leave;
 - (c) access to paid sick leave.
120. These variables are useful to assess the impact of non-standard forms of employment and new and emerging forms of work on access to leave and social protection. They are relevant for the identification of informal employment among employees but are not sufficient for the comprehensive measurement of informal employment.

Job-dependent social protection

121. *Job-dependent social protection* provides information on whether the person is entitled and in practice has social protection as the result of employment in a particular job. It therefore excludes “universal” protection schemes that are not dependent on holding a job.
122. When measuring job-dependent social protection, the national context and labour laws should be taken into account. Measurement may be based on one or more specific forms of social protection (e.g., occupational injury insurance, old-age benefits, health insurance or unemployment insurance) depending on the national context.

Access to paid annual leave

123. *Access to paid annual leave* refers to the worker's entitlement and ability to take paid time off granted by the employer or to be compensated for unused annual leave. The number of days granted by the employer may vary between countries but also within the same country (e.g. between different industries and occupations) depending on national labour laws and regulations. It is not sufficient to have a legal right to paid annual leave if the worker does not have access to it in practice.

Access to paid sick leave

124. *Access to paid sick leave* refers to the worker's entitlement and ability to take paid leave from employment due to personal sickness or injury. The paid sick leave should be dependent on the worker's job and therefore excludes schemes that are not related to having a particular job. The number of days for which the worker can receive payment during sickness or injury may vary between countries but also within the same country depending on national labour laws and regulations. It is not sufficient to have a legal right to paid sick leave if the worker does not have access to it in practice.

Data sources and guidelines for data collection

125. The standards for statistics on work relationships described in this resolution aim to allow statistics on different types of productive activity to be compiled in a harmonious and comparable manner from different types of data source. They define categories and variables for the presentation of statistical outputs on an internationally comparable basis. The exact questions and data collection methods used will depend on the data sources. To facilitate international comparability of the statistics, data on work relationships should be collected on the basis of the most recent relevant data collection and methodological guidelines released by the ILO.
126. Compilation of statistics according to ICSaW-18, or subsets of it, will be dependent on the availability and frequency of collection of statistics on the different forms of work. Labour force surveys, other household surveys, and periodic specialized surveys, can provide information on unpaid forms of work including unpaid domestic work, volunteer work, and unpaid trainees, apprentices and interns.
127. The collection of data for ICSE-18 should follow the same frequency as the measurement of employment. The level of detail may vary depending on the statistical source, and on descriptive and analytical needs. If a category at any level of ICSE-18 is not statistically significant in a country, or if a stable operational method for measurement has not been established at regional or national level, it may not be appropriate to collect or compile statistics on that category on a regular basis. Any decision not to collect statistics on a particular group, however, should be based on empirical evidence that the group is statistically insignificant, which should be confirmed periodically.
128. All sources that are used as the basis for statistics on employment are also potential sources when collecting the information required to compile statistics on the ten detailed categories in ICSE-18. Different statistical sources have their advantages as well as disadvantages and can frequently be complementary to each other.
129. Household and establishment-based surveys are important sources of labour market statistics. In particular, household-based collections such as labour force surveys will be critical sources of data for detailed statistics classified by ICSE-18.
130. Employment statistics may also be measured via other specialized household surveys such as those concerned with time-use, education and training, living standards, or household income and expenditure. In such cases it would be appropriate to include questions designed to determine status in employment with a degree of detail that is relevant for the analytical requirements for the statistics. The nature of the questions asked and the degree of detail would in such cases need to reflect the feasibility of data collection given the limitations of the particular data source.
131. Since the population census is an important source of statistics on employment, there may be a need to classify those employed by status in employment in the Census, in order to produce estimates for small geographic areas as well as for small groups. The need for a strict limit on the number of questions that can be included in most population censuses, however, would mean that a short question or module that collects the concept or concepts defined in this resolution but with less detail and less precision than in labour force surveys may be appropriate.

132. Since establishment surveys are an important source of statistics on employment, earnings, time paid for, labour costs and job vacancies, ICSE-18 should be applied when there is a need for information about different types of employment arrangements. The level of detail should reflect the national needs for the information, and the feasibility of collecting the information from establishments.
133. Administrative records, developed or adapted for statistical purposes, may also be an important input for the production of employment statistics. The administrative records could, for example, be based upon taxation systems, employment services, pension schemes or social security administration. If a country is using administrative records in order to produce employment statistics, then it might also be relevant to derive status in employment categories from these records. The possibilities to do so depend on the structure and content of the country-specific administrative sources.

Indicators

134. A set of indicators that serves the principal objectives of the statistics should be selected by countries as relevant for national priorities for dissemination according to the relevant reporting periodicities, as recommended in paragraphs 126 and 127. Indicators should be computed for the target group 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. Where relevant for national circumstances, in addition to compiling statistics concerning work relationships for the working age population, countries may wish to separately produce statistics that target children and develop indicators for working children in accordance with the latest standards on child labour.
135. To reflect national circumstances, the set should comprise selected indicators from among those identified below to monitor labour market performance, the stability of employment relationships, exposure of the employed population to economic risk, and participation in non-standard forms of employment and new and emerging forms of work. The selected set could be complemented with additional indicators to meet national needs.
- (a) Headcounts, average number of hours usually worked per week, and rates calculated in relation to total employment of persons employed in the main job in the following groups:
- (i) independent workers;
 - (ii) dependent workers;
 - (iii) workers in employment for profit;
 - (iv) workers in employment for pay;
 - (v) each of the aggregate categories (A to G) defined in ICSE-18-A and in ICSE-18-R;
 - (vi) the ten detailed categories specified in ICSE-18;
- (b) for persons with more than one job, headcounts and rates for the following groups:
- (i) all persons with more than one job with the rate calculated as follows:

$$\frac{\text{All persons with more than one job}}{\text{Total number of persons in employment}} \times 100$$

and based on their status in employment in their second job as a share of all persons with more than one job:

- (ii) dependent contractors;
 - (iii) own-account workers in household market enterprises without employees;
 - (iv) fixed-term employees;
 - (v) short-term and casual employees;
- (c) the ratios of dependent contractors in the main job to employees and to independent workers without employees;
- (d) subcategories of employees as a share of all employees;
- (e) the ratio of employees with non-permanent main job to total employees in main job;

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- (f) duration of work agreement for:
 - (i) fixed-term employees;
 - (ii) short-term and casual employees;
 - (g) the duration of employment in the current economic unit for all statuses in employment.
 - (h) employees with job-dependent social protection as a share of all employees.
136. To provide information about the authority and levels of participation of men, women and young people in own-use production work the following indicators may be used:
- (a) headcounts, average number of hours usually worked per week, and rates calculated in relation to the working age population and to all workers in own-use production of goods for the following categories in ICSaW-18:
 - (i) employers in own-use production of goods;
 - (ii) independent workers in own-use production of goods without employees;
 - (iii) family helpers in own-use production of goods.
 - (b) headcounts, average number of hours usually worked per week, and rates calculated in relation to the working age population for the following categories in ICSaW-18:
 - (i) employers in own-use provision of services;
 - (ii) independent workers in own-use provision of services without employees;
 - (iii) family helpers in own-use provision of services.
137. To provide information about the levels of participation of youth and adult men and women in paid and unpaid trainee work the following indicators may be used:
- (a) headcounts and average number of hours usually worked per week for the following categories in ICSaW-18:
 - (i) paid apprentices, trainees and interns;
 - (ii) unpaid trainee workers.
 - (b) ratios calculated for each of the above groups in relation to total employment and to all persons in paid and unpaid trainee work.
 - (c) for countries interested in analysing trainee workers overall, a combined indicator could be calculated as follows:

$$\frac{(\text{Paid apprentices, trainees and interns}) + (\text{Unpaid trainee workers})}{\text{Total number of persons in employment} + \text{unpaid trainee workers}} \times 100$$
138. To provide information about the levels of participation of youth and adult men and women in volunteer work, headcounts, average number of hours actually worked per week, and rates calculated in relation to the working age population and to all persons in volunteer work for the following categories in ICSaW-18 may provide useful indicators:
- (a) direct volunteers;
 - (b) organization-based volunteers.
139. To support analysis about multi-party employment arrangements, countries may find it useful to develop indicators on the levels of participation in multi-party employment arrangements including headcounts, average number of hours usually worked per week, and rates calculated in relation to total employment (or total employees) for the following groups:
- (a) agency workers;
 - (b) employees providing outsourced services;
 - (c) workers in employment promotion schemes.

Future work

140. To promote the implementation of this resolution, the ILO should work collaboratively with countries, international, regional and subregional organizations, and representatives of workers' and employers' organizations to:
- (a) widely disseminate these standards and communicate on their impact and interpretation;
 - (b) update and maintain the draft data collection guidelines published as Room Document 4 to this conference in order to reflect this resolution as adopted and current international best practice and experience;
 - (c) develop 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;
 - (d) further conduct conceptual and methodological work including pilot testing of the different elements of the standards for statistics on work relationships, including dependent contractors and multi-party work relationships;
 - (e) provide technical assistance, training and capacity building to national statistical agencies, to relevant statistical services in line ministries, and to other relevant stakeholders including workers' and employers' representatives;
 - (f) undertake further conceptual and methodological development work on the measurement of workers whose employment is intermediated through Internet-based platforms or apps;
 - (g) carry out further conceptual and methodological work on horizontal forms of social organization of work, such as cooperatives, and their impact on work relationships.

II. Resolution concerning the methodology of the SDG indicator 8.8.2 on labour rights

The 20th International Conference of Labour Statisticians,

Recognizing the need to have an internationally agreed methodology to measure indicator SDG 8.8.2 on labour rights consistent with the Resolution adopted by the United Nations General Assembly on Work of the Statistical Commission pertaining to the 2030 Agenda for Sustainable Development (A/RES/71/313), Annex taken on 6 July 2017,

Taking note that the Inter-Agency Expert Group on Sustainable Development Goals (IAEG-SDG) in its session of March 2017 requested to have an agreed methodology endorsed by the ICLS in its present session,

Having reviewed the proposed methodology presented by the ILO, recognizing that its constituents have been consulted through preparatory meetings;

Noting that a dedicated Committee within the ICLS considered the proposed methodology based on a detailed technical document with amendments resulting from these consultations;

Recommends that the Office:

- (a) adopts the reviewed methodology as amended for indicator 8.8.2 and set out in the annex and communicates the endorsement of the ICLS to the IAEG-SDG for its consideration and action.
- (b) communicates on behalf of the ICLS the confirmation that the ILO should be the custodian agency for this indicator, given that ILO textual sources are its statistical foundation;
- (c) makes the necessary internal arrangements and allocation of resources to undertake the annual production and reporting of the indicator to the UN.

Recommends that the Governing Body of the ILO:

- (d) considers the creation of a tripartite committee as called for in the annex to further address improvements to the methodology.

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Annex: Methodology for SDG indicator 8.8.2: “Level of national compliance with labour rights freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status”

1. Background

The process of developing SDG Indicators for the Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable Development was led by the UN Statistical Commission, through the Inter-Agency Expert Group on SDG (IAEG-SDG), a body of 28 member States. In early 2017, the IAEG on SDG proposed the final list of indicators covering the 17 goals and 169 targets of the Agenda. This was approved by the UN General Assembly in July 2017. In the case of Indicator 8.8.2, the IAEG-SDG requested that the methodology be discussed in the International Conference of Labour Statisticians (ICLS) in October 2018 in order to adopt an internationally-agreed methodology for this indicator. The custodianship of the indicator would be given to the ILO in view of its reliance on and use of ILO textual sources generated by various supervisory bodies of the organization. Pending the endorsement by the ICLS, the indicator is currently classified as Tier III indicator.¹ The original indicator adopted by the UN General Assembly in July 2017 was based on a methodology that relies both on ILO and non-ILO sources.² Early in the process, however, member states of the IAEG-SDG agreed that for the purpose of the SDGs, only official sources should be used and therefore decided that the indicator should rely solely on ILO textual sources.

After the request of the IAEG-SDG in its March 2017 session of an endorsement by the ICLS, and with the purpose of attaining tripartite support for the methodology prior to the ICLS, the ILO and its constituents undertook a series of informal consultations, including three rounds of bipartite discussions in 2017 with representatives from Employers and Workers. Subsequently a tripartite consultation was convened in April 2018 with representatives from Governments, Employers and Workers. These consultations resulted in a number of amendments to the proposed indicator, which are reflected in this document. While some of these amendments refer to changes in the method per se, others refer to broader issues, such as how SDG indicator 8.8.2 will be reported. As such, the full set of amendments is presented in the final section of this paper. With these amendments, tripartite consensus was reached to submit the method for discussion and endorsement by the ICLS. The ICLS decision will be communicated to the IAEG-SDG to determine its adoption for the SDG global monitoring system.

2. Introduction

2.1. Freedom of association and collective bargaining rights and their supervision

The principles of freedom of association and collective bargaining (FACB) are and have long been at the core of the ILO's values. Their normative foundations have been established in the ILO's Constitution (1919), the ILO Declaration of Philadelphia (1944), in two key ILO Conventions (namely the *Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)*, and the *Right to Organise and Collective Bargaining Convention, 1949 (No. 98)*), and the

¹ For the compilation of Metadata for the Proposed Global Indicators for the Review of the 2030 Agenda for Sustainable Development, see: <https://unstats.un.org/sdgs/iaeg-sdgs/metadata-compilation/> (accessed on 8 Aug. 2018).

² For the original methodology, see Kucera and Sari (forthcoming) at: <https://onlinelibrary.wiley.com/doi/abs/10.1111/ilr.12084>; for data currently available, see at: <http://labour-rights-indicators.la.psu.edu/>.

ILO Declaration on Fundamental Principles and Rights at Work (1998). They are also rights proclaimed in the Universal Declaration of Human Rights (1948) and other international and regional human rights instruments. With the adoption of the 1998 ILO Declaration, the promotion and realization of these fundamental principles and rights also became a constitutional obligation of all ILO member States.

FACB rights are considered as “enabling rights”, the realization of which is necessary to promote and realize other rights at work. They provide an essential foundation for social dialogue, effective labour market governance and realization of decent work. They are vital in enabling employers and workers to associate and efficiently negotiate work relations, to ensure that both employers and workers have an equal voice in negotiations, and that the outcome is fair and equitable. As such they play a crucial role in the elaboration of economic and social policies that take on board the interests and needs of all actors in the economy. FACB rights are also salient because they are indispensable pillars of democracy as well as the process of democratization.

FACB rights, together with other international labour standards, are backed by the ILO’s unique supervisory system. The ILO regularly examines the application of standards in member States and highlights areas where those standards are violated and where they could be better applied. The ILO’s supervisory system includes two kinds of supervisory mechanisms: the regular system of supervision and the special procedures. The prior entails the examination of periodic reports submitted by member States on the measures taken to implement the provisions of ILO Conventions ratified by them. The special procedures, that is, representations, complaints and the special procedure for complaints regarding freedom of association through the Freedom of Association Committee, allow for the examination of violations on the basis of a submission of a representation or a complaint.

2.2. Measuring FACB rights

The ILO had previously developed a method for constructing country-level indicators of FACB rights, based on the coding of violations in textual sources (Kucera, 2002, 2007). In spite of its limitations, the method continues to be fairly-widely used among researchers. In their survey of related indicators, Peels and Develtere (2008) write:

From this overview, we conclude that so far the Kucera dataset on FACB [freedom of association and collective bargaining] rights is the best option if one wants to measure the policy involvement of trade unions. The main reasons are its extensive country coverage, its focus on FACB rights and more in particular on de facto FACB rights, and the high transparency in methodology. (Peels and Develtere, 2008, p. 341).

In his survey of related indicators done for the US Department of Labor, Barenberg provides useful criticisms of this previous method and concludes:

In any event, Kucera’s methodology stands as the leading effort to measure compliance with freedom of association and collective bargaining rights ... in light of social scientists’ use of the methodology. The *American Political Science Review*, as recently as November 2009, published an article by Greenhill et al., using Kucera’s methodology in modeling the trade-based diffusion of labor rights (Greenhill, et al., 2009). For another use of Kucera’s methodology by political scientists, see Mosley, et al. (2007) (Barenberg, 2010, p. 56).

In an effort to address some of the shortcomings of this previous method, the ILO developed an alternative coding scheme which provides the foundation for its new method of constructing labour rights indicators (Sari and Kucera, 2011). Among the most important improvements over the previous method are the following:

- Coding seven rather than just three textual sources and thus making full use of textual sources available through the ILO’s supervisory system, as well as coding national legislation.
- Distinct evaluation criteria for violations of FACB rights in law (de jure) and in practice (de facto).
- Greater emphasis on violations of FACB rights regarding due process.
- Greater emphasis on violations of FACB rights committed against officials of workers’ and employers’ organizations.
- Eliminating catch-all evaluation criteria, such as “Other de jure acts of prohibitions, infringements and interference” or “Other de facto acts of prohibitions, infringements and interference”.

- Coding violations against both workers and workers' organizations and employers and employer's organizations.
- Following from the prior points, an increase in the number of evaluation criteria from 37 to 180 (103 evaluation criteria for workers' organizations and 77 evaluation criteria for employers' organizations).
- More comprehensive definitions of what constitutes a violation of each of the evaluation criteria.
- The use of the Delphi method of expert consultation to derive weights for each of the evaluation criteria.
- Perhaps most fundamentally, whereas the previous method was the work of an economist, the new method was developed in equal measure by a labour lawyer and an economist working in close collaboration, with the coding done by labour lawyers rather than economists.

Regarding the main elements of the new method, the next sections of this paper address its key premises, the evaluation criteria, the textual sources coded, the use of the Delphi method to derive weights, and the rules for converting the coded information into normalized indicators ranging in value from 0 to 10 (best and worst possible scores, respectively).

3. Key premises

The key premises on which the indicators are based are: (i) definitional validity – the extent to which the evaluation criteria and their corresponding definitions accurately reflect the phenomena they are meant to measure; (ii) transparency – how readily a coded violation can be traced back to any given textual source; and (iii) inter-coder reliability – the extent to which different evaluators working independently are able to consistently arrive at the same results.

Definitional validity: As these are meant to be indicators of international FACB rights, the evaluation criteria and their corresponding definitions are directly based on the ILO Constitution, ILO Conventions No. 87 and 98 and the related body of comments of the ILO supervisory bodies.³ Given that the ILO supervisory system is also guided by these definitions, this facilitates the act of coding itself given the heavy reliance on ILO textual sources produced by the supervisory system.

Transparency: A key rationale for the large number of evaluation criteria is to eliminate catchall evaluation criteria for violations of FACB rights not elsewhere coded, that is, violations for which there are no explicit evaluation criteria. This addresses a criticism of the Kucera (2002, 2007) method and Sari and Kucera's (2011) prior work on these issues (Barenberg, 2010). More generally, the aim was to avoid pigeon-holing violations that are not of similar character or severity. This level of detail also facilitates the transparency of the method, in that very specific violations can be readily traced back to individual textual sources. This is made possible by the coding itself, in which violations are coded with the letters "a" through "g," with each letter standing for one of the seven textual sources coded, as discussed below.

Inter-coder reliability: The method is based on clear and comprehensive coding rules as well as definitions for each of the evaluation criteria with the aim of making the indicators reproducible. Inter-coder reliability was assessed in the process of training teams of lawyers (sequentially and independently of each other) to do the coding and in double-checking their coding, which resulted in a number of clarifications and refinements to the coding rules and definitions. This process led to the conclusion that the inter-coder reliability of the method depends first and foremost on the coders being sufficiently well-trained and in particular being sufficiently well-versed in the coding rules and definitions to be able to apply them consistently.

³ The related body of comments of the ILO supervisory bodies are: *Digest of Decisions and Principles of the Freedom of Association Committee of the Governing Body of the ILO* (ILO, 2006); *Freedom of Association and Collective Bargaining: General Survey of the Reports on the Freedom of Association and the Right to Organise Convention (No. 87), 1948, and the Right to Organise and Collective Bargaining Convention (No. 98)* (ILO, 1994); *General Survey on the Fundamental Conventions Concerning Rights at Work in Light of the ILO Declaration on Social Justice for a Fair Globalization, 2008* (ILO, 2012).

4. The evaluation criteria

Table 1 enumerates the evaluation criteria for workers and their organizations and table 2 the evaluation criteria for employers and their organizations. As shown in these tables, the evaluation criteria are grouped into broad categories represented by Roman numerals, which are themselves split into violations of FACB rights in law and in practice. In other words, most of the evaluation criteria representing violations in law have a partner representing violations in practice, and vice versa.

- Violations in law refer to national legislation that is not in conformity with FACB rights as defined by the ILO as well as to actions taken on the basis of such legislation.
- Violations in practice refer to acts committed and in violation of the existing national legislation that is in conformity with FACB rights as defined by the ILO.⁴

Table 1: Evaluation criteria, Delphi method results and weights

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Workers and their organizations						
0	Establishment of a Commission of Inquiry under article 26 of the ILO Constitution	NA	NA	NA	NA	2.00
I a. Fundamental civil liberties in law						
1	Arrest, detention, imprisonment, charging and fining of trade unionists in relation to their trade union activities	4.92	0.27	5.00	0.00	2.00
2	Infringements of trade unionists' basic freedoms	4.46	0.76	4.71	0.47	1.93
3	Infringements of trade unions' and trade unionists' right to protection of their premises and property	3.85	0.83	3.93	0.62	1.73
4	Excessive prohibitions/restrictions on trade union rights in the event of state of emergency	3.68	1.09	3.64	0.63	1.66
5	Lack of guarantee of due process and/or justice re violations Nos 1–4	4.23	0.91	4.43	0.65	1.86
I b. Fundamental civil liberties in practice						
6	Killing or disappearance of trade unionists in relation to their trade union activities	5.00	0.00	5.00	0.00	2.00
7	Committed against trade union officials re violation No. 6	4.92	0.27	5.00	0.00	2.00
8	Lack of guarantee of due process and/or justice re violation No. 6	4.39	0.76	4.57	0.51	1.89
9	Other violent actions against trade unionists in relation to their trade union activities	4.16	0.70	4.29	0.47	1.82
10	Committed against trade union officials re violation No. 9	4.16	0.70	4.29	0.47	1.82
11	Lack of guarantee of due process and/or justice re violation No. 9	4.01	0.83	4.36	0.50	1.84
12	Arrest, detention, imprisonment, charging and fining of trade unionists in relation to their trade union activities	4.62	0.63	4.79	0.43	1.95
13	Committed against trade union officials re violation No. 12	4.54	0.76	4.79	0.43	1.95
14	Lack of guarantee of due process and/or justice re violation No. 12	4.23	0.83	4.50	0.52	1.88
15	Infringements of trade unionists, basic freedoms	4.23	0.73	4.29	0.47	1.82
16	Committed against trade union officials re violation No. 15	4.23	0.73	4.29	0.61	1.82

⁴ In cases where there is no relevant national legislation, violations in practice refer to acts committed in violation of FACB rights as defined by the ILO.

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Workers and their organizations						
17	Lack of guarantee of due process and/or justice re violation No. 15	4.16	0.89	4.50	0.52	1.88
18	Attacks against trade unions and trade unionists' premises and property	4.01	0.62	4.07	0.47	1.77
19	Committed against trade union officials re violation No. 18	4.01	0.62	4.07	0.47	1.77
20	Lack of guarantee of due process and/or justice re violation No. 18	4.08	0.77	4.07	0.62	1.77
21	Excessive prohibitions/restrictions on trade union rights in the event of state of emergency	3.68	1.02	3.79	0.43	1.70
22	Lack of guarantee of due process and/or justice re violation No. 21	3.85	1.07	3.93	0.62	1.73
II a. Right of workers to establish and join organizations in law						
23	General prohibition of the right to establish and join organizations	4.77	0.43	4.86	0.36	1.96
24	Exclusion of workers from the right to establish and join organizations	4.23	0.73	4.43	0.51	1.86
25	Previous authorization requirements	3.38	0.63	3.50	0.65	1.63
26	Restrictions on the freedom of choice of trade union structure and composition	3.46	0.76	3.50	0.65	1.63
27	Imposed trade union unity	3.83	0.93	3.71	0.61	1.68
28	Dissolution/suspension of legally functioning organizations	4.45	0.74	4.57	0.51	1.89
29	Provisions in law allowing for anti-union discriminatory measures in relation to hiring, during employment (e.g. transfers and downgrading) and dismissal	4.62	0.74	4.71	0.61	1.93
30	Lack of adequate legal guarantees against anti-union discriminatory measures	3.85	1.07	4.00	0.55	1.75
31	Provisions in law allowing for interference of employers and/or public authorities	4.08	0.83	4.21	0.70	1.80
32	Lack of adequate legal guarantees against acts of interference	3.62	1.01	3.79	0.70	1.70
33	Infringements of the right to establish and join federations/confederations/international organizations	3.85	0.77	3.93	0.73	1.73
34	Lack of guarantee of due process and/or justice re violations Nos 23–33	3.93	1.11	4.21	0.58	1.80
II b. Right of workers to establish and join organizations in practice						
35	General prohibition of the development of independent workers' organizations	4.54	0.65	4.71	0.61	1.93
36	Exclusion of workers from the right to establish and join organizations	4.39	0.51	4.43	0.51	1.86
37	Previous authorization requirements	3.77	0.70	3.79	0.43	1.70
38	Restrictions on the freedom of choice of trade union structure and composition	3.62	0.74	3.79	0.58	1.70
39	Imposed trade union unity	3.91	0.80	3.79	0.70	1.70
40	Dissolution/suspension of legally functioning organizations	4.58	0.52	4.79	0.43	1.95
41	Anti-union discriminatory measures in relation to hiring, during employment (e.g. transfers and downgrading) and dismissal	4.23	0.91	4.29	0.73	1.82

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Workers and their organizations						
42	Committed against trade union officials re violation No. 41	4.39	0.65	4.57	0.51	1.89
43	Lack of guarantee of due process and/or justice re violation No. 41	3.93	1.18	4.21	0.58	1.80
44	Acts of interference of employers and/or public authorities	3.85	0.83	4.00	0.68	1.75
45	Lack of guarantee of due process and/or justice re violation No. 44	3.85	1.14	4.07	0.73	1.77
46	Infringements of the right to establish and join federations/confederations/international organizations	3.83	0.80	4.14	0.53	1.79
47	Lack of guarantee of due process and/or justice re violations Nos 35-46	3.93	1.11	4.07	0.62	1.77
III a. Other union activities in law						
48	Infringements of the right to freely draw up constitutions and internal rules and administration	3.54	0.85	3.50	0.76	1.63
49	Infringements of the right to freely elect representatives	3.93	0.96	4.21	0.80	1.80
50	Infringements of the right to freely organize and control financial administration	3.46	0.94	3.36	0.93	1.59
51	Infringements of the right to freely organize activities/programmes	3.99	0.83	4.21	0.43	1.80
52	Prohibition of all political activities	3.62	1.34	3.93	0.92	1.73
53	Lack of guarantee of due process and/or justice re violations Nos 48–52	4.00	1.24	4.29	0.73	1.82
III b. Other union activities in practice						
54	Infringements of the right to freely draw up constitutions and internal rules and administration	3.92	0.77	4.00	0.55	1.75
55	Infringements of the right to freely elect representatives	4.16	0.70	4.29	0.61	1.82
56	Infringements of the right to freely organize and control financial administration	3.92	0.66	3.86	0.53	1.71
57	Infringements of the right to freely organize activities/programmes	4.07	0.96	4.14	0.77	1.79
58	Prohibition of all political activities	3.69	1.33	3.79	1.05	1.70
59	Lack of guarantee of due process and/or justice re violations Nos 54–58	3.85	1.17	4.14	0.86	1.79
IV a. Right to collective bargaining in law						
60	General prohibition of the right to collective bargaining	4.69	0.61	4.71	0.47	1.93
61	Insufficient promotion of collective bargaining	2.77	0.97	2.79	0.70	1.45
62	Exclusion of workers from the right to collective bargaining	4.15	0.77	4.29	0.47	1.82
63	Exclusion/restriction of subjects covered by collective bargaining	3.46	0.85	3.71	0.61	1.68
64	Compulsory arbitration accorded to collective bargaining	3.62	0.93	3.79	0.58	1.70
65	Excessive requirements and/or lack of objective, pre-established and precise criteria for the determination/recognition of trade unions entitled to collective bargaining	3.23	0.99	3.36	0.74	1.59
66	Acts of interference in collective bargaining	3.62	1.08	3.64	0.93	1.66
67	Violations of collective agreements	3.68	1.16	3.57	0.85	1.64
68	Infringements of the consultation with workers' organizations	3.46	1.02	3.43	0.94	1.61

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Workers and their organizations						
69	Lack of guarantee of due process and/or justice re violations Nos 60-68	3.54	1.45	3.93	0.92	1.73
IV b. Right to collective bargaining in practice						
70	General prohibition of collective bargaining	4.54	0.65	4.57	0.51	1.89
71	Insufficient promotion of collective bargaining	2.92	0.83	2.79	0.70	1.45
72	Exclusion of workers from the right to collective bargaining	4.08	0.66	4.36	0.50	1.84
73	Exclusion/restriction of subjects covered by collective bargaining	3.38	0.50	3.36	0.50	1.59
74	Compulsory arbitration accorded to collective bargaining	3.69	0.93	3.71	0.47	1.68
75	Excessive requirements and/or lack of objective, pre-established and precise criteria for the determination/recognition of trade unions entitled to collective bargaining	3.62	0.84	3.57	0.76	1.64
76	Acts of interference in collective bargaining	3.77	0.97	3.57	0.85	1.64
77	Violations of collective agreements	4.07	0.88	3.93	0.73	1.73
78	Infringements of the consultation with workers' organizations	3.54	0.85	3.36	0.84	1.59
79	Lack of guarantee of due process and/or justice re violations Nos 70–78	3.85	1.23	3.86	0.86	1.71
V a. Right to strike in law						
80	General prohibition of the right to strike	4.62	0.74	4.79	0.43	1.95
81	Exclusion of workers from the right to strike	4.16	0.89	4.29	0.73	1.82
82	Exclusion/restriction based on the objective and/or type of the strike	2.77	1.25	2.86	0.95	1.46
83	Provisions in law allowing for the suspension and/or declaration of illegality of strikes by administrative authority	3.16	0.89	3.36	0.63	1.59
84	Lack of compensatory guarantees accorded to lawful restrictions on the right to strike	3.08	1.12	3.21	0.97	1.55
85	Infringements of the determination of minimum services	2.77	0.70	2.79	0.43	1.45
86	Compulsory arbitration accorded to strikes	3.54	1.22	3.57	0.94	1.64
87	Excessive prerequisites required for exercising the right to strike	3.54	0.85	3.86	0.53	1.71
88	Acts of interference during the course of strike action	3.31	1.07	3.43	0.65	1.61
89	Imposing excessive sanctions in case of legitimate strikes	4.08	1.07	4.29	0.73	1.82
90	Lack of guarantee of due process and/or justice re violations Nos 80–89	4.08	1.17	4.21	0.89	1.80
V b. Right to strike in practice						
91	General prohibition of strikes	4.62	0.63	4.71	0.47	1.93
92	Exclusion of workers from the right to strike	4.16	0.58	4.29	0.61	1.82
93	Exclusion/restriction based on the objective and/or type of the strike	3.08	1.14	3.21	0.80	1.55
94	Suspension and/or declaration of illegality of strikes by administrative authority	3.77	0.70	3.79	0.58	1.70
95	Lack of compensatory guarantees accorded to lawful restrictions on the right to strike	3.17	0.90	3.36	0.74	1.59
96	Infringements of the determination of minimum services	3.08	0.73	3.07	0.62	1.52

		Delphi method results				Weights
		1st round		2nd round		
		Avg.	Std	Avg.	Std	
Evaluation criteria: Workers and their organizations		(1 to 5)	Dev.	(1 to 5)	Dev.	(1 to 2)
97	Compulsory arbitration accorded to strikes	3.54	0.76	3.43	0.65	1.61
98	Excessive prerequisites required for exercising the right to strike	3.54	0.76	3.71	0.61	1.68
99	Acts of interference during the course of strike action	3.54	0.94	3.57	0.76	1.64
100	Imposing excessive sanctions in case of legitimate strikes	4.08	0.92	4.29	0.61	1.82
101	Committed against trade union officials re violation No. 100	4.08	0.92	4.21	0.70	1.80
102	Lack of guarantee of due process and/or justice re violations Nos 91–101	3.93	1.11	4.07	0.83	1.77
Average		3.90	0.85	4.01	0.62	1.75

Table 2: Evaluation criteria, Delphi method results and weights

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Employers and their organizations						
0	Establishment of a Commission of Inquiry under article 26 of the ILO Constitution	NA	NA	NA	NA	2.00
I a. Fundamental civil liberties in law						
1	Arrest, detention, imprisonment, charging and fining of members of employers' organizations	4.92	0.27	5.00	0.00	2.00
2	Infringements of members of employers' organizations' basic freedoms	4.46	0.76	4.71	0.47	1.93
3	Infringements of employers' organizations' right to protection of their premises and property	3.85	0.83	3.93	0.62	1.73
4	Excessive prohibitions/restrictions on employers' organizations' rights in the event of state of emergency	3.68	1.09	3.64	0.63	1.66
5	Lack of guarantee of due process and/or justice re violations Nos 1–4	4.23	0.91	4.43	0.65	1.86
I b. Fundamental civil liberties in practice						
6	Killing or disappearance of members of employers' organizations in relation to their related activities	5.00	0.00	5.00	0.00	2.00
7	Committed against officials of employers' organizations re violation No. 6	4.92	0.27	5.00	0.00	2.00
8	Lack of guarantee of due process and/or justice re violation No. 6	4.39	0.76	4.57	0.51	1.89
9	Other violent actions against members of employers' organizations in relation to their related activities	4.16	0.70	4.29	0.47	1.82
10	Committed against officials of employers' organizations re violation No. 9	4.16	0.70	4.29	0.47	1.82
11	Lack of guarantee of due process and/or justice re violation No. 9	4.01	0.83	4.36	0.50	1.84
12	Arrest, detention, imprisonment, charging and fining of members of employers' organizations in relation to their related activities	4.62	0.63	4.79	0.43	1.95
13	Committed against officials of employers' organizations re violation No.12	4.54	0.76	4.79	0.43	1.95

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Employers and their organizations						
14	Lack of guarantee of due process and/or justice re violation No. 12	4.23	0.83	4.50	0.52	1.88
15	Infringements of members of employers' organizations' basic freedoms	4.23	0.73	4.29	0.47	1.82
16	Committed against officials of employers' organizations re violation No. 15	4.23	0.73	4.29	0.61	1.82
17	Lack of guarantee of due process and/or justice re violation No. 15	4.16	0.89	4.50	0.52	1.88
18	Attacks against employers' organizations' premises and property	4.01	0.62	4.07	0.47	1.77
19	Committed against officials of employers' organizations re violation No. 18	4.01	0.62	4.07	0.47	1.77
20	Lack of guarantee of due process and/or justice re violation No. 18	4.08	0.77	4.07	0.62	1.77
21	Excessive prohibitions/restrictions on employers' organizations' rights in the event of state of emergency	3.68	1.02	3.79	0.43	1.70
22	Lack of guarantee of due process and/or justice re violation No. 21	3.85	1.07	3.93	0.62	1.73
II a. Right of employers to establish and join organizations in law						
23	General prohibition of the right to establish and join organizations	4.77	0.43	4.86	0.36	1.96
24	Exclusion of other employers from the right to establish and join organizations	4.23	0.73	4.43	0.51	1.86
25	Previous authorization requirements	3.38	0.63	3.50	0.65	1.63
26	Restrictions on the freedom of choice of employers' organizations' structure and composition	3.46	0.76	3.50	0.65	1.63
27	Imposed unity of employers' organizations	3.83	0.93	3.71	0.61	1.68
28	Dissolution/suspension of legally functioning organizations	4.45	0.74	4.57	0.51	1.89
29	Provisions in law allowing for interference of workers' organizations and/or public authorities	4.08	0.83	4.21	0.70	1.80
30	Lack of adequate legal guarantees against acts of interference	3.62	1.01	3.79	0.70	1.70
31	Infringements of the right to establish and join federations/confederations/international organizations	3.85	0.77	3.93	0.73	1.73
32	Lack of guarantee of due process and/or justice re violations Nos 23–31	3.93	1.11	4.21	0.58	1.80
II b. Right of employers to establish and join organizations in practice						
33	General prohibition of the development of independent employers' organizations	4.54	0.65	4.71	0.61	1.93
34	Exclusion of employers from the right to establish and join organizations	4.39	0.51	4.43	0.51	1.86
35	Previous authorization requirements	3.77	0.70	3.79	0.43	1.70
36	Restrictions on the freedom of choice of employers' organizations' structure and composition	3.62	0.74	3.79	0.58	1.70
37	Imposed unity of employers' organizations	3.91	0.80	3.79	0.70	1.70
38	Dissolution/suspension of legally functioning organizations	4.58	0.52	4.79	0.43	1.95
39	Acts of interference of workers' organizations and/or public authorities	3.85	0.83	4.00	0.68	1.75
40	Lack of guarantee of due process and/or justice re violation No. 39	3.85	1.14	4.07	0.73	1.77
41	Infringements of the right to establish and join federations/confederations/international organizations	3.83	0.80	4.14	0.53	1.79

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Employers and their organizations						
42	Lack of guarantee of due process and/or justice re violations Nos 33–41	3.93	1.11	4.07	0.62	1.77
III a. Other activities of employers' organizations in law						
43	Infringements of the right to freely draw up constitutions and internal rules and administration	3.54	0.85	3.50	0.76	1.63
44	Infringements of the right to freely elect representatives	3.93	0.96	4.21	0.80	1.80
45	Infringements of the right to freely organize and control financial administration	3.46	0.94	3.36	0.93	1.59
46	Infringements of the right to freely organize activities/ programmes	3.99	0.83	4.21	0.43	1.80
47	Prohibition of all political activities	3.62	1.34	3.93	0.92	1.73
48	Prohibition of employers' access to their premises during industrial action	3.31	1.07	3.43	0.65	1.61
49	Lack of guarantee of due process and/or justice re violations Nos 43–48	4.00	1.24	4.29	0.73	1.82
III b. Other activities of employers' organizations in practice						
50	Infringements of the right to freely draw up constitutions and internal rules and administration	3.92	0.77	4.00	0.55	1.75
51	Infringements of the right to freely elect representatives	4.16	0.70	4.29	0.61	1.82
52	Infringements of the right to freely organize and control financial administration	3.92	0.66	3.86	0.53	1.71
53	Infringements of the right to freely organize activities/programmes	4.07	0.96	4.14	0.77	1.79
54	Prohibition of all political activities	3.69	1.33	3.79	1.05	1.70
55	Prohibition of employers' access to their premises during industrial action	3.54	0.94	3.57	0.76	1.64
56	Lack of guarantee of due process and/or justice re violations Nos 50–55	3.85	1.17	4.14	0.86	1.79
IV a. Right to collective bargaining in law						
57	General prohibition of the right to collective bargaining	4.69	0.61	4.71	0.47	1.93
58	Insufficient promotion of collective bargaining	2.77	0.97	2.79	0.70	1.45
59	Exclusion of employers from the right to collective bargaining	4.15	0.77	4.29	0.47	1.82
60	Exclusion/restriction of subjects covered by collective bargaining	3.46	0.85	3.71	0.61	1.68
61	Compulsory arbitration accorded to collective bargaining	3.62	0.93	3.79	0.58	1.70
62	Excessive requirements and/or lack of objective, pre- established and precise criteria for the determination/recognition of employers' organizations entitled to collective bargaining	3.23	0.99	3.36	0.74	1.59
63	Acts of interference in collective bargaining	3.62	1.08	3.64	0.93	1.66
64	Violations of collective agreements	3.68	1.16	3.57	0.85	1.64
65	Infringements of the consultation with employers' organizations	3.46	1.02	3.43	0.94	1.61
66	Lack of guarantee of due process and/or justice re violations Nos 57–65	3.54	1.45	3.93	0.92	1.73
IV b. Right to collective bargaining in practice						
67	General prohibition of collective bargaining	4.54	0.65	4.57	0.51	1.89
68	Insufficient promotion of collective bargaining	2.92	0.83	2.79	0.70	1.45
69	Exclusion of employers from the right to collective bargaining	4.08	0.66	4.36	0.50	1.84
70	Exclusion/restriction of subjects covered by collective bargaining	3.38	0.50	3.36	0.50	1.59
71	Compulsory arbitration accorded to collective bargaining	3.69	0.93	3.71	0.47	1.68

		Delphi method results				Weights (1 to 2)
		1st round		2nd round		
		Avg. (1 to 5)	Std Dev.	Avg. (1 to 5)	Std Dev.	
Evaluation criteria: Employers and their organizations						
72	Excessive requirements and/or lack of objective, pre-established and precise criteria for the determination/recognition of employers' organizations entitled to collective bargaining	3.62	0.84	3.57	0.76	1.64
73	Acts of interference in collective bargaining	3.77	0.97	3.57	0.85	1.64
74	Violations of collective agreements	4.07	0.88	3.93	0.73	1.73
75	Infringements of the consultation with employers' organizations	3.54	0.85	3.36	0.84	1.59
76	Lack of guarantee of due process and/or justice re violations Nos 67–75	3.85	1.23	3.86	0.86	1.71
Average		3.95	0.83	4.05	0.61	1.76

The rough doubling of evaluation criteria by splitting them into violations in law and in practice makes their sizeable number more tractable for coders. Such branching relationships among the evaluation criteria extend to two additional types of evaluation criteria addressing “Lack of guarantee of due process and/or justice” and “Violations committed against trade union officials” and “Violations committed against officials of employers’ organizations”.

The evaluation criteria “Lack of guarantee of due process and/or justice” are incorporated into the main categories of evaluation criteria as the last-listed evaluation criteria within each, with the exception of category on “Fundamental civil liberties in practice”. This is based on the premise that the exercise of FACB rights depends on their effective protection defined in terms of fair and sufficiently prompt trials by an independent and impartial judiciary. Under the category of “Fundamental civil liberties in practice,” on the other hand, these evaluation criteria are attached to each of the six more specific evaluation criteria. This emphasis on fundamental civil liberties in practice is meant to reflect the emphasis of the Committee of Experts on the Application of Conventions and Recommendations (CEACR) and Committee on Freedom of Association (CFA), in particular their view that a free and independent movement of workers and employers (and their organizations) can develop only to the extent that fundamental human rights are respected and where in the event of violations, measures are taken to identify, bring to trial and convict the guilty parties (ILO, 2006, paragraphs 33 and 51). In addition, these criteria are attached to “Anti-union discriminatory measures” and “Acts of interference of employers and/or public authorities” and “Acts of interference of workers’ organizations and/or public authorities” under the category of “Right to establish and join organizations in practice”, motivated by Article 3 of ILO Convention No. 98 which states that “Machinery appropriate to national conditions shall be established, where necessary, for the purpose of ensuring respect for the right to organise ...”.

The evaluation criteria “Violations committed against trade union officials” and “Violations committed against officials of employers’ organizations” are attached to the specific evaluation criteria under the category of “Fundamental civil liberties in practice” (the case of ‘excessive prohibitions/restriction in the event of state of emergency’ does not apply here). In addition, this criterion is attached to “Anti-union discriminatory measures” under the category of “Right of workers to establish and join organizations in practice” as well as to “Use of excessive sanctions in case of legitimate and peaceful strikes” under the category of “Right to strike in practice”. The emphasis on officials is motivated by the view that violations against them are particularly damaging to the exercise of FACB rights.

In keeping with the definition for SDG indicator 8.8.2, while all violations of FACB rights based sex or migrant status will be coded and embodied in the indicator, the textual information on which this coding is based will also be made available in a separate document in an effort to highlight such violations.

5. Textual sources

The present method makes use of six ILO textual sources: *Reports of the Committee of Experts on the Application of Conventions and Recommendations*; *Reports of the Conference Committee on the Application of Standards*; *Country Baselines under the ILO Declaration Annual Review*; *Representations under article 24 of the ILO Constitution*; *Complaints under article 26 of the ILO Constitution* and *Report on the Committee on Freedom of Association*.

The method also codes relevant national legislation for non-ratifying countries. The coding of national legislation is particularly important to offset information asymmetries between ratifying and non-ratifying countries as regards FACB rights in law. Note that ratifying countries are defined as those that have ratified both Convention Nos 87 and 98, in which case its national legislation is not coded at present. Non-ratifying countries, on the other hand, fall into two categories, those that have ratified neither Convention No. 87 nor Convention No. 98 and those that have ratified only one of these Conventions. If a country has ratified only Convention No. 87, its national legislation is coded for violations pertaining to Convention No. 98, as violations under Convention No. 87 fall under the remit of the ILO's Committee of Experts as well as Committee on the Application of Standards. Similarly, if a country has ratified only Convention No. 98, its national legislation is coded for violations pertaining to Convention No. 87. Note that for federal states, only federal-level legislation is coded.

The seven textual sources are recapitulated in table 3, along with the associated letters by which they are coded as well as whether these sources pertain to ratifying countries, non-ratifying countries, or both.

Table 3: Textual sources

	Coding letter	Ratifying countries (both Conventions) (C. 87 and C. 98)	Non-ratifying countries
<i>Reports of the Committee of Experts on the Application of Conventions and Recommendations</i>	a	x	
<i>Reports of the Conference Committee on the Application of Standards</i>	b	x	
<i>Country Baselines under the ILO Declaration Annual Review</i>	c		x
<i>Representations under article 24 of the ILO Constitution</i>	d	x	
<i>Complaints under article 26 of the ILO Constitution</i>	e	x	
<i>Reports of the Committee on Freedom of Association</i>	f	x	x
National legislation	g		x

6. Using the Delphi method to construct evaluation criteria weights

The application of the Delphi method involved two rounds of surveys conducted via email of internationally-recognized experts in labour law having knowledge of the ILO's supervisory system and particular knowledge of FACB rights as defined by the ILO. Regional representation was another consideration. Experts remained anonymous with respect to each other throughout the process. Initial invitations to participate were sent to 37 experts, of whom 18 initially agreed to participate and of whom 14 went through both survey rounds. Of these 14 experts, 13 were lawyers and one a political scientist, with five based in Western Europe, one in Eastern Europe, three in the US, two in Latin America, two in Asia and one in Africa.

Experts were asked to provide ratings of 1, 2, 3, 4 or 5 for the evaluation criteria for workers' rights which are then applied to the comparable evaluation criteria for employers' rights in response to the following question: ⁵

The Survey asks one overriding question: On a scale of 1 to 5, how would you rate the evaluation criteria in terms of the severity of their impact on the development of a free and independent trade union movement, voluntary collective bargaining and the exercise of trade union rights? (With 1 indicating least severe and 5 indicating most severe.) The severity of each of these violations depends, of course, on how frequently it occurs. For the purposes of responding to the survey, however, we ask experts to consider each violation in its own right independently of the frequency with which it might occur. Put in other words, the weights are meant to compare any single violation represented by a given evaluation criteria against any single violation represented by other evaluation criteria.

After having received the first round of replies, the average first round ratings among the experts for each evaluation criteria were sent back to each of the experts alongside their first round ratings. Experts were invited to make changes, if they wished, to their first round ratings. Final ratings used to construct the weights were the average second round ratings among the experts for each evaluation criteria.

Main results of the two rounds of surveys are shown in tables 1 and 2. ⁶ Consistent with the logic of the Delphi method, there was considerable convergence in the experts' ratings in the second round. As for variation in final ratings across the evaluation criteria, these ranged in value from 2.79 ("Insufficient promotion of collective bargaining" in law; "Insufficient promotion of collective bargaining" in practice; and "Infringements of the determination of minimum services" in law) to 5 ("Arrest, detention, imprisonment, charging and fining of trade unionists in relation to their trade union activities" in law; "Killing or disappearance of trade unionists in relation to their trade union activities" in practice; "Killing or disappearance of trade unionists in relation to their trade union activities when committed against trade union officials" in practice). The average value among these final ratings is correspondingly high, at 4.03. From the point of view of the experts, that is, all of the evaluation criteria represent FACB rights violations of at least moderate severity. For the purposes of constructing indicators, it is worth noting that the less variation there is in ratings among the evaluation criteria, the closer weighted indicators are to equally-weighted indicators.

These ratings are not the weights themselves, however. The ratings can be converted into weights using different ranges of minimum and maximum weighting and rating values. For the purposes of the LR indicator, minimum and maximum weighting values range from 1 to 2, based on *possible* minimum and maximum rating values ranging from 1 to 5, shown in the last column of table 1.

7. Applying the weights, normalization and default scores

The raw coding uses the letters "a" through "g" (again, with each letter corresponding to one of the seven textual sources) to represent coded violations of FACB rights for each evaluation criteria, yielding a column of 180 cells for any given country and year. In order to apply the weights, any cell containing one or more letters is assigned a value of 1 and any blank cell for which there are no coded violations is assigned a value of 0, creating a binary coding column. The number of letters in a cell does not affect the construction of the binary coding column, in order to avoid double-counting given that the textual sources commonly reference each other. The cells of the column of weights is then multiplied by corresponding cells of the binary coding column, and summing across the cells of the resultant column yields a weighted non-normalized score for any given country and year. A

⁵ Given their expertise on these issues, experts were not provided with the full definitions for each of the evaluation criteria, but rather with a set of clarifying footnotes (available on request to statistics@ilo.org). Experts were also invited to make overall comments as well as comments on each of the evaluation criteria.

⁶ The survey addressed only the evaluation criteria shown in table 1 for workers and their organizations, but the same weights derived from the survey responses were applied to the analogous evaluation criteria for employers and their organizations shown in table 2.

hypothetical example is provided in table 4, showing only those evaluation criteria with coded violations. In this example, 24 evaluation criteria are coded. Applying the weights yields a non-normalized score of 42.3 and a normalized score of 4.5, based on the rules describe next.

Table 4: Hypothetical example of coding and indicator construction (for a single country and year)

Evaluation criteria	Textual coding	Binary coding	Weights	Binary coding x Weights
I a. Fundamental civil liberties in law				
2 Infringements of trade unionists' basic freedoms	i	1	1.93	1.93
I b. Fundamental civil liberties in practice				
6 Killing or disappearance of trade unionists in relation to their trade union activities	fhi	1	2.00	2.00
9 Other violent actions against trade unionists in relation to their trade union activities	fhi	1	1.82	1.82
12 Arrest, detention, imprisonment, charging and fining of trade unionists in relation to their trade union activities	hi	1	1.95	1.95
II a. Right of workers to establish and join organizations in law				
25 Exclusion of other workers from the right to establish and join organizations	ahi	1	1.86	1.86
31 Lack of adequate legal guarantees against anti-union discriminatory measures	a	1	1.75	1.75
34 Infringements of the right to establish and join federations/confederations/international organizations	abhi	1	1.73	1.73
II b. Right of workers to establish and join organizations in practice				
39 Previous authorization requirements	fhi	1	1.70	1.70
44 Committed against trade union officials re violation No. 43	hi	1	1.89	1.89
45 Lack of guarantee of due process and/or justice re violation No. 43	hi	1	1.80	1.80
III a. Other union activities in law				
51 Infringements of the right to freely elect representatives	ah	1	1.80	1.80
52 Infringements of the right to freely organize and control financial administration	ahi	1	1.59	1.59
54 Prohibition of all political activities	ahi	1	1.73	1.73
III b. Other union activities in practice				
58 Infringements of the right to freely organize and control financial administration	fhi	1	1.71	1.71
61 Lack of guarantee of due process and/or justice re violations Nos 56–60	f	1	1.79	1.79
IV a. Right to collective bargaining in law				
69 Acts of interference in collective bargaining	a	1	1.66	1.66
76 Exclusion of other workers from the right to collective bargaining	abhi	1	1.84	1.84
80 Acts of interference in collective bargaining	hi	1	1.64	1.64
V a. Right to strike in law				
87 Exclusion/restriction based on the objective and/or type of the strike	af	1	1.46	1.46
88 Provisions in law allowing for the suspension and/or declaration of illegality of strikes by administrative authority	ahi	1	1.59	1.59
94 Imposing excessive sanctions in case of legitimate strikes	afhi	1	1.82	1.82
V b. Right to strike in practice				
105 Acts of interference during the course of strike action	hi	1	1.64	1.64
107 Committed against trade union officials re violation No. 106	h	1	1.80	1.80
108 Lack of guarantee of due process and/or justice re violations Nos. 96–107	h	1	1.77	1.77
Sum (non-normalized score)		24		42.29
Normalized score (0 = best, 10 = worst) ¹				4.45

1. Note that the weighted non-normalized score is capped at 95, as described in the text.

To normalize the indicators over time, weighted non-normalized scores were calculated for the roughly one-third of countries having the most coded violations of FACB rights of workers and their organizations for the years 2000, 2005, 2009 and 2012. This is based on the number of violations of FACB rights of workers and their organizations because of their greater frequency of being reported in ILO textual sources. The highest weighted non-normalized score for several countries hovered around 80. As such, 95 is assigned as the maximum weighted non-normalized score for the overall LR indicator, roughly equal to one-half the hypothetically possible maximum weighted non-normalized score. On this basis, the non-normalized score for any given country and year is normalized to range in value from 0 to 10, the best and worst possible scores respectively. In the future, if any country should receive a non-normalized score of greater than 95, this will be capped at 95, yielding a normalized score of 10.⁷

In addition, the method applies the notion that general prohibitions in law imply general prohibitions in practice (though not vice versa). In terms of coding, this means that – both for workers and employers – the direct coding of “General prohibition of the right to establish and join organizations” in law automatically triggers the coding of “General prohibition of the development of independent organizations” in practice; the direct coding of “General prohibition of the right to collective bargaining” in law automatically triggers the coding of the “General prohibition of collective bargaining” in practice; and, finally, for workers, the direct coding of “General prohibition of the right to strike” in law automatically triggers the coding of the “General prohibition of strikes” in practice. Given that the general prohibition of the development of independent organizations implies the general prohibition of collective bargaining (though not vice versa), similar coding rules apply.

In addition to the above normalization rules, the worst possible score of 10 is given for all-encompassing violations of FACB rights, that is, for “General prohibition of the right to establish and join organizations” in law, “General prohibition of the development of independent organizations” in practice, “General prohibition of the right to collective bargaining” in law, and “General prohibition of collective bargaining” in practice.

8. Amendments

Based on consultation with the tripartite constituents, the following amendments should be noted:

The following chapeau text will be prominently presented in the reporting of SDG indicator 8.8.2: *SDG indicator 8.8.2 seeks to measure the level of national compliance with fundamental labour rights (freedom of association and collective bargaining). It is based on six International Labour Organization (ILO) supervisory body textual sources and also on national legislation. National law is not enacted for the purpose of generating a statistical indicator of compliance with fundamental rights, nor were any of the ILO textual sources created for this purpose. Indicator 8.8.2 is compiled from these sources and its use does not constitute a waiver of the respective ILO Constituents’ divergent points of view on the sources’ conclusions.*

The reporting of SDG indicator 8.8.2 will highlight differences between ratifying and non-ratifying countries by adding two columns alongside SDG indicator 8.8.2. The first column will indicate whether a country has ratified Convention No. 87 and the second column will indicate whether a country has ratified Convention No. 98. The columns will be explained with the following text: *“SDG indicator 8.8.2 is not intended as a tool to compare compliance among ILO member States. It should specifically be noted that reporting obligations of an ILO member State to the ILO’s supervisory system and thus ILO textual sources are different for ratifying and non-ratifying ILO member States.*

Consistent with tables 1 and 2 in this paper, issues of non-compliance with respect to evaluation criteria concerning the exclusion of workers and employers in EPZs from freedom of association and collective bargaining rights will not be coded separately but rather coded under evaluation criteria concerning the general exclusion of workers and employers.

An additional evaluation criterion has been added to code cases brought under Article 26 of the ILO’s Constitution before the ILO’s Commission of Inquiry and given the maximum weight of

⁷ The formula is thus: $(x \times 10/95)$, where x = the weighted non-normalized score for a given country and year and is capped at 95.

2.0 (evaluation criteria 0 in tables 1 and 2). This evaluation criterion will be coded first for the year when the decision is made for the establishment of the procedure and then for every subsequent year until the final report is adopted and published.

Based on the identification of violations in ILO supervisory body textual sources, violations related to the prohibition of employers' access to their premises during industrial action will be coded under new separate evaluation criteria that specifically address such violations (evaluation criteria 48 and 55 in table 2 for violations in law and in practice, respectively).

Regarding possible contradictions among textual sources, for the purposes of SDG indicator 8.8.2 the following coding rule will be applied: "If contradictory evidence is found within the same source or if an explicitly stated contradictory assessment is found among different sources – based solely on the comments, conclusions and recommendations of the ILO supervisory system – the information will be excluded from coding."

The coding of national legislation will be done in close collaboration with the International Labour Office to assure that it is done in a manner consistent with the ILO's supervisory system. In addition, countries may also make available information on national legislation when reporting on this indicator through Voluntary National Reports or national reporting platforms or any other national reports. Note that in order to avoid creating an additional supervisory mechanism, coding of national legislation for ratifying member States will not be undertaken for SDG indicator 8.8.2 as this is under the remit of the ILO's supervisory system.

SDG indicator 8.8.2 will not be reported for countries for which ILO supervisory body textual sources do not provide sufficient amount of information in a specific year. The Office will consult with the social partners regarding which countries should be dropped from reporting for these reasons. At the April 2018 consultation, the social partners expressed different views on the merits of dropping countries from reporting based on a comparison with an externally-produced indicator. To reconcile these different views, the Office proposes continuing with this comparison to provide the starting point for the ILO Department of Statistics to consult internal and external sources and the tripartite constituents.

The Office will coordinate a tripartite committee to consider further improvements to the method. The mandate of the committee is not to vet the SDG 8.8.2 indicators prior to their release, but to consider improvements that could be implemented in 2020. It should be emphasized that the primary purpose of the SDG indicators is to establish benchmarks for the consistent monitoring of progress and that the SDG process does not allow for methodological revisions for the construction of SDG indicators prior to 2020 nor on an ad hoc basis, as this would undermine the primary purpose of these indicators.

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III. Resolution concerning the methodology of the SDG indicator 8.b.1 on youth employment

The 20th International Conference of Labour Statisticians,

Recognizing the need to have an internationally agreed methodology to measure indicator SDG 8.b.1 on national youth employment strategies consistent with the Resolution adopted by the United Nations General Assembly on Work of the Statistical Commission pertaining to the 2030 Agenda for Sustainable Development (A/RES/71/313);

Having reviewed the proposed methodology presented by the Office;

In view of the deliberations of the next session of the Inter-Agency Expert Group on Sustainable Development Goals (IAEG-SDG) pertaining to Tier III indicators, and indicator 8.b.1 more particularly;

Recommends that the Office:

- (a) adopts the reviewed methodology for indicator 8.b.1 as set out in the annex and communicates the endorsement of the ICLS to the IAEG-SDG for its consideration and action;
- (b) communicates on behalf of the ICLS the confirmation that the ILO should be the custodian agency for this indicator, given its mandate, thematic action and convening role in the youth employment area, also in relation to the Global Initiative on Decent Jobs for Youth, a global alliance to scale up action and impact on youth employment under the 2030 Agenda for Sustainable Development;
- (c) makes the necessary internal arrangements to undertake the annual production and reporting of the indicator to the UN.

Annex: Methodology for SDG Indicator 8.b.1: “Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy”

1. Background

In September 2015, at the 70th Session of the UN General Assembly, world leaders adopted the 2030 Agenda for Sustainable Development, which comprises 17 Sustainable Development Goals and 169 targets and is intended as a plan of action to be implemented by all countries and all stakeholders, acting in collaborative partnership.

The 2030 Agenda for Sustainable Development places full and productive employment and decent work for youth at the centre of the new development vision. It emphasizes the catalytic power of youth employment in poverty alleviation, economic growth, and peace and prosperity for all. Targets under Goal 8 in particular, as well as several other goals, recognize the importance of addressing challenges in youth employment and consistent action on decent jobs for youth and youth development overall.

Key youth-specific targets include:

- 4.4: “By 2030, increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship”;
- 4.6: “By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy”;
- 8.5: “By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value”;
- 8.6: “By 2020, substantially reduce the proportion of youth not in employment, education or training”;
- 8.b: “By 2020, develop and operationalize a global strategy for youth employment and implement the Global Jobs Pact of the International Labour Organization”; and
- 13.b: “Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities.”

The Inter-Agency and Expert Group on SDG Indicators (IAEG-SDGs), composed of member States and including regional and international agencies as observers, is responsible for developing and bringing to fruition the global indicator framework of the 2030 Agenda. The IAEG-SDGs has identified one or more “custodian agencies” for each of the 232 global SDG indicators. In the case of Tier III indicators,¹ these agencies are expected to lead the development of indicators by also defining standardized methods for data collection and analysis, to establish mechanisms to compile data, and to maintain global databases which can be used for global SDG reporting.

¹ Tier I consists of global SDG indicators that already have a well-established methodology, agreed upon at the international level and for which data is regularly produced and widely available for at least half of the countries and half the population of the relevant regions. Tier II consists of global SDG indicators that already have a clearly defined and internationally-agreed methodology but for which data is available for a more limited number of countries or not for all regions and is not regularly produced. Tier III consists of global SDG indicators that still do not have a methodology in place, including clear definitions, concepts and classifications.

The ILO has been proposed as custodian UN agency for youth-employment related indicators including 8.b.1., a Tier III Indicator and the subject of the present document which proposes a methodology for measurement and regular reporting. Indicator 8.b.1 refers to the “Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy”.

The proposed methodology is submitted for discussion and endorsement by the ICLS. The ICLS decision will be communicated to the IAEG-SDG to determine the possible revision of the tier classification of this indicator to Tier II.

2. Building blocks of the methodology

The proposed methodology draws on:

- (a) Global policy instruments, notably:
 - Resolution on *The youth employment crisis: A call for action*,² adopted at the 101st Session of the International Labour Conference (ILC) in June 2012. In calling for vigorous, collective action to address an aggravated youth employment crisis, this resolution advocates for a multi-pronged approach with policy measures that are context-specific and integrated, entailing strategies which bring together in a coherent manner a variety of instruments to increase the demand, enhance the supply and improve matching in youth labour markets.
 - *Recovering from the crisis: A Global Jobs Pact*³ adopted by the ILC at its June 2009 session. Based on the ILO’s Decent Work Agenda, the Global Jobs Pact presents an integrated portfolio of policies that puts employment and social protection at the centre of crisis response, recognising the critical role of participation and social dialogue.
- (b) ILO databases:
 - International monitoring of youth employment policies was carried out over the period 2010-2012 by the Youth Employment Network (YEN) – a partnership between the ILO, United Nations and World Bank – utilising a questionnaire sent to national authorities. This evolved into YouthPOL,⁴ an inventory of youth employment policies and programmes maintained by the ILO (65 countries covered to date).
 - The ILO also maintains EmPol, a dataset of broader national employment policies (143 countries covered).
- (c) ILO relevant expertise and experience:
 - The Department of Statistics (STATISTICS) works to provide relevant, timely and reliable labour statistics, to develop international standards for better measurement of labour issues and enhanced international comparability, and to help member States develop and improve their labour statistics.
 - The Employment Policy Department (EMPLOYMENT) is responsible for promoting full and productive employment by developing integrated employment, development and skills policies (ILO, 2012) that are inclusive, gender sensitive and sustainable. The department is mandated to coordinate ILO efforts to promote decent job opportunities for young women and men; over the years, it has supported the formulation, implementation and review of national youth employment strategies and action plans in different countries and regions (ILO, 2008; ILO, 2015). This type of targeted action and related achievements have been included in the ILO programming framework and performance system.

² Available online at: https://www.ilo.org/ilc/ILCSessions/101stSession/texts-adopted/WCMS_185950/lang--en/index.htm.

³ https://www.ilo.org/ilc/ILCSessions/98thSession/texts/WCMS_115076/lang--en/index.htm.

⁴ <http://www.ilo.org/dyn/youthpol/en/f?p=30850:1001:0::NO>.

- The ILO has extensive experience in supporting its constituents and other development stakeholders through knowledge and capacity building as well as through policy advocacy and advice. The list of references at the end of this note offers examples of recent major ILO contributions to knowledge building on youth employment and youth employment policy (ILO, 2017).

3. Development process

The following steps are followed in developing the indicator methodology:

1. Examination of relevant policy instruments, including the abovementioned *The youth employment crisis: A call for action* and *Global Jobs Pact*. Adopted by ILO tripartite constituents, these documents provide a sound framework for defining SDG indicator 8.b.1.
2. Review of ILO databases on employment and youth employment policies (EmPOL and YouthPOL), maintained by the Employment Policy Department.
3. A of methodology for defining, measuring and validating this indicator (the present document).
4. Development of a survey instrument (questionnaire) to collect national-level information on youth employment policies from national entities. The information will be used to determine if countries have developed and operationalized a national strategy for youth employment as a stand-alone strategy or as part of a national employment or sectoral strategy, in line with the above-mentioned ILC resolutions.
5. Technical guidelines for data providers and compilers, along with the above-mentioned questionnaire and detailed notes.
6. Pilot the methodology in selected countries.

Consultations with pertinent ministries and social partners' representatives will take place throughout the process.

4. Concepts and definitions

The following concepts and definitions are proposed for monitoring purposes:

- A “**developed national strategy**” – an officially adopted document that articulates a set of measures and provisions aimed at promoting youth employment within a defined timeframe. It explicitly mentions youth as a target. It may exist on its own or as part of a wider employment or development strategy. More specifically:
 - “Officially adopted” document – a text adopted by the responsible government entity or authority. The following types of documents can be considered:
 - Youth-specific:*
 - National Policy/Strategy/Action Plan for Youth Employment
 - Youth Employment Law/Act
 - Youth (Development/Empowerment) Policy/Strategy/Plan
 - Other documents:*
 - National Employment Policy/Strategy/Plan
 - National Development Policy/Strategy/Plan
 - “Set of measures” – a mix of policy measures that includes economic and/or fiscal policies which promote youth employment, labour market policies targeting young people, policies and programmes to enhance youth employability, to promote youth entrepreneurship, and/or to protect youth rights at work. The ILO’s Call for action details these policy areas and possible action therein.
 - “Provisions” – arrangements foreseen to implement policy measures illustrated by the availability of an action plan with a list of foreseen activities, a monitoring framework, resources earmarked and institutional responsibilities clarified.

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- An “operationalized strategy” – this means there is evidence (government statement, official technical/financial progress report, or other official documents) of implementation of some or all the measures and provisions in the strategy; for example fiscal incentives are in place for the promotion of employment in specific sectors, or, an active labour market programme for young people is in operation.

5. Data collection and compilation

5.1. Data provider

National entities (ministries or other government agencies) responsible for development, employment and youth policies. The ILO will maintain a roster of national actors to be involved in the monitoring process.

5.2. Data compiler

The ILO will be responsible for compiling the information made available by national entities.

5.3. Modality

The latest available figure for each country will be reported annually. For doing so, the modalities are as follows:

- (a) *Global survey for data collection*: requesting responsible national entities to provide relevant information and support documents; a survey questionnaire is developed and administered by the ILO with biennial frequency to assess progress. This will be complemented by regular information and updates from ILO country offices on development, adoption and implementation of youth employment policies in countries covered by these offices, every year.
- (b) *Data compilation*: by the ILO; disseminated through ILOSTAT, a new repository dedicated to Indicator 8.b.1 and the active use of YouthPOL, EmPol and other databases (e.g. NATLEX – the ILO database of national labour, social security and related human rights legislation), as appropriate.
- (c) *Data validation*: regular quality checks will be conducted on all data, in particular when: (i) an already available document has not been directly provided by the government itself; (ii) it is unclear if the strategy and related action plan have been officially adopted; or (iii) there are doubts regarding the implementation of the strategy.

5.4. Timeline

- Proposed methodology to the ICLS: October 2018
- Development of survey questionnaire and technical guidelines: October 2018)
- Testing: November 2018 – February 2019
- Regular administration of the survey: as of early 2019

6. Method of computation

The information and documents provided by national authorities will be analysed by the ILO by making use of the grid hereafter.

Value	Description
Missing value	No information available to assess the existence of a national strategy for youth employment.
0	The country has not developed any national strategy for youth employment or taken steps to develop or adopt one.
1	The country is in the process of developing a national strategy for youth employment.
2	The country has developed and adopted a national strategy for youth employment
3	The country has operationalized a national strategy for youth employment.

In all cases, the grid refers to a national strategy for youth employment as a distinct strategy or as part of a national employment strategy.

Missing values (i.e. no response/unknown) should be noted as such. They should be omitted from the final global and regional breakdown: proportions should only be calculated on the basis of received responses. However, the global and regional response rates will be indicated.

The possible development of metadata notes complementing the grid is being considered. Among other aspects, these notes may refer to the measures and provisions in place, and would also consider the involvement of national constituents in the development and operationalization of the strategies.

The ILO may also envisage to conduct a more detailed analysis of selected country documents for purposes which go beyond the scope of SDG monitoring, in order to gather insights on institutional and operational matters in national efforts for youth employment.

7. Issues of interpretation and limitations

The purpose of SDG indicator 8.b.1 is to provide an indication of the progress of countries in addressing youth employment issues. In this respect, it is assumed that having officially adopted what can be recognized as a structured strategy for youth employment would mean larger attention given by a country to youth labour market challenges, compared to countries with no strategy. In fact, the development of such a strategy usually entails broad participation of and consultation/coordination among different stakeholders.

It should also be considered that governments may have de facto national strategies for youth employment, but lack an officially adopted de jure document. For SDG 8.b.1 monitoring purposes we'll only consider what emerges from de jure documents.

8. Data release

The information will be released annually through the appropriate reporting channels

9. Follow-up activities

The present document, if supported by the 20th ICLS, should provide the basis for the next steps towards the development and monitoring of Indicator SDG 8.b.1 in as many countries as possible.

To facilitate the process of testing the method in different national circumstances, the ILO envisages, through collaborative arrangements with national actors: (a) to prepare technical guidelines on practical methods for data collection, data processing, data analysis and data transmission on operationalized national youth employment strategies; and (b) to provide technical assistance through training and capacity building, as appropriate.

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IV. Resolution to amend the 18th ICLS resolution concerning statistics of child labour

The 20th International Conference of Labour Statisticians,

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

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

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

Adopts this 19th day of October 2018 the following amendments to the Resolution concerning statistics of child labour, adopted by the 18th International Conference of Labour Statisticians, 2008.

Objectives and scope

1. This resolution aims to set standards for the collection, compilation and analysis of national child labour statistics, to guide countries in updating their existing statistical system in this field, or to establish such a system. The standards should also help to facilitate the international comparability of child labour statistics by minimizing methodological differences across countries.
2. Countries should, depending on national circumstances, develop an adequate system of child labour statistics as an integral part of their statistical programmes.
3. The principal objective of child labour statistics is to provide reliable, comprehensive and timely data to serve as a basis for determining priorities for national action for the elimination of child labour, in particular its worst forms. Statistical information on child labour should also serve as a basis for increasing public awareness of the problem, and supporting the development of regulatory frameworks, policies, and programmes on child labour.
4. To fulfil the above objectives, child labour statistics should, in principle, cover all productive work activities in which children are engaged, distinguishing among those activities that are permissible and those that fall within the different categories of child labour. Child labour statistics should be developed to the fullest extent possible in harmony with other economic and social statistics.

Concepts and definitions

5. National concepts and definitions of child labour for statistical measurement should take due account of country needs and circumstances. National legislation, where available, and guidelines provided by international labour standards, international statistical standards and other international instruments should be used as the starting point for developing statistical concepts and definitions of child labour. This approach would make the resulting statistical concepts and definitions as close as possible to, and as coherent as possible with, national legislation and international labour standards.
6. International labour standards on child labour allow for exceptions to general prohibitions and provide flexibility for countries in their application. There can therefore be no uniform legal definition of child labour for universal application. Given that national statistical offices are encouraged to align statistical concepts and definitions related to child labour as closely as possible with the prevailing national laws and regulations, the data collected should be comprehensive and their compilation sufficiently detailed, to facilitate international comparability based on the concepts and definitions provided in this resolution.
7. The statistical measurement framework for child labour is structured around two main elements, namely: (i) the *age* of the child; and (ii) the productive work activities by the child including their nature and the conditions under which these are performed, and the duration of engagement by the child in such activities. For statistical purposes, each of these elements should be defined in a broad sense, so that the framework can be used to measure different subsets for different purposes.

Age of a child

8. In accordance with the ILO's Worst Forms of Child Labour Convention, 1999 (No. 182), and the United Nations Convention on the Rights of the Child, a child should be defined as an individual under the age of 18 years.
9. The target population for measuring child labour for the purpose of the present resolution comprises all persons in the age group from 5 to 17 years, where age is measured as the number of completed years at the child's last birthday.
10. National statistical offices may, however, in consultation with the responsible government offices for education, protection and welfare of children and adolescents, set the lower age threshold below 5 years if that is considered useful in the light of national circumstances. The lower age threshold should never be higher than the official age for entry into compulsory schooling.

Children in productive activities~~Working children~~

11. The broadest concept relating to the measurement of child labour is ~~children in productive activities~~ working children, that is, children engaged in any activity falling within the general production boundary as defined in the 2008 System of National Accounts (SNA) (henceforth, referred to in this resolution as the "general production boundary"). This comprises all children below 18 years of age engaged in any activity to produce goods or to provide services for use by others or for own use. ~~children in employment and children in other productive activities.~~
12. Different forms of work by children are distinguished as follows:
 - (a) own-use production work by children, comprising production of goods and services for own final use;
 - (b) Employment work by children, comprising work performed for others in exchange for pay or profit;
 - (c) Unpaid trainee work by children, comprising work performed for others without pay to acquire workplace experience or skills;
 - (d) Volunteer work by children, comprising non-compulsory work performed for others without pay;
 - (e) Other work activities by children, not presently defined but including activities such as unpaid community services and unpaid work by prisoners, when ordered by a court or similar authority.
- ~~12. Children in employment are those engaged in any activity falling within the production boundary in the SNA for at least one hour during the reference period. They consist of:~~
 - ~~(a) those in child labour within the SNA production boundary (described in paragraphs 15(a) and 15(b) below);~~
 - ~~(b) children aged 12 to 14 years in permissible light work (described in paragraphs 33 to 35 below); and~~
 - ~~(c) adolescents in the age group 15 to 17 years engaged in work not designated as one of the worst forms of child labour.~~
13. Own-use production of goods, employment, unpaid trainee work, volunteer work in market and non-market units (i.e. government and non-profit institutions serving households) and volunteer work in households producing goods are forms of work within the SNA production boundary. Own-use provision of services and volunteer work in households producing services are forms of work outside the SNA production boundary but within the general production boundary. The various forms of work by children should be measured with respect to a specified reference period. A child 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, specified reference period.
- ~~13. Children in other productive activities includes children who perform unpaid household services, that is, the production of domestic and personal services by a household member for consumption within their own household, commonly called "household chores". In contrast, the performance of household services in a third party household, paid or unpaid, is included within the production boundary of the SNA.~~

Child labour

14. The term *child labour* reflects the engagement of children in prohibited work and, more generally, in types of work to be eliminated as socially and morally undesirable as guided by national legislation, the ILO Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), as well as their respective supplementing Recommendations (Nos 146 and 190). Child labour may be measured in terms of the engagement of children in productive work activities either on the basis of the general production boundary, or on the basis of the SNA production boundary, in line with the concepts and definitions specified in the 19th ICLS resolution concerning statistics of work, employment and labour underutilization, 2013. The underlying measurement framework should be clearly specified.
15. For the purpose of statistical measurement, children engaged in child labour include all persons aged 5 to 17 years who, during a specified time period, were engaged in one or more of the following categories of activities:
- (a) *worst forms of child labour*, as described in paragraphs 17–30;
 - (b) ~~employment below the minimum age~~ work within the SNA production boundary performed by children below the minimum age, as described in amended paragraphs 32 and paragraphs 33 to 35–33; and
 - (c) *hazardous unpaid household services*, as described in amended paragraphs 36 and 37; ~~applicable where the general production boundary is used as the measurement framework~~.
- A schematic presentation of the statistical identification procedure for child labour is provided in the Annex.
16. When child labour is measured on the basis of the general production boundary, a child may be considered to be in child labour when the total number of hours worked ~~in employment and unpaid household services~~ in SNA and non-SNA production exceeds the thresholds that may be set for national statistical purposes. In order to facilitate comparison of child labour data across countries, when the general production boundary is applied for child labour measurement purposes, the estimates of child labour in terms of the SNA production boundary should also be provided.

Worst forms of child labour

17. According to Article 3 of ILO Convention No. 182, the worst forms of child labour comprise:
- (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, as well as forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
 - (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
 - (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in relevant international treaties; and
 - (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.
18. Based on national circumstances, countries may also wish to collect data on activities by children which are outside the general production boundary, such as begging and stealing, and which may need to be considered in the context of the worst forms of child labour.

Worst forms of child labour other than hazardous work

19. Activities covered under subparagraphs 17(a)–(c) are referred to as the “worst forms of child labour other than hazardous work”, and often also termed “unconditional worst forms of child labour”. Standardized statistical concepts and definitions for these forms of child labour are not fully developed. Statistical measurement methods are at an experimental stage. Guidelines for the measurement of forced labour, including forced labour of children adopted by the 20th ICLS, constitute one important area of progress in this regard.

Hazardous work by children

20. Activities under subparagraph 17(d) are referred to as “hazardous work”. According to ILO Recommendation No. 190, the following criteria should be taken into account when determining hazardous work conditions of children at the national level:
 - (a) work which exposes children to physical, psychological or sexual abuse;
 - (b) work underground, under water, at dangerous heights or in confined spaces;
 - (c) work with dangerous machinery, equipment and tools, or which involves the manual handling or transport of heavy loads;
 - (d) work in an unhealthy environment which may, for example expose children to hazardous substances, agents or processes, or to temperatures, noise levels, or vibrations damaging to their health;
 - (e) work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.
21. For the purpose of the present resolution, hazardous work by children is statistically defined in terms of the engagement of children in activities of a hazardous nature (designated hazardous industries and occupations) as reflected in subparagraphs 20(a)–(d), or as work under hazardous conditions, for example long hours of work in tasks and duties which by themselves may or may not be of a hazardous nature for children (hazardous work conditions) as reflected in subparagraph 20(e).
22. The criteria in paragraph 20 above can be used as a base for constructing statistical variables for the measurement of hazardous work by children. Each criterion provides information that will inform the design of survey questions and response categories to be administered in child labour surveys.
23. For hazardous work reflected by subparagraphs 20(a)–(d), such hazardous work by children may be directly identified by existing survey questions on industry and occupation, and their classification according to paragraphs 25–27 below; for others new questions would have to be designed.
24. Under hazardous work conditions described in subparagraph 20(e), long hours and night work are conditions subject to objective measurement, while other work conditions can be measured approximately by including relevant questions in child labour surveys. Hazardous work in terms of work for long hours and night work may be defined for statistical purposes as described in paragraphs 28–30 below.

Designated hazardous occupations and industries for children

25. Hazardous occupations for children shall be designated on the basis of national laws or regulations, where they exist. In addition to the list of occupations prohibited by legislation, designated hazardous occupations for children may be identified on the basis of recommendations from competent consultative bodies, or detailed analysis of the hazard content of occupations, for example by examining the rate of occupational injuries and diseases among children below 18 years of age or by conducting specially designed surveys on the hazard content of occupations of children.
26. Designated hazardous occupations for children should be defined in a manner consistent with the national standard classification of occupations, where such a classification exists and, to the extent possible, with the latest version of the International Standard Classification of Occupations. To facilitate the identification of children engaged in designated hazardous occupations for children, occupational data should be coded to the most detailed level of the national occupational classification supported by the data.
27. Some forms of hazardous work for children may be measured in terms of designated hazardous industries for children in countries that have prohibited the engagement of children in specific designated industries, for example construction, and mining and quarrying. Efforts should be made to gather as much information as possible on the actual tasks performed by the child in order to determine whether or not the work is hazardous.

Long hours of work and night work

28. A child is considered to be working *long hours of work* if the number of hours actually worked at all jobs and work activities within the SNA production boundary during the reference period is above a specified threshold. The threshold may be determined in terms of the maximum number of hours of work that the national law or regulation sets for children who have reached the minimum working age. In the absence of such a specific limit for children, the threshold may be decided taking account of the regulation on the adult workers' normal working time. Hours actually worked should be defined in accordance with the latest international standards on the topic.
29. *Long hours of work* may also be defined in terms of usual hours of work per week. The use of this concept would include in child labour, any children who usually work long hours but during the reference period were temporarily absent from work owing to illness, holidays or, for other reasons, worked fewer hours than usual.
30. A child is considered to be *working at night* if the work schedule includes hours of work defined as night work prohibited for children under national legislation, where it exists. In the case of children, the period of time spent commuting between work and home should be considered as part of the work schedule. Alternative statistical definitions of night work for children may be formulated on the basis of the ILO Night Work Convention No. 171 (1990), particularly Article 1(a) and (b). Where there is no legal prohibition of night work of children, national legislation and prevailing collective agreements, if any, on night work of adult workers could be used as the basis for determining night work of children.

Exceptions for children aged 16 to 17 years

31. According to Article 3(3) of ILO Convention No. 138, countries may exceptionally authorize employment or work in what may be designated as hazardous work, as from the age of 16 years, on condition that the health, safety and morals of the young persons concerned are fully protected and that the young persons have received adequate specific instruction or vocational training in the relevant branch of activity.

Employment Work within SNA production boundary below the minimum age

32. ~~Employment below the minimum age includes any work that~~ The concept of work within the SNA production boundary below the minimum age refers to any work that contributes to the production of goods or services within the SNA production boundary as specified in the latest version of the SNA, and is carried out by a child who is below the minimum age specified for the kind of work performed. Article 2 of ILO Convention No. 138 stipulates that the minimum age for admission to employment or work should not be less than the age of completion of compulsory schooling and, in any case, not less than 15 years, or a lower minimum age for light work activities as specified under Article 7 of ILO Convention No. 138. Countries where the economy and educational facilities are insufficiently developed are allowed, after consultation with organizations of employers and workers concerned, where such exist, to initially specify a minimum age of 14 years. Children in the age group 15 (or the national minimum age for employment, if different) to 17 years are, in principle, allowed to work, unless they are in "any type of work which by its nature or the circumstances in which it is carried out is likely to jeopardize the health, safety or morals of young persons" (Article 3(1) of ILO Convention No. 138), or are engaged in one of the activities prohibited for children by ILO Convention No. 182 as cited in paragraph 17 above.
33. Where children in particular age groups are permitted to engage in "light work" under national legislation in accordance with Article 7 of ILO Convention No. 138, such work should be excluded from the definition of child labour. According to Article 7 of ILO Convention No. 138, national laws or regulations may permit the work of persons as from 13 years of age (or 12 years in countries that have specified the general minimum working age of 14 years) in *light work* which is: (a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority, or their capacity to benefit from the instruction received. While a restriction on weekly hours of work is required for this age group, the determination of the maximum number of hours is left to the competent national authorities.

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34. In determining the hours threshold *for permissible light work*, national statistical offices should take into consideration the stipulations set forth in national legislation or, in their absence, use a cut-off point of 14 hours during the reference week, below which work can be considered permissible light work.
 35. In addition to the hours threshold, the definition of *permissible light work* may involve other criteria in line with the conditions for light work set under national laws or regulations. It may, for instance, limit its scope to the industries or occupations in which light work is permitted. In any case, permissible light work should exclude all activities considered to be hazardous work for children.

Hazardous unpaid household services by children

36. The concept of *unpaid household services* (~~described in paragraph 13 above~~), ~~as an element of child labour~~, is applicable where the general production boundary is used as the framework for measuring child labour. It encompasses own-use production of services, or equivalently, production of domestic and personal services within the general production boundary by a household member for consumption within their own household, commonly called “household chores”, as well as volunteer work in households producing services for others.
37. *Hazardous unpaid household services* by children are those performed in the child’s own household under conditions corresponding to those defined in paragraph 20 above, that is, unpaid household services performed (a) for long hours, (b) in an unhealthy environment, involving unsafe equipment or heavy loads, (c) in dangerous locations, and so on. The definition of long hours in unpaid household services of children, relative to their age, may differ from the one applied in respect to ~~children in employment~~ work within the SNA production boundary. The effect on a child’s education should also be considered when determining what constitutes long hours.

Data collection

Data collection methods

38. Child labour data collection methods can be quantitative, qualitative or a combination of both. The choice of which method(s) to apply will depend on the objectives of the inquiry, the type and level of child labour to be investigated, the levels of accuracy and reporting details required, and the availability of time, technical and financial resources. The kind of information to be gathered (quantitative data for estimating the prevalence of child labour and its distribution by relevant characteristics, or qualitative information for understanding the nature, causes and consequences of child labour) should also be taken into consideration. Where the target population of children is sufficiently large, and the social context does not constrain reporting on children in productive work activities, the principal methods for collecting reliable statistics on child labour are household-based surveys and establishment-based surveys. Baseline surveys and rapid assessment studies also provide useful quantitative and qualitative information on child labour.

Household and establishment surveys

39. With the exception of special categories of child labour (such as children who live on the street, or those in the worst forms of child labour other than hazardous work), *household-based surveys* provide an effective tool for collecting a wide range of statistics on child labour and estimating its prevalence. A household-based national child labour survey may be designed either in a stand-alone way or as a module attached to another household-based survey. With regard to the latter, a labour force survey should be preferred, since similar concepts are applied and similar topics covered. The advantage of a household-based child labour survey is that the household is the most appropriate unit for identifying children and their families, measuring their socio-economic and demographic characteristics and housing conditions, obtaining information on the child’s educational and work status, including engagement in hazardous work, and assessing the determinants and consequences of children’s work. Time-use surveys may also be appropriate for child labour measurement, particularly where child labour is measured in the different forms of work.
40. Two important issues in household-based surveys on child labour are the objective of the survey and the choice of respondents for interview. Child labour surveys may have either, or both, of the

following two objectives: (i) measurement of the prevalence of child labour, and of variations in this prevalence by geographical location, household type and characteristics, children's school attendance status, gender, age group, and similar factors; and (ii) investigation of the circumstances, characteristics and consequences of child labour, such as the types of children engaged in work-related activities, the types of work children do, conditions at work, and the impact of work on children's education, health, and so on. To measure the prevalence of child labour, the appropriate survey structure is a child labour survey, which normally requires a simple and short questionnaire with a sample drawn from the general population. To provide measures relevant to the circumstances, characteristics and consequences of child labour, the preferred survey structure involves more intensive data collection using a sample selected mainly from the population of children in employment. Where both objectives are targeted, the two survey structures should be linked. With regard to respondents, the general practice is to address survey questions to the most knowledgeable adult member of the household (or sometimes the head of household, who is often also the parent or guardian of the working child). However, sections of the questionnaire may be addressed to the children themselves, particularly on hazards at the workplace, and the main underlying reason for working.

41. *Establishment surveys* administered at the children's workplaces (which may include home-based production units) seek to obtain data on the particulars of the production unit and the characteristics of its workforce, with a special focus on children in employment. Information is sought on children's wages, hours of work, other working conditions and employment benefits, and injuries and illnesses at work, as compared with those of adult workers. The perceptions of the employer regarding motives for hiring children, and the methods of recruitment, may also be explored.
42. In countries where child labour is a rare phenomenon or societal perceptions make it difficult to obtain reliable data, specific measurement tools are needed to identify areas and groups of children at risk. Household-based surveys that rely on the general population and establishment-based surveys may not be adequate tools in this regard. In these cases, a mix of methods and different data sources may need to be taken into consideration in order to obtain indirect estimates. This includes retrospective surveys on child labour.

Baseline survey

43. Another important data collection vehicle for child labour statistics is the *baseline survey or study* which aims to identify the characteristics and consequences of child labour in specific industries and/or areas at different points in time. It is usually linked to intervention programmes to combat child labour, and assists in the identification of project beneficiaries and in monitoring their withdrawal from work over time. A baseline survey/study generates both quantitative and qualitative data, applying a mix of sample survey and participatory approaches. If a suitable sample frame can be developed, the findings may be extrapolated to the whole industry and/or area surveyed.

Rapid assessment

44. For collecting information on children in hidden forms of child labour, *rapid assessment studies* are useful. Their output is mainly qualitative and descriptive and limited to a small geographical area. The method is not applicable if the aim is to estimate the number of children in employment. Nonetheless, it can provide relevant data on the causes, consequences and characteristics of the form of child labour being investigated, relatively quickly and inexpensively for many uses, for example awareness creation and project formulation. Its participatory approach, based on observations, discussions and interviews with a variety of key respondents, is ideal for obtaining detailed knowledge of the working and living conditions of children involved in activities or occupations that are otherwise difficult to identify and characterize. Rapid assessments are therefore more relevant to research institutes and organizations, and for supplementing surveys carried out by national statistical offices.
45. A special rapid assessment form relevant to child labour is a *street children survey*. Street children fall mainly into two categories, namely: (a) those who live and work on the streets and by definition do not have any other place of residence; and (b) those who work on the streets but normally reside with their parents or guardians. Statistics on the activities of the second category may be collected through a household-based survey. Different survey methods are required for the first category, for

which a commonly applied approach is a street children survey in which a sample of purposively selected street children and, if possible, their employers and/or clients are interviewed.

Supplementary data sources

46. A complementary approach includes the review of data relevant to child labour contained in existing censuses and socio-economic surveys. Data analysis based on these sources is an option for countries wishing to compile basic data on children in ~~productive-work~~ activities at periodic intervals in situations where human and financial resources do not permit specific or modular child labour surveys to be conducted. An additional approach may involve the modification of existing data collection tools, for example lowering the age threshold for collecting information on employment.
47. School attendance rates reflect the engagement of children in what should be their main activity. Absence from school does not necessarily imply that a child is working and children who attend school may also be engaged in child labour. Nevertheless, where there are no adequate child labour data collection systems, data on children out of school can provide useful information on children who may be engaged in child labour.
48. In accordance with ILO Recommendation No. 190 (Paragraph 5(3)), relevant data concerning violations of national provisions for the prohibition and elimination of the worst forms of child labour should be compiled and kept up to date. In this regard, administrative records on: violations of child labour legislation in the form of cases brought to court and other relevant official authorities, and convictions thereof; criminal prosecution of child traffickers and those engaged in the commercial sexual exploitation of children; and child rights abuses leading to revelations of forced or bonded child labour, may serve as useful sources of information that should be compiled to supplement national child labour statistics. Labour inspection reports might also provide useful supplementary information, to the extent that they provide information on under-age workers and hazardous working conditions. In addition, administrative records about recipient households in income transfer and other social welfare programmes may contain important data on child labour.

Ethical considerations

49. Respecting ethical standards during the data collection process is essential in child labour surveys. According to Paragraph 6 of ILO Recommendation No. 190, compilation and processing of information and data on child labour should be carried out with due regard for the right to privacy. National statistical authorities wishing to measure child labour should establish a set of ethical guidelines for child labour data collection, keeping in mind Article 2, paragraph 2, and Article 13, paragraph 1, of the United Nations Convention on the Rights of the Child. As a minimum requirement, care should be taken to ensure that the children in employment, especially those who are respondents, are not harmed as a consequence of the survey. Also, as for all statistical surveys, the respondent should be assured that the confidentiality of the information provided will be respected, as well as his or her anonymity.
50. It should be ensured that survey participation by child respondents is voluntary and that enumerators do not face any risks during data collection. The field enumerators should in turn respect the cultural traditions, knowledge and customs of the respondents. In addition, when interviewing children, enumerators should be sensitive to children's ways of behaving and thinking and avoid raising unrealistic expectations. Child labour data collection should be undertaken by persons specially trained for the type of survey being conducted.

Items of data collection

51. According to ILO Recommendation No. 190 (Paragraph 5(1)), detailed information and statistical data on the nature and extent of child labour should be compiled and kept up to date to serve as a basis for determining priorities for national action for the abolition of child labour, in particular for the prohibition and elimination of its worst forms as a matter of urgency. Moreover, according to Paragraph 5(2), as far as possible, such information and statistical data should include data disaggregated by sex, age group, occupation, branch of economic activity, status in employment, school attendance and geographical location.
52. Important items of data collection for the purposes of an informed statistics-based analysis of child labour include: (i) age and sex; (ii) geographical distribution by major administrative divisions;

(iii) school attendance status; (iv) engagement in unpaid household services; (v) time spent in activities falling within the SNA production boundary; (vi) location of workplace; (vii) kind of economic activity (industry); (viii) occupation; (ix) working conditions including impact on children's health and education; and (x) socio-economic characteristics of the child's household.

53. Statistics on ~~children in productive activities~~ working children should distinguish between the categories of children in economic production, children engaged in unpaid household services, and children in other ~~productive work~~ activities. Children who fall into two or more categories should be classified by each activity of their engagement. National statistical systems are also encouraged to develop methodologies for measuring child labour with respect to each form of work, distinguishing at least between child labour in employment, child labour in own-use production of goods, and, where applicable, child labour in own-use provision of services, and classifying by form of work the overall child labour measured with respect to the SNA production boundary or the general production boundary.
54. Children who are not engaged in any market-oriented productive activity but who are actively or passively seeking such work are potentially exposed to the risk of falling into the category of child labour. Children neither in school nor in employment, referred to in some countries as "idle children", may also be at risk of falling into child labour. National statistical systems are encouraged to collect data on these children.
55. Child activity surveys have shown that unpaid household services may absorb a considerable amount of children's time. Countries are therefore encouraged to gather data on unpaid household services by children, in terms of the time spent in such activities and the major tasks performed. Such statistics should be collected irrespective of whether or not the general production boundary is applied in terms of child labour concepts and definitions.
56. For a comprehensive analysis of the national child labour situation, statistics on children's activities should be collected so as to facilitate classification of children by: (a) attending school; and (b) not attending school groups. Each group may be further subdivided into those engaged in: (i) only activities included in the SNA production boundary; (ii) only unpaid household services; (iii) both activities included in the SNA production boundary and unpaid household services; and (iv) neither activities included in the SNA production boundary nor unpaid household services.
57. It would be useful for national policy-makers and other users to have the necessary child labour statistics in sufficient detail to allow data to be classified by urban/rural residency and, if possible, by the lower level administrative units of the country at which policy and programme interventions can be effective.
58. Child labour data collection in sufficient detail at regular intervals (as determined in the light of national data needs and resource availabilities) helps in monitoring child labour trends, and should also facilitate assessment of the effectiveness of policies and programmes implemented to combat child labour. Sustainability of child labour data collection may be achieved most easily by identifying a few key child labour variables on which data are collected with assured regularity in an appropriate national household-based survey, preferably a labour force survey.

Global estimation

59. The progressive abolition of child labour has become a major concern of the international community in its own right and as a core element of the Decent Work Agenda. The achievement of that goal should be measured not only at the national level, but also at regional and global levels. Based on its past experience in global estimation of child labour and on the present international standards, the ILO should develop a standard methodology for estimating child labour at the international level and communicate the methodology as well as respective data needs to governments and national statistical offices.
60. In line with Paragraph 7 of ILO Recommendation No. 190, which stipulates that collected data should be communicated to the International Labour Office on a regular basis, governments and national statistical offices should, in turn, collaborate with the efforts for global estimation of child labour in the world, and its major regions. The collection of national data should be sufficiently disaggregated by age, sex, activity, industry, occupation and other important characteristics in order to allow compilation of statistics for the purposes of global reporting.

Further action

ILO manuals and questionnaires

61. To assist member countries in the task of collecting and analysing statistics on the various aspects of ~~children in productive activities~~ working children and child labour, the ILO should update its manuals and model questionnaires on child labour statistics when necessary and possible, and develop new reporting templates and mechanisms to facilitate the analysis and reporting of child labour survey results. The ILO should also develop appropriate guidelines for the measurement of child labour and, in particular, hazardous work of children by form of work. Instructions for applying the provisions of this resolution must be clearly laid out.

Conceptual and methodological development

62. The ILO and its partners should engage in the development of appropriate statistical methodologies for generating reliable estimates of children in the worst forms of child labour other than hazardous work, and special groups such as children living independently or on the streets.
63. The ILO should: (i) give particular attention to the development of concepts and definitions for the worst forms of child labour other than hazardous work as described in paragraphs 17(a)–(c) of this resolution; and (ii) develop guidelines on the treatment of long hours by children in unpaid household services with respect to age and hours thresholds as referred to in paragraphs 16 and 37. ~~The ILO should report on the progress to the 19th International Conference of Labour Statisticians.~~

ILO technical assistance

64. The ILO should expand its technical assistance programme on child labour statistics to support implementation of this resolution by member countries. Such technical assistance should include provision for technical advice and training targeted to enhance national capacities where required, and financial support to countries for child labour data collection and analysis, to the extent possible.

Annex

Framework for statistical identification of child labour

Age group	General production boundary					
	SNA production				Non-SNA production	
	(1a) Light work in SNA production ¹	(1b) Regular work in SNA production ¹	Worst forms of child labour		(3a) Hazardous unpaid household services ²	(3b) Other work in non-SNA production
			(2a) Hazardous work in SNA production ¹	(2b) Worst forms of child labour other than hazardous work		
Children below the minimum age specified for light work (for example, 5–11 years) ³	Employment and other forms of work in SNA production below the minimum age for light work	Employment and other forms of Work in SNA production below the general minimum working age	Work in industries and occupations designated as hazardous, or work for long hours ⁴ and/or at night in industries and occupations not designated as hazardous	Children trafficked for work; forced and bonded child labour; commercial sexual exploitation of children; use of children for illicit activities and armed conflict	Own-use production of services or volunteer work in household producing services for long hours ⁵ services involving unsafe equipment or heavy loads; in dangerous locations; etc.	
Children within the age range specified for light work (for example, 12–14 years) ³						
Children at or above the general minimum working age (for example, 15–17 years) ³						

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

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

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

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

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



Denotes child labour as defined by the amended resolution



Denotes activities not considered child labour

Appendix 4

Adopted guidelines

1. Guidelines concerning statistics of international labour migration

Preamble

The 20th International Conference of Labour Statisticians (ICLS),

In response to the resolution concerning further work on labour migration statistics adopted by the 19th International Conference of Labour Statisticians (2013),

Recalling the implications of the ILO Constitution (1919), the Forced Labour Convention, 1930 (No. 29), the Migration for Employment Convention (Revised), 1949 (No. 97) and the accompanying Migration for Employment Recommendation (Revised), 1949 (No. 86), the Convention Relating to the Status of Refugees (1951) and its Protocol relating to the Status of Refugees (1967), the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) and the accompanying Migrant Workers Recommendation, 1975 (No. 151), the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990), the United Nations Convention against Transnational Organized Crime and the Protocols thereto (2003), the Maritime Labour Convention, 2006, as amended, the outcomes of the Tripartite Meeting on Issues relating to Migrant Fishers (2017) and relevant international and regional instruments, in particular the General Agreement on Trade in Services (1995), mode 4,

Following up the resolution concerning fair and effective labour migration governance (2017), the 2030 Agenda for Sustainable Development adopted by the United Nations General Assembly (2015) and the Report of the Director-General entitled *Fair migration: Setting an ILO agenda* (2014),

Having reviewed the relevant texts of the Recommendations on Statistics of International Migration, Revision 1 (1998), adopted by the United Nations Statistical Commission, the resolution concerning statistics of child labour adopted by the 18th International Conference of Labour Statisticians (ICLS) in 2008, the International Recommendations for Tourism Statistics 2008, the resolution concerning statistics of work, employment and labour underutilization adopted by the 19th ICLS in 2013, and the Principles and Recommendations for Population and Housing Censuses, Revision 3 (2017), adopted by the United Nations Statistical Commission.

Recognizing that while a significant majority of international migrants are migrant workers, international labour migration is a broader phenomenon than what is covered by the Recommendations on Statistics of International Migration, Revision 1, that there is, therefore, a need for international recommendations on all aspects of international labour migration, that the lack of comprehensive statistical information regarding international labour migration and its impact on national development has hindered the effective integration of labour migration into national development strategies, and that the absence of international standards regarding concepts, definitions and methodologies for the measurement of international labour migration and migrant workers continues to be a major obstacle to the production of harmonized statistics,

Recognizing that legal authorities in countries may have a mandate to regulate international migration to and from their territories, and that the registration conducted to administer and enforce such regulations may serve as a basis for statistics,

Acknowledging the ILO rights-based approach to labour migration, that the methods and measures concerning international labour migration and migrant workers in a given country will depend on the national context and policy priorities and specific user needs, and that their implementation will therefore, to a certain extent, be determined by national circumstances,

Endorses this 18th day of October 2018 the following guidelines and encourages countries to test the conceptual framework on which they are based.

Objectives and scope

1. International labour migration is a rising policy priority and there is a need to respond equitably to the interests of countries of origin and countries of destination, as well as to the interests of migrant workers. To be effective, policies must be based on strong evidence, including the number of international migrant workers involved, their characteristics and their employment patterns. International labour migration may take the form of international labour mobility, as temporary or short-term movement of persons across countries for employment-related purposes in the context of the free movements of workers in regional economic communities.
2. The term *international labour migration* is used in the present guidelines as a generic term to refer, in general, to concepts related to the process and outcome of international labour migration and, in particular, to the following three concepts:
 - (a) international migrant workers;
 - (b) for-work international migrants;
 - (c) return international migrant workers.
3. These guidelines aim at supporting countries to develop their national statistics on international labour migration and at encouraging them to test the conceptual framework suggested in the guidelines.
4. In general, statistics of international labour migration should cover the reference population, comprising all persons who are usual residents of the country, regardless of sex, country of origin or citizenship (nationality), in line with the Principles and Recommendations for Population and Housing Censuses, Revision 3 (2017). For the purpose of these guidelines, the reference population also includes persons who are not usual residents in the country but who are, nevertheless, in the labour force or potential labour force or any other forms of work in that country, such as frontier workers, seasonal workers, itinerant workers, documented and undocumented migrant workers, project-tied workers, specified-employment workers, seafarers and workers on an offshore installation.¹ Refugees and asylum-seekers may be members of the labour force in the destination country, but their reason for leaving the country of origin is purportedly to seek international protection and is not to seek work.
5. In countries with a significant inflow of short-term or temporary migrant workers, employment statistics should be supplemented, to the extent possible, by information on the employment characteristics of non-usual residents working in the national territory, so as to permit analysis of their situation and their impact on the labour market.
6. The common concepts and definitions recommended in the present guidelines are coherent with the current international standards and guidelines on the subject of statistics on work adopted by the 19th ICLS, the Recommendations on Statistics of International Migration, Revision 1 (1998), and the Principles and Recommendations for Population and Housing Censuses, Revision 3 (2017).
7. A primary concern of the ILO is to identify and measure stocks and flows of international migrant workers, and on that basis to promote measures to protect them through a rights-based approach. It is important to promote labour migration that improves the welfare of migrant workers and their families both in their country of origin and in their country of destination.
8. The purpose of these guidelines is to help countries to develop their national statistical system by collecting comparable statistics on international labour migration in order to provide an improved information base for the various users, taking account of specific national needs and circumstances. Such a system should be designed to achieve a number of objectives, in particular to obtain a better understanding of the migration process; to assess the socio-demographic characteristics and conditions of work and the equitable treatment of different groups of international migrant workers; and to study the relative status of the disadvantaged groups of international migrant workers that are of specific policy concern.
9. To achieve these objectives, the integrated national statistical system should be developed in consultation with the various users of the statistics and, to the extent possible, in harmony with the collection of other economic, demographic and social statistics. Choices regarding the concepts and

¹ International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990), Article 2.

topics covered and their different frequencies of measurement and/or reporting will depend on their national relevance and the resources available. Each country should establish an appropriate strategy for data collection and statistical reporting that ensures the progress and sustainability of the system.

10. In developing their statistics on international labour migration, countries should endeavour to incorporate the guidelines recommended below in order to promote international comparability and to permit the evaluation of trends and differences in the magnitude, patterns and consequences, for countries and individuals, of the stocks and flows of international migrant workers.

Concepts and definitions

Resident population

11. In line with the Principles and Recommendations for Population and Housing Censuses, Revision 3, the *resident population* of a country comprises all persons who are *usual residents* of the country, regardless of sex, national origin, citizenship or geographic location of their place of work. This includes stateless persons and non-citizens who are usual residents but have no documentation of residence. It also includes usual residents who work outside the country (e.g. frontier workers, seasonal workers, other short-term migrant workers, volunteer workers and nomads).

Resident producer units

12. In line with the System of National Accounts, a *resident producer unit* is an economic unit whose principal function is the production of goods and services and whose centre of economic interest is within the economic territory of a given country.

International migrants

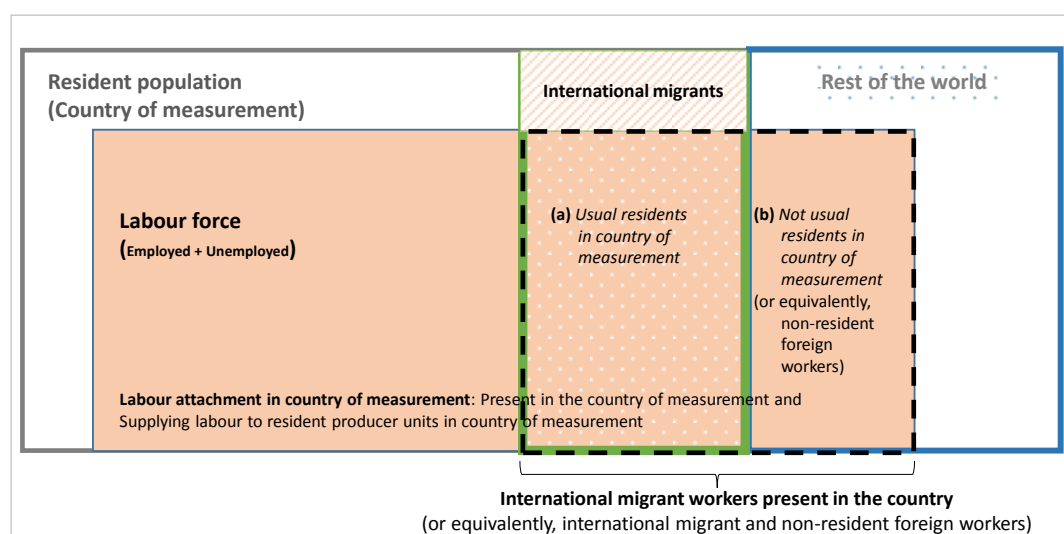
13. *International migrants* include all those residents of a given country who have ever changed their country of usual residence. For the purpose of practical measurement and in line with United Nations recommendations, international migrants may be measured as “all persons who are usual residents of that country and who are citizens of another country (foreign population) or whose place of birth is located in another country (foreign-born population)”. In particular:
 - (a) the *foreign-born population* of a country includes all persons who have that country as the country of their usual residence and whose place of birth is located in another country. They correspond to the stock of international migrants who have migrated at least once in their life and currently reside outside their country of birth. People born outside their country of current residence but who are citizens of that country at birth (e.g. born abroad of national parent(s) living abroad) are sometimes excluded from the count of foreign-born population. The recorded country of birth refers to the geographical entity at the time of data collection. Native born persons can be nationals or foreign citizens or both;
 - (b) the *foreign population of a country* includes all persons who do not have citizenship of the country of their usual residence. It includes resident stateless persons. It excludes international migrants who have acquired citizenship of their country of usual residence. The foreign population can be foreign-born or native-born.

International migrant workers

14. The concept of *international migrant workers* is meant to measure the current labour attachment of international migrants in a country, irrespective of the initial purpose of migration, and of others who are not usual residents of the country but have current labour attachment in the country of measurement. In this context, the terms “international migrant workers” and “international migrant and non-resident foreign workers” are equivalent. They are defined, for statistical purposes, as all persons of working age present in the country of measurement who are in one of the following two categories:
 - (a) *usual residents*: international migrants who, during a specified reference period, were in the labour force of the country of their usual residence, either in employment or in unemployment;

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- (b) *not usual residents, or non-resident foreign workers*: persons who, during a specified reference period, were not usual residents of the country but were present in the country and had labour attachment to the country, i.e., were either in employment supplying labour to resident producer units of that country or were seeking employment in that country.
15. From the perspective of the country of usual residence, category 14(b) of international migrant workers (not usual residents, or non-resident foreign workers) may be called “residents working abroad”. From the perspective of the country of citizenship, resident citizens working abroad and non-resident citizens working abroad (in the sense of being in the labour force of the country of their current usual residence) may be called “citizens working abroad”. Similarly, from the perspective of the country of birth, resident native-born persons working abroad and non-resident native-born persons working abroad may be called “native-born persons working abroad”.
16. The concepts of “working age population”, “labour force”, “employment” and “unemployment” are defined in line with the latest international standards concerning statistics of work, employment and labour underutilization, as follows:
- (a) the *working age population* is determined on the basis of a specified lower age limit (taking into consideration the minimum age for employment or the age of completion of compulsory schooling), with no upper age limit. Where relevant, the lower age limit may be extended to separately measure the labour attachment of international migrant children and of non-resident children below the working age;
 - (b) the *labour force* is defined as persons of working age who were either in employment or in unemployment during the specified reference period;
 - (c) *persons in employment* are defined as all those of working age who, during the specified reference period, were engaged in any activity to produce goods or provide services for pay or profit;
 - (d) *persons in unemployment* are defined as all those of working age who were not in employment, carried out activities to seek employment during the specified reference period and were currently available to take up employment given a job opportunity.
17. Depending on policy objectives, countries may wish to also include among international migrant workers persons who, during the specified reference period, were in the potential labour force or were engaged in unpaid forms of work, as defined in the latest international standards on the topics. The extension of the scope of labour attachment to the potential labour force may be particularly relevant in cases where some international migrants are not allowed to work for pay or profit or are subject to restrictions limiting the type or location of work. For the purpose of international comparisons, data on different categories of labour attachment and different forms of work of international migrant workers should be presented separately.
18. The specified reference period should, in principle, be short, such as seven days or one week. The measurement of different forms of work may, however, use different lengths of time around the reference period, such as four weeks or a calendar month for own-use production of goods, unpaid trainee work and volunteer work, and one or more 24-hour days within a seven-day or one-week period for own-use provision of services.
19. The main elements of the measurement of international migrant workers are presented in the figure below.

Figure 1. Schematic representation of the measurement framework of international migrant workers



20. The following categories of workers are included as international migrant workers. The categories are not exhaustive and mutually exclusive, and are not meant to be measured separately in all circumstances. The list is meant to illustrate the particular categories of workers that are included within the scope of international migrant workers:
- frontier workers, who are not usual residents of the country of measurement but have been granted permission to be employed on a continuous basis in that country provided they depart at regular and short intervals (daily or weekly) from the country;
 - seasonal workers, who are not usual residents of the country of employment, whose work by its character is dependent on seasonal conditions and is performed during part of the year;
 - itinerant workers, who are not usual residents of the country of measurement but travel to the country for short periods for work-related reasons;
 - project-tied workers, who are admitted to the country of employment for a defined period of employment solely on a specific project being carried out in that country by their employer;
 - specified-employment workers, who have been sent by their employer, such as a multinational enterprise, for a restricted and defined period of time to the country of employment to undertake a specific assignment or duty, or to undertake work that requires professional, commercial, technical or other highly specialized skills or work that is transitory or brief, and who are required to depart from the country of employment either at the expiration of their authorized period of stay or earlier if they no longer undertake that specified assignment or duty or engage in that work;
 - self-employed workers, who are engaged in a remunerated activity otherwise than under a contract of employment and who earn their living through their activity normally working alone or together with members of their family, also including any other migrant worker recognized as self-employed by applicable legislation of the country of employment or bilateral or multilateral agreements;
 - seafarers, including fishermen employed on a vessel which is registered in the country of measurement, of which the workers are not nationals;
 - workers employed on an offshore installation that is under the jurisdiction of the country of measurement, of which the workers are not nationals;
 - foreign domestic workers engaged by resident employers;
 - foreign students who entered the country on the declared purpose of studying but then were working or seeking work or combining work and study;
 - international travellers on tourism trips whose main purpose is to be employed in the country of visit and receive compensation for the labour input provided;

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- (l) working or seeking work refugees and asylum-seekers, irrespective of authorization to work during processing of refugee status or sanctuary request;
 - (m) forcibly displaced persons across borders due to natural or human-made disasters, working or seeking work in the country of displacement;
 - (n) persons trafficked across international borders for forced labour or labour exploitation.
21. *Excluded* as international migrant workers are:
- (a) foreign military and diplomatic personnel;
 - (b) international travellers on tourism trips undertaking work in the country of visit that is incidental to the trip (i.e. not its main purpose);
 - (c) staff of call centres in non-resident production units and others providing services from a foreign location.

For-work international migrants

22. The concept of *for-work international migrants* is intended to measure the movements of persons from one country to another for the purpose of undertaking or seeking work. For statistical purposes, for-work international migrants are all international migrants as defined in paragraph 14 above covering category 14(a) (usual residents) as well as category 14(b) (not usual residents), who entered the country of measurement during a specific reference period for the purpose of undertaking or seeking employment and whose intention was documented or declared at the time of entry to the country. In particular:
- (a) the specified reference period for the measurement of for-work international migrants should be long, such as the previous 12 months or the previous calendar year;
 - (b) for-work international migrants are distinguished from other international migrants who enter the country primarily for reasons not related to undertaking or seeking employment. In both cases, the distinction refers to the time of entry and not to the current situation of the person;
 - (c) the term “undertaking or seeking employment” is understood to mean engaging in employment or seeking and being available for employment, in line with the definitions of employment, unemployment and potential labour force of 19th ICLS Resolution I. Undertaking or seeking employment may not be the only reason or the main reason for entry in the country. It suffices for it to be one of the documented or declared reasons. Where relevant and feasible, countries may wish to extend the measurement to a broader concept of “undertaking or seeking work” that would include forms of work other than employment, such as “unpaid trainee work”, “volunteer work” or “own-use production work”;
 - (d) the term “documented or declared” is understood to mean documented in official immigration registers or declared to relevant immigration authorities.

Return international migrant workers

23. The concept of *return international migrant workers* is intended to provide a basis for measuring the work experience of persons returning after being international migrant workers abroad. For the country of measurement, return international migrant workers are defined as all current residents of the country who were previously international migrant workers in another country or countries. In particular:
- (a) the measurement of return international migrant workers does not depend on the current labour force status of persons in the country of current residence. Return international migrant workers may include persons currently outside the labour force or outside the potential labour force, or persons no longer engaged in any form of work in the country of current residence;
 - (b) return international migrant workers include those current residents of the country of measurement who were working abroad without being usual residents of the country in which they worked (corresponding to category 14(b) (not usual residents) of international migrant workers as given above);

- (c) it is recommended that the chosen minimum duration of labour attachment abroad for a person to be considered as a return international migrant worker be relatively short, such as six months, calculated on a cumulative basis for workers with repeated spells of migration;
- (d) it is recommended that the reference period for the date of return, i.e. the maximum time elapsed since the return of the person to the country of current residence for them to be included in the count (stock) of return international migrant workers in that country, should be relatively long, such as last 12 months or last five years, or it may be left open and then classified by date of return.

Classifications

24. International labour migration is characterized by its directionality, duration and nature. Directionality distinguishes between entry and exit of international migrant workers. Duration refers to the duration of stay in the country of labour attachment. Nature of international labour migration refers to its permanent or temporary character.

Directionality

25. International migrant workers may be classified by country of labour attachment and country of origin. In particular:
- (a) *country of labour attachment* is the country in which the international migrant worker was supplying labour to resident producer unit(s) during the specified reference period used for measurement. For category 14(a) (usual residents) of international migrant workers, the country of labour attachment is the same as the country of usual residence. For category 14(b) (not usual residents) of international migrant workers, the country of labour attachment differs from the country of usual residence;
 - (b) depending on the definition used for measurement purposes (category 14(a) or 14(b) of international migrant workers), the *country of origin* of the international migrant worker may refer to the country of birth, the country of citizenship or the country of previous usual residence. For category 14(b) (not usual residents) of international migrant workers, the country of origin may usually refer to the country of current usual residence; alternatively, it may refer to the country of birth or the country of citizenship.
26. For-work international migrants may be classified by country of origin and country of destination. In particular:
- (a) as for international migrant workers, the *country of origin* of for-work international migrants may be the country of birth, the country of citizenship or the country of previous usual residence, depending on the definition of international migrants used for measurement purposes;
 - (b) the *country of destination* of for-work international migrants refers to the country which the migrant entered to undertake or seek employment.
27. For-work international migrants may transit through one or more countries in their movement from country of origin to country of destination. For-work migrant workers may be classified by *country or countries of transit* retrospectively, when the country of destination has been reached. For a country to be considered as a country of transit, the minimum length of stay in that country should be at least 4 weeks during which the worker had been undertaking or seeking work. If the duration of stay was beyond a certain maximum threshold, the country should be considered not as a country of transit but as a country of previous labour attachment. The maximum threshold may be determined in line with the national circumstances and policy priorities of the country.
28. Return international migrant workers may be classified by *country of previous labour attachment*. The country of previous labour attachment refers to the country in which the return international migrant was previously an international migrant worker. In the case that the return international migrant had more than one country of previous labour attachment, the country of last labour attachment or the country of longest labour attachment, or a combination of the two criteria, may be used for classification purposes.

Duration of stay

29. International migrant workers, for-work international migrants and return international migrant workers may be classified according to duration of stay in the country of current labour attachment. Return international migrant workers may also be classified according to duration of stay and duration of labour attachment in the country of previous labour attachment, including periods the person was in that country but temporarily had no labour attachment.
30. For international migrant workers, *duration of stay* is the length of elapsed time spent in the country of labour attachment. It includes periods during which the international migrant worker was temporarily absent from his or her work or had temporarily no labour attachment in the country. The term *elapsed time* refers to the fact that the international migrant worker is still present in the country of labour attachment and the duration of stay, at the time of measurement, may be incomplete.
31. The following categories of international migrant workers may be distinguished in terms of duration of stay:
- (a) *long-term international migrant workers*, that is, international migrant workers whose duration of stay in the country of labour attachment has been one year or more (12 months or more). Where relevant, long-term international migrant workers may be subdivided to distinguish between those with duration of stay of less than five years, and those with duration of stay of five years or more;
 - (b) *short-term international migrant workers*, that is, international migrant workers whose cumulative duration of stay in the country of labour attachment has been of limited duration, i.e., less than 12 months;
 - (c) for certain policy purposes, it may also be relevant to separately identify *seasonal international migrant workers* (category 20(b) of international migrant workers), whose work by its character is dependent on seasonal conditions and is performed during only a part of the year. Similar considerations for separate identification may also apply to *frontier workers* and *itinerant workers* (categories 20(a) and 20(c) of international migrant workers).

Within the three categories 31(a), 31(b) and 31(c), international migrant workers may be further classified for analytical purposes by *duration of labour attachment*, distinguishing between duration of employment and duration of unemployment, and, where relevant, duration in other forms of work or activities.

32. In the case of for-work international migrant workers, the duration of stay refers to the duration of intended stay and the country of labour attachment refers to the country of destination.
33. In the case of return international migrant workers, the country of labour attachment is the country of previous labour attachment and the duration of stay refers to the duration of the completed stay in that country. For certain policy and analytical purposes, it may also be relevant to classify return international migrant workers according to the cumulative duration of stay in all countries of previous labour attachment.

Permanent or temporary nature

34. For-work international migrants may be classified according to the permanent or temporary nature of their intended stay in the country of labour attachment at the time of entry, as follows:
- (a) *permanent for-work international migrants*, that is, for-work international migrants with the intention of settling for a lifetime in the country of labour attachment or country of destination. For practical purposes, in the case of employees with labour contracts, permanent for-work international migrants may be defined on the basis of the duration of the labour contract, such as those with labour contracts with a duration of 5 years or more. From the perspective of the country of citizenship, when different from the country of labour attachment or country of destination, permanent for-work international migrants may be regarded as “citizens working abroad with no intention of returning to the country of citizenship”. Similarly, from the perspective of the country of birth, when different from the country of labour attachment or country of destination, permanent for-work international migrants may be regarded as “native-born persons working abroad with no intention of returning to the country of birth”;
 - (b) *temporary for-work international migrants*, that is, for-work international migrants entering the country of labour attachment or country of destination with the intention of stay for a limited

period of time period, which may be less or more than 12 months. The time restriction may be voluntary on the part of worker or due to the needs of the employing organization. For practical purposes, in the case of employees with labour contracts, temporary for-work international migrants may be defined on basis of the duration of the labour contract. From the perspective of the country of citizenship, when different from the country of labour attachment or country of destination, temporary for-work international migrants may be regarded as “citizens working abroad with the intention of returning to the country of citizenship”. Similarly, from the perspective of the country of birth, when different from the country of labour attachment or country of destination, temporary for-work international migrants may be regarded as “native-born persons working abroad with the intention of returning to the country of birth”;

35. Where relevant and feasible, international migrant workers may also be classified as permanent and temporary international migrant workers on the basis of nature of intended stay as in the case of for-work international migrants. It should be noted that in the case of international migrant workers, there may be categories who cannot be adequately classified as permanent or temporary international migrant workers due to the nature of their labour migration. One particular group comprises *circular international migrant workers*, that is, international migrant workers involved in multiple movements between country of origin and country of labour attachment within a specified period of time, such as 12 months. This group includes category 14(b) (not usual residents) of international migrant workers.

Statistics of stocks and flows

36. The statistics of stocks and flows provide information on the numbers of international migrant workers present in the country and the changes in their migrant status and work status, as follows:
- (a) the *stock of international migrant workers* is the number of international migrant workers present in the country of measurement at a given time, as defined in categories 14(a) and 14(b) set out above;
 - (b) the *inflow of for-work international migrants* is the number of for-work international migrants who entered in the country of measurement during the reference period specified in paragraph 22(a) above;
 - (c) the *inflow of international migrant workers* is the sum of: (i) the number of international migrants already present in the country of measurement before the beginning of the specified reference period, who were outside the labour force at the beginning of the reference period but entered the labour force of the country of measurement during the reference period; (ii) the inflow of international migrants who entered the country of measurement during the reference period – whether as for-work international migrants or for whatever other reason – and entered the labour force of the country of measurement during the reference period; (iii) non-residents of the country of measurement who became non-resident international migrant workers in the country during the reference period. The inflow of international migrant workers *includes* the inflow of for-work international migrants who entered the country of measurement during the reference period and had labour attachment in that country at some time during the reference period. It *excludes*, however, the inflow of for-work international migrants who entered the country of measurement during the reference period but have remained without labour attachment in that country throughout the reference period;
 - (d) the *outflow of international migrant workers* is the sum of: (i) the number of international migrant workers who left the country of measurement (or died) during the specified reference period; (ii) the number of international migrant workers who remained in the country of measurement but left the labour force of the country during the reference period; and (iii) non-resident international migrant workers in the country of measurement whose labour attachment in that country terminated during the reference period, for whatever reason. The outflow of international migrant workers *excludes* for-work international migrants in the country of measurement who left that country (or died) during the reference period, without having had labour attachment in the country at any time during the reference period.

While the three categories (i), (ii) and (iii) in subparagraphs 36(c) and 36(d) are needed to ensure that the statistics of inflow and outflow of international migrant workers are consistent with those on the change in the stock of international migrant workers, it is important to distinguish between the migrant flows (category (ii)) and the labour force flows (categories (i) and (iii)) representing the entries and exists to and from the labour force.

37. The *change in the stock of international migrant workers* during a given period of time is equal to the inflow of international migrant workers during that period minus the outflow of international migrant workers during that same period. If the stock has increased, there has been a *net inflow of international migrant workers*; if the stock has decreased, there has been a *net outflow of international migrant workers* during the given period.
38. The main statistics of stocks and flows of return international migrant workers are:
- (a) the *stock of return international migrant workers* is the total number of return international migrant workers in the country of measurement at a given point of time, as defined in paragraph 23 above;
 - (b) the *inflow of return international migrant workers* is the number of return international migrant workers returning to the country of measurement during a certain specified period of time.
39. In countries where there is a significant movement of return international migrant workers to other countries (or to certain specified countries), it may be relevant to also compile statistics of *outflow of return international migrant workers*, defined as the number of return international migrant workers who leave the country of measurement for another country during a given period for work or other reasons.

Core indicators

40. Each country should select a set of indicators to monitor the process of international labour migration affecting the country. For international reporting, the following set of core indicators is proposed.
41. The core indicators of international migrant workers are:
- (a) the stock of international migrant workers at the mid-point of the reporting period, distinguishing between categories 14(a) (usual residents) and 14(b) (not usual residents) of international migrant workers;
 - (b) the labour force participation rate, the employment-to-population ratio and the unemployment rate of international migrants, as defined in paragraph 16 above. Since category 14(a) of international migrant workers refers to usual residents in the country of labour attachment, by definition, the corresponding categories 16(a), 16(b), 16(c) and 16(d) cover only residents:

$$\text{Labour force participation rate} = \frac{\text{International migrant workers, category 14(a), 16(b)}}{\text{International migrants of working age, category 16(a)}}$$

$$\text{Employment-to-population ratio} = \frac{\text{Employed international migrant workers, category 14(a), 16(c)}}{\text{International migrants of working age, category 16(a)}}$$

$$\text{Unemployment rate} = \frac{\text{Unemployed international migrant workers, category 14(a), 16(d)}}{\text{International migrants of working age, category 14(a), 16(b)}}$$

- (c) in countries with a significant number of category 14(b) (not usual residents) of international migrant workers, the modified labour force participation rate, the employment-to-population ratio and the unemployment rate may be calculated by adding the number of category 14(b) international migrant workers to both the numerator and the denominator of the indicators of international migrant workers;
- (d) where “labour attachment” in the definition of international migrant workers is extended to cover the potential labour force and unpaid forms of work, the indicators of international migrant workers should distinguish between the different forms of labour attachment and corresponding rates and ratios should be calculated, as appropriate;
- (e) in countries with a significant number of child international migrant workers, an appropriate lower age limit may be used in defining the working age population and the corresponding population of international migrant workers for the purpose of calculating the labour force participation rate and the employment-to-population ratio of international migrant workers.

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42. The core indicators of the inflow of for-work international migrants are:
- (a) inflow of for-work international migrants during the reference period chosen in paragraph 22(a), identifying separately the number of temporary, and where relevant, the number of circular for-work international migrants as defined in paragraphs 34 and 35;
 - (b) the share of inflow of for-work international migrants in the total inflow of international migrants during the reference period, irrespective of the reason for migration.
43. The core indicators of return international migrant workers are:
- (a) the stock of return international migrant workers at mid-point of the reference period chosen under paragraph 23(a) above;
 - (b) the share of return international migrant workers in the working age population of the country of measurement at mid-point of the same reference period;
 - (c) the inflow of return international migrant workers in the country of measurement during the reference period chosen under paragraph 38(b) above.
44. The core indicators should be disaggregated by sex and, where relevant, by country of origin, country of destination, country of labour attachment or country of previous labour attachment, in line with the definitions given in paragraphs 25 to 28 above. Where relevant and feasible, the core indicators may be extended to reflect on other aspects of labour underutilization of international migrant workers, in particular, time-related underemployment and other forms of underemployment.
45. To enable measurement of trends, the core indicators should be reported at the national level on a regular basis and, where relevant and feasible, on a frequent basis, such as annually, quarterly or monthly, as appropriate.

Data collection

Items of data collection and tabulation

46. The items of data collection should provide comprehensive information for the various users of the statistics of international labour migration, taking into account specific national needs and circumstances. The information should cover data on the main socio-demographic characteristics and the migrant status and work status of international migrant workers, for-work international migrants and return international migrant workers. The main items of data collection include:
- (a) *main socio-demographic characteristics:*
 - sex
 - age or date of birth
 - marital status
 - level of education attained
 - type of living quarters (private household, collective or institutional household, other type of living quarters, non-residential accommodation)
 - country of birth and country of birth of parent(s)
 - country of citizenship
 - country of usual residence
 - country of last usual residence (or country of previous labour attachment for return international migrant workers)
 - proficiency (speaking, reading, writing) in a language of the country of labour attachment
 - (b) *main migration characteristics:*
 - purpose of migration (declared or documented reason for first entry into the country, specifically the country of actual or intended labour attachment); and also, for return international migrant workers, the main reason for last departure from the country of previous labour attachment

- type of visa, residence permit, work permit
- permanent, temporary or circular nature of migration
- duration of stay: date of first entry into the country of labour attachment; and also, for return international migrant workers, date of last departure from the country
- any restrictions in the rights to residence in the country of actual or intended labour attachment (such as concerning place of residence, duration of stay, mobility)

(c) *main work characteristics:*

- labour force status (employed, unemployed, outside the labour force)
- branch of economic activity
- occupation
- status in employment
- working time, including hours usually worked, contractual hours of work
- duration of employment in months or years
- employment-related income
- remittances sent outside the country of labour attachment
- social security entitlements in the country of labour attachment
- any restrictions of the right to employment (e.g. concerning undertaking or seeking work, changing employer or work performed)

Labour force status refers to the current situation of international migrant workers and for-work international migrants and to the last situation of return international migrant workers in the country of previous labour attachment. The *main work characteristics* refer to the current main job of employed international migrant workers and for-work international migrants and to the last job of return international migrant workers in the country of previous labour attachment.

47. The concepts and categories of the items of data collection should adhere or be convertible to the latest international statistical standards where they exist, such as the Recommendations on statistics of international migration, the International Standard Classification of Education (ISCED), the International Standard Industrial Classification of All Economic Activities (ISIC), the International Standard Classification of Occupations (ISCO), the International Classification of Status in Employment (ICSE), and the ICLS standards on statistics of work, employment and labour underutilization, working time and employment-related income.
48. Where “labour attachment” in the definition of international migrant workers covers the potential labour force and unpaid forms of work, the list of items of data collection should be extended to include elements for the measurement of potential labour, forms of work and their characteristics, such as degree of labour market attachment, type of economic unit (market units/non-market units) and working time in different forms of work, as appropriate.
49. Similarly, where the age limit of the working age population is lowered to cover international child migrant workers, the list of items of data collection should be extended to obtain relevant information on the child’s living and working conditions, including school attendance, engagement in unpaid domestic services or household chores, exposure to hazardous working conditions and risk of other worst forms of child labour, in line with the latest ICLS standards on statistics of child labour.
50. Depending on policy concerns, additional data items may be collected, such as on past migration and work history; family relationships and characteristics of family members; particular categories of international migrant workers, such as one or more of those listed under paragraph 20 above; or special topics, such as occupational injuries, the informal sector and informal employment, and labour exploitation and forced labour of international migrant workers, in line with the latest ICLS standards on the respective topics, namely, statistics of occupational injuries (resulting from occupational accidents), statistics of employment in the informal sector and informal employment and statistics of forced labour, etc.
51. In general, the periodicity of data collection depends on the statistical needs and capacity of the statistical infrastructure in the country of measurement. The periodicity of data collection may not be the same for all items of data collection. At a minimum, the periodicity of the main items of data

collection should be sufficient to provide the information required for the core indicators specified in paragraphs 40 to 45 above.

52. The items of data collection described above give rise to a multitude of tabulations and cross-tabulations of data on international migrant workers, for-work international migrants and return international migrant workers. The choice and details of the tabulation plan depend on policy concerns, as well as on the representativeness, data quality and sample size of the underlying inquiry if the data are based on sample surveys, and on the availability, population coverage and suitability for statistical purposes of the information if the data are based on administrative records. The main tabulations should provide the information required to derive the core indicators specified in paragraphs 40 to 45 above.
53. For the purpose of international comparisons, countries that use the country of birth as the criterion for identifying international migrants may wish to tabulate relevant populations by country of citizenship and country of previous usual residence. Similarly, countries that use the country of citizenship as the criterion for identifying international migrants may wish to tabulate relevant populations by country of birth and country of previous usual residence. Finally, countries that use change in the country of usual residence as the criterion for identifying international migrants may wish to tabulate the relevant populations by country of citizenship and country of birth.

Data sources

54. Information on different aspects of international labour migration and categories of international migrant workers may come from diverse sources. These different statistical sources should be treated as complementary, to be used in combination in order to derive comprehensive sets of statistics to the extent possible. It is useful to distinguish the sources of stock and flow statistics as follows:
 - (a) *sources generating stock statistics*: population censuses; household surveys, in particular labour force surveys (especially relevant for certain groups, e.g. category 14(a) (usual residents) of international migrant workers); specialized migration and demographic surveys; surveys limited to, or focused on, particular populations or domains (such as surveys near international borders, surveys of refugee camps); and establishment census and sample surveys;
 - (b) *sources generating flow statistics*: border registrations; statistics of residence permits issued; statistics of work permits issued, statistics of visas issued; departure registrations; and household surveys;
 - (c) *sources that can generate both flow and stock statistics*: population registers; household surveys, registers of foreigners; tax and social security registrations; and registrations for use of utilities (e.g. phone, electricity);
 - (d) *other sources*: certain groups of international migrant workers who are in need of international protection may require special surveys with targeted samples due to their particular characteristics and circumstances. Appropriate administrative sources of data, where available, may supplement targeted sample surveys or may even serve as an alternative to such surveys.

Measurement issues

55. Within each data source, special methodologies should be developed to deal with the particular measurement issues concerning international labour migration. For example:
 - (a) in measuring category 14(a) (usual residents) of international migrant workers, using household surveys, such as labour force surveys, it is essential that information on migrant status and work status be collected and matched at the level of individuals. Data collection instruments should be developed to permit such linkage;
 - (b) similarly, in measuring returned international migrant workers using household surveys such as labour force surveys, data collection instruments should be developed to collect and permit linkage between data on past or last migrant status and corresponding past or last work status in the country of labour attachment at the level of individuals;
 - (c) in measuring category 14(b) (not usual residents) of international migrant workers, using administrative records of work permits or survey data at the place of work in the country of measurement, special methodologies should be developed to avoid double-counting of individuals (e.g. counting all admissions rather than only first-time entries during the reference

period) and to take into account situations in which the worker has multiple employers or is engaged in more than one establishment. Results may be compared with corresponding data obtained from household surveys, such as labour force surveys conducted in the country of usual residents;

- (d) similarly, in measuring the inflow of for-work international migrants or the outflow of international migrant workers using administrative sources, special care should be taken to strengthen these sources to ensure, to the extent possible, the accuracy of the information in order to adequately identify target populations;
- (e) finally, in measuring particular subcategories of international migrant workers, such as undocumented workers or externally displaced workers living and working in camps, special sampling procedures should be developed that are capable of capturing significant and representative samples of these elusive populations, which are often covered only partly or not at all in conventional censuses and sample surveys.

ILO global estimates

56. International labour migration is a rising policy priority. To be effective, international labour migration policies must be grounded in robust evidence. For this purpose, data on the number of international migrant workers, their distribution by sector of economic activity and their work status are urgently needed. In order to fill this knowledge gap, the ILO developed a comprehensive methodology for global and regional estimates of migrant workers and generated estimates with the reference year 2013. That methodology has been further improved and used to generate new global estimates with the reference year 2017, which are due for publication in 2018 and should be updated periodically. The quality of global estimates depends on the completeness and quality of the source data available from countries, requiring persistent effort to improve those sources.

ILO database

57. The ILO International Labour Migration Statistics (ILMS) database is currently hosted as a special collection within the ILOSTAT database and is freely available to users online. The database focuses on:
- (a) providing an openly available, relevant and comprehensive information source to enable evidence-based policy-making on international labour migration;
 - (b) mapping the existing data sources that countries collect, including their quality, scope, completeness and comparability and possible weaknesses that can be filled through capacity-building;
 - (c) defining a set of relevant tables on international labour migration as a standard reference-point for future data collection and reporting, as well as for assessing ongoing capacity-building efforts.
58. The ILO is gradually extending the ILMS database to cover all ILO member States. All data are gender-disaggregated.

Future actions

ILO methodological work

59. The ILO, in collaboration with interested countries, international and regional organizations, and workers' and employers' representatives, should continue methodological work relating to these guidelines, in particular, on appropriate methodologies for capturing and collecting data on the main categories and subcategories of international migrant workers, for-work international migrants, and return international migrant workers. The ILO should report the progress of its work to future sessions of the International Conference of Labour Statisticians, as appropriate.
60. To promote the implementation of these guidelines, the ILO should carry out its work through the collaborative mechanism, focused on:
- (a) wide dissemination and communication of these guidelines;

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- (b) sharing good practices among countries;
 - (c) technical assistance through training and capacity-building, especially for national statistical agencies and relevant statistical services in line ministries;
 - (d) implementation of conceptual and methodological work;
 - (e) improved harmonization between multiple data sources, both administrative and statistical, which is essential for producing more reliable global, regional and national estimates of labour migration;
 - (f) better coordination between users and producers of labour migration information, involving social partners when determining national and international data needs;
 - (g) mainstreaming the labour migration module in labour force surveys and national censuses, as appropriate, to ensure the quality of the resulting statistics, as relevant to the national context;
 - (h) analysis and presentation of statistics on international labour migration and migrant workers, supported by appropriate technical notes;
 - (i) collaboration with the Global Forum on Migration and Development (GFMD) and contribution to the implementation of the Global Compact for Safe, Orderly and Regular Migration (as adopted).

ILO technical assistance

61. The ILO should expand its technical assistance on labour migration statistics to support the implementation of these guidelines by member countries. Such technical assistance should include the provision of technical advice and training that are targeted to enhance national capacities, where required, and the provision of financial support to countries for labour migration data collection and analysis, to the extent possible.

2. Guidelines concerning the measurement of forced labour

Objectives and scope

1. The principal objective of forced labour statistics is to inform countries on the measures needed to prevent and eliminate the use of forced labour, to provide persons in forced labour protection and access to appropriate and effective remedies, such as compensation, and to sanction the perpetrators of forced or compulsory labour. The intent of the present guidelines is to facilitate the process of testing the measurement of forced labour in different national circumstances and under different measurement objectives. The guidelines provide recommendations for the collection and analysis of forced labour statistics, and to facilitate the international comparability of forced labour statistics by minimizing definitional and methodological differences across countries.
2. Each country is encouraged to develop, where relevant, an adequate data collection system to provide information on forced labour for the various data users of the statistics, taking account of the specific national needs and circumstances. Such systems should be designed to achieve a number of objectives, specifically,
 - (a) to measure the prevalence and trend of forced labour in the country, providing information on the nature and extent of different forms of forced labour, and, in particular, among women, children, migrant workers, and other population groups at risk;
 - (b) to make available quantitative and qualitative data on the characteristics of forced labour prevalent in the country, shedding light, in particular, on the elements of deception and coercion exercised in recruitment, during work, and as deterrent to leave the job or the employer; and
 - (c) to focus data collection on any sectors of the economy or any population groups particularly at risk of forced labour, including information on the prevalence and characteristics of forced labour that would assist in the development of effective measures to eradicate forced labour in those sectors or among the particular population groups.
3. In conducting data collection on forced labour, countries should endeavour to use common concepts and definitions in order to promote international comparability and to permit the evaluation of the trends and differences for monitoring the effectiveness of national policies and plans.

Main concepts and definitions

Forced labour

4. The ILO Forced Labour Convention, 1930 (No. 29), defines, in its Article 2, forced or compulsory labour for the purposes of the Convention as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.”
5. For statistical purposes, a person is classified as being in forced labour if engaged during a specified reference period in any work that is both under the threat of menace of a penalty and involuntary . Both conditions must exist for this to be statistically regarded as forced labour.
 - (a) The *reference period* may be short such as last week, last month or last season, or long such as the past year, the past two years, the past five years or lifetime. A short reference period may be appropriate where the concern is the measurement of forced labour among a particular category of workers. A long reference period may be appropriate where the concern is the measurement of forced labour among a general population group.
 - (b) *Work* is defined in line with the international standards concerning statistics of work, employment and labour underutilization adopted by the 19th International Conference of Labour Statisticians, 2013. It 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. In certain circumstances, the scope of work for the measurement of forced labour may be broadened to include activities such as child begging for third parties that go beyond the scope of production

of goods and services covered by the general production boundary of the System of National Accounts (SNA).

- (c) *Threat and menace of any penalty* are the means of coercion used to impose work on a worker against a person's will. Workers can be actually subjected to coercion, or verbally threatened by these elements of coercion, or be witness to coercion imposed on other co-workers in relation to involuntary work. Elements of coercion may include, inter alia, threats or violence against workers or workers' families and relatives, or close associates; restrictions on workers' movement; debt bondage or manipulation of debt; withholding of wages or other promised benefits; withholding of valuable documents (such as identity documents or residence permits); and abuse of workers' vulnerability through the denial of rights or privileges, threats of dismissal or deportation.
 - (d) *Involuntary work* refers to any work taking place without the free and informed consent of the worker. Circumstances that may give rise to involuntary work, when undertaken under deception or uninformed, include, inter alia, unfree recruitment at birth or through transaction such as slavery or bonded labour; situations in which the worker must perform a job of different nature from that specified during recruitment without a person's consent; abusive requirements for overtime or on-call work that were not previously agreed with the employer; work in hazardous conditions to which the worker has not consented, with or without compensation or protective equipment; work with very low or no wages; in degrading living conditions imposed by the employer, recruiter, or other third-party; work for other employers than agreed; work for longer period of time than agreed; work with no or limited freedom to terminate work contract.
 - (e) The measurement of forced labour of persons should not be limited to the context of an employer-employee relationship but also to other types of work relationships. It should thus cover all categories of workers including employers, independent workers without employees, dependent contractors, employees, family helpers, unpaid trainee workers, organization-based volunteers and other unpaid workers, as defined in the Resolution concerning statistics on work relationships adopted by the 20th International Conference of Labour Statisticians, 2018.
6. For statistical purposes, *forced labour of children* is defined as work performed by a child during a specified reference period falling under one of the following categories:
- (i) work performed for a third party, under threat or menace of any penalty applied by a third party (other than the child's own parents) either on the child directly or the child's parents; or
 - (ii) work performed with or for the child's parents, under threat or menace of any penalty applied by a third party (other than the child's parents) either on the child directly or the child's parents; or
 - (iii) work performed with or for the child's parents where one or both parents are themselves in a situation of forced labour; or
 - (iv) work performed in anyone of the following worst forms of child labour: (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, [as well as forced or compulsory labour], including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in relevant international treaties.

The term *child* refers to any individual under the age of 18 at the time of measurement, in line with the United Nations Convention on the Rights of the Child and the ILO's Worst Forms of Child Labour Convention, 1999 (No. 182).

7. In the present context, *duration in forced labour* is defined as the total number of days or months a person was in forced labour during the specified reference period.
- (a) Duration in forced labour may concern one or multiple spells of forced labour that occurred in the reference period.
 - (b) The complete spell of forced labour experienced by a person may have started before the specified reference period and may continue after the end of the specified reference period.
 - (c) Data on duration in forced labour serves to harmonize national statistics derived on the basis of reference periods of different lengths. Duration in forced labour is also by itself an important

indicator of forced labour, as it provides information that is relevant to assessing the degree of exposure to forced labour.

Types of forced labour

8. *State-imposed forced labour* refers to forced labour imposed by State authorities, regardless of the branch of economic activity in which it takes place. It includes labour exacted by the State as a means of political coercion or education or as a punishment for expressing political views; as a punishment for participating in strikes; as a method of mobilizing labour for the purpose of economic development; as a means of labour discipline; and as a means of racial, social, national, or religious discrimination. While it is recognized that States have the power to impose compulsory work on citizens, the scope of these prerogatives is limited to specific circumstances, for example compulsory military service for work of purely military character; normal civic obligations of citizens of a fully self-governing country and assimilated minor communal services; work or service under supervision and control of public authorities as a consequence of a conviction in a court of law; work or service in cases of emergency such as war, fire, flood, famine, earthquake, etc.
9. *Privately-imposed forced labour* refers to forced labour in the private economy imposed by private individuals, groups, or companies in any branch of economic activity. It may include activities such as begging for a third party, that, as noted above, go beyond the scope of the production of goods and services covered in the general production boundary of the System of National Accounts (SNA).

Forms of forced labour

10. *Forced labour* may take different forms within each of the two types of forced labour. In addition to the forms of slavery and serfdom defined in the UN Slavery Convention (1926) and Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956), the following forms of forced labour are defined for statistical purposes. The list of forms listed below is not necessarily exhaustive and these forms are not mutually exclusive:
11. *Bonded labour* is a form of forced labour in which the job or activity is associated with (i) advance payments or loans or excessive fees from recruiters and/or employers to the worker or to a person's family members; (ii) a financial penalty, meaning that the terms of repayment are unspecified at the outset and/or in contravention of laws and regulations regarding the amount of interest or other repayment conditions, or the job or activity is under-remunerated (in relation to legal regulations or the labour market); and (iii) some form of coercion until a worker or family member has repaid the loan or payment advance.
12. *Trafficking for forced labour*. A person trafficked for forced labour is a victim of a form of crime in which the victim is recruited, transported, transferred, or harboured or received by certain means including coercion, deception or abuse of vulnerability for the purpose of exploitation in forced labour. When the victim is a minor, the means are irrelevant.¹ [The Statistical definition of trafficking for forced labour will be further elaborated in collaboration with UNODC.]
13. *Forced commercial sexual exploitation* refers to forced labour in the private economy imposed by private individuals, groups, or companies for commercial sexual exploitation. It includes women and men who have involuntarily entered a form of commercial sexual exploitation, or who have entered the sex industry voluntarily but cannot leave it. It also covers all forms of commercial sexual exploitation of children including the use, procuring, or offering of children for prostitution or pornography irrespective of their consent.

Classifications and items of data collection

14. Statistics of prevalence of forced labour should be classified by sex and age group distinguishing at least between adults and children below 18 years of age, and where possible, by migrant status

¹ <https://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>.

distinguishing at least between international migrant workers and others. The statistics should also be classified by duration in forced labour and by branch of economic activity.

15. The classification of branch of economic activity for forced labour should to the extent possible be in line with the latest international standard industrial classification of all economic activities. A preliminary classification covers the following major branches of economic activity: agriculture and forestry; fishing; mining and quarrying (in particular brick kilns); manufacturing; construction; wholesale and retail trade, repair of motor vehicles and motorcycles or cycles; accommodation and food service activities; military; arts, entertainment and recreation; prostitution and sexual exploitation; drug production, sales and trafficking; begging; personal services including massages, beauty parlours, etc.; domestic work; other activities.
16. Important items of data collection on forced labour should include:
 - (a) data items for calculating prevalence estimates, namely items for identifying a worker during the reference period, and indicators for measuring “involuntary work” and “threat or menace of penalty” in line with the definitions given in paragraphs 5 and 6;
 - (b) socio-demographic characteristics such as sex, age or date of birth, marital status, educational attainment, migration status, country of birth;
 - (c) characteristics of forced labour such as type of forced labour; branch of economic activity; occupation category; status in employment; duration in forced labour; and elements of involuntary work and means of coercion, as well as information on recruitment processes, working and living conditions such as hours of work, income from work, social security coverage, paid sick leave, and paid annual leave.
17. Where measurement is focused on a particular sector of the economy or a given population group, the items of data collection should also include information on the specific features of the sector or population group of interest, in addition to the general items on prevalence and characteristics of forced labour mentioned in the preceding paragraph. In certain cases, it may also be appropriate to collect data on work history, forms of work and work relationships (employee, independent contractor, own-account worker, contributing family worker, etc.).

Data sources and data collection strategy

18. Statistics of forced labour may be compiled using a single or a combination of data sources. If a single source is used, household-based surveys provide, in general, an adequate and comprehensive scope to collect statistics on both prevalence and characteristics of forced labour, and to cover, in principle, all workers living in regular households, including undocumented migrant workers and children below the legal age for admission in employment. Household-based surveys on forced labour can be conducted independently as “stand-alone” surveys or special modules attached to existing national surveys. As household-based surveys address all household members, data may be collected to assess the impact of forced labour on other members of the household. Also, because household-based surveys reach the workers in their living quarters, the respondents are likely to feel freer to talk about their work experience than they would at their workplace in the presence of their employer or work colleagues. The rarity and uneven spread of the phenomenon, however, makes sampling of forced labour in household-based surveys a complex task requiring special considerations in survey design and analysis. Also, workers living at their place of work or in institutional households will not be covered by the conventional household-based surveys.
19. Data on forced labour can, in principle, also be collected through establishments or the place of work of workers. Establishment-based surveys of forced labour may be suitable where the operators of the establishments are themselves the target of the study or where the study concerns a particular branch of economic activity or where measurement of forced labour may be disguised within a broader survey on a less sensitive topic. Also, if the employer agrees to be interviewed, it is possible to analyse the demand side of forced labour and have access to the administrative records and financial accounts of the establishment. Establishment-based surveys also provide the possibility of making direct observation on the work environment and conditions of work of the target population. Establishment-based surveys and household-based surveys may be combined in certain circumstances to take advantage of the benefits of each, for example covering large or formal sector establishments through establishment-based surveys and small or informal sector establishments through household-based surveys.

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20. Administrative records, such as lists of persons in forced labour compiled by local authorities or police force, or by non-governmental organizations and other service providers, may be useful for producing estimates of the prevalence of forced labour at relatively low cost. Where there are different administrative sources that refer to a common reference period and can be confronted against each other so as to measure their overlap with reasonable accuracy, estimates of the prevalence of forced labour may be derived under certain assumptions, known as multiple systems estimation (MSE). Administrative records on forced labour can also be combined with household- based or establishment-based surveys, for example as multiple sampling frames for direct selection and interview of workers at their place of residence or work, or as information for targeting area frames for indirect selection of households and establishments. In all circumstances, it is important to ensure that the units reported in the administrative sources satisfy the criteria of the international definition of forced labour.
 21. Other approaches of data collection include data collection at places of gathering of workers (such as street surveys, cross-border surveys, or surveys at service providers) or at places specifically designated for survey interviewing (such as surveys based network sampling and response-driven sampling).
 22. In deciding on the appropriate strategy for data collection on forced labour, it is crucial to conduct thorough preliminary research studies examining the nature and distribution of the phenomenon to be measured, and the scope and merits of the available data sources. The preliminary study should involve the review of national laws and other legal instruments that refer to forced labour, human trafficking, slavery, bonded labour, etc. The preliminary study should also involve the identification and engagement with the main stakeholders, including government ministries, trade unions, employers' organizations, human rights commissions, international organizations, religious leaders, non-government organizations, etc.
 23. Preliminary data on forced labour may be compiled on the basis of reports on rescued persons by local authorities, police forces, tribunal judgements, non-governmental organizations, deportation centres and other government or non-governmental institutions. The review of these sources supplemented by interviews with selected key informants should provide an initial understanding of the forms and magnitudes of forced labour that may exist in the country. This preliminary investigation should help to make choices on the appropriate data sources for the statistical measurement and monitoring of forced labour at the national level or among a particular target group.
 24. As part of the preliminary research or as an independent study, mixed methods and qualitative research also provide an in-depth understanding of the nature and characteristics of forced labour, especially in particular branches of economic activity.

Survey design

25. Where surveys are used for data collection on forced labour, a number of considerations should be taken into consideration. Evidence suggests that: (a) data collection on forced labour is more effective at the place of residence or another convenient place away from the place work; (b) face-to-face interviewing is a more effective mode of data collection on forced labour than other modes of data collection such as telephone interviewing or interviewing by mail; and (c) self-response where the respondent replies to survey questions on a person's own behalf provides significantly more accurate data than proxy- response where the respondent replies to survey questions on behalf of other household or family members.
26. The sample design should provide for a sufficiently large sample size to lead to representative estimates of forced labour with acceptable degree of precision, expressed by their standard deviations. In general, depending on the precision requirement of the estimates and the extent of geographical concentration of forced labour, the sample size needed for measuring the prevalence of forced labour using probability sampling in household-based surveys may be expressed in thousands of sample households and for measuring characteristics of forced labour in hundreds or more of sample workers in forced labour depending of disaggregation of the estimates.
27. In calculating prevalence estimates, countries should develop appropriate strategies for sample design depending on the form of forced labour to be measured, the level of disaggregation required for the estimates, the type of information available for sampling and the statistical infrastructure available for survey operations. The following are certain examples of methodologies that may be helpful for improving the efficiency of the multi-stage sample design of conventional household-

based surveys. It involves methods that may be used for oversampling areas of concentration of forced labour in the initial stages of sampling and for targeting households of interest in the final stages of sampling. The sample design should also take into account any seasonality of employment in the target branch of economic activity or occupational group of interest.

28. One method of oversampling areas of concentration of forced labour is the identification of areas of the concentration of forced labour based on available information as separate strata, and the allocation of relatively more sample areas in these strata. Another method consists of merging neighbouring primary sampling units of higher concentration of forced labour and assigning them the sum of the probabilities of selection of their components. Still another method consists of ranking the primary sampling units by a rough degree of concentration of forced labour and incorporating the rank in the measure of size for sample selection of the area units with probabilities proportional to size. The procedure may be refined if the ranks can be replaced with auxiliary variables available in the area frame and having high correlation with forced labour.
29. Target sampling of households of interest may be achieved by screening the households of interest as part of the listing operations of the sample areas before sample selection of households at the final stage of sampling. The screening procedure may be based on a limited number of simple questions that may be administrated on a door-to-door basis as part of the listing operations of the selected sample areas. An alternative less costly procedure, applicable when the target households tend to live in dwellings close to each other, may be the use of adaptive cluster sampling according to which an initial set of households is selected by some probability scheme, and whenever the selected unit satisfies the screening criterion, additional units in the neighbourhood of that unit are added to the sample. The efficiency of the procedure may be improved with the use of appropriate stopping and dropping rules. In the case of measuring prevalence, the precision of the estimates may, under certain conditions, also be improved by expanding the sample to the immediate family network of respondents and adjusting the estimation method for proxy-response and multiplicity network sampling.
30. Where the survey of forced labour focuses on a particular branch of economic activity or occupation group, or a particular population group, the available information on the sector or population of interest should be used in the design of the survey. The information may be in the form of registers of establishments or enterprises engaged in that branch of economic activity or lists of geographical areas where the target population is concentrated. The information may then be linked to census or other adequate sampling frames for drawing probability samples based on indirect sampling techniques. The idea is the use of partial or imperfect sampling frames to reach area units of a complete sampling frame including workers engaged in informal workplaces, from which appropriate samples or sub-samples can be drawn for data collection on target units of interest. The methodology assumes that the target units absent in the original imperfect frame, such as informal enterprises or establishments, are geographically close to those present in that frame.
31. Another approach for dealing with rare populations with no or imperfect sampling frames is network sampling, where the social relationships of the target units are used as the base of sampling. A particular type of network sampling increasingly used in social sciences for sampling rare populations, for example forced labour among undocumented migrant workers, is respondent-driven sampling. In respondent-driven sampling, sampling begins with a set of initial participants who serve as ‘seeds’, and expands in waves through selection (or recruitment) of other members of the target population under a specific protocol of coupons and incentives. Statistical theory shows that after many waves of sampling, the dependence on the initial sample is reduced and the final sample may essentially be treated as a probability sample, representing the target population.
32. On questionnaire design, experience shows that:
 - (a) Question wordings and sequencing are particularly important considerations when designing questionnaire for measuring forced labour and its characteristics. The forced labour status of the respondent should be determined on the basis of indirect questioning using a sequence of properly worded questions rather than direct questions using sensitive and unfamiliar terminologies.
 - (b) Where relevant, answer categories should provide for separate recording of “refusal” and “don’t know”. The refusal to reply to or express ignorance on certain questions concerning forced labour are generally not neutral replies and often hide a reluctance to divulge information on a situation deemed painful or sensitive.

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- (c) An effective tool for improving the interpretation and accuracy of data on forced labour is the collection of additional information with appropriate open questions recording the verbatim statements describing the circumstances of labour exploitation experienced by the respondent.

Role of interviewers and ethical considerations

33. The value of the information that surveys provide depends directly on the usefulness and accuracy of the data they collect, which in turn depends on how the survey is actually implemented in the field. All means should be used to ensure that the survey does not have negative repercussions on the respondents. These include strict respect of confidentiality of responses and anonymity of respondents.
34. The role of interviewers is also of crucial importance in this regard as they constitute the actual point of contact with the respondent and the source of information. The workload of interviewers and their training programme should be carefully planned so that the performance of the interviewers in their face-to-face data collection is of the highest level.
35. Interviewers should also be trained for the particular aspects of data collection on forced labour, namely the selection of a safe place of interview outside the place of work, the importance of avoiding the use of words such as forced labour and trafficking during interviews, making clear from the outset that the objective of the survey is research thus avoiding false expectation from participation in the survey, and appropriate treatment of child respondents. As some respondents may nevertheless discuss their personal situation and seek help, it is necessary that interviewers be familiar with national laws relating to forced labour and trafficking, especially with regard to complaints procedures and victims' rights. They should also be receiving instructions during training on what to do in this type of situation, including familiarity with systems of referrals so as to be ready to indicate some of kind of solution or intervention to assist workers in distress.
36. Interviewers may be threatened upon entering a village or the vicinity of an enterprise or a farm. Their training should include procedures for immediately leaving an area in case of danger, and means of communication for contacting their assigned supervisors at any point of time during their work. Given the possible danger to which interviewers may be exposed, they must have the option to withdraw from the survey at the end of the training period or at any time during the field work without suffering any penalty, if they feel that the task is too risky for them. To monitor such cases, provisions should be made for regular interviewer's debriefing and, if necessary, post-survey counselling. Ethical considerations should also be respected with regard to data processing, data storage, and data analysis and reporting practices. Data should be anonymized to protect individually identifiable information. In the same regard, data analysis and reporting ensure a sufficient sample size so that individuals cannot be identified, especially when data are disaggregated by various characteristics.

Data analysis and reporting

37. In reporting national data on forced labour, the reference period of the statistics should be clearly specified. The report should also indicate whether the statistics refer to the stock of forced labour (number of persons experiencing forced labour at a given point of time) or the flow of forced labour (number of persons who experienced a spell of forced labour at any time during a reference period). For proper interpretation of the statistics, the data on stock or flow should be complemented with estimates of the average duration of forced labour during the specified reference period. It is also essential to indicate whether the statistics refer to persons in forced labour who experienced forced labour in the reporting country or in a country other than the reporting country.
38. For the purpose of international comparisons, the national statistics on forced labour should be reported in terms of prevalence and prevalence rate. Prevalence of forced labour is defined as the number of persons in forced labour at a given point of time (instantaneous prevalence). In practice, it can be measured as the number of persons who experienced forced labour during a specified reference period such as one calendar year or the last twelve months (one-year prevalence), or a longer period such as two years (two-year prevalence) or five years (five-year prevalence), adjusted for the average duration in forced labour among the persons in forced labour expressed as a fraction of the specified reference period. The resulting statistic may be interpreted as the average stock of forced labour at any point of time during the specified reference period, thus independent of the length of the reference period and comparable among countries.

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39. The prevalence rate of forced labour should be reported in terms of the number of persons in forced labour at the given point of time per one thousand inhabitants. The reference population to be considered is the total population of the country at the given point of time, covering both the working age population and the children population below working age.
 40. Where relevant, the prevalence of forced labour should be separately measured for the two types of forced labour, namely privately-imposed forced labour and state-imposed forced labour. Where relevant, separate measurement should also be made on forms of forced labour such as forced commercial sexual exploitation, trafficking for forced labour, bonded labour, and forced labour of children, cutting across the different components of forced labour.
 41. In general, the statistics of forced labour should be reported by sex and age group distinguishing at least between children below working age and adults at or above working age, and where feasible, by other social and demographic characteristics such as migrant status, country of citizenship, branch of economic activity and occupation category. To the extent possible, the data on forced labour should include quantitative information on duration in forced labour, means of coercion, nature of involuntary recruitment, nature of involuntary work and type of impediment to leaving the work. Where relevant and feasible, the data should provide information permitting the analysis of the interaction between persons in forced labour and other units such as parents, families and communities.
 42. The reporting of data on forced labour should be accompanied by a methodological description on how the data were collected. The description should provide information on the scope of the data, the main concepts and definitions, the corresponding counting rules, as well as the breakdowns and classifications, and where relevant the sampling and estimation procedures. It should also include an assessment of the quality of the data, including where relevant and feasible, the measurement errors of the main estimates, the response rate, the rate of proxy-response, and the sampling errors in the case of a survey.

Global estimation

43. Taking immediate and effective measures to eradicate forced labour and end modern slavery and human trafficking has become a major concern of the international community and is a core element of the Sustainable Development Goals (SDGs) of the United Nations (target 8.7). The achievement of that goal should be measured not only at the national level, but also at regional and global levels. Based on its past experience on global estimation of forced labour and the present ICLS guidelines, the ILO should develop a standard methodology for estimating forced labour at the international level and communicate the methodology and the data needs to governments and national statistical offices.
44. The standard methodology should make it easier for countries to report on target 8.7 in their Voluntary National Reviews to the High-Level Political Forum on Sustainable Development. The indicator on trafficking in persons (16.2.2) already requires countries to report on trafficking in persons. As a consensus is reached on the methodology for the calculation of prevalence of forced labour, the ILO could propose to the Inter-Agency Expert Group on SDG Indicators (IAEG-SDGs) to include the indicator on forced labour as part of a future revision of the official list of SDG indicators.

Future work

45. To facilitate the process of testing the guidelines in different national circumstances and branches of economic activity, the ILO should work, through collaborative arrangements with countries, international, regional and subregional organizations, and workers and employers' representatives:
 - (a) prepare technical manuals on practical methods for data collection, data processing, data analysis and data transmission on forced labour; and
 - (b) provide technical assistance through training and capacity building.

3. Guidelines concerning measurement of qualifications and skills mismatches of persons in employment

Preamble

The 20th International Conference of Labour Statisticians (ICLS),

Recalling the existing international standards on statistics of labour underutilization contained in the resolution concerning statistics of work, employment and labour underutilization adopted by the 19th ICLS (2013),

Noting that the term labour underutilization refers, in addition to insufficient labour absorption, to various forms of inadequate labour absorption such as skill mismatch and slack work (paragraph 42 of the 19th ICLS resolution concerning statistics of work, employment and labour underutilization),

Supporting the part of the request made by the 19th ICLS in paragraph 97 of the 19th ICLS resolution concerning statistics of work, employment and labour underutilization, that the International Labour Office continue methodological work on the measurement of inadequate employment related to skills,

Recognizing that qualification is only a proxy for the skills mastered at the moment of completion of an educational programme, and that skills may change over time with on-the-job training, past work experience, informal learning, etc. Therefore, both mismatch of qualifications and skills need to be assessed separately,

Recognizing that the considerable diversity of defining and measuring of qualification and skills mismatches poses limits to the extent to which statistics on these topics can be harmonized across countries,

Recognizing further that international guidelines on the measurement of qualification and skill mismatches 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.

A. Objectives and uses

1. These guidelines aim to set standards for defining and measuring qualification and skills mismatches of persons in employment ¹ and facilitate the production of statistics on mismatches that can complement the existing measures of labour underutilization, in particular unemployment, time-related underemployment and potential labour force.
2. Each country should aim to measure level and trends of various forms of mismatches, to provide an adequate information base for the various users of the statistics, taking account of the specific national needs and circumstances. Such measures should be designed to achieve a number of objectives, in particular to:
 - (a) monitor labour markets for the design, implementation and evaluation of economic and social policies and programmes related to skills development including vocational education and training, employment creation, income generation, industry development and related decent work policies;
 - (b) evaluate the impact of mismatches by level of education, field of study and/or skills on economic and social outcomes, including labour productivity;

¹ Mismatch of persons not in employment is outside the scope of these guidelines.

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- (c) assess the extent to which population groups such as women and men, young people, migrants, persons with disabilities and other groups of particular policy concern are affected by various forms of mismatches.
3. To achieve these objectives, the concepts used in the compilation of the statistics on qualification and skills mismatches should be developed in consultation with the various users of the statistics. These statistics should be compiled and disseminated at regular intervals.

B. Definitions

4. Educational attainment, qualifications and field of study are defined by UNESCO in International Standard Classification of Education (ISCED 2011) and International Standard Classification of Education: Fields of Education and Training 2013 (ISCED-F 2013)² as follows:
- Educational attainment is the highest level of education an individual has successfully completed. This is usually measured with respect to the highest education programme successfully completed, which is typically certified by a recognized qualification.
 - Qualification is the official confirmation, usually in the form of a document, obtained through:
 - (i) successful completion of a full education programme;
 - (ii) successful completion of a stage of an education programme (intermediate qualifications); or
 - (iii) validation of acquired knowledge, skills and competencies, independent of participation in an education programme (acquired through non-formal education or informal learning).
 - Field of study is broad domain, branch or area of content covered by an education programme, course or module.
5. Skills are defined as the innate or learned ability to apply knowledge acquired through experience, study, practice or instruction, and to perform tasks and duties required by a given job. Distinction might be made between:
- (a) Job-specific/technical skills. These are skills particular to an occupation which include specialist knowledge needed to perform job duties; knowledge of particular products or services produced; ability of operating specialized technical tools and machinery; and knowledge of materials worked on or with.
 - (b) Basic skills. These skills (such as literacy, numeracy and ICT (Information Communication Technology) skills) are considered as a prerequisite for further education and training and for acquiring transferable and technical skills.
 - (c) Transferable skills. These are skills that are relevant to a broad range of jobs and occupations and can be easily transferred from one job to another. They include but are not restricted to problem-solving and other cognitive skills, physical skills, language skills, socio-emotional and personal behavioural skills.

Depending on the complexity and range of tasks and duties to be performed on the job, different types of skills and levels of proficiency may be required for different occupations or group of occupations.

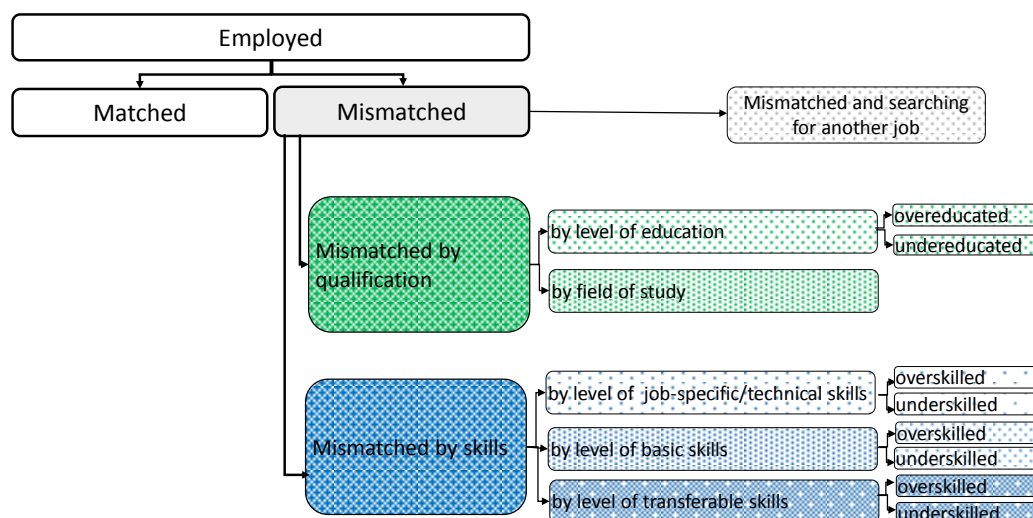
C. Concepts

6. A person in employment may experience two main forms of mismatches: qualification mismatch and skill mismatch.
7. A person in employment is considered as being matched or mismatched, as defined in paragraphs 8 and 9, on the basis of requirements for their main job. In case of multiple jobs holdings, where

² <http://uis.unesco.org/en/topic/international-standard-classification-education-isced> and <http://uis.unesco.org/sites/default/files/documents/international-standard-classification-of-education-isced-2011-en.pdf>.

relevant, a person may also be considered as matched or mismatched on the basis of requirements for their other jobs.

Figure 1: Mismatch of persons in employment



8. **Qualification mismatch** refers to a situation in which a person in employment, during the reference period, occupied a job whose qualification requirements did not correspond to the level and/or type of qualification they possessed.

Qualification mismatch include:

- (a) Mismatch by level of education: it occurs when the level of education of the person in employment does not correspond to the level of education required to perform their job.
 - Over-education occurs when the level of education and training of the person in employment is higher than that required to perform their job.
 - Under-education occurs when the level of education and training of the person in employment is lower than that required to perform their job.
 - (b) Mismatch by field of study: it occurs when the field of study of the person in employment does not correspond to the field of study required to perform their job.
9. **Skill mismatch** refers to a situation in which a person in employment, during the reference period, occupied a job whose skills requirements did not correspond to the skills they possesses.

Skill mismatch may refer to mismatch of overall skills or to types of skills. The mismatch by type of skills includes:

- (a) mismatch of job-specific/technical skills;
- (b) mismatch of basic skills;
- (c) mismatch of transferable skills.

A person in employment may experience:

- Over-skilling, which occurs when the level and/or types of skills of the person in employment exceeds those required to perform their job.
- Under-skilling, which occurs when the level and/or types of skills of the person in employment is lower than those required to perform their job.

D. Measurement

10. The measurement of qualification and skill mismatches should be based on suitable data compiled as part of the existing household and/or establishment based surveys. Data from recent administrative records and secondary sources can also be used.

Qualification mismatch

(a) Mismatch by level of education

11. Measurement of mismatch by level of education requires information about the highest level of educational attainment ³ of a person in employment, their occupation and the information regarding the relevance of different levels of education for each occupation or occupational group.
12. The “thresholds” used as a boundary between matched and mismatched, could be determined on the basis of educational requirements as specified in relevant legislation or national practice, and set for specific occupations or occupational groups (i.e. normative approach).
13. Where national requirements are not either available or appropriate, the “thresholds” could be empirically determined on the basis of (i) the modal level of education of all persons in employment in an occupation or occupational group ⁴ (i.e. statistical approach), or (ii) modal value of the self-assessed level of education required to perform the job by all persons employed in a given occupation or occupational group (i.e. subjective approach). ⁵
14. Intensity (severity) of mismatch (over- and under-education) may be estimated on the basis of the number of levels of educational attainment³ above or below the threshold used.

(b) Mismatch by field of study

15. Measurement of field of study mismatch requires information about the main field of study in the highest level of education (or the most recent level of education) of a person in employment, their occupation and the information regarding the relevance of different fields of study for each occupation or occupational group.
16. The “thresholds” used as a boundary between matched and mismatched, could be determined on the basis of requirements as specified in relevant legislation or national practice, in terms of fields of study that are considered as appropriate for each occupation or occupational group (i.e. normative approach).
17. Where national requirements are not either available or appropriate, the “thresholds” could be empirically determined on the basis of (i) the modal field of study of all persons in employment in an occupation or occupational group (i.e. statistical approach), or (ii) modal value of a self-assessed field of study required to perform the job by all persons employed in a given occupation or occupational group (i.e. subjective approach). ⁶

Skills mismatch

18. Measurement of skills mismatch requires information about the skills required for competent performance on the job and skills possessed by a person in employment.
19. Mismatch may be measured by assessing either types of skills or overall skills possessed and required for competent performance on the job, by the person in employment.
 - (i) Mismatch by type of skills: a person in employment is considered as overskilled if they assess that the level of specific type of skills required to perform their job are lower than the level of skills they possess and underskilled if the level of specific type of skills required to perform their job are higher than the level of skills they possess.

³ Alternatively, completed years of schooling.

⁴ Alternatively, the mean, median or modal values of the completed years of schooling of all persons in employment, by occupation or occupational group.

⁵ Instead of using a threshold, a person’s direct assessment of the match between their level of education and the level of education required to perform the job may be used.

⁶ Instead of using a threshold, a person’s direct assessment of the match between their field of study and the field of study required to perform the job may be used.

The type of skills assessed include but may not be restricted to:

- (a) job-specific/technical skills;
 - (b) basic skills;
 - (c) transferable skills.
- (ii) Mismatch of overall skills: a person in employment is considered as overskilled if they report having the skills to perform more complex tasks or underskilled if they report that, to competently perform their job, some of their skills need to be further developed.
20. Wherever possible, in addition to the assessment by the person in employment, measurement might be based on the employer's assessment of skills possessed by the person in employment against the skills required to perform the job, and/or direct assessment of level of proficiency of selected types of skills (e.g. literacy, numeracy and ICT tests might be used).

E. Analysis

21. The basic indicators for reporting labour underutilization related to the inadequate use and mismatch of qualifications and skills of persons in employment are headcounts and rates of:
- persons in employment mismatched by level of education, over and undereducated,
 - persons in employment mismatched by field of study,
 - persons in employment mismatched by both level of education and field of study,
 - persons in employment mismatched by technical skills, over and underskilled,
 - persons in employment mismatched by basic skills, over and underskilled,
 - persons in employment mismatched by transferable skills, over and underskilled.
22. To understand the relationship between qualification and skills mismatches, it might be useful to separately identify and report headcounts and rates for the following groups:
- persons in employment undereducated but matched/mismatched by type/level of skills,
 - persons in employment overeducated but matched/mismatched by type/level of skills,
 - persons in employment matched by level of education but matched/mismatched by type/level of skills,
 - persons in employment mismatched by field of study but matched/mismatched by type/level of skills.⁷
23. To take into account the informal qualifications (i.e. those not recognized by the relevant national education authorities) acquired outside formal learning institutions, it might be useful to separately identify undereducated and/or mismatched by field of study whose length of relevant work experience and/or on-the-job training is above that required for an occupation or occupational group.
24. Additional cross tabulations might be needed to understand the impact of mismatch on unemployment, jobs satisfaction and earnings:
- To assess the pressure on the labour market exerted by persons in employment who are mismatched, it may be useful to identify separately mismatched persons in employment who carried out activities to seek "better-matched job" in a recent period that may comprise the last four weeks or calendar month.
 - To assess the impact of mismatch on job satisfaction, it may be useful to identify separately mismatched persons in employment who are unsatisfied with their job (match).
 - To assess the impact of mismatch on earnings, it may be useful to identify separately mismatched persons in employment who are earning less/more than the average wage of their occupational, skills or qualification peers.

⁷ Other combinations might also be of interest.

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25. The analysis of persons in employment who are mismatched may include their disaggregation by significant demographic, social and economic characteristics (such as gender, age, economic activity, sector, occupation, level of education, status in employment, migrant vs non-migrant workers, etc.), as well as appropriate cross-classifications with due regard to the need for confidentiality and statistical significance.
 26. The analysis may focus on occupational groups or sectors (e.g. formal/informal, employees, public/private) or age cohorts that are of particular policy interest. The occupational groups of interest may include occupations that require higher levels of education, occupations in which the matching is low, occupations for which there is short supply (e.g. medical staff). The age cohorts of special interest may include youth (e.g. age 15–29), those entering employment in the preceding five years, the elderly, etc.

F. Dissemination

27. For effective policies and programmes related to education and skills development, statistics on qualification and skill mismatches should be collected and disseminated at regular intervals, wherever possible on an annual basis.

G. Future work

28. The ILO should, in collaboration with interested countries, international, regional and subregional organizations, and workers' and employers' representatives:
 - arrange for testing of the concepts and measurement approaches presented in these guidelines;
 - continue methodological work in reference to these guidelines and report to future sessions of International Conference of Labour Statisticians, as appropriate.

4. Guidelines concerning statistics of cooperatives

Preamble

The 20th International Conference of Labour Statisticians,

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

Recalling the resolution concerning further work on statistics of cooperatives adopted by the 19th International Conference of Labour Statisticians (2013),

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

Recalling the existing international statistical standards contained in the resolutions adopted by the International Conference of Labour Statisticians, in particular the resolution concerning statistics of work, employment and labour underutilization adopted by the 19th International Conference (2013) and the resolution concerning statistics on work relationships adopted by the 20th International Conference of Labour Statisticians (2018),

Recognizing the need for coherence with other existing international statistical standards, in particular regarding the System of National Accounts (SNA),

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

Objectives and uses

1. These guidelines aim to facilitate the development of a set of statistics on cooperatives that will provide an adequate information base for a wide range of descriptive, analytical and policy purposes, taking specific national needs and circumstances into account.
2. Statistics on cooperatives should in particular:
 - (i) allow for monitoring of the contribution of cooperatives to labour markets and the economy;
 - (ii) inform the design, implementation and evaluation of economic and social policies and programmes;
 - (iii) facilitate analysis of groups of workers or members such as women and men, young people and other groups of particular concern.
3. In order to achieve these objectives, the set of statistics should, to the extent possible, include statistics regarding:
 - (i) the number and type of cooperatives;
 - (ii) members of cooperatives;
 - (iii) work generated in cooperatives, including employment and other forms of work defined in the resolution concerning statistics of work, employment and labour underutilization adopted by the 19th International Conference of Labour Statisticians (2013);
 - (iv) the economic contribution of cooperatives.
4. Statistics on cooperatives should be developed in consultation with the various users of the statistics, in harmony with other social and economic statistics and in accordance with international standards. These guidelines should serve to facilitate the production of statistics on cooperatives for different purposes as part of an integrated national system that is based on common concepts and definitions.
5. In developing their statistics on cooperatives, countries should endeavour to incorporate these guidelines in order to promote international comparability and to permit the evaluation of trends for the purpose of labour market and economic and social analysis.

Reference concepts and definitions

6. A cooperative is defined as an autonomous association of persons and/or legal entities united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise.
7. Members set up or join a cooperative to benefit from the usage or transactions they have with it. Members have double status as both owners and users of goods and services provided by cooperatives.
8. In accordance with national legislation, members of cooperatives may be persons or legal entities and membership should be open to all persons and entities able to use their services and willing to accept the responsibilities of membership, without gender, social, racial, political or religious discrimination.
9. In the SNA, cooperatives are institutional units which are part of non-financial corporations, financial corporations or non-profit institutions (NPIs). If the articles of association of a cooperative prevent it from distributing its profit or surplus, then it will be treated as an NPI; if it can distribute its profit or surplus to its members, it is not an NPI.
10. Cooperatives differ from other corporations in that they are democratically controlled by their members according to the principle of one member, one vote.
11. Cooperatives that are non-profit also differ from other non-profit institutions in that members are the users of goods and services provided by cooperatives and each member contributes to the capital of the cooperative.

Types of cooperatives

12. Based on the main interest of the members of cooperatives, four main types of cooperatives can be distinguished (table1):
 - (i) producer cooperatives;
 - (ii) worker cooperatives;
 - (iii) consumer/user cooperatives;
 - (iv) multi-stakeholder cooperatives.
13. In a producer cooperative, the main interest of the members is related to their production activity as enterprises in their own right. The members typically comprise household market enterprises such as small agricultural or craft producers but may also include corporations.
14. In a worker cooperative, members share an interest in the work which is provided by or ensured through the cooperative. The members are individual workers (worker-members) whose jobs are directly assured through their cooperative.
15. In a consumer/user cooperative, members are the consumers or users of the goods or services made available by or through the cooperative. Financial service cooperatives are classified as part of consumer/user cooperatives even if these cooperatives also service producers.
16. A multi-stakeholder cooperative is a cooperative which has more than one type of member with significant involvement in the activity of the cooperative and in which:
 - (i) more than one type of member is represented in the governance structure of the cooperative; and
 - (ii) no type of member has a dominant position through a majority of votes in the governing body or an exclusive veto over decisions.

Other types of cooperatives may also have more than one type of member but only one type of member is predominant in the governance of the cooperative.

Table 1. Types of cooperatives

Type of cooperative	Interest of members	Type of member
Producer cooperative	Production activity	Producer-members: – enterprises such as small agricultural or craft producers – may or may not be incorporated
Worker cooperative	Work	Worker members
Consumer/user cooperative	Consumption	Consumer-members: clients, family of clients, non-profit institutions, producers, corporations
Multi-stakeholder cooperative	More than one interest	Producer-members Consumer-members Worker-members

Statistical units

17. Different units are relevant to the production of statistics on cooperatives. The basic units are cooperatives; members of cooperatives; persons; jobs or work activities; and the institutional units defined in the SNA and the International Standard Industrial Classification of all Economic Activities, Revision 4 (ISIC, Rev. 4).
18. Membership is defined as the number of members of each cooperative.

Operational definitions

19. The definition of cooperatives can be operationalized on the basis of four criteria:
 - (i) a cooperative should be a formally established institutional unit (non-financial corporation, financial corporation or non-profit institution);
 - (ii) a cooperative should be controlled democratically by its members according to the principle that each member has an equal vote;
 - (iii) membership of the cooperative should be voluntary and non-restrictive;
 - (iv) distribution of profits or surpluses among the members is not directly linked to the capital contributed by each member.
20. Unregistered cooperatives are enterprises operating in a similar way as cooperatives but are not registered as such. These cooperatives should be identified separately based on criteria (ii), (iii) and (iv) listed in paragraph 19 above.
21. Mutual societies, self-help groups or social ventures (as defined in the SNA) should not be counted as cooperatives.
22. Both persons and legal entities can be members of more than one cooperative. Cooperatives therefore have memberships that may not be mutually exclusive, but membership may be important for groups or types of cooperatives.
23. Statistics of cooperatives should include statistics on the persons and enterprises that are members of cooperatives and statistics on subsidiaries that are not cooperatives, such as incorporated enterprises which are owned or controlled by cooperatives.

Work in cooperatives

24. Work performed in cooperatives can be undertaken by members and by non-members and may include all forms of work defined in the resolution concerning statistics of work, employment and labour underutilization adopted by the 19th International Conference of Labour Statisticians (2013).

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25. Work within the scope of statistics on cooperatives includes work performed by members and non-members in:
- (i) Cooperatives;
 - (ii) Economic units that are members of a producer cooperative or multi-stakeholder cooperative;
 - (iii) Subsidiary enterprises owned or controlled by cooperatives.
- Statistics on work generated in cooperatives, in particular statistics on employment, should be compiled and tabulated separately or disaggregated for each of these institutional settings.
26. Worker members of cooperatives by definition perform work in their own cooperatives. Producer-members and consumer-members may also perform work in their cooperatives. Work is also performed in enterprises that are members of cooperatives while using goods and services provided by or through cooperatives (in particular in producer cooperatives), as well as in subsidiary enterprises that are owned or controlled by a cooperative.
27. Work performed by members of cooperatives which is not related to the cooperative should be considered as work outside the scope of statistics on cooperatives.
28. Worker-members of cooperatives are dependent workers because they do not have the same degree of control over the operation of their enterprise as, for example, a majority shareholder. If these workers are paid a wage or salary for time worked or for each task or piece of work done in the cooperative, they should be classified as employees of their own cooperative; if they are paid only in profit or surplus or paid a fee per service, they should be classified as dependent contractors according to the resolution concerning statistics on work relationships adopted by the 20th International Conference of Labour Statisticians (2018).
29. Owner-operators of enterprises that are members of producer cooperatives should in general be classified as independent workers; they may be classified as dependent workers if their business depends significantly or entirely on the cooperative in terms of access to markets, organization or pricing of work (i.e., the cooperative implicitly or explicitly controls the activities of the members) and if they satisfy the criteria to be classified as dependent contractors that are specified in the current standards for statistics on work relationships.
30. Members of cooperatives may perform work in the management or administration of the cooperative. When such work is performed for pay from the cooperative by the owner-operators of enterprises that are members of producers' cooperatives, it should be considered for statistical purposes as a job in the cooperative. When members of producer cooperatives perform such work without pay from the cooperative, it should be considered as employment in the workers' job in the member-enterprise; when performed by worker-members of cooperatives, with or without pay, it should be considered as employment in their job in the cooperative. If consumer-members perform any type of work in their cooperative without pay it is volunteer work.
31. Non-members can perform work in all types of cooperatives, including as employees and as volunteers.

Data collection, tabulation and analysis

32. To assess the economic contribution of cooperatives it is important to take the characteristics of different types of cooperatives into account. Different measures of this contribution may be needed depending on the type of cooperative (and thus the interest of the members). For this purpose, information should be collected on employment, revenue, value added, assets, liabilities, the use of profits or surpluses, investment and the earnings of workers within the scope of statistics on cooperatives. Information should also be collected on the (share of) transactions with members and non-members.
33. Comprehensive statistics on cooperatives, members of cooperatives and jobs or work activities performed within the scope of statistics on cooperatives should be published on a regular basis, if possible at least every five years. Such comprehensive statistics should preferably be based on a census of cooperatives but may also be based on periodic sample surveys.
34. To the extent possible, statistics should be compiled separately for cooperatives, enterprises that are members of cooperatives and enterprises that are owned and controlled by cooperatives.

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35. Regular (preferably annual) monitoring of cooperatives can be based on administrative records if these are adapted for statistical purposes and on establishment surveys; data on persons who are members of cooperatives can also be collected through household surveys.
 36. Statistics of cooperatives should be systematically tabulated, as follows:
 - (i) by the four main types of cooperatives listed in paragraph 12 above, as well as by nationally specific sub-types where relevant and feasible;
 - (ii) by branch of economic activity;
 - (iii) by regions relevant to national purposes, including by urban and rural areas.
 37. Statistics on persons who are members of cooperatives, including owner-operators of enterprises that are members of cooperatives, as well as statistics on employment in cooperatives, should be systematically disaggregated by significant characteristics of the person, in particular by sex, age group, geographical region and urban and rural area, and by type of member.
 38. Statistics on employment generated in cooperatives should be systematically disaggregated by significant characteristics of the job, including status in employment, occupation and the economic activity of the cooperative, as well as by characteristics of the jobholder, including by sex and age group.
 39. If possible, inactive cooperatives should be identified separately and excluded from statistics on cooperatives.

Future work

40. The ILO, in collaboration with interested countries and institutions, should arrange for testing of the concepts and definitions presented in these guidelines.
41. The ILO, in collaboration with interested parties, should work on the development of measures to assess the economic contribution of cooperatives.
42. The ILO, in collaboration with interested countries and institutions, should continue methodological work related to these guidelines, and in particular with regard to cooperative-like and non-registered units.